

PPTA

NEW ZEALAND POST PRIMARY
TEACHERS' ASSOCIATION
TE WEHENGARUA

www.ppta.org.nz

PPTA Workload Taskforce Report

**Report of the 2015 investigation into issues
of workload intensification for secondary
school teachers in New Zealand.**

April 2016

About PPTA

The New Zealand Post Primary Teachers Association Te Wehengarua (PPTA) is the professional and industrial body which represents secondary school teachers and principals in state and state integrated secondary and area schools. The Association has approximately 18,000 members.

The Constitutional objects of the Association are to:

1. advance the cause of education generally and of all phases of secondary education and technical education in particular
2. uphold and maintain the just claims of its members individually and collectively
3. affirm and advance Te Tiriti O Waitangi.

PPTA is organised in branches, with each secondary and area school being a branch. Each branch elects from within its membership a branch chairperson and other officers. Branches are organised into 24 local regions and each region has an elected chairperson and a committee of officers.

Members in each region annually elect a representative to the PPTA's National Executive.

Maori members elect Te Reo Rohe representatives within regional rohe and national representation on Te Huarahi Maori Motuhake. Pasifika teachers elect representatives to Komiti Pasifika. The Association's National Executive includes representatives of Te Huarahi and an elected representative of Pasifika teachers.

Principals are represented on a regionally-based, the elected Principals Council (SPC) and a Senior Positions Committee (SPAC) provides a forum for direct input from other senior leaders.

Elected officials at every level are currently practicing secondary or area school teachers or principals.

The Executive of the Association is advised by a number of networks of members, by permanent committees and by ad hoc taskforces composed of current members with expertise in particular issues.

The Association's President is elected annually by a vote of the whole membership and is a practising teacher seconded for the year.

The Association is affiliated to the New Zealand Council of Trade Unions and to Education International. It is not affiliated to any political parties.

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Subject field: 2016 Workload Report

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Introduction and acknowledgements

The Workload Taskforce was established by the Post Primary Teachers' Association (PPTA) Executive in September 2014 **“to investigate issues of workload intensification for secondary teachers”**. The Taskforce was charged with developing recommendations on:

- how outside agencies could help address workload intensification
- additional PPTA resources/activities to assist branch with workload issues
- resourcing of schools
- Collective Agreement provisions
- best practice in managing teacher workload
- any other relevant matters.

To achieve this it was directed to consult widely and invite presentations/submissions from branches, networks and any appropriate education body, academics and political parties, and to consider any other work being undertaken in response to workload.

The Taskforce members were nominated from key representative groups within the Association and consisted of the following:

Erin MacDonald	Stratford High School	Regional officer
Ivan Davis	Western Springs College	Senior Positions Advisory Committee
Jack Boyle	Sacred Heart College, Lower Hutt	Executive, Professional Issues
James Morris	Darfield High School	Secondary Principals Council
Jess Earnshaw	Forestview High School	Komiti Pasifika
Jill Gray	Havelock North High School	Executive, Conditions
Jonathan Handley-Packham	Hornby High School	Executive, Curriculum
Karen Corbin	James Hargest High School	ICT Advisory Committee
Louise Irwin	Hamilton Girls High School	New and Establishing Teachers
Louise Towers	John Paul II High School	Regional officer
Miriama Barton	Hamilton Boys High School	Te Huarahi

The PPTA Executive thanks the Taskforce members for their work on this review and report. We also wish to thank the thousands of secondary teachers who provided input into the report.

The Taskforce itself wishes to thank Sacred Heart College, Lower Hutt, and Havelock North High School branches for trialling and offering their advice on the design of the workload survey, the branch officers and members in the schools who agreed to act as focus groups, and all those who took time to provide submissions and otherwise contribute to the final report.

There is irony in asking busy teachers to take time out of their pressured lives to provide feedback on their workload, but without their support this report could not have been possible.

The Taskforce processes

The Taskforce collected information on workload from secondary teachers who responded to the workload survey during term 2 2015, from eight focus group schools around the country, and from submissions from various groups and agencies.

The purpose of the survey was not to determine if there is a workload issue for secondary teachers. The Taskforce is of the view that there is already more than sufficient evidence, including previous randomised surveys of PPTA members conducted by the Association and other researchers, to identify a significant and growing workload problem for secondary teachers. The intention of this particular survey was to identify in more detail what the drivers of the workload pressures are, how they differ between teachers at different levels, and what possible and effective responses there could be to the actual drivers of the problems. To this end the survey was open to all members to complete.

The survey was initially developed by the Taskforce. It was reviewed by members at Sacred Heart College Lower Hutt as a paper-based survey and was subsequently modified before being trialled as a web-based survey by members at Havelock North High School. Following final adjustments the survey was then made available to members during term 2 2015. There were over 1300 responses.

The survey asked individual teachers questions about the nature of their own work. It sought both qualitative data (e.g. length of working week) and quantitative data (e.g. the relative productiveness of the tasks teachers were required to undertake). Teachers were asked to identify the impacts of their workload and whether it had changed in recent years. They were asked questions about what could be changed both within the school and within the education system to make their work more productive. It allowed teachers to make statements about their work and its impacts.

The branch-based focus groups were asked to meet together and discuss what workload issues were common for them in their own school, and how these might be addressed locally or nationally. The eight focus groups were spread across the country, covered all school types and ranged in size and decile¹.

Teachers at the focus group schools were asked to produce a timewheel (a pictorial diary) for the previous working day's activities. One hundred and eighty-eight timewheels were provided by full-time teachers which allowed analysis of the activities teachers were engaged in at different points in the day.

From these various sources we were able to identify the work teachers were doing, the pattern of their day, and the main issues they faced in being able to work effectively and sustainably. We then identified a range of responses to the problems they identified which would impact most broadly across the secondary teaching workforce. The taskforce was also able to consider a number of existing reports on secondary teacher workload and the outcomes of several secondary teacher workload forums over the last 15 years.

¹ The schools which volunteered to consider their workload matters in depth were:

1. State, Year 9-15, Decile 8, Coeducational, North Island urban, Roll 1800+
2. State, Year 9-15, Decile 6, Single sex girls, North Island urban, Roll 1600-1799
3. State, Year 9-15, Decile 8, Single sex girls, South Island urban, Roll 600-799
4. State Integrated, Year 7-15, Decile 8, Coeducational, South Island urban, Roll 600-799
5. State, Year 9-15, Decile 6, Single sex boys, North Island urban, Roll 800-999
6. State composite, Year 1-15, Decile 7, Coeducational, South Island rural, Roll <200
7. State, Year 9-15, Decile 7, Single sex girls, South Island urban, Roll 1000-1199
8. State, Year 9-13, Decile 4, Coeducational, North Island semirural, Roll 500-600

Executive summary

1. This report sits within a historic context of a series of workload reports and workload taskforces/working groups which have been a response to unrest in the sector. Failure to address workload concerns has, on occasions, spilled over into industrial action.
2. The Taskforce findings reflect the intensification of the problems previously identified by various working parties and reports over the last 15 years.
3. Secondary teachers work long hours and have an increasingly complex job.
4. Both the quantum and complexity of work has increased.
5. The jobs of the classroom teacher and middle leaders are very different from those of senior leaders, and principals have a unique role in the school.
6. All levels are experiencing workload pressures. The greatest area of pressure is within the middle leadership where teachers are combining almost full-time teaching loads with complex and critical leadership functions. This area of pressure has been specifically noted in a series of reports since at least 2003.
7. Those workload pressures have a detrimental effect on teaching and preparation, work-life balance, health and the efficiency of management. They also work against the professional component of the leadership roles.
8. There has been no assessment by the Ministry of Education (MoE) of the staffing allocation required to meet the actual management, pastoral or curriculum delivery needs of schools. There is an acknowledgement by the MoE that the current staffing formula has inequitable outcomes for larger schools and junior high schools in respect of class sizes.
9. Classroom teachers and middle leaders spend a lot of their time on activities they feel are unproductive. The three tasks that classroom teachers and middle leaders share which are both a significant time component of their work and regarded as highly productive are:
 - teaching;
 - resource development;
 - and preparation for teaching.

The least productive activities they spend a lot of time on are:

- general administration;
- NCEA administration; and
- school-driven initiatives.

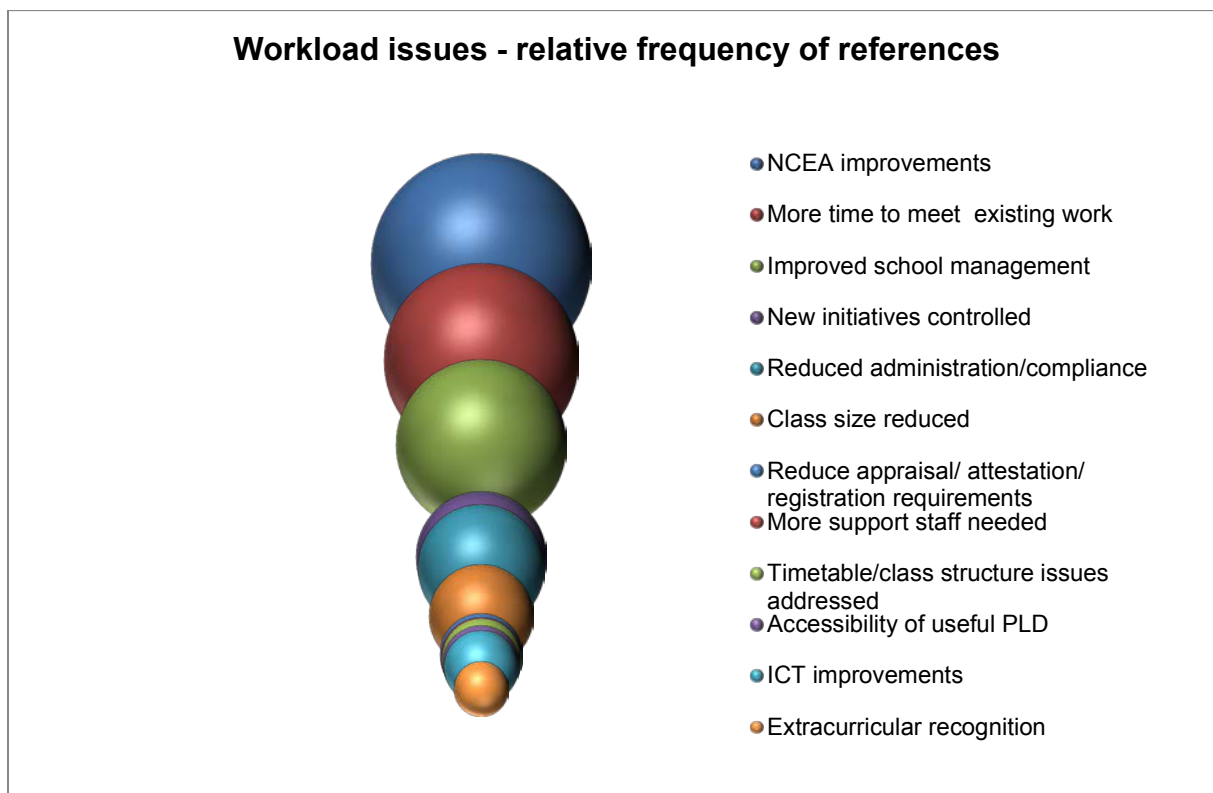
10. The main areas related to workload pressure were:

- curriculum and assessment practices
- a lack of time to meet the demands of existing work
- new initiatives (both school and externally driven)
- administration and compliance
- too few ancillary staff
- appraisal, attestation, and registration requirements
- inadequate school management practices
- class sizes that are too large
- inadequate provision of suitable professional development
- pressure to undertake extracurricular activities
- problems with information technology.

11. Most of these issues have been identified in various reports and working parties since 2003 as ongoing but intensifying problems.

12. A range of suggestions for improvements which will allow teachers and school leaders to work more efficiently and effectively and improve secondary teacher recruitment and retention are identified in the report. A fuller list of teachers' suggestions is included as Appendix 3.

13. The following diagram reflects the frequency of references to areas in which improvements should be made:



14. Key workload responses must include additional staffing resources for reducing class sizes and increasing time allocations for middle leadership plus additional ancillary staffing, improved professional development for career pathways, and some major policy changes in the areas of compliance, NCEA and curriculum delivery.
15. All teachers are sharing general workload issues. Some groups are, in addition, experiencing additional pressures related to their role, school, ethnicity or employment status. Specific responses need to be implemented for these teachers.
16. Teachers are reporting the effects of workload are causing them and their colleagues to reconsider their careers in teaching, or to have made the decision to leave.

*"I am in my fourth year of teaching after working in a number of different industries, and it is, by far, the most complex and challenging job I have ever done. It can be very rewarding, but it can also be very draining and hugely stressful."*²

² In this report individual teacher quotes from the survey are presented in outline. Quotes from other sources and multiple quotes which are identified as being from the survey are not outlined.

Part 1: The historic context

A changing landscape

When Tomorrow's Schools was implemented in 1989 the working environment of secondary teachers was significantly different to today.

- The assessment system was, with some minor exceptions, based upon external examinations marked by external assessors and there was a relatively structured curriculum.
- There was an expectation that teachers would engage in pastoral care of students, generally through the form class system or the more structured dean and guidance systems. There was nothing comparable to current academic mentoring programmes.
- Administration demands were manageable as much of the systems administration was centralised in the Department of Education.
- There was centrally organised professional development available for teachers.
- Teachers had no guaranteed non-contact time, but custom and practice meant that they were likely to have two or three hours per week for preparation and other teaching-related duties.

The introduction of Tomorrow's Schools saw administration demands rise with the transfer of many of the functions and responsibilities of the old Department of Education (now the MoE) to individual schools. The extra pressures, coupled with two rounds of secondary staffing cuts, led to a drop in extracurricular and professional development participation.

The curriculum was redesigned and is far less structured; focussing more on skills than content, and learning has become significantly more individualised. The assessment system changed, with the introduction of the NCEA system and a major shift to internal assessment by teachers in schools.

Increasing layers of time-consuming compliance have been placed on schools and on teachers, and waves of innovation became part of the ongoing landscape with increasing frequency. Competition between schools and the localised administration placed new demands on principals.

By the late 1990s secondary teacher workload was being compared to a 40 gallon drum, full to overflowing. Workload pressures led to increasing industrial unrest.

Previous workload reports and secondary teacher workload forums

In response to that unrest there have, since 2000, been a number of New Zealand reports referencing secondary teacher workload which are referenced in this report. They are the:

1. Report of the Bilateral Forums on Secondary Teacher Workload, 2000.
2. 2001 School Staffing Review Group (SRG).
3. Bazley Report on Secondary Teacher Workload and Remuneration, 2003.
4. 2004-2007 Secondary Longer Term Work Programme.
5. Australian Council of Educational Research (ACER) Report on the Secondary Teacher Workload Study, 2005.

6. 2012 Working Party on Part Time Teachers (mediated).
7. 2012 Secondary School Staffing Group.
8. Secondary Schools in 2012: Main findings of the NZCER survey³, Wylie C, 2013.

The Report of the Bilateral Forums on Secondary Teacher Workload, 2000

The 2000 report arose from a joint review of workload by the MoE and PPTA in 1999-2000 as an outcome of the 1999 STCA settlement. Substantial evidence of problems in the sector was gathered. In *A report to the Minister of Education and to the Staffing Review Group, September 2000* the Ministry expressed its position then on workload:

- *The Ministry and PPTA believe there are a wide range of matters which contribute to workload. They include: the quality and quantity of resourcing, the changing nature of society, the changing nature of the secondary students, school organisation and administration, the level of support from and the requirements of external agencies, and curriculum and assessment requirements.*
- *It is desirable that individual teachers feel well equipped through adequate resources and professional support structures and the quality of the interaction that occurs with their fellow professionals. The Ministry recognises that many teachers have felt overburdened and under supported in recent years.*
- *Initiatives in recent years to slow the pace of curriculum and assessment reform, strengthen co-ordination and agency support to deal with pastoral concerns, increase the resourcing of schools, improve the quality and quantity of curriculum and assessment resources, and reduce compliance costs on schools have all, at least partly, been aimed at easing teacher workload concerns.*
- *At the school level, school support initiatives as well as developing strategies to strengthen school capability have also looked at more collaborative approaches across schools and between schools, government agencies and communities. Te Hiringa i te Mahara has been an initiative developed in direct response to concerns about workload of Māori teachers.*
- *The Ministry recognises that further easing of workload concerns remains an important challenge but also recognises that any strategy will need to involve initiatives across a number of fronts, will occur within whatever budget constraints the Government establishes and will take time to make a difference*
- *A priority is to ensure that teachers are able to focus on learning as a priority and that administrative requirements add to rather than detract from their effectiveness in this regard.*
- *Developments in other areas such as the National Certificate of Educational Achievement and Te Kete Ipurangi are being undertaken with a strong awareness of their potential to either impact on or ease issues with respect to teacher workload. The Ministry will endeavour in its policy advice work to ensure that explicit recognition is given to workload implications of policy initiatives and the capacity of schools to implement policy.*
- *There would be benefit in further development of approaches for easing workload concerns for application at both a system wide and local level. This could include dissemination of effective strategies already being adopted by local schools to help ease workload concerns and build professional support for teachers.*

The MoE and PPTA jointly recommended that:

- *the Minister note that increases in secondary teacher workload arise from a range of causes.*
- *Government require its agencies to regularly notify the Ministry of Education of the requirements they are placing upon, or requests they intend to be making of schools.*

³ The report has the disadvantage (from the perspective of the Workload Taskforce) that the only separation it makes is between principals and non-principal teachers (i.e. everyone else), and, as identified in this report, the responses of non-principal senior managers and of middle managers and teachers on workload matters are often quite different.

- *further policy work be undertaken to identify issues around teacher retention.*
- *further policy work be undertaken to identify the ways of improving teacher recruitment including the implications of the perception of teacher workload on teacher recruitment.*
- *within current reviews and Ministry work and projects, consideration is given to those measures affecting workload and to issues arising from workload.*
- *the PPTA and the Ministry begin work on a Code of Good Faith, which would in part address issues surrounding change management.*

There was little progress made on workload issues as a direct consequence of the report, but the information in it did feed into the Schools Staffing Review Group (SRG) of 2000-2001.

2001 SRG Report

The SRG was a cross-sector group of representatives from Government, the New Zealand School Trustees Association (NZSTA), and teachers and principals from primary, secondary, area schools and kura, established in 2000 to provide advice on the staffing needs of the compulsory state school sector. It worked for nine months, looking at existing staffing provisions, problems faced by the sector, and staffing needs. The conclusions were unanimous - significant increases in staffing would improve the capacity of secondary schools to deliver quality education and alleviate teacher workload.

The SRG had to consider delivering staffing improvements across the sector, in ten steps, and at a full implementation cost of \$200 million. For secondary and area schools the group recommended changes of about 1800 FTTE.⁴

The SRG report noted:

- full implementation of the recommendations would send a signal of support to the sector and improve the likelihood of attracting and retaining highly qualified teachers
- teacher-staffing entitlement is the key to the adequate, fair and equitable distribution of teachers to New Zealand schools
- a major objective is to ensure that the number of teachers is adequate to meet the expectations placed on schools for the quality of education delivery in the classroom
- the culture of improvement currently reflected in school practice is fundamentally constrained where the base staffing level is not sufficient to meet the demands upon it
- significant numbers of additional teachers were being employed using school funds to teach in core subject areas as well as to supplement pastoral and guidance roles and management time provided through entitlement staffing
- the first priority for Government in terms of school staffing was to take urgent steps to ensure that the staffing resource available to schools was adequate. They strongly advised that:
 - entitlement staffing levels must be sufficient to meet the educational needs of students so that teacher supply problems, especially in secondary schools, might be alleviated⁵;

⁴ This was the first staffing increase in secondary schools since the reduction of about 1200 FTTE resulting from the 1991 staffing cuts which funded the then government's Salaries Bulk Funding policy and the implementation of the 1994 Ministerial Reference Group (MRG) staffing changes.

⁵ This was a sophisticated understanding by the SRG that increasing the demand for teachers for the purpose of improving teaching and learning conditions would improve recruitment and retention of teachers and thus improve the overall supply of teachers. The tension between immediate

- and so capacity could be created in the sector to achieve further improvements in the quality of educational delivery to students; and
- the requirement for increased staffing varied according to school size, school type and school decile and not be *directly* related to whether the school is rural or urban

The key recommendations in the report for secondary schools were:

1. Additional teachers through the mechanism of entitlement staffing, with a particular focus on those schools which are small and those which are low decile by means of:
 - the inclusion of a base guidance and pastoral staffing component
 - the addition of a decile weighted guidance and pastoral component
 - an additional base management of 1.0 FTTE per school, and
 - improved base curriculum staffing at years 9-13.
2. A longer-term goal for the Government should be to further adjust the secondary staffing ratios in New Zealand schools beyond those recommended in the report by further improvement to base management staffing to curriculum staffing⁶.
3. Further investigation was recommended into:
 - minimum staffing complements in secondary and area schools required to deliver an adequate curriculum; and
 - the requirements of an essential network of public schools capable of delivering an adequate curriculum width.

The report stated that implementing the recommendations would give a clear signal of a desire to address workload concerns; enhance the capability to deliver the desired level of education to students; and properly address the demands of the revised curriculum, extra administration, new compliance demands, additional accountability mechanisms, and qualification changes, which successive governments have introduced.

Further, the SRG recognised the issues of workload for secondary teachers by suggesting that the implementation of the recommendations would release teachers for professional development that is increasingly important in the face of changes such as Information and Communications Technology (ICT) in schools and the advent of the NCEA and other changes to assessment and reporting.

The SRG report also overtly acknowledged the workload problems in secondary schools in the following additional ways:

- Secondary improvements were focused within base staffing because this assists small schools to a greater degree (deemed necessary because small schools had the greatest staffing pressures and small size is also closely correlated with low decile and with high proportions of Māori and Pacific students on the roll).
- Improved base curriculum staffing recognised that the demand for extended curriculum width has created pressure for more senior options and smaller senior classes. In addition, the NCEA was expected to provide greater pressure on assessment and recording and would require additional staffing.

demand and longer term supply improvements being managed by the phased implementation of the improvements and the messaging around the changes.

⁶ Two components of the formula generating entitlement staffing for schools.

- Providing guidance time as a specific component was intended to be a gesture to formally recognise the time required to meet the pastoral and guidance needs of secondary students and the considerable increase in these needs over recent years⁷.
- The proposed improvement in base staffing for management was a move towards addressing the increase in administrative demands, recognising that a significant amount of administration and management time is drawing staffing out of the classroom and is therefore at a direct cost to student options and outcomes.

The staffing improvements were phased in between 2001 and 2006. In secondary and area schools they resourced the implementation of guaranteed non-contact time over the same timeframe.

The government did not follow through on providing:

- the recommended decile-weighted guidance time (implementing instead a reduction in year 9 & 10 curriculum ratios);
- any further staffing improvements following the initial ten steps;
- a review of actual pastoral and management needs of secondary schools; or
- an investigation into the staffing levels required to deliver the curriculum.

The 2001 School Staffing Review was a response by the Government of the day to growing workload pressure in the sector through the 1990s, which were associated with the shift to Tomorrow's Schools, staffing cuts, and changing pedagogy and senior assessment. For the secondary sector the outcome was additional staffing resource to implement a guaranteed five hours non-contact time (generally an increase of 2 or 3 hours per week for most classroom teachers on the then grace and favour practices of schools).

The Bazley Report on Secondary Teacher Workload and Remuneration, 2003

The 2003 Bazley Report was the research, findings and recommendations of the 2003 Secondary Teacher Remuneration Taskforce, headed by Dame Margaret Bazley. It was the result of the settlement of the 2002 STCA after two years of significant industrial unrest in secondary schools. After a protracted and bitter STCA bargaining round in 2001-2 it was agreed that a better and more productive way of achieving agreement needed to be found. A Ministerial Taskforce composed of the MoE, the PPTA, the NZ School Trustees Association and a principal nominated by the Minister spent nine months hearing submissions, visiting schools and gathering data through a questionnaire to develop a shared understanding of the issues facing teachers and schools.

The Bazley Taskforce identified many of the concerns expressed in this current report and proposed an alternative long-term planning approach to industrial relations which created a long period of industrial stability in the secondary sector.

The following references from the report highlight the major areas of workload concern identified by the Taskforce.

⁷ The proposed base staffing component would give an equal staffing increase to all schools, while the proposed additional decile-weighted component would give all schools (including the highest decile schools) further staffing, but in a way which would allow the recognition of the greater demands in schools with higher proportions of seriously disadvantaged students.

- *Parents have ever higher expectations of quality performance from teachers. ...To meet these community expectations and to cater for the increasing diversity of their student populations, many schools have extended the range of courses and extracurricular activities they offer in order to retain students. This impacts on the workload of teachers.*
- *There is a growing reluctance of teachers to take on management roles. This has led to a shortage of suitably qualified teachers applying for such positions. Typically the reason cited for not applying is that the requirements of the job have grown to the point where they seem unmanageable. As workload increases, there is no corresponding reduction in ancillary functions which are unrelated to the professional role. This suggests that there are issues around the relative remuneration and/or the "do-ability" of the job.*
- *The Taskforce is particularly concerned about the pressing issue of the recruitment and retention of middle management. The Taskforce is of the view that the allocation of additional non-contact time to teachers engaged in key positions, such as heads of departments, to carry out their administrative, curriculum management and leadership responsibilities would aid significantly in easing the pressure on these positions. There is already considerable evidence here and overseas of the urgent need to consider this issue.*
- *[There is] considerable evidence to show that more ancillary assistance is needed in secondary schools...*
- *[There are] issues around the physical conditions in which secondary teachers are expected to operate as professionals ...*
- *[There is a] lack of secure and dedicated workspaces in schools where teachers could effectively operate with the laptops.*
- *Workload can be affected by a number of factors within a school organisation, including the provision of non-contact time, the level of ancillary support and the environment within which teachers work. Workload pressures on teachers came through as a key issue of concern in the feedback to the Taskforce from schools up and down the country. The Taskforce believes that the guaranteed non-contact time for secondary teachers has been a significant step in addressing this in a pragmatic way. However, the Taskforce was presented with a body of evidence indicating that further examination is needed of:*
 - *the role of the teacher and unit holders;*
 - *the workload they carry;*
 - *current best practices of workload management in schools; and*
 - *the structures that teachers work under.*

The Taskforce was also advised that some of the tasks undertaken by teachers and unit holders could be performed by ancillary support staff. It is of the opinion that the role of ancillary staff in supporting the work of teachers should also be further examined.

- *... all parties should cooperate to ensure that schools observe existing contractual non-contact provisions in order to effectively assist in the management of secondary teacher workload. In turn, more manageable workload will assist in the recruitment, and particularly in the retention of teachers. The Taskforce believes that these contractual obligations should be audited by the appropriate authority.*
- *The Taskforce heard accounts of some experienced teachers choosing early retirement because of pressures of work. The Taskforce also heard accounts of schools offering reduced class contact time to teachers as they approached the end of their careers. Given the need to retain as many effective experienced teachers as possible... the Taskforce further recommends that there be investigation of possible mechanisms to allow reduced class contact time for teachers approaching the end of their teaching careers.*
- *The Taskforce has been given considerable evidence to show that more ancillary assistance is needed in secondary schools....*
- *The Taskforce noted that there were issues around the physical conditions in which secondary teachers are expected to operate as professionals ... The Taskforce recognises a connection between professional working conditions and the retention of secondary teachers, especially experienced teachers.*

The Taskforce recommended that a study be undertaken to consider how the work of a teacher, and particularly a middle manager, could be better structured, resourced and organised in order to support more effective classroom teaching. It was to include a review of best practices of schools and consider with urgency the provision of additional non-contact time to middle managers. The study was also to consider ways in which the teaching task might be freed up through ancillary support, and to establish whether there is a need to fund additional ancillary support, and the quantum that may be required. Finally, it recommended an investigation into possible mechanisms to reduce class contact time for teachers approaching the end of their teaching careers.

2004-2007 Secondary Longer Term Work Programme

An outcome of the difficult 2001-02 STCA bargaining round was the establishment of the 2003 Ministerial Taskforce on Secondary Teacher Remuneration (MTF) that was charged with finding a better and more productive way of achieving agreement. Its report led to the Secondary Teacher Longer Term Work Programme (LTWP), comprised of representatives of the MoE, the PPTA and NZSTA⁸.

The LTWP was to find a new way of working in a constructive and cooperative long term approach for development of the teaching workforce in a settled industrial environment. It was to further develop and implement the recommendations of the 2003 MTF and through that improve the learning outcomes of all students by raising the overall professional capability of the secondary teaching workforce and optimising recruitment and retention of highly capable and effective secondary teachers.

Seven workstreams for the LTWP were agreed in the 2004 STCA settlement:

- Workload
- Career Pathways
- Professional Development and Recognition of Learning
- Paid Sabbatical Leave
- Medical Retirement
- Work Environment
- Curriculum Staffing.

A Steering Group was comprised of senior staff members of the MoE, NZSTA and PPTA. The workstreams identified options and presented preferred proposals to this group.

A key piece of long term planning work was the development of a 'Shared Vision'. It was a game plan of what the parties wanted the secondary system to look like in 2015, giving common goalposts to work towards. The shared vision included the following points relevant to teacher workload:

- *Teachers are enthusiastic and positive about their work. They promote teaching as an attractive career option to their friends and students, especially those who would make high quality teachers.*
- 1.9 *The system provides sufficient time, resources and support to enable classroom teachers to achieve optimal effectiveness in their actual teaching time.*

⁸ Other relevant organisations were consulted to seek information, support or input to decisions e.g. NZQA, Teachers' Council, and School Support Services.

The system provides sufficient time, resources and support to enable those teachers who have leadership, management, administration, and mentoring or pastoral/guidance roles to carry out those roles effectively.

Schools are attractive and pleasant places to teach and learn.

Teachers have equitable and timely access to appropriate technologies which support efficient and effective teaching, learning and administration.

Teachers are operating at high levels of energy and innovation. They are focussed on teaching and learning.

Teachers have manageable workloads, a sound work-life balance, and low-levels of work-related health problems.

3.1 *The system ensures that there is a stable and sufficient supply of well-prepared high quality teachers and leaders to meet the needs of all schools.*

Teaching attracts top graduates and people from other careers into initial teacher education and the number of applicants exceeds places available.

High quality teachers choose to remain in the system.

The community pool will provide sufficient high quality relievers.

3.2 *There are appropriate appointment and induction processes and support structures for teachers in the early stages of their careers.*

The workload workstream received the MoE-commissioned Australian Council of Educational Research (ACER) Workload report which identified fifteen areas as needing improvement. Of those, addressing middle management workload issues and reducing compliance were given highest priority. Middle managers were identified as the group most affected by workload, and this largely related to areas of assessment, curriculum and performance review. Their ability to support and lead their colleagues professionally was seen to be compromised. The amount of time spent on compliance was seen to be a major contributor to workload problems and lack of job satisfaction for all teachers in schools.

The workload workstream was also to consider other issues, such as non-contact time for part-time teachers and how it might be resourced, ICT management and non-contact time for online teaching.

The following objectives were agreed for middle management workload issues:

- middle managers have sufficient time, resources and support to enable them to be effective in their assigned leadership, management, administration, and mentoring/guidance roles
- the quality of middle managers' teaching is not impaired by workload pressures
- middle managers have a healthy work-life balance and their workload is seen as manageable
- middle managers are adequately recognised and rewarded for their role to avoid difficulties in recruitment and retention.

There was no agreement about how to meet these objectives although in early 2006 the Steering Group asked the PPTA to put forward proposals. PPTA did this noting that the longer term goal in Recommendation 3.6 from the 2001 SRG report included consideration of further management staffing for secondary schools. PPTA's paper made a number of suggestions about how this could

be used. The NZSTA supported the position of the PPTA in regard to the implementation of the SRG.

The total outcome from the workload workstream was a time allowance of one hour per week for Heads of Department (HoDs) responsible for beginning teachers. The parties agreed that this initiative would only reduce the workload of HoDs with Year 1 beginning teachers⁹ and finding other ways to address HOD workload remained a high priority. There was also to be a review of compliance pressures on schools.

No progress at all was made on Issues like non-contact time for part-time teachers, ICT management and online teaching, and nothing else related to addressing workload arose from the workstreams. Indeed, the Ministry refused to engage with the Association in the curriculum staffing workstream – refusing even to agree to accept a definition of what curriculum staffing was, including its own published definition.

Following the change in government in 2007 the new Minister of Education, Anne Tolley, expressed no interest by her government in pursuing the LTWP processes.

The ACER Report on the Secondary Teacher Workload Study, 2005.

The 2005 ACER report was an outcome of the Bazley Report recommendations. It identifies many of the underlying workload issues for different groups of teachers highlighted in this report. The findings of the report fed into the 2004-2007 tripartite workstreams.

2012 Mediated Working Group on part-time non-contact

This was a group established to consider part-time non-contact after the 2011 settlement as an attempt to resolve the growing tension between the parties over the failure to provide prorated non-contact time for part-time teachers. It was composed of NZSTA, the MoE and PPTA and mediated by an independent mediator recommended by the Department of Labour.

PPTA's perception was that neither NZSTA nor the MoE were engaged in this process in a way which would lead to a process for introducing prorated non-contact time.

There were no outcomes from this working group.

2012 Secondary Schools' Staffing Group

As part of the Terms of Settlement for the STCA 2011-2013, the PPTA and the MoE agreed that more work was desirable between the two parties with respect to class size. As a result, the Secondary Schools' Staffing Group (SSSG) was established to undertake this further work.

The group comprised representatives from the MoE, the PPTA, NZSTA, the Secondary Principals' Association of New Zealand, and the New Zealand Secondary Principals' Council. It was co-chaired by Anne Jackson (MoE) and Kevin Bunker (PPTA).

The parties to the SSSG made the following recommendations:

⁹ There was a later (successful) collective agreement claim by PPTA for this to be extended to HoDs of Year 2 beginning teachers.

- i. *The parties noted the impact the current funding formula appears to be having on some schools, and recommend that:*
 - a) *The delivery mechanism (formula) is reviewed in relation to larger schools, and that the review seeks to neutralise the disproportionate effect of the formula on these larger schools.*
 - b) *The delivery mechanism (formula) is reviewed in relation to junior high schools, and that the review seeks to neutralise the disproportionate effect of the formula on these schools.*
- ii. *The parties noted the possible conclusion that the current staffing allocation model is potentially not the right fit for 21st century student/school needs, given it comes from a perspective of limitation of liability rather than a needs-based focus. The New Zealand School Trustees Association believes that this is something that should be part of our consideration.*
- iii. *The parties (should) work together to develop an agreed understanding of what a needs-based resourcing model may be, and how it might be used to improve the delivery of staffing.*
- iv. *That, as part of this work, the parties seek to gain a better understanding of the use of guidance and management time in schools.*
- v. *Also as part of this work, the parties seek to gain a better understanding of the use of operational funding and locally raised funds for additional staffing, and the potential risks and opportunities associated with this.*
- vi. *The parties noted that there is a lack of agreed information on actual class sizes, and recommend that the Ministry looks to identify and implement a suitable existing (or new) mechanism that would allow it to robustly and effectively collect data on actual class sizes.*
- vii. *The parties agreed that maintaining school-based decision making around class size is important and no recommendations were made regarding this issue.*
- viii. *The parties encourage New Zealand-based research into the identification and measurement of the relative impact of the factors, including actual class size, on the ability of teachers to use the pedagogies and student focus envisaged in the New Zealand Curriculum, and the effect of each factor on student outcomes.*
- ix. *The parties noted that developing solutions for classes that are too large is a contextual matter in New Zealand. No recommendations were made regarding this issue.*

In essence the group found that:

- the excessively large classes in larger schools and junior high schools is a structural problem caused by the current staffing formula; and
- there is no needs-based component for management or pastoral staffing time. Indeed, there is no an understanding of how much time schools of different size and decile actually need to allocate to these functions. The lack of adequate management and pastoral time allowance feeds directly into the significant workload pressures on middle management teachers.

Nothing has happened as a consequence of this report. In fact, during this whole process the Ministry had been secretly working on plans to implement Government directions to cut teacher numbers across the sector. Shortly after signing the report the Ministry implemented those plans.

Secondary Schools in 2012: Main findings of the NZCER survey, Wylie C, 2013

This was a report commissioned by the MoE into Secondary School topics of interest. Key workload findings from it are referred to within the body of this report¹⁰.

¹⁰ The 2015NZCER national secondary survey on recruitment and retention report for is due to be released in May 2016.

Comment on past reports and working parties

1 Triggers

With the exception of the Wylie Report 2013, the various reports and working parties have their origins in periods of industrial unrest and industrial action by secondary teachers and arose from the settlement of collective agreements. This reminds us that failure to deal with burgeoning teacher workload risks long periods of distraction for schools and teachers from teaching and learning and impacts negatively on morale.

2 Common findings

There is an ongoing thread of agreement in the various workload reports and working parties:

1. There is no real understanding of whether schools are appropriately staffed for management, pastoral and curriculum functions; but repeated calls to evaluate the real needs are ignored. In 2012, the SSSG identified more than 900 teachers employed in schools above the centrally-generated staffing allocations— certainly one measure of the level of understaffing of secondary schools at that stage.
2. There are significant problems faced by middle managers in secondary schools; but nothing more than a token assistance for those who are mentoring beginning teachers.
3. Significant change in workloads and work patterns would accompany/have accompanied NCEA.
4. The ongoing issue of the failure to provide appropriate non-contact time for part-time teachers.
5. Issues around class sizes, especially in large schools and junior high schools.
6. Ongoing issues around IT.
7. Compliance demands on teachers arising from the system expectations and the low trust model operating in the education sector are excessive and increasing.
8. Workload has an impact on secondary teacher recruitment and retention and on the quality of teaching and learning.

3 Outcomes

Only the SRG process produced substantive adjustment to secondary teacher workload through the provision of additional staffing resourcing which could be utilised to support the non-contact time secondary teachers won through industrial action in 2001-2.

There is no doubt that the non-contact time introduced in secondary schools between 2002 and 2006 using the SRG resourcing created some more room within the 'drum'. It allowed the space to introduce NCEA and helped absorb some of the workload pressure for secondary teachers for a while. Unfortunately the stream of new work and expanding expectations did not stop. The drum is again overflowing.

It is useful to note that the SRG did not start from the point of reviewing the actual staffing needs of schools and addressing those. Rather it began with a fixed amount of additional resourcing to be phased in over time and was asked how best to allocate it. The essential recommendations around identifying the management and pastoral staffing needs of schools and an analysis of what were appropriate staffing levels to actually deliver a modern curriculum were ignored.

The message from the past is that the sector risks a long period of significant industrial unrest and increasing secondary teacher supply problems. The question for the remainder of this report is what would be driving that unrest?

Part 2: Findings of the PPTA Workload Taskforce

What makes up the secondary teaching job?

In the development of the survey the Taskforce and the branches which provided feedback on the draft material identified some broad areas into which teaching and management tasks fall. These were (in order of the time commitment indicated by classroom teachers):

1. Teaching (a full-time load for a classroom teacher is 20 contact hours per week)
2. Teaching - preparation
3. Assessment marking - general
4. Assessment - NCEA
5. Administration - general
6. Assessment and unit writing
7. New initiatives/programmes - school-driven
8. Student readiness to learn
9. Resource development
10. Pastoral and guidance care of students (including form times and individual care)
11. Administration - NCEA
12. ICT/technology
13. 'Bring your own device' (BYOD)
14. Data collection/analysis
15. Reassessment -NCEA
16. Curriculum change
17. Extra/co-curricular (e.g. productions, sports coaching, sports days, arts weeks, Ngā Manu Kōrero, debating, choir, orchestra etc.)
18. Professional learning and development
19. Equipment and resources - managing/maintaining
20. New initiatives/programmes - externally driven
21. Reporting and parent/community liaison
22. Student behaviour programmes (e.g. Positive Behaviour for Learning [PB4L], restorative justice)
23. Teacher appraisal and assessment
24. Academic mentoring
25. Student attendance
26. Interviews - student and parent
27. Research
28. Teacher mentoring/guidance
29. School organisation and management
30. School events
31. Obtaining resources from outside the school
32. Employment relationship matters
33. Special Character activities
34. Te Kotahitanga
35. Teacher relief cover
36. Managing/directing other teachers
37. Pastoral and guidance care of staff
38. Fund raising
39. ERO reviews
40. Teacher relief cover organisation

The submission of the Middle Leaders' Taskforce provided a record of the work of a middle manager with a curriculum leadership role. This is referred to on pages 32-35 of this report.

The working hours of full-time teachers¹¹

Teachers were asked (to the nearest hour) to indicate how long they spent during the school week prior to their completing the survey in all work on the school site, on school work undertaken off-site and on school-related extracurricular.

The table below records the average working hours of full-time teachers who identified their employment level (broadly grouped as teachers, middle leaders or senior leaders)^{12,13}.

Role	Work on-site (hpw)	Work off-site (hpw)	Extra/co-curricular (hpw)	Total (hpw)
Teacher	41.3	8.6	2.4	52.4
Middle management	43.0	9.4	3.2	55.6
Senior management	44.7	9.2	3.2	57.2
All full-time	42.6	9.1	2.9	54.5

The 'standard' working week in New Zealand is 40 hours per week for 48 weeks, or a working year of 1920 hours.

An average full-time classroom teacher in this survey works 2094 hours based solely on their term time hours. That is an additional 22 standard working days. Added to this is the work undertaken by teachers during the school breaks.

On the same basis, the middle leaders (at 2223 term-time hours per year) work 38 standards days longer than the standard working year and the senior leaders (2286 term-time hours) work 46 standards days longer, and again work undertaken outside the term times is in addition to this.

The inter-term breaks, like the weekends, are not work-free.

"I have found term time holidays to be far from that. I worked 60 hours across the last holiday (which is typical). Considering two of those days were public holidays this was two hours per week short of full-time. The main activity during holidays is marking internals."

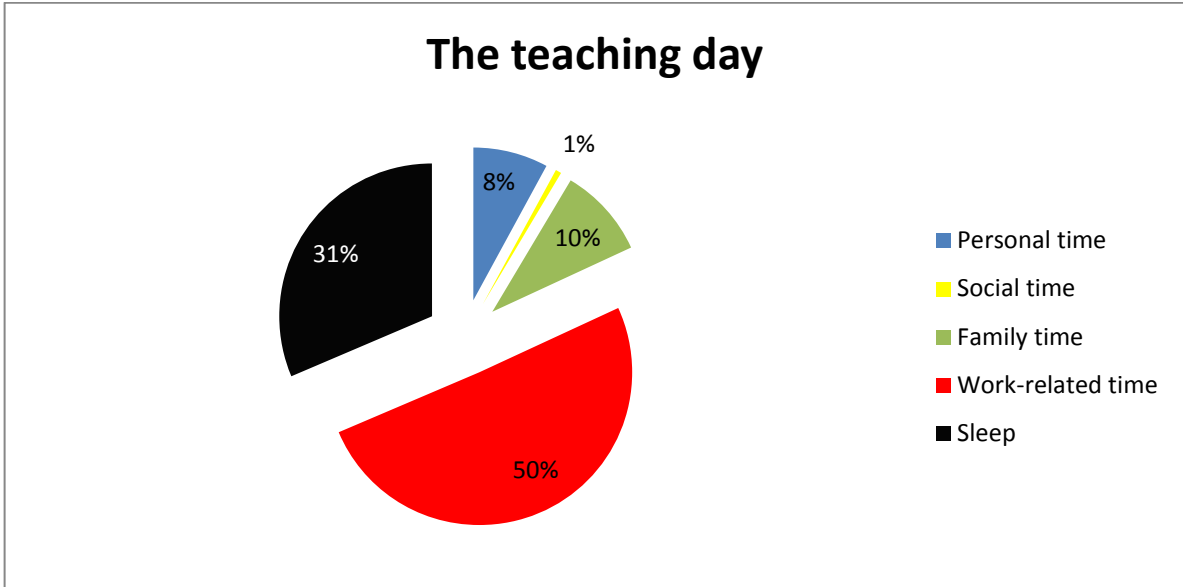
¹¹ Findings which are specific to part-time teachers responding to the survey are recorded separately on pages 46-48 of this report.

¹² There were 350 full-time teachers, 378 full-time middle managers and 52 senior managers identified.

¹³ In the Ingvarson et al report 2005, senior managers reported working on average 59 hours in the week prior to the survey, middle managers 52 hours and teachers 47 hours. Those figures did not differ significantly from earlier survey studies of teachers' workload in New Zealand.

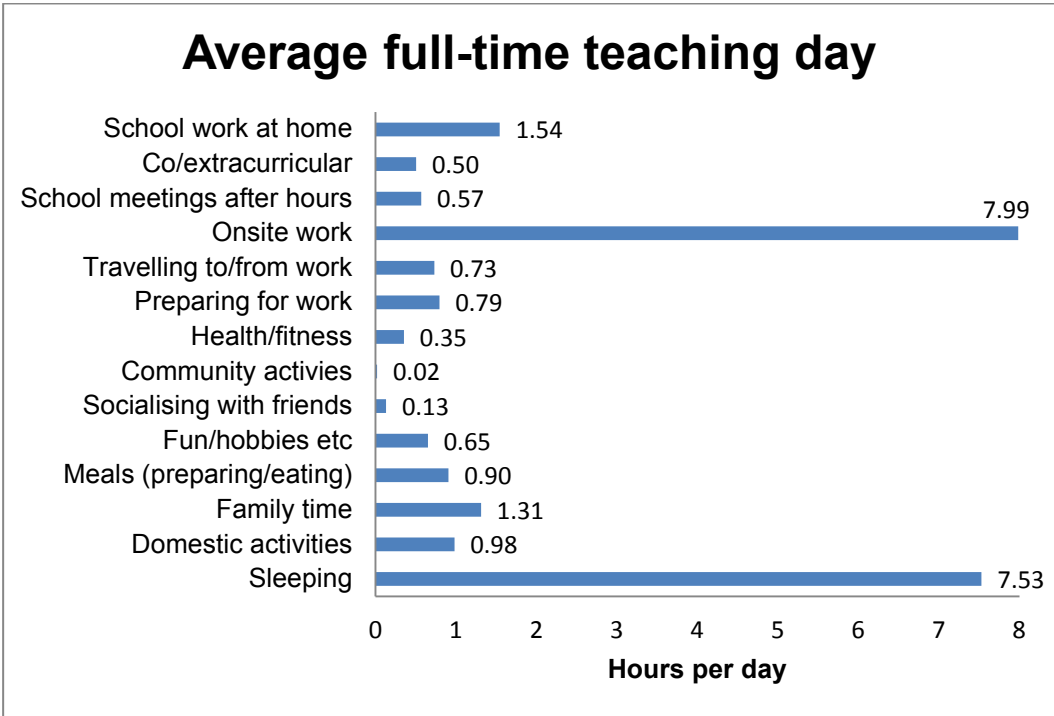
The secondary teacher's working day

A number of teachers compared their working hours unfavourably with those of their partners or adult children. The graph below illustrates the proportion of a 'typical' teaching day spent in various activities¹⁴:



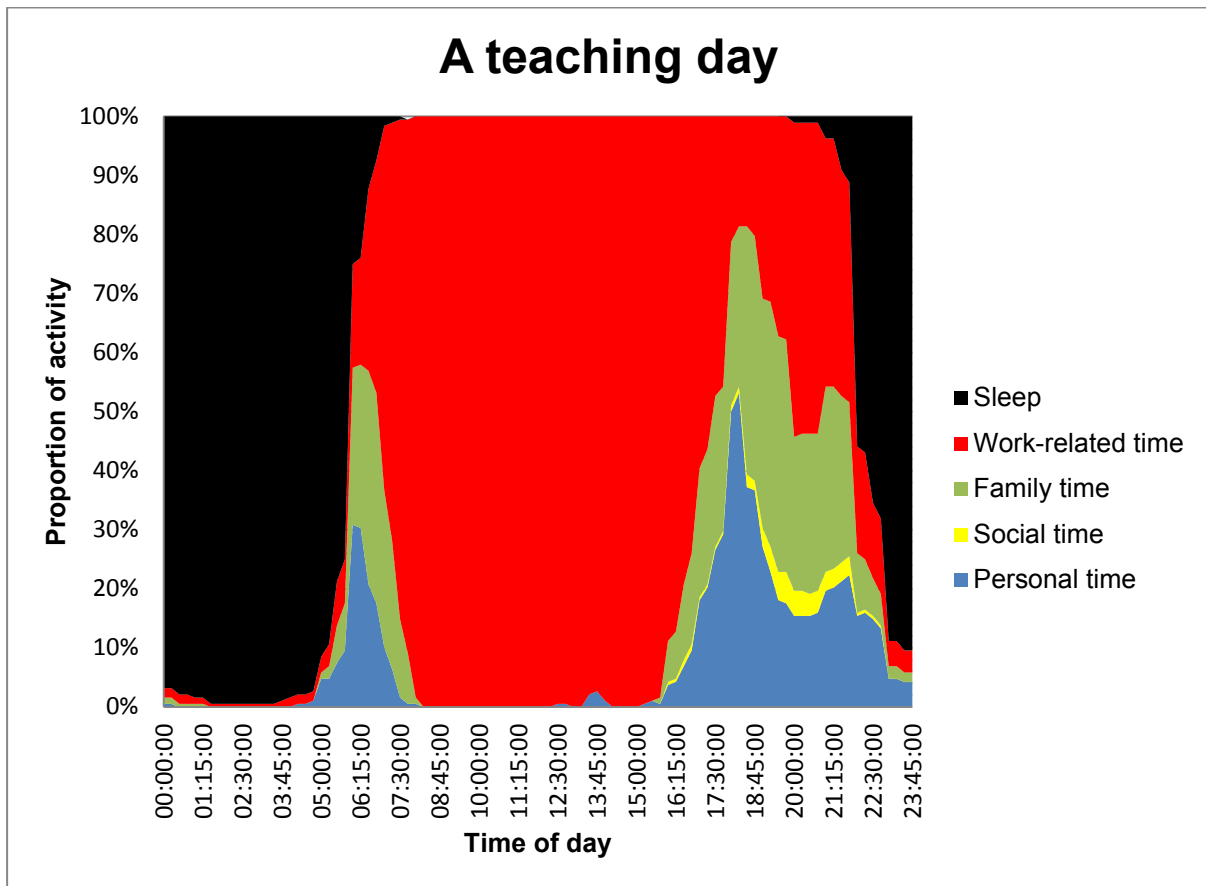
- *Personal time* includes fun/hobbies, meals and health and well-being activities
- *Social time* includes socialising with friends and community activities
- *Family time* includes domestic activities and time with family members
- *Work-related time* includes preparation, travel to and from work, on-site work, co-curricular and extracurricular activities, school meetings and school work off-site/at home

A slightly more detailed breakdown of the time spent in a 'typical' teacher's day is shown below:



¹⁴ From analysis of 188 pictorial dairies kept by full-time teachers in the eight focus group schools.

The way the activities of these teachers were distributed through the day is shown below¹⁵:



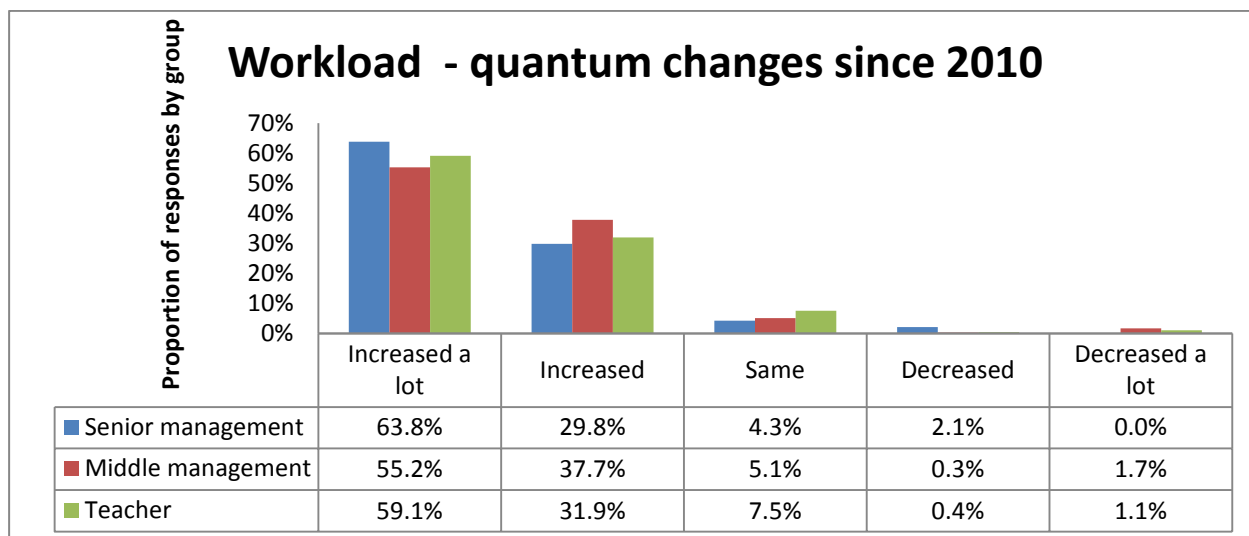
The most typical activities at points in the working day were:

Time of day	Most common activity
06:00 to 06:45	Domestic activities
06:45 to 07:30	Preparing for work
07:30 to 08:00	Travelling to work
08:00 to 16:00	On-site work
16:00 to 17:30	Co/extracurricular work
17:30 to 18:00	Family time
18:00 to 18:45	Preparing/eating meals
18:45 to 20:00	Family time
20:00 to 22:00	School work at home
22:00 to 22:15	Fun/hobbies
22:15 to 06:00	Sleeping

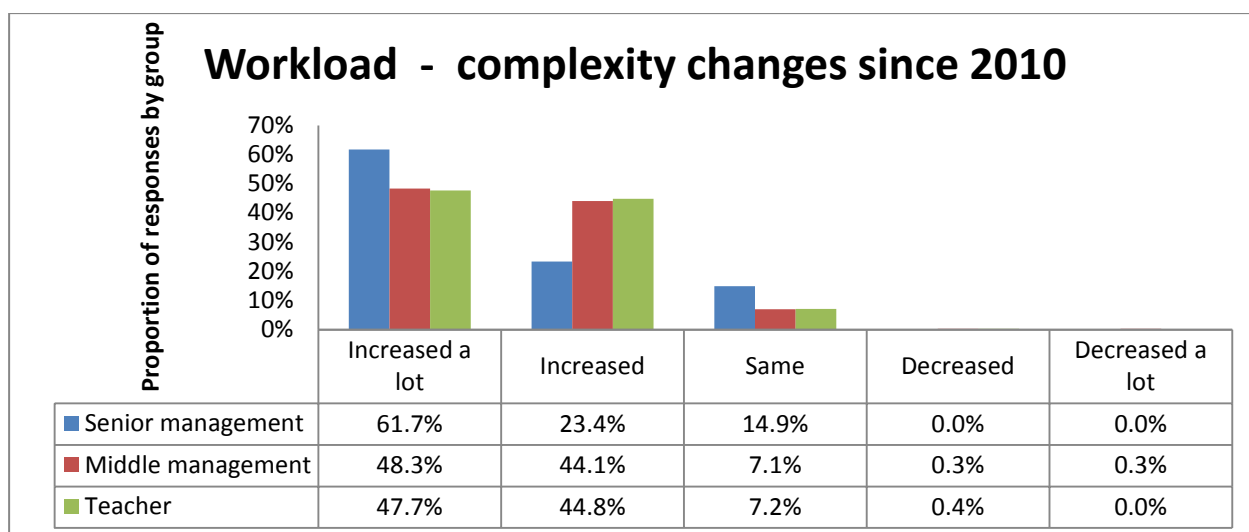
¹⁵ Note that some teachers were engaged in school work late at night – some specified that they were on school camps, supervising and following up after late night school events etc.

Has secondary teacher workload changed?

Secondary teachers have observed a substantial increase in both the quantity and complexity of their workload since 2010. The following charts reflect the perceptions of full-time teachers:



“Particularly with changes to NCEA and with BYOD and development of other I.T., there are more and more jobs. Little has been taken away to make time for new tasks.”



“...integrating curriculum programmes and providing individual pathways considerably increases the complexity of programme planning, resource writing and assessment, especially at NCEA levels”

Pastoral workloads have also changed:

“Dean workload has increased hugely over the last 4 years. Students require so much more in terms of stress management, teacher 1-1 time, pastoral care and time than ever before. This role is under allocated time and the difference we can make to students is underestimated.”

Time demands of the job components

Teachers were asked to identify in relative terms how much of their work was taken up by components of the job. This gives the relative contribution of each task to the total work of teachers¹⁶.

Classroom teachers

The ten most significant tasks in terms of time commitments for teachers are:

1. teaching
2. teaching preparation
3. general assessment and marking
4. NCEA assessment
5. general administration
6. writing of assessments and units
7. school-driven initiatives
8. resource development
9. care and guidance of students
10. NCEA administration.

Middle leaders¹⁷

The middle leader main task profile is not greatly dissimilar to that of the classroom teacher:

1. teaching
2. NCEA assessment
3. teaching preparation
4. general administration
5. general assessment and marking
6. NCEA administration
7. school driven initiatives
8. writing of assessments and units
9. pastoral care and guidance of students
10. curriculum change.

In its submission to this Taskforce the PPTA's Middle Leadership Taskforce summarised the areas of responsibility of middle leaders as:

1 Teaching:

- Classroom teaching (usually 17-19 hours per week)
- Other teaching responsibilities e.g. preparation and marking, duty, form/tutor time, academic mentoring, report writing, attending school events, contacting parents, data entry, etc.
- extracurricular involvement

¹⁶ The task profile of the 'average' classroom teacher, middle leader and senior leader are shown in Appendix 1.

¹⁷ The Middle Leadership Taskforce submission also provides a more detailed list of the jobs of middle leaders.

2 Departmental /Learning Area leadership:

- Curriculum leadership
 - Resources - ordering/ storing/ monitoring/stock-taking
 - Resources educational/academic
 - Digitising curriculum materials
 - Writing programme material
 - Managing programme reviews
 - Meetings: developing agenda, chairing, writing minutes etc.
 - Writing budgets, purchasing and monitoring spending, interacting with finance staff
 - Informal discussion with colleagues on classroom practice and student progress, assessment
 - Leading curriculum discussion
 - Pedagogical leadership
 - Maintaining an up-to-date understanding of current curriculum and assessment expectations
 - Doing own professional reading

- Personnel management
 - Recruitment of staff (shortlisting, guided tour, interviewing)
 - Coping when staff leave suddenly
 - Organising work for absent staff
 - Induction and mentoring of new staff
 - Ensuring practicums for student teachers go well
 - Growing leaders for the future, succession planning
 - Pastoral work with staff
 - Crisis management
 - Working with and/or instructing support staff
 - Appraisal of staff (class visits, interviews, informal monitoring)

- Pastoral leadership – students
 - Intervention in classroom issues
 - Taking students from other people’s classrooms when there are behaviour problems
 - Meeting with students about curriculum/assessment/pastoral matters
 - Providing information on particular students to senior leadership, often in very short timeframes
 - Crisis management

- Reviews and reports
 - Departmental self-review for internal and external review cycles
 - Preparation for, and involvement in, ERO reviews
 - Data management
 - Reporting to senior leadership and Board of Trustees (BOT)
 - Preparing course information, assessment information for booklets
 - Open evenings – organising departmental displays, PR
 - Curriculum choice evenings
 - Overseeing report writing

3 Assessment and qualifications leadership:

- **NCEA**
 - NCEA leadership e.g. deciding regarding courses and associated assessment including consideration of which standards are included in which Vocational Pathways.
 - Developing new ways of teaching and assessing for NCEA
 - Writing assessment material
 - NCEA management including arbitrating on student appeals, cross-checking that internal moderation is being done, ensuring that data is correct
 - Organising catch-up/holiday sessions

- **Internal moderation**
 - Arranging systems
 - Monitoring compliance
 - Lead role as internal moderator
 - Seeking external moderator / interacting with them
 - Lead role professional
 - Paperwork organisation / filing system

- **External moderation**
 - Management of process
 - Monitoring material collected
 - Storing of material / labelling / packaging
 - Collecting work for external moderation and then archiving that material to use as exemplars - which involves labelling etc.
 - Scanning or recording selections of the student work from every standard so that it is available for external moderation the following year and then checking and archiving those files

- **Evaluative statement / data evaluation**
 - Writing
 - Presenting to Board

4 Work as a middle leader in school-wide setting

- HoD/Head of Faculty (HoF) meetings
- Providing leadership in ICT
- Contribution to school-wide initiatives
- Communication between senior leadership and teachers, from tasks like passing on emails, through to more complex tasks such as seeking teachers' views on matters to pass back
- Meeting with BOT members as part of reviews
- Providing advice to senior leadership on timetabling classes

Senior leaders

The senior leader main task profile is quite different to that of a classroom teacher or middle leader.

1. school organisation and management
2. general administration
3. teacher relief/organisation
4. school-driven initiatives
5. pastoral care and guidance of students
6. managing and directing teachers
7. externally-driven initiatives
8. ICT/technology
9. professional learning
10. pastoral and guidance care of staff

The PPTA Senior Positions Advisory Committee (SPAC) provided some further reflections on the role of the senior leader. They saw a conflict between the management and leadership aspects within the role, with senior leaders often involved in administration tasks, e.g. moving furniture for assemblies, organising relief and coordinating duty. They observe that senior leaders are (or should be) involved in strategic planning and alignment of vision and values.

They also noted that the amount of time spent on management and leadership can depend upon the context of the school: some schools require reactive day-to-day management to deal with student needs while for other schools this is less of an issue and senior leaders can focus more on proactive leadership initiatives.

SPAC commented that teachers and middle leaders have most of their time locked in by the timetable. Senior leaders appear to have more flexibility. Teachers can put up with a lot if they think their work is productive, but there are clear signs they feel that much of what they are asked to do is unproductive and this contributes to the sense of having an overwhelming workload. Senior leaders have more control of when they do things, so they have better feelings about what they have to manage.

Role differences

Commonly classroom teachers will be teaching 20 hours per week, while middle leaders are likely to be teaching for 17-19. They share nine of their ten top tasks. For both groups of teachers the most time consuming task is the teaching. This is also the most inflexible of the tasks – each class being scheduled at a specific time within the day. This flows back into the preparation for teaching. External constraints around other tasks include NCEA deadlines for assessment and school-generated deadlines for administration. The higher level of general administration, NCEA assessment and administration tasks and managing curriculum change is dealt with within a very similar teaching load to that of a full-time teacher.

The submission from the Middle Leadership Taskforce highlights the ‘double job’ being undertaken by middle leadership teachers and the expansion of their role.

Murphy (2011)¹⁸ notes that:

“...the role of the middle leader is often one of inherent in tension where the middle leader is positioned between the sometimes competing demands of senior teachers, such as the principal, and the members of their team, the teachers ... [D]ue to the responsibility for learning and learners shifting from the apex to the middle tier, middle leaders in schools are, in effect, expected to be leaders of learning ... with middle leaders playing the lead role in imitating and sustaining pedagogical changes”.

She cites Southworth (2011) in highlighting:

“... a change in the last decade as many in the middle leadership have moved from managing resources (such as materials and budgets) to leading people. Middle leadership in NZ secondary schools has also become increasingly complex with significant change, increased external accountability and pressure to improve student outcomes.”

The Workload Taskforce itself noted that there has been a steady growth in a new tier of management, called Heads of Faculty (HoFs) or Heads of Learning Areas (HOLAs), who coordinate the learning across broader subject areas. Murphy describes them thus:

“Heads of faculties (HoFs) and heads of learning are typically placed in the third tier of the leadership hierarchy and typically answerable to the second tier of senior leaders above. Heads of Department and teachers in charge are typically placed within a larger faculty and sit in the fourth tier of leadership.”

These more senior middle management roles are constructed to manage the new coordinating functions but the time resource for these new tier administrative/leadership positions is coming currently from the management time resources made available to schools, which have not changed in two decades, or from curriculum staffing resourcing.

Senior leaders are typically teaching 4-8 hours per week, though a number are not teaching classes at all and some, particularly in smaller schools, will be teaching more. Senior leaders share only three of their top ten tasks with teachers and middle leaders. Their role is significantly different in composition to that of either teachers or middle leaders. There is also considerably more flexibility in a senior manager’s role over when different tasks can be done during the timetabled school day. However, since pastoral care of students tends to be at a more serious level and with a greater degree of urgency than for other teachers there may be less flexibility about when this responsibility can be undertaken.

¹⁸ *The complexity of pastoral care middle leadership in New Zealand secondary schools.* Murphy K, UIT 2011.

It is apparent from many of the comments and discussions which fed into this report that teachers often have a sense of their workload problems being caused by others in the school: the classroom teachers and HoDs feel the imposition of workload from senior leaders who do not understand their workloads, and the senior leaders feel their pressure is created by the principal who does not understand their workload. There is a perception that there is a cascading of work down the food chain – that principals offload more work to senior leaders, who in turn manage to pass work to the HoDs, who have more limited ability to pass their work on to classroom teachers in their department, but who are responsible for enforcing within their departments changes and new initiatives decided upon elsewhere in the chain.

“Senior management put pressure on about using new initiatives in the classroom but there is no time allowance given or even any opportunity for feedback. They do not understand how busy classroom teachers are and do not make allowances for that.”

“One of the main issues to do with work load is that the people that make decisions about work load are often in a poor position to do so. A good example of this is the principal. There is an assumption that this position knows the complexity of a classroom teacher. In reality they have had reduced teaching loads for many years and came out of the classroom in favour [of] administration and management. They think they know! As a HOD I see the department staff regularly working 8 hours of a weekend trying to manage their work load and give them a chance to concentrate their energy into their classroom practice in the following week. I see the stresses they are under. I see the poor outcomes from many of the latest 'initiatives' at school and national level. It is often not in the best interest of the school managers and ministry to fight back against work load. Why would you try to cut back the hours that staff work when you are getting such productivity for free! Against large organisations like NZQA the management just comply and pass the work down to the teaching staff as it's got nowhere else to go.”

In some cases it is undoubtedly true that a distant and uncaring senior leadership team or principal is a real intensifier of workload pressure for others in the school. A few leaders hold the view that if other staff just shut up and just did what they were told there would be no problems. Possibly that would be true, for those who hold that view at least. The Middle Leaders' Taskforce submission also indicates their perception that *“much of what middle leaders do is about compliance and low trust by senior leaders.”*

There are clearly also problems when the senior leaders and principals are poor communicators, poor administrators or poor planners, or when they have little regard for their good employer responsibilities.

PPTA's Middle Leaders' Taskforce identified a problem with an increasing number of senior leaders who had progressed not through the traditional HoD pathway but through the pastoral care and guidance system and who consequently had little experience of the former role.

However, most senior leaders and principals do recognise the workload problems of their middle leaders and classroom teachers and it is perhaps harder for the recognition to work in the other direction.

The Secondary Principals' Council in their submission to the Taskforce observe the cascade effect of demands placed on schools from outside and hint at the resourcing limitations they have in compensating for that:

“There are constant compliance requirements related to things like health and safety, vulnerable children requirements, food safety, legal threats, OIAs Privacy Commission requests, Coroner and media requests. In some cases, like Special Assessment Conditions

(SAC), principals have to pressure others to get the data. In cases like this schools also need to support parents with the process. The overflow from these tasks falls on other staff and may cause resentment. If a school can afford it, it can use ancillary staff for tasks like managing the relief or the NZQA principals' nominee tasks."

Senior leaders have a job which is significantly different from that of the HoDs or classroom teachers and the work of principals is significantly different again to that of senior leaders generally (indeed their role is uniquely isolated within the school). Those in senior positions appear to have the luxury of few (or no) classes to teach, little marking and assessment, and to be far less constrained in when they do their work by the regime of period times.

SPAC reported that senior leaders feel isolated within schools; that they can be seen by staff as 'the role', not the person; and that senior positions can be seen as a service role – with expectations that they will take away issues (such as student behaviour issues) from other staff.

It is apparent that the workloads of senior leaders and principals are also matters of concern, though they experience a different set of pressures to middle leaders and classroom teachers. There appears to be little effective preparation for the senior management or principal roles; not much in the way of coordinated and ongoing professional development in how to be an effective leader. Once in the role many senior leaders are also struggling to meet the demands placed on them. They also feel the pressures of constant imposition of initiatives and feel themselves to be the meat in the sandwich between the under-pressure teachers and an under-pressure principal.

Principals feel the pressure of initiatives driven by the MoE, of new government policy-driven imperatives, and a lack of resourcing and support. They are also under pressure caused by the competition between local schools for students. They are also left to manage the pressures on their own staff with very limited resourcing.

Many of the workload solutions seen as effective responses by middle leaders and classroom teachers are largely beyond all but the most affluent schools (such as more non-contact time) as they require more teachers. Reducing class sizes across the board in a school or even in a subject will require the school to employ more teachers. More teachers, whether for non-contact time, for class size reduction, or for increased numbers of senior leaders, have to be paid for either by increasing the staffing provision to schools from the centre or by the school¹⁹. Increasing the number of hours of support staff time available to support teachers also requires increased funding from within the school budget, as does more professional development.

The ability of the school leader, therefore, to respond to the enormous workload pressures they can see amongst their senior management team, within their HoDs and across their classroom teachers is severely limited by the resourcing currently available to them. Shifting existing resources is likely to mean at best win-lose outcomes for staff.

There are many things that schools can do to help alleviate some aspects of workload – such as improved meeting procedures, better communication and planning, consistency and fairness of treatment of staff. However, the reality is that teachers at every level in the school are under workload pressure which is largely driven from decisions made outside the school; whether it be funding decisions, NZQA demands, Ministry or Government demands and expectations.

¹⁹ In 2010 some 900 or so additional teachers were being paid for by around 320 secondary schools from operations grants or locally raised funds.

When it comes to workload problems, everyone in the school is, at their own level, struggling with the same problem – too many tasks for too few people, external demands which are too great and resourcing which is too inadequate. Local issues of management or practice may exacerbate these issues but the underlying problems will not be addressed by localised changes.

How productive is the work teachers do?

The sense that your work is productive (or has significance) is a key aspect of job satisfaction²⁰. Tasks which contribute to a high sense of job satisfaction would be expected to be those which are seen by the teacher to have high value and which are also a significant time component within the job. Teachers, middle leaders and senior leaders varied in the way they rated the productiveness of individual tasks.

Classroom teachers

For those teachers who undertake the tasks the most productive time is spent in: teaching, resource development, preparation for teaching, obtaining resources from outside the school, assessment/unit writing, general assessment marking, NCEA assessment, extracurricular activities, the pastoral and guidance care of other teachers and managing and directing other teachers.

Tasks which teachers find generally more unproductive than productive are: teacher appraisal and assessment, work involving BYOD, general administration, school-driven initiatives, externally-driven initiatives, relief cover and ERO visits.

“Over the years the work load has increased dramatically - however job satisfaction is harder to find ...”

Middle leaders

Middle leaders think the most time they spend in productive work is spent on: teaching, preparation for teaching, resource development, assessment/unit writing, general assessment marking, extracurricular activities, NCEA assessment, obtaining resources from outside the school, managing and directing other teachers, and the pastoral and guidance care of other teachers.

They think most time is spent unproductively in general administration, school-driven initiatives, BYOD activities, externally-driven initiatives, teacher relief cover and with ERO reviews.

“Most of what I do is professionally rewarding and productive. There is simply too much of it to feel that I am doing any of it really well. There needs to be better mechanisms for spreading the load so that middle managers can still teach and participate fully in co-curricular activities, without burning themselves out.”

Senior leaders

An interesting thing to note about the senior leaders' responses is that they regard every activity they are involved in as more productive than not. They give greatest productiveness ratings to: teaching preparation, teaching, assessment and unit writing, general marking, resource development, academic mentoring, extracurricular activities, research, NCEA assessment, and teacher mentoring and guidance.

The senior leaders, however, give the least positive responses (the time spent is generally somewhat more productive than unproductive) to student behaviour programmes, employment relationship matters, student attendance, resources and equipment and ERO reviews.

²⁰ See for example 'Job characteristics and job satisfaction: understanding the role of enterprise resource planning system implementation' Morris MG, Venkatesh V, *MIS Quarterly* Vol. 34 No. 1/March 2010.

The most productive uses of time

There is a greater degree of commonality between the three role levels in their perception of the most productive tasks. Teachers and middle leaders rate the same ten top activities most productive and senior leaders share seven of those. The top five activities are shared by all and they are all related directly to teaching and learning. For the senior leaders, however, these also are among the activities they spend least time on during their working day.

Ranking	Teachers	Middle leaders	Senior leaders
1	Teaching	Teaching	Preparation for teaching
2	Resource development	Preparation for teaching	Teaching
3	Preparation for teaching	Resource development	Assessment and unit writing
4	Obtaining resources from outside the school	Assessment/unit writing	General marking, resource development
5	Assessment/unit writing	General assessment marking	Resource development
6	General assessment marking	Extracurricular	Academic mentoring
7	NCEA assessment	NCEA assessment	Extracurricular
8	Extracurricular	Obtaining resources from outside the school	Research
9	Pastoral and guidance care of other teachers	Managing and directing other teachers	NCEA assessment
10	Managing and directing other teachers	Pastoral and guidance care of other teachers	Teacher mentoring and guidance

The least productive uses of time by level

Teachers and middle leaders share six of their seven least productive tasks. Senior leaders have only one task in common with other teachers within their bottom seven list of productiveness – ERO reviews.

Ranking	Teachers	Middle leaders	Senior leaders*
1	ERO reviews	ERO reviews	ERO reviews*
2	Teacher relief cover	Teacher relief cover	Resources and equipment*
3	Externally-driven initiatives	Externally-driven initiatives	Student attendance*
4	School-driven initiatives	Bring Your Own Devices	Employment relationship matters*
5	General administration	School-driven initiatives	Student behaviour programmes*
6	Bring Your Own Devices	General administration	NCEA administration*
7	Teacher appraisal and assessment	Data collection and analysis*	Obtaining resources from outside the school*

* NB. Low positive ratings (slightly more productive than non-productive work rather than negative ratings).

How much time is spent on productive tasks?

Three of the top ten time components of the teachers' job and four of the top ten middle leaders' job components have negative or low productiveness ratings (highlighted in the tables below). Only one component of the senior leader teachers' top ten job components is not perceived as being of at least medium value²¹.

Teachers

Time ranking	Task	Productiveness
1	Teaching	High
2	Teaching preparation	High
3	General assessment/marking	High
4	NCEA assessment	Moderate-high
5	General administration	Negative
6	Writing of assessments/units	Moderate-high
7	School-driven initiatives	Negative
8	Pastoral care/guidance of students	Moderate-high
9	NCEA administration	Low-medium
10	Resource development	High

Middle leaders

Time ranking	Task	Productiveness
1	Teaching	High
2	NCEA assessment	Medium-High
3	Teaching preparation	High
4	General administration	Negative
5	General assessment/marking	High
6	NCEA administration	Low-medium
7	School-driven initiatives	Negative
8	Writing of assessments/units	High
9	Pastoral care and guidance of students	Medium-high
10	Curriculum change	Low-medium

Senior leaders

Time ranking	Task	Productiveness
1	School organisation/management	Medium-high
2	General administration	High
3	Teacher relief and organisation	Medium-high
4	School-driven initiatives	Medium-high
5	Pastoral care and guidance of students	Medium-high
6	Managing/directing teachers	Medium-high
7	Externally-driven initiatives	Medium-high
8	ICT/technology	Medium-high
9	Professional learning	Medium-high
10	Pastoral and guidance care of staff	Medium

Impacts of workload

²¹ PPTA's Senior Positions Advisory Committee thought that senior leaders' wider perspective of the school and its operation gave them a sense of how different tasks worked together and therefore a sense that the tasks were more productive.

Teachers were asked to respond to a number of statements on the effects of their workload on the manageability of their work, on their teaching and preparation/marking, on their family and social life, on their management activities and on their health.

A high proportion of the respondents reported that their workload is manageable only sometimes at best. Teachers²² indicate it is impacting negatively on:

- Teaching
- Marking and preparation
- Health
- Performance of management duties
- Work-life balance

There is a similar level of impact between middle leaders and full-time classroom teachers on:

- Teaching
- Marking and preparation
- Health
- Work-life balance

Senior leaders are more positive about the effects of their workload than both teachers and middle leaders. They also report much less frequently that their workload interferes with the effective performance of their management duties than do middle leaders.

Summary of responses to workload statements

'My workload' statement	Senior Leaders		Middle Leaders		Teachers	
	Often-Always	Sometimes-Never	Often-Always	Sometimes-Never	Often-Always	Sometimes-Never
Is manageable	38.5%	61.5%	23.8%	76.2%	24.2%	75.8%
Allows effective teaching	30.6%	69.4%	23.0%	77.0%	22.8%	77.2%
Allows effective management	44.2%	55.8%	19.5%	80.5%	-	-
Allows effective preparation/marking	32.7%	67.3%	15.5%	84.5%	16.2%	83.8%
Allows a good work-life balance	17.6%	82.4%	13.1%	86.9%	14.1%	85.9%
Affects my health	27.5%	72.5%	38.9%	61.1%	40.6%	59.4%

Ingvarson et al²³ reported in 2005 that there was a strong association between *perceived manageability* of work and satisfaction with work. Middle managers were less satisfied than either senior managers or teachers with their perceived workload and the balance of this work with private life.

Senior and middle managers, on average, perceived their workload to be significantly less manageable than teachers. The following findings, however, gave reason for concern about the

²² Part-time teachers are slightly more positive about the impacts of workload than full-time teachers.

²³ The ACER Report on the Secondary Teacher Workload Study, Ingvarson, Kleinhenz, Beavis, Barwick, Carthy, Wilkinson, February 2005.

extent to which both middle managers and teachers perceived their workload as manageable overall, and the extent to which workload was having detrimental effects, particularly on the quality of their teaching, the support they could give to colleagues, and their health.

<i>Perception</i> ²⁴	<i>Middle leaders</i>	<i>Classroom teachers</i>
Felt their workload was heavy	84%	75%
Felt their workload was affecting the quality of their teaching	77%	71%
Felt they could not do what they needed to do in a reasonable time	71%	73%
Did not have good balance between home and work	63%	57%
Thought their workload was unmanageable	57%	48%
Felt they have little time to get to know their students well	40%	39%
Were thinking of leaving their school because of the workload	23%	21%

²⁴ This table brings together the data for middle managers and teachers in the report, it is not itself part of the report.

Comments on the impacts of workload

Manageability

"I know for myself I have taken more days off this year than I usually do because I'm just always so tired. It's exhausting trying to keep up with the workload while trying to establish positive relationships with all students and ensure that classes run smoothly meeting assessment criteria and deadlines. I never feel like I am on top of my workload or that I have everything done that needs to be done. There is always a new initiative added to the workload and no time is ever given to get the work done."

The Middle Leadership Taskforce members concluded that, for middle managers at least, almost no job is done as well as would be preferred and there is never a time when all work is completed. They identified some of the most important things that don't get done, or receive superficial attention, or are deferred, rushed or done inadequately because of the enormous workload of the middle leaders. The list includes:

- Planning/preparation
- Conversations with parents
- Professional conversations with colleagues
- Organisation of environment (e.g. office, storerooms etc.)
- Appraisal
- Personal professional development
- Professional reading/discussion
- Involvement in some extracurricular activity is often impossible due to time constraints

They noted that the frustration and anxiety caused by the sense of failure to do what needs to be done add significantly to the stress levels of middle leaders.

Wylie (2013) reported that 90% of secondary teachers enjoyed their job but morale levels were falling (with 57% reporting good or very good morale compared to 70% in 2009) and only half the teachers thought their workload was manageable and fair.

Ingvarson et al (2005) reported that the main factors related to perceived manageability of workload were potential stressors such as paperwork, student behaviour and class size but not to the number of hours worked per week.

For teachers, the numbers of hours spent at the school was a significant stressor, though less so than for managers. However, the amount of paperwork was equally significant as a stressor for teachers, as was an insufficient amount of non-contact time, the low number of support staff in the school and performance appraisal.

At that time the most significant stressors for middle managers, who perceived their work as least manageable, were the numbers of hours they spent at school, the amount of non-contact time, the amount of paperwork required, the level of resources, relations with other teachers and relations with parents.

For senior managers the profile of stressors was slightly different. Numbers of hours spent at the school, an insufficient amount of non-contact time, and the amount of paperwork were still the most important stressors, but developing new assessment procedures was also significant.

It is interesting to note that in 2005 Ingvarson et al were not identifying introduction of new curricula, developing new assessment procedures, accountability reviews, reporting requirements

and collating and processing of assessment data being related to workload manageability for the teachers and managers in this survey.

Lesser factors, though still significant, for teachers and middle managers were the level of support teachers thought they received from their school and the degree of autonomy they felt they had in their work²⁵.

Work-life balance

"I love my job - if I didn't I couldn't do it. BUT - it is time that the government realises exactly the position that they put teachers in. We give everything to our students - sometimes we spend more time with the children than their own families do I am a young teacher and I work over 70 hours a week on a non-busy week. My holidays are spent WORKING. My evenings are not spent with my husband - they are spent WORKING. The paper load and responsibilities of a teacher are immense."

One of the supposed advantages of teaching is that it gives time to spend with the family. Most teachers, however, find that they do not have a healthy work-life balance. This is particularly difficult for those teachers with young families.

Health impacts

"Teaching has become a very stressful job. I feel I do not have the time to fully engage with my courses and do a good job. At times I have so many things I need to do - reports, show my homework, stage challenge, duty, marking, appraisal comments, assessment - that I do an average job of all of them. I come home at night and start working again and this can be very stressful for a mother as I need to engage in my family life and have some down time. At the moment I do not have this as my work load has increased so much that at times I have had breakdowns. I have had health issues because of this. How long can I stay being a teacher??? It is too overwhelming."

Workload can lead to significant physical and emotional stress for middle leaders, who are significantly limited in their ability to maintain a healthy work-life balance. However, the impacts of workload on health are not confined to classroom teachers and middle leaders:

"I am now part-time as a result of the impact a full-time SMT (senior management team) role had on my health. The 12.5 load I now have suits me fine!"

Some part-timers were worried about their full-time colleagues:

"At my stage, I am not relying on salary so this year I was able to go from 100% to 80% time load. I love teaching and the only reason I did this was so I could have the time to do the marking and assessment needed for English. I fear for the health of my younger colleagues who cannot afford this option. As the year goes by, I see more and more of them looking perilously close to breakdowns. These are good teachers who are trying to do their best - and are trying to look after young families once they are home. Teaching and learning are suffering as we all collapse under the burden of a) assessment, b) technology, and c) being constantly told we have to be better."

²⁵ No associations were found between school innovativeness, school leadership, collaborative teaching, clarity of school values and workload manageability for teachers or middle managers.

Effectiveness

Many teachers are concerned and frustrated that their workload was interfering with their effectiveness in their key roles as classroom teachers and leaders:

"I feel like I have so much paper work to do that teaching my students seems less important ... which is ridiculous as they are the main thing we are meant to focus on. There is more and more PD, reporting and inquiring requiring write ups coming into schools that affects my actual teaching in a negative way, as the more time I spend on reports, paper work and PD, even though it is helpful most of the time, I would rather spend my time making amazing lessons and activities for my students but instead I feel I am often flying by the seat of my pants and relying on older resources and activities through lack of time to make cool new ones. SAMR [Substitution Augmentation Modification Redefinition] model says we should re-design our activities to things that were just not possible before BYOD etc, but we have no time to do this! So it is difficult to move out of substitution, let alone into re-design due to time constraints."

The Middle Leadership Taskforce note that middle leader workloads are huge, and they find themselves using up credit with other staff and students because they are trying to be all things to all people. The quality of their personal classroom teaching is adversely affected by the workload, to the extent that middle leaders can become the target of parental complaints.

They also note that opportunities for informal contacts are reducing because teachers are rarely free outside the timetabled class hours because they're all so busy too and that the increasing trend for big learning area workrooms means the loss of communications across-learning areas.

Wylie (2013) reported that 37% of teachers who were not principals thought their workload was so high that they could not do justice to the students they taught. Unfortunately the figure conflates senior and middle leaders and classroom teachers.

Her report also notes that a lack of time for making changes to the curriculum was still the major barrier, particularly the time taken for NCEA assessments. Other main barriers to curriculum change she identifies are NCEA requirements, lack of money, lack of teaching resources, and classes that are too big for the changes teachers would like to make to what they offer students.

Retention and recruitment

The impact of workload on secondary teacher recruitment and retention was a major thread within the Bazley Report 2003. While there were no specific questions on this aspect in the Workload Taskforce's survey a number of teachers made reference to their own futures in teaching, or to those of others. For example:

- *"I am getting pretty frustrated in my current role. I am currently very unhappy in my position because of the unrealistic workload placed on myself and other staff. I have been looking at career change very constantly over the last few months. This is disappointing because I still love teaching but I feel hamstrung in my job. I think I would be a big loss to the teaching profession as my experience will take a long time to be replaced within the school. I know I am not the world's best teacher but I know I am very good at what I do. If things are not seen to be improving soon a large chunk of well trained teachers will be lost."*
- *"I come to school at 7.45am, teach a beginning teacher's load but have all other periods and spare moments taken up with duties, gym duty, coaching sports, running meetings, prepping etc. I leave school at 5pm, and once my 4 kids are in bed I work until 12am, sometimes 1am, prepping lessons etc for the next day. I have been doing this for 18 months. I am worn out and am not sure if I will continue teaching long enough to get my registration. It is taking its toll on my family. They never see me! I have no life. My boundless energy I had when I started is starting to diminish - other staff have mentioned this to me. But there is no way to ease the workload. People keep asking and 'no' doesn't seem to be an option."*
- *"After nearly 10 years teaching, I am now considering whether to leave the teaching profession or move to part-time just to manage the workload."*
- *"Workload will almost certainly result in me giving up the job before retirement age. The expectation of fitting 2 roles and successfully delivering everyone's expectations during one teaching day is now virtually impossible and unbearable. Compromises HAVE to be made."*
- *"It seems each year we are complaining the job becomes more and more hectic. The pressures placed on our time are constantly increasing with NCEA, initiatives and other administrative tasks relentlessly adding to stress levels. In term 1 I have felt completely overwhelmed and have found it incredibly difficult to stay on top of the job - more so this year than in previous years. I love my job but with the way it has changed I am not sure how long I will be able to remain a teacher because of the workload and pressure we face."*
- *"Workloads have increasingly got heavier. I have taken on more middle management roles and lost 2 class loads but I spend more time working every spare moment I have. A career change is on the cards for sure in the future. Technology has been amazing but it gives the students access to us for longer hours and the expectation that we will return work quicker."*
- *"I'm tired. Really tired. And I've only been teaching 12 years. I work really hard to prepare my students for tertiary, employment and vocational training. I like teenagers. I enjoy my subject. But I'm tired and I'm over being trapped in "Gee I'm busy" because this isn't busy, this is living a job. I'm married to a police officer. He works 10 and 12 hour shifts but does no homework, no marking, no planning, no courses in his holidays, doesn't have to go to work sick because it's easier than writing relief. His job is work. He earns \$100,000+ a year. He gets 6 weeks annual leave and 11 stats. My job is all consuming and eating me up. I earn \$70,000. I get 12 weeks annual leave of which I spend 5 doing school work. Wished I'd joined the Police, how dumb was I coming teaching."*

- *“Constant changes in curriculum and increased expectations are making the job unattractive and unappealing to new graduates as well as experienced teachers. Lack of work-life balance is leading to relationship and health issues for many teachers ...”*
- *“I am a third year teacher and the work load has been horrendous. It has put my work-life balance right out of balance and has made me resentful of the job. I have worked really hard to get faster and more efficient but the workload just seems to increase. I have got to the stage where I am considering if I want to continue in this profession at all.”*
- *“This year I have found it really difficult to find time to complete observations within the department because of the way the timetable is run. I am on a full timetable as HoD so only have 1 hour per day as my non-contact. This will not change until term 3/4 when I will then get numerous reliefs to do as it looks like I have 2 non-contacts. I can never catch-up on curriculum work or admin despite virtually living at school. Yes, I do 12+ hour days and work at school every Sunday. I love teaching but cannot see me sustaining this for the long term. Before teaching I was a university administrator and PA so really know my way around computers and having this knowledge/skill still does not help me with the mountain of admin work.”*

Workload issues identified by specific groups of teachers

1. Part-time teachers

Working hours

Part-time working hours can be expected to vary according to the timetabled hours the teacher is employed for. There were 106 part-time responses in the analysis. Almost all of the part-time respondents identified themselves as ‘teachers’, though a small number did indicate they held middle leadership positions.

All part-time	Work on-site (hpw)	Work off-site (hpw)	Extra/co-curricular (hpw)	Total (hpw)
Average hours per week	27.9	7.8	1.5	37.3

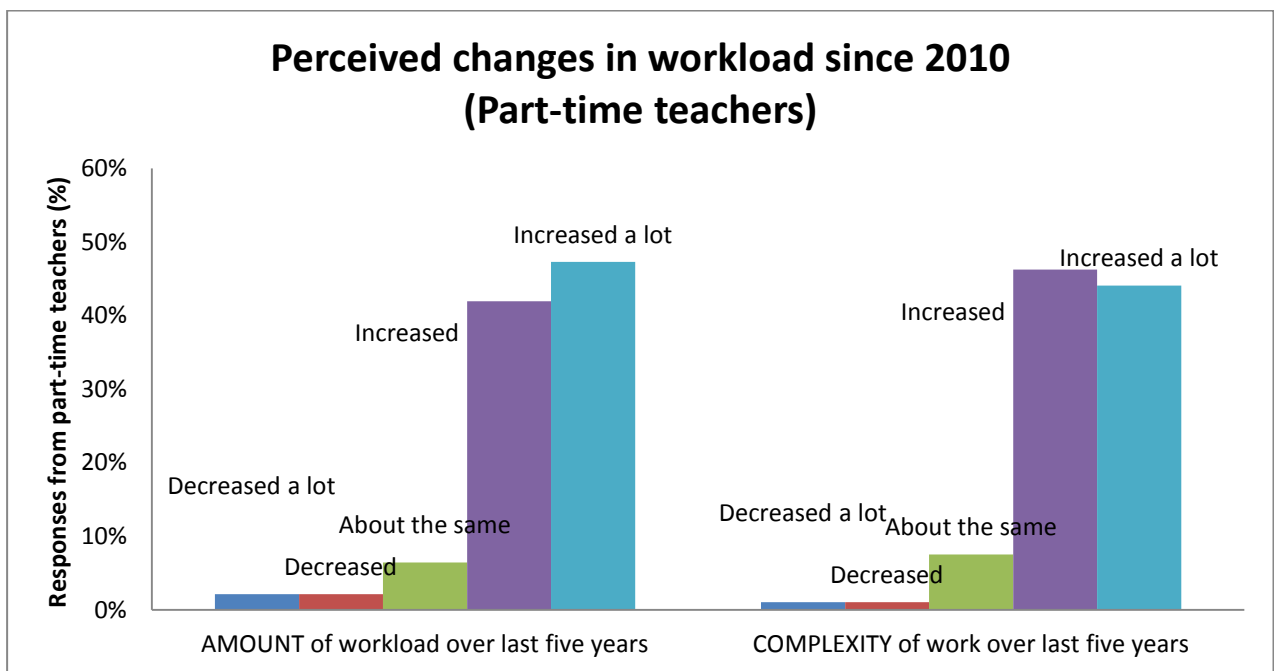
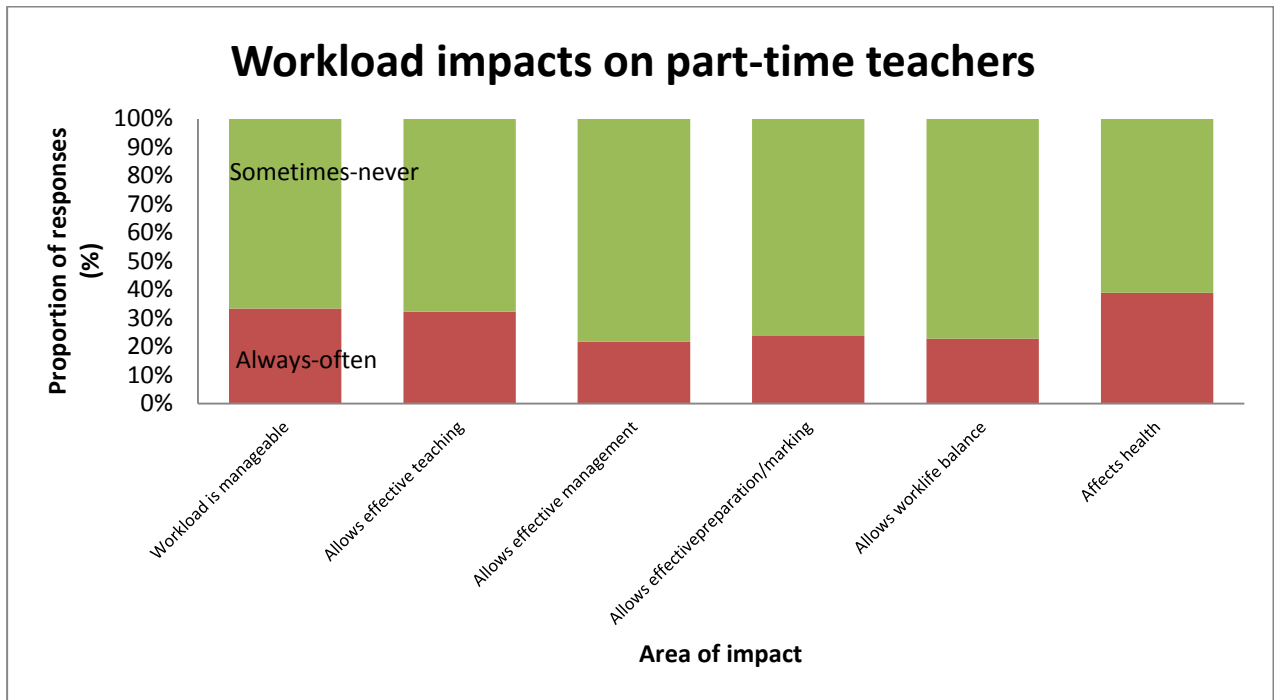
The table below presents the part-time average hours as a proportion of the equivalent full-time classroom teacher hours for those part-time teachers responding to the survey.

Part-time teachers	Work on-site	Work off-site	Extra/co-curricular	Total
Proportion of full time hours	67.7%	90.6%	62.8%	71.2%

Part-time teachers are often not recognised for all of the work they actually undertake. The relatively high level of work off-site is likely to reflect the lack of provision of timetabled non-contact time within the school day which would be used by full-time teachers for marking, preparation etc.

“As a part-time teacher in charge of a subject and the only teacher of this subject in my school I do have quite a large workload outside of those hours I am employed and paid for. There are a lot of little extra jobs that I am relied on to do as well.”

“My issue is that as a part-time teacher with responsibility for 2 subjects and resource management for the Department among other issues my workload has increased hugely and the school refuses to give me as many non-contact hours as I negotiated several years ago. In addition they cut the ancillary hours that were to help with the resource management from 8 hours to 2 hours. I have had to pick up the slack. There is pressure to go to all the meetings even though I am part-time - I now vote with my feet. My health has been affected and I now am having to use more of my sick leave.”



For part-timers some of the decrease noted by the minority was in fact occasioned by their shift from full-time to part-time.

“My workload has decreased ONLY because I have reduced from full-time to 12 hours part-time (paid for 12 but still work 40 most weeks.)”

Other part-timers have not found the option as helpful:

"Many of my peers are struggling, especially any peers with young families. Most who have young families feel they cannot teach full-time due to the demands, so they are part-time but still doing full-time hours in terms of workload ... but only getting paid part-time. I was forced due to pressures last year to job share in order to balance things ... but I was still doing almost the same amount for half the pay!!!"

"I thought that being part-time my work load would reduce - it has a little, but I am still at work all day and I still work many hours at home [this is Sunday afternoon now, and I have been sat at this school laptop for 3 hours thus far]. Over the years the work load has increased dramatically - however job satisfaction is harder to find because of the changing curriculum, the extracurricular expectations, the pedantic nature of NCEA assessments in some subjects and changing student and parent expectations."

2. Teachers of specific subjects

Teachers in different subjects have some specific workload pressures over and above those all teachers share. Two examples are given here.

English teachers in particular noted that there is a discrepancy in workloads associated with marking, particularly NCEA marking and assessment:

"... different subject areas have different workloads. Research shows that fast and effective feedback is one of the most important factors in student learning/achievement. As an English teacher, there is nothing I would like more than to be able to mark student writing and get it back quickly. This is nearly impossible with 5 classes and 130+ students."

"I have since left my teaching subject to pursue a secondary subject due to the workload in English. It is A LOT bigger than other subject areas and this should be taken into consideration with non-contact/contact times."

On the other hand, teachers in 'performance' subjects note different workload demands:

"The extra curricula demands on teachers in my learning area are huge, for music, drama, dance and art. It is an expectation in schools that we do these things ... even our curriculum requires that each drama group perform to an audience etc. It is actually getting much worse as we still try to juggle big school events and activities as well as fit in assessment performance opportunities etc."

3. Teachers in fixed term appointments

Teachers in vulnerable employment situations have even less capacity to influence their workloads than other teachers do:

"[Last] week I probably did more like 70 hours work AND I took two days of sick leave as my husband was in hospital. The workload was so great that week as we had senior academic conferences (four hours after school on one of the days I had sick leave on) and junior reports (and I had four classes to write). ... I am a second year PRT (Provisionally Registered Teacher). Being on fixed-term contracts and relying on a school to sign your registration off makes it very difficult to say no to anything!"

"My problem is I keep getting fixed term contracts and for the last 3 teaching years have taught new subjects every year. So being employed for more than one year would help!"

4. Pastoral and guidance staff

Teachers in pastoral and guidance positions identified the workload pressures in this area. The 2012 Secondary School Staffing Review Group²⁶ identified pastoral care staffing as an issue to be investigated, but this (along with its other recommendations) has been ignored by the Ministry and by the Government.

Those in the pastoral area frequently report too little time is made available to do the job justice and a lack of understanding of the increasing complexity of the problems they have to address. Like others in middle management the demands of the pastoral role are in addition to a full, or near full, teaching load.

One counsellor described the job:

"I fully recognise that it is a principal's job to maximise educational opportunities for his/her students. However, to do so at the cost of counsellor positions leaves the counsellors trying to spread themselves too thin. I know everyone in state secondary schools works extremely hard, but the pressure on counsellors is just extraordinary, and there isn't any part of the system that is designed to ensure that our working conditions are reasonable. E.g. this year we have received 114 separate referrals; if each referral generates an average of 5 sessions that is 570 appointments needed to complete the work. At our school there are 1.8 FTTE counsellors and there are 10 weeks in this term of 25 sessions each so that's only 450 appointments available to do this work. In addition we have surveyed all our Year 9 students for the Travellers programme, attended meetings, met with parents, students have been hard to access due to no messenger being available to call for them, the class is doing an assessment or isn't in the room time-tabled, is already with e.g. a DP; all of which reduce the number of students we actually get to work with within a week. We are trying to do the impossible! In addition for every hour I spend working in face to face counselling, I would spend at least one, and often more, hours completing administrative tasks, writing up notes, at meetings, making external referrals, ringing parents etc. My longest work week has been 80 hours and, to be honest, I don't get paid nearly enough to do this, but when its student safety that is at risk, you can't just walk away. I also get flak for not doing my rostered grounds duties (which the PPTA/NZAC [New Zealand Association of Counsellors] document says I shouldn't do) because I am always already busy e.g. talking with upset parents."

The counsellor role has become more complex and more demanding time-wise in the same way that it has for other teachers:

"I have got too many teaching hours for the amount of careers advice and guidance work and leadership that is required of me in relation to the size of the roll, and the increasing complexity of the job, with the advent of the number of possible opportunities for students to pursue, and Secondary Tertiary pathway dual enrolments to manage. My work load has increased due to these new initiatives and I have not been given any extra non-contact hours to compensate."

Deans too are reporting the same pressures, though they are likely to be teaching more classes than counsellors:

"The huge workload of Deaning, at any year level, is not fully recognised, either with time allowance or remuneration. I have absolutely loved my Deaning journey over the last five years, but I will not be doing it again straight away. Too much stress, too much work, too many reports to write, too little time to also be an effective classroom teacher. I feel it is impossible to give both roles the time and energy they deserve. Little wonder it is extremely difficult to get new staff into Deaning roles. I could easily be a full-time Dean, I love it! ... But \$4000 will not pay the mortgage or feed the kids!"

²⁶ See page 17-18 of this report.

In the context of those teachers with pastoral responsibilities in secondary schools, Murphy's conclusion in her 2011 thesis is worth citing in full:

"In a relatively new policy/curriculum environment, pastoral care middle leadership has become a multifaceted role, which is fundamentally supporting learning through maintaining a holistic, school-wide view in order to bridge the gap between pastoral care and academic issues in secondary schools for improved student outcomes. Pastoral care middle leaders are busy people getting busier. However, the impression is not that they are not getting busier leading or promoting the quality of pastoral care in the school. Some of the issues and challenges pastoral care middle leaders are dealt need to be raised to a more strategic level, while others need to be distributed to, and dealt with at, a classroom teacher level. Schools need to ensure that the responsibility for supporting student learning and student outcomes, within subjects, across subjects and school wide, is heavily resourced in time and personnel.

Adding this responsibility to the pastoral care middle leader workload, simply because they sit on the periphery and are able to work across the secondary schools silos, is unsustainable. Time also needs to be made for intensive context-based training and tailored leadership as well as management development and training that is both inductive and on-going, in order to meet the unique demands of the pastoral care middle leader role. Some pastoral care middle leaders are relying on their life skills to meet the demands and pressures of the role. It means that once the caring people that have put themselves forward for the role (as illustrated by those who were part of this research) reach full capacity, they risk possible burnout and are lost to education and most importantly to the students who need them.

Due to increased pastoral demands and a shift to a more holistic school-wide view to improve student outcomes, the greatest challenges for pastoral care middle leaders are: people management issues, leadership dilemmas, work intensification and under resourcing of people and time. They are forced to be reactive, not pre-emptive, in their role and the quality of their teaching is being compromised to meet the growing demands of the role. There are no clear links between what they are doing as pastoral care middle leaders and the quality of professional practice, or improvement in student learning outcomes and how they are enhancing the professional development of other teachers.

There is a tension and paradox around the pastoral care middle leader role in the way that pastoral care middle leaders are now taking a responsibility in supporting student learning; however, there is little evidence the reverse is occurring with curriculum middle leaders or teachers. The majority of challenges pastoral care middle leaders face stem from what they perceive to be teacher shortcomings when managing the pastoral care of students. In some teachers' eyes, the pastoral care middle leader is still the 'disciplinarian' whose primary role in the school is to deal with the behaviour issues. On one hand, pastoral care middle leaders are highly important to secondary schools, they are perceived as the people you can give things to do as they 'catch all problems'. Yet on the other hand, the question of how highly their well-being is valued and how far their capacity to do this can be stretched has to be raised, as does the question of where the support is for those who have themselves become the greatest support in secondary schools.

If these schools are reflective of other secondary schools in New Zealand, the evidence from these schools suggests that the day-to-day practice of pastoral care middle leadership is at a critical crossroads in New Zealand secondary schools. If we don't address some of the problems raised in this study good people are going to be reluctant to go into the pastoral care middle leader role or will leave the profession altogether".

5. Sole charge teachers in departments and teachers in small schools

The workload demand on teachers who are the sole teacher in their subject or are working in small schools can be considerable. Much of the baseline work is not roll dependent and falls to one or two people. Middle and senior leaders in small schools may also have high teaching loads.

"I work in an isolated area school. I am The HoD science, the year 8 dean, a member of the PB4L team and the school wide science curriculum team leader. The only way I can manage my workload is to basically work through interval and lunch as I have my own children to look after, after school.

The senior subject workload has to be done by individuals. I am the only chemistry and physics teacher in the school so need to do all the work for these subjects. (When I worked in a large city school there were 5 chemistry teachers who all shared the workload of writing schemes and assessments NCEA work etc.) In area schools some staff have numerous roles to do. I have all the tasks of an HoD, managing the lab complex with 4 other staff using the labs, budgets, appraisal etc. as well as all the moderation for NCEA and am the curriculum leader in charge of 10 different courses in years 11-13.

I am also a dean with all of the academic and pastoral/ discipline issues that job entails. I also analyse all of the pastoral entries in KAMAR for the PB4L team and meet weekly with the team in one of my non-teaching hours. I also lead the curriculum team that manages the science curriculum across the whole school (year 1-13).

For all my extra responsibility I receive 2 management units²⁷ and 2 MMA's [middle management allowances]"

6. Kaiako Māori

The Māori Teachers' Conference submission was endorsed by Te Huarahi Mana Motuhake.

Attendants at the hui recognised the general workload issues raised by others. They discussed the additional pressures experienced by kaiako Māori.

The hui reviewed the findings of the 1996 Bloor report on Māori secondary school teacher workload and concluded that the findings of the report with respect to the nature of the *additional* workload expectations on kaiako Māori are still the same today:

"... Māori teachers are expected, both professionally and culturally, to undertake tasks and responsibilities beyond those expected of a secondary teacher who does not identify as Māori."

Bloor identified these additional duties (in broad terms) as:

1. Activities designed to educate their non-Māori colleagues on issues to do with Māori
2. Developing, organising hui and pōwhiri for school-related activities
3. Duties not formally recognised but culturally expected, related to meeting the expectations from the school, parents, community, whānau, hapū and iwi
4. High levels of involvement in school-related and community based hui
5. Taking 'responsibility' for problem Māori children, even if they have no teaching contact with these children

²⁷ Presumably therefore up to two hours per week were provided for management time.

Associated issues

- There is often a lack of support from Senior Management for the role of kaiako Māori in schools. Constructive, supportive relationships with the school's senior management are seen as critical.
- A lack of understanding of the expectations on Māori teachers around things such as cultural obligations around attending tangihanga.
- Māori provisionally registered teachers (PRTs) often go to small schools where they are (in actuality or in practice) the HoD Māori. The workload of being both a beginning teacher and a head of department sets these teachers up for early burnout.
- PRTs are advised not to volunteer for extra duties in their early years but to focus on their teaching, but it is very difficult for Māori PRTs to avoid being drawn into workload demands "boots and all".
- Whether there were 2 or 150 Māori students the PRTs were picking up unpaid expectations to provide for those students as if they were a fully-qualified teacher. Teaching across years 11, 12 and 13 students is seen as too much of a workload for such junior teachers.
- There are Māori teacher trainees who are engaged in teacher education programmes in which they are employed in a teaching role, delivering NCEA across several levels and also trying to complete degree papers and get registered. The pressure is also felt by the HoD who has to bring the teacher up to date with the whole scheme quickly and to spend more time with both the teacher and their mentor.
- School expectations on kaiako Māori include:
 - getting the whānau up and running
 - running kapa haka
 - dealing with disruptive students who are Māori
 - being available to deliver karakia at formal and semi-formal occasions.

It was noted that kapa haka is not just 3 days a year; that the practice is ongoing and that the kapa haka group (and their teachers) are called upon regularly through the year to represent the school at formal functions. Those who are responsible for kapa haka groups are called on for Matariki, prize giving, school visits etc., not just the kapa haka competitions themselves.

The importance of kapa haka was repeatedly stressed. The teachers all saw themselves as there for the kids, emphasising how important relationships were. The cultural (and qualification) importance of kapa haka to Māori students was fundamental to their sense of self-worth and to their integration into the school and to achieving as Māori within the education system. The quality of kapa haka teaching is seen as hugely important as the effects of their work flows into the wider community.

Associated with this is the workload and social/economic implications around the travel and accommodation and hospitality costs associated with cultural activities.

The lack of PLD for Māori and the tendency for the senior leadership team (SLT) to hold that resource very close is a concern.

It is noted by the Taskforce that the current government 85% targets for level 2 NCEA qualifications and the focussing of external interest around the identified priority groups, including Māori students, will inevitably increase the pressure on kaiako Māori.

7. Pasifika Teachers

PPTA's Komiti Pasifika made a submission on behalf of Pasifika teachers in secondary and area state schools in New Zealand. They expressed their concern about the excessive workload experienced by many Pasifika teachers. These "extra" expectations often lead to teacher burn out and physical illness. They believe that teaching is a vocation that already carries with it a workload that is difficult to manage within the time allocated but Pasifika teachers often find themselves with many more added roles and tasks.

The submission notes that Pasifika teachers are expected to carry out tasks above and beyond those in their job description because of their ethnicity and their language skills. While it varies from school to school, Pasifika teachers report that senior management and school structures expect that Pasifika teachers will carry out such tasks as:

- tutoring cultural groups and attending festivals/events to represent the school with these performing groups
- providing NCEA assessment tasks for cultural performances (dance and music standards), facilitating assessment and marking cultural performances to help students achieve more NCEA credits
- attending meetings in person to be a translator in Pacific languages for parents/families with limited English
- Pasifika parent consultation and information evenings
- helping families with limited English fill out applications and other forms
- language translation for school newsletters
- attending discipline meetings to provide an appropriate cultural perspective
- mentoring Pasifika students within a school
- providing tutoring and study groups for Pasifika students who need extra academic assistance outside of school / working hours
- working with ESOL students of the same ethnicity
- providing a withdrawal room for Pasifika students with behavioural issues
- attending other teachers' classrooms to intervene in a variety of situations where the classroom teacher feels the need to have a Pasifika teacher be present
- visiting Pasifika homes to speak with families about school related issues
- being present at funerals of family members of Pasifika students
- tracking Pasifika student progress and creating action plans where targets are not being met.

Pasifika teachers often feel a strong sense of responsibility to go above and beyond for Pasifika students, families, and communities. Pasifika communities will also expect teachers of their ethnicity to be available to them for various purposes. As a result schools often use this "goodwill" to their advantage and access many unpaid teacher hours to undertake these tasks.

The current government 85% targets for level 2 NCEA qualifications and the focussing of external interest around the identified priority groups, which includes Pasifika students, will inevitably increase the pressure on Pasifika teachers.

8. Secondary school principals and SPC's submission

Principals have a role which is unique in the school. They may well be the senior leader of the largest employing organisation in their district and carry the responsibility for dozens or even hundreds of staff and hundreds or thousands of students. While they are expected to be educational leaders in their school they are (with the exception of a few wealthy schools) significantly engaged in the day to day operational matters of the school.

Wylie (2013) reported that:

- the median working week for secondary principals was 63 hours (with 18% doing more than 70 hours)
- 90% enjoyed their jobs,
- 80% reported good or very good morale
- 45% regarded their workload as manageable
- 41% reported high stress levels
- 28% felt they could schedule enough time for educational leadership in their school, rather low given the importance of such leadership
- 64% of secondary principals felt they got enough support to do their job effectively (whether inside or outside the school), with more low-decile school principals disagreeing that they had this support.
- 80% of secondary principals felt they had a strong and supportive management team.

The issues principals saw facing their school were:

- funding²⁸ (76%)
- quarterly funding (55% overall - but particularly affecting low- and mid-decile schools)
- adequacy of ICT equipment and Internet access (57%)
- NCEA workload (49%)
- assessment driving the curriculum (47%)
- getting good quality professional development (40%)
- property maintenance and development (38%)
- motivating students (35%)
- keeping good teachers (33% - despite the economic downturn)
- the quality of teaching in the school (23%).

The following is the full text of the submission of the Secondary Principals' Council of New Zealand, '*Secondary Principals' Workload; The factors that influence it*':

1 Career stages

It makes a difference where a principal is in his/her career. The first five-ten years can be very demanding especially if there is no continuity of board members or staff. There may be up to twenty appointments at the end of one year which is destabilising for the school. Principals are most at risk in these early years and there is a dearth of available support.²⁹ This is important as the viability of the whole school may be put at risk if a principal does not receive good induction and is subsequently overwhelmed by the job.

2 Boards of trustees

The job is, by its nature, isolated and not having an effective board of trustees can add to the workload and sense of isolation. Principals can end up having to constantly upskill boards, to the extent that it is like having an additional class to teach. It also means the board can't really support the principal; if they do not read the reports, they can't really make a useful contribution. Individual board members may raise vexatious issues which are divisive, time-consuming and stressful for the principal to manage.

²⁸ Wylie reported that schools' government funding remained a key issue for schools, with two-thirds reporting a worse financial year in 2012 than in 2011.

²⁹ SPC can provide confidential advice and support from experienced principals. The Investing in Educational Success initiative may help develop more effective local support networks for principals.

3 Managing roll changes

As the principal career path tends to go from small, low decile schools to bigger, higher decile schools, new principals often find themselves having to reduce staff. Anything that adds to staffing instability or funding uncertainty generates stress and workload. Job losses also impact on morale and the emotional climate of a school. On the other hand, roll increases can also be a source of increased workload and uncertainty – particularly during time of staff shortages.

4 Human resources

Discipline and competence issues are draining and demanding and increasingly teacher registration involves considerable extra work – especially in the cases that don't go smoothly. The changes resulting from the Vulnerable Children Act (2014) will add a level of bureaucracy to principals' workloads. Staff turnover is demanding – there may be up to 20 appointments at the end of one year.

5 Administrivia and bureaucracy

There are constant demands from external agencies and they often want things done in a way that does not match systems already operating in schools. Too often initiatives are dumped on schools, without enough trialling, resourcing or implementations support. Time and energy is required at the school level to put the pieces together.

There are constant compliance requirements related to things like health and safety, vulnerable children requirements, food safety, legal threats, OIAs [Official Information Act requests] Privacy Commission requests, Coroner and media requests. In some cases, like Special Assessment Conditions (SAC), principals have to pressure others to get the data. In cases like this schools also need to support parents with the process. The overflow from these tasks falls on other staff and may cause resentment. If a school can afford it, it can use ancillary staff for tasks like managing the relief or the NZQA principals' nominee tasks.

The Ministry of Education is actively trying to reduce the demands it makes on schools and to better coordinate its expectations. It would be good if it took responsibility for some activities that could be better organised centrally rather having every school reinvent the wheel or, at the very least, develop policy templates that all schools could use.

6 Discipline and suspensions of students

Dealing with a crisis in a student's life, whatever the form it takes, is very time-intensive. It requires patience, confidentiality, compassion and thoroughness and these things cannot usually be rushed. Being required to accept students who have been expelled from other schools, without the extensive funding and staffing support they need adds to the problem.

7 Relationships

Networking is a critical part of the job – being available to staff, students and parents as well as promoting the school externally is a key part of the job. Principals struggle to get into the classrooms enough yet that is important for credibility. Some principals teach a class which helps in stretching the school's resourcing but can be difficult to manage given all the other demands on principal time.

In New Zealand's competitive system, principals have to put time and money into marketing the school³⁰. This is probably not the best use of resources.

8 Property

The workload around property is endless and is particularly acute in Christchurch. Delays in addressing property concerns impact on the attractiveness of the school to parents and students and add to staff stress. The need to focus on property can force compromise in other areas of the job.

9 Special education

Underfunded and badly-organised special education creates a bureaucratic demand on time. The school has to be the mediator and negotiator between agencies and between parents and agencies.

10 Leadership and strategy

Principals would all like to be able to focus more on leadership and strategy but that is often an area that is neglected because of the day to day demands of the job.

³⁰ Wylie (2013) also noted that competition between schools for students was more the norm than exception. To encourage enrolments, some schools spend more on marketing and property than they would like. Media NCEA league tables impact on school rolls for half of secondary schools, with gains for high-decile schools.

Part 3: What needs to be improved?

In 2003 the Bazley report noted that “*Workload pressures on teachers came through as a key issue of concern in the feedback to the Taskforce from schools up and down the country*”. The report identified these factors impacting on secondary teacher workload:

- *Parents have ever higher expectations of quality performance from teachers ...To meet these many schools have extended the range of courses and extracurricular activities they offer in order to retain students.*
- *Typically the reason cited for not applying (for management roles) is that the requirements of the job have grown to the point where they seem unmanageable. As workload increases, there is no corresponding reduction in ancillary functions which are unrelated to the professional role.*
- *The Taskforce is particularly concerned about the pressing issue of the recruitment and retention of middle management. The Taskforce is of the view that the allocation of additional non-contact time to teachers engaged in key positions, such as heads of departments, to carry out their administrative, curriculum management and leadership responsibilities would aid significantly in easing the pressure on these positions. There is already considerable evidence here and overseas of the urgent need to consider this issue.*
- *... issues around the physical conditions in which secondary teachers are expected to operate as professionals (including) ... lack of secure and dedicated workspaces in schools where teachers could effectively operate with the laptops.*
- *The Taskforce has been given considerable evidence to show that more ancillary assistance is needed in secondary schools ... The Taskforce ... is of the opinion that the role of ancillary staff in supporting the work of teachers should also be further examined.*
- *... all parties should cooperate to ensure that schools observe existing contractual non-contact provisions in order to effectively assist in the management of secondary teacher workload. The Taskforce believes that these contractual obligations should be audited by the appropriate authority.*
- *... the Taskforce further recommends that there be investigation of possible mechanisms to allow reduced class contact time for teachers approaching the end of their teaching careers.*

In 2005 Ingvarson et al identified the following areas in which the greatest improvements could be made to address workload factors that were largely common to all schools and teachers:

At the system level:	At the school level:
Compliance	Student behaviour management
Curriculum and assessment requirements, including the NCEA	Working environment and access to resources in schools
Performance review	Building a professional culture in schools, professional development, professional community and leadership
The nature and pace of change	The work of HoDs
The amount of paperwork	Use of ICT in schools.
	Actual workload: deployment of teachers' time

In their case study work they found:

- The main workload problem identified was that of finding longer, uninterrupted periods of time to complete professional duties outside the classroom.

- While most people interviewed said that they were satisfied with the physical conditions of their work, workspaces were viewed by the researchers and found to be less than optimal.
- All people interviewed said that they needed more clerical and administrative support.
- Hods said that they enjoyed their work of leading and mentoring teachers, but that the time available for this was grossly inadequate.
- Managers said that they did not have the time to carry out performance reviews to their satisfaction. Principals were anxious to protect teachers and managers from time consuming performance review processes.
- In most of the case study schools, NCEA implementation was mentioned as a major workload factor.
- The NCEA workload problems that teachers and managers resented most were those concerned with excessive paperwork.
- Overall, the NCEA curriculum and assessment procedures will entail a permanent increase in teacher workload over the previous procedures.

The report indicated that for classroom teachers and middle leaders the most important responses for assisting with their workload were:

Classroom teachers	Middle leaders
additional staff	additional staff
smaller classes	guaranteed planning time
guaranteed planning time	reduced compliance requirements
more specialists	the capacity to attract good teachers

They believed that these factors would be most likely assist the workload of teachers in schools.

Wylie (2013) reported that heading the list of things that secondary teachers would have changed about their work were:

- having more time to reflect, plan, and share ideas, and to work with individual students
- reduction of administration and paperwork
- reduction of their assessment workload.

Wylie reported that the top issues teachers identified facing their school were:

- (lack of) funding (60%)
- NCEA workload (58%)
- adequacy of ICT equipment and Internet access (54%)
- motivating students (48%)
- assessment driving the curriculum (48%),
- student behaviour (44%)
- getting good quality professional development (37%)
- staffing levels at their school (35%)
- keeping good teachers at the school (32%)
- the principal's leadership (31%).

2015 Taskforce findings

The PPTA Workload Taskforce asked what changes teachers would make within the school and across the system to make their workload more manageable. The report presents the findings for classroom teachers and middle managers, which are very similar, and those of senior leaders and of the principals separately.

1 Classroom teachers and middle leaders

The replies have been grouped into broad categories^{31,32} for middle leaders and classroom teachers.³³ These are:

1. NCEA assessment and administration improvements
2. More time allowances to meet existing work
3. Improved school management
4. Controlling new initiatives
5. Reduction in administration/compliance
6. Reduced class size
7. Reduction in appraisal, attestation, and registration requirements
8. More support staff
9. Timetable and class structure issues addressed
10. Increased accessibility to useful PLD
11. Addressing ICT issues
12. Reduction in, or time compensation for, extracurricular activities

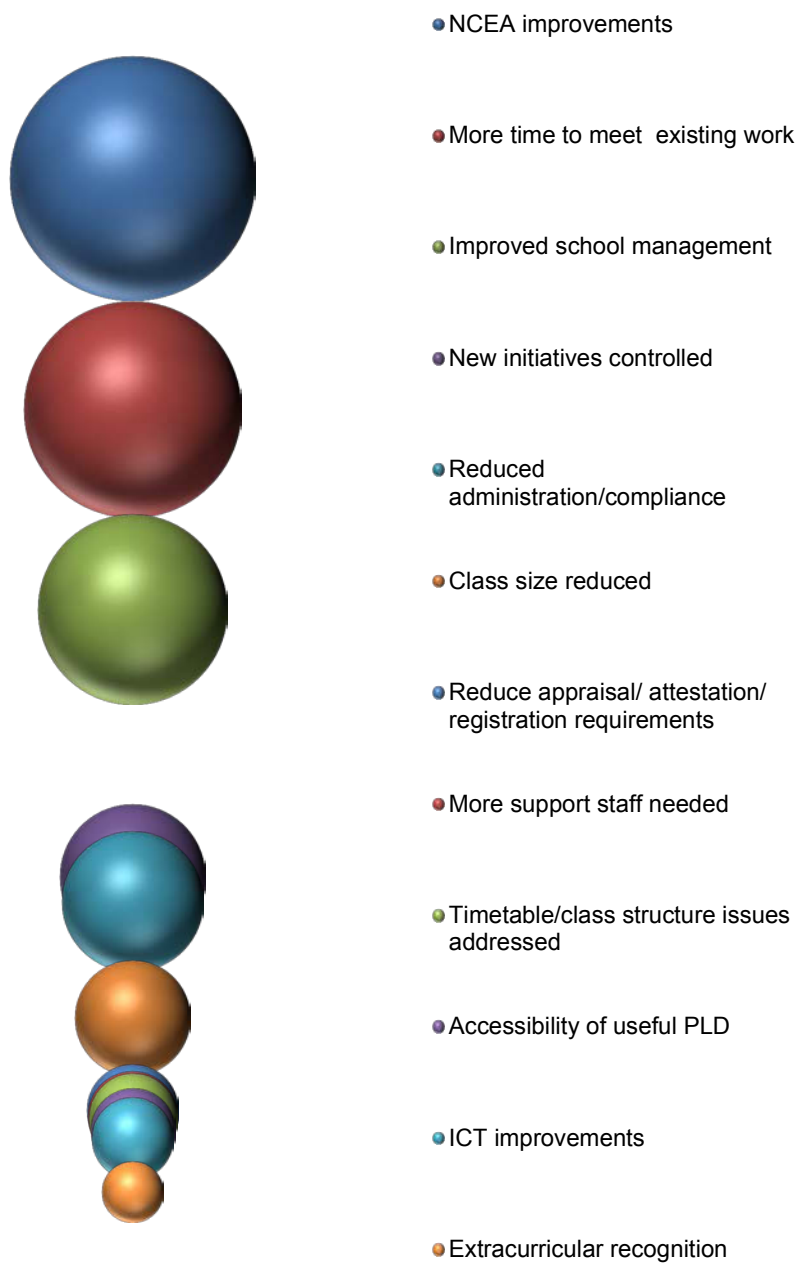
The relative frequency of responses in the main categories for middle leaders and classroom teachers is reflected below. Each of these areas is considered further in part 4.

³¹ These exclude areas with fewer than 50 references and references to improved pay to recognise workload.

³² It is important to note that the effect of summarising the responses helps to identify areas which have broadest impact on the secondary teaching workforce, and where improvements are likely to have the greatest effect for teachers collectively, but also masks specific issues and solutions for smaller groups of teachers – for example, Māori and Pasifika teachers, senior managers and principals. It is for this reason that individual group submissions were invited and included in this report.

³³ Senior management and principal responses are presented separately.

Workload issues - relative frequency of references



2 The focus groups

Eight schools offered to act as focus groups to discuss in detail what the common workload issues were, and to consider solutions for their school. Generally the responses reflected the major themes identified by the classroom teachers and the middle leaders in the Taskforce survey. While some schools have quite specific local issues, areas most frequently referenced were:

1. Student assessment (NCEA etc.)
2. Extracurricular activities
3. Initiatives
4. 24 hour accessibility
5. Too many meetings
6. Expansion in administration tasks
7. Expansion of mentoring and form roles
8. Class sizes too large
9. Inequitable workload allocation
10. Technology
11. Increasing expectations
12. Expansion of roles and tasks.

One focus group summarised its members' feelings, and also reflected the tone of those who responded to the survey, by commenting:

"Most teachers feel overwhelmed by workload – whether beginning or experienced. Workload is steadily increasing, while nothing is being taken out."

3 Kaiako Māori

The submission from the Māori Teachers Hui and Te Huarahi recommends:

- More support from Senior Management for the role of kaiako Māori in schools. Constructive, supportive relationships with the school's senior management are seen as critical.
- It was felt it was important for senior leaders to show support for Te Reo throughout the school and to encourage students to stick with it.
- There should be an agreed kaupapa with principals – including, for example, an understanding of the expectations on Māori teachers around things such as attending tangihanga.
- It is important for kaiako Māori to find pathways into senior leadership roles.
- There is a need to provide greater kaiako kapa haka support. There is a need for specific funding for the training of students
- There is seen to be a need for more operational funding to recognise the actual costs of a culturally appropriate education system.
- There is a need for the provision of more, and more accessible, PLD for kaiakao Māori.
- There was considerable consensus at the hui that there was a need for a role in every school for a kuia/kaumātua outside the classroom. They saw that person, or those people, being better utilised in a tangihanga role – leaving other Māori teachers freer to focus on their duties in the classroom. The Te Atakura role, if utilised properly, could provide each school with someone who could coordinate with the community, support Te Reo in the school, support and mentor other kaiako Māori and develop essential skills and knowledge in others. This would

allow senior kaiako Māori to be creatively used in roles which reflect their strengths and which support younger kaiako and thus free them to focus more on teaching and learning.

- There needs to be more support in general by HoDs/HoFs for sole charge kaiako Māori in their provisionally registered period.
- We should be aiming for every teacher in a school, not just kaiako Māori, to be able to share the cultural responsibilities like karakia. Sharing the workload out will reduce the pressure on kaiako Māori.
- More professional development and assistance is required with deciphering internal assessments.
- Moderators should be expected to attend the kapa haka festival so they can endorse Māori language/performance credits, thus reducing the administration required currently at school level.
- Communities of Schools may assist in workload by allowing a more integrated approach to community liaison.

4 Pasifika teachers

The Komiti Pasifika submission recommends that one way schools could help lessen the burden that is created for Pasifika teachers is to create specific paid roles and time allowances for their different tasks. They note that a number of schools pay cultural tutors to facilitate performance groups and have created Pasifika academic or pastoral dean roles. These are a cost to the school.

It also suggests that the education system itself could make changes to the support afforded to schools that have Pasifika populations by providing funding for translators, Pasifika community support people and the like.

5 Teachers in low decile schools

The PPTA Workload Taskforce Survey did not ask teachers to identify themselves by school decile. There were a few decile specific comments e.g.:

“The students have very high needs, not only academically but socially and emotionally. We need the Government to consider changing the staffing order ratio for low decile schools, so that classes can be smaller to shift students through these extra curriculum levels faster OR funds increasing the number of trained teacher aides in schools to help with the remedial one-to-one attention these students need.”

And some of the suggestions for workload improvements were decile-specific:

- *“Put social workers in senior school - low decile”*
- *“Be reasonable about expectations in low decile schools (exhaustion)”*
- *“Higher teacher / student ratios in low decile schools”*
- *“MOE change staff order ratio for low decile schools”*
- *“Greater support for teachers working in High Risk school [decile 1-3] ... time allowance, management units etc.”*
- *“Provide free professional development/training so that this can be undertaken by staff of low-decile schools”*
- *“More funding for low decile schools”*
- *“Prioritise funding allowances to mid decile schools that tend to have to meet a wider range of student needs”*

- *“The government needs to employ more staff in lower decile schools”.*

The following findings from Wylie (2013) suggest that there are decile-related differences.

- Student behaviour was most likely to be identified as an issue facing their school by teachers in low-decile schools (65% compared with 44% overall).
- 58% of secondary teachers experienced student behaviour that caused serious disruption to their teaching. Teachers in low-decile schools experienced more serious disruption to their teaching from students. Only 24% had rarely or never experienced this, compared with 36% of those from mid-decile schools, and 41% from high-decile schools.
- Decile 1–2 schools stood out as facing issues related to funding, student achievement, behaviour, and motivation, and keeping and attracting good teachers.
- Teachers in decile 1–2 schools identified more issues related to teaching and learning than their colleagues in mid- and high-decile schools. These included:
 - student achievement (52%)
 - keeping good teachers (47%)
 - attracting good teachers (38%).

6. Senior leaders

Given the different nature of their job to the classroom teacher and middle leaders it is useful to consider the proposals from senior leaders for improvement separately. Those in the survey had the following top seven top general areas for change they would like to see:

1. More time/non-contact/teachers
2. Improvement in support from outside agencies/groups³⁴
3. Reduction in new initiatives
4. Increased numbers of ancillary and other professional support staff
5. Improved PLD
6. Curriculum and assessment improvements
7. Reducing compliance/administration.

Compare this with responses of the teachers in the survey generally:

1. Curriculum and assessment improvements
2. More time/non-contact/teachers
3. Improvements in school management practices and processes
4. Reduction in new initiatives
5. Reducing compliance/administration
6. Reduced class size
7. Simplified teacher appraisal and assessment.

Senior leaders and other teachers share four of their top seven proposals for improving workload:

1. More non-contact/time/teachers³⁵

³⁴ The references to improved support from outside agencies covered a number of named agencies or were general in nature. No single agency stood out.

³⁵ In the case of senior managers a number of the responses proposing more time/non-contact/teachers were specifically about having more people in senior management roles.

2. Reduction in new initiatives
3. Curriculum and assessment improvements
4. Reducing compliance/administration.

The other top priorities for improvement reflect the differences in the nature of the work the two groups do. Those engaged most of the time in face to face teaching identify reductions in class size and better school management practices and processes as higher priorities to be addressed and those more focussed outside the classroom look to greater support from outside agencies and ancillary staff and to improvements in PLD systems.

There were fewer responses amongst the senior leaders replying in the areas of class size, appraisal and attestation and timetable matters, reflecting the findings that these are related to the tasks which are much more significant in the working life of classroom teachers and middle leaders than in those of senior leaders.

SPAC's submission to the Taskforce identified the need for ongoing professional learning to support the development of quality leadership and more systems coordination to avoid time being wasted in each school. They gave an example of time spent investigating best options available and poor alignment between different systems, leading for example to student management systems which are variable between different schools and therefore require time to be spent in seeking transition data.

SPAC also called for a reduction in the administration and management tasks in the senior leadership portfolios to create space for educational leadership, and for school systems to be set up to remove extraneous management tasks. Further, they called for:

1. Guidelines to portfolios that are appropriate for a senior leadership team
2. Ongoing coaching/mentoring for senior leaders to enable them to develop good leadership practices
3. The capacity for senior leaders to mentor middle leaders to build wider school capacity
4. Time for senior leaders so that they can get tasks completed
5. More leadership time for middle leaders and senior leaders to allow for coherence planning
6. Requirements for senior leaders to continue teaching
7. Support for the impact of individualised learning
8. Centralised resourcing for schools in terms of both time and professional learning, the latter being both external and credible
9. There should be skills development in managing complex relationships
10. Continued development of things like the innovations fund to access external support
11. Often deputising for principal – increased responsibility requires remuneration (acting up allowance).

7. Secondary principals

The Secondary Principals' Council submission suggests that the solutions for secondary principals are:

1. effective induction and support over the first five-ten years of the job
2. greater support through periods of roll decline in their schools
3. more assistance with upskilling and managing relationships with board
4. more assistance with human resource management
5. training and time for implementing new initiatives
6. the MoE taking responsibility for activities that are more efficiently organised centrally
7. the development of policy templates that all schools can use
8. greater resourcing for the pastoral role of senior leaders in dealing with students in crisis
9. extensive funding and staffing support to accompany students who have been expelled from other schools
10. sufficient resourcing for senior leadership teams to allow the principal time for networking, to be available to staff, students and parents, to promote the school externally, to be able to teach a class to maintain their credibility as educational leaders, and to focus more on leadership and strategy
11. a lessening of the competitive framework in which secondary schools operate in order to make more effective use of time and resources that currently go into marketing not into educational outcomes
12. improvements in the Ministry's processes, practices and policies around school property
13. significantly improved funding for, organisation of, and external support with special education.

Ingvarson et al (2005) reported that principals were calling for:

- simplified compliance requirements
- more teachers and greater ability to attract good teachers
- guaranteed planning time to assist in making their workload more manageable in schools.

Ingvarson et al also reported that principals thought that additional staff and guaranteed planning time, along with reduced compliance requirements, would assist in making the workload of managers more manageable in schools.

The principals also thought that additional staff, guaranteed planning time, more support and more specialists would assist in making teachers' workload more manageable.

Typically, principals, leaders and teachers saw increased support to reduce workload coming from the provision of additional staffing and provision of additional time to do professional work.

Wylie (2013) identified things secondary principals would change about their job. The main things being:

1. more time to reflect, read, or be innovative (78 %)
2. more time for educational leadership (71 %)
3. reducing their administration and paperwork (61 %)
4. having a more balanced life (57 %)
5. reduced external agencies' demands or expectations (41 %),
6. reduced workload (38 %)

7. reduced demands of the school's human resources management (35 %),
8. reduced demands of property management (34 %),
9. greater administrative staff support (35 %)
10. more teaching staff to whom they could delegate things (33 %)
11. more professional dialogue about their work (38 %)
12. easier to recruit good teachers (29%).

Wylie also noted that high-decile school principals were more likely to feel their school gains from league table comparisons, and low-decile school principals to feel that these comparisons negatively impacted their student enrolments.

Part 4: Discussion of identified areas of workload pressure

1 NCEA – curriculum and assessment

NCEA is significantly the most referenced source of workload pressure in this report. If there is a single bale which is breaking the back of secondary teachers it is NCEA.

The 2015 PPTA Annual Conference paper '*The NCEA: Can it be saved?*' discussed the professional and workload problems with the NCEA and identified the main problems relating to the latter:

The 85% Level 2 target

Numerical achievement targets create perverse incentives that prevent teachers from looking for the best possible ways for their students to achieve their potential. Such targets put pressure on teachers to ensure that every student in their class gets the maximum number of credits possible, as early in the year as possible, so that they can be sure to achieve the 80 credits needed for the level certificate. The currency becomes the credits, not the quality and relevance of the learning programme.

Progress was being made a few years ago in encouraging schools to place a limit of 18 to 20 credits on any one course. NZQA and the MoE ran a roadshow advocating this, and PPTA adopted policy that, from 2011, "members be encouraged to limit the number of credits ... to a maximum of 20".³⁶ However, once the 85% target was set by the government, the attention shifted from minimising to maximising the number of credits students gained.

In recent years, PPTA has seen the emergence of "summer schools". Students who have not quite achieved the entry requirements for a tertiary course can come back to school and finish them, or pick up extra credits. This makes the beginning of the year more stressful for teachers involved.

Excessive moderation

Despite NCEA having the highest possible agreement rates that could be expected from any moderation system internationally, the government requires that NZQA moderate at least 10,000 items of student work annually, across a random sample for the National System Check, plus the samples collected from selected standards for the School Check sample. NZQA claims that this latter sample is increasingly targeting standards and departments where there is cause for concern, but teachers see little evidence of this. Even if that is happening, it is not addressing the real problem, which is a lack of professional development for teachers who are struggling, especially in the smaller subjects.

Furthermore, the two different moderation samples mean that schools have to manage two separate processes for collecting items of student work per year. Besides the external moderation of specific standards, teachers are required to do internal moderation of all standards every year. This is a particular problem for teachers who are the only person in their school doing a particular subject, either because the subject is delivered to only small numbers of students, or because it is

³⁶ <http://ppta.org.nz/resources/publication-list/1426-18-credits>

a small school. These teachers are required to work with someone in another school to discuss their assessment judgements.

In addition, NZQA decided in 2009 to introduce a “derived grade” process. This caused a relatively light check marking process for practice assessments to become an onerous process similar to that used for internally assessed standards. This significant increase in internal moderation has arisen simply because NZQA appears not to trust teachers’ professional judgement about what their students would have achieved if they had been able to attend the exam.

Incompetent, excessive and under-resourced change

Year after year of the NCEA there has been change that has had significant implications for teachers, and yet implementation of that change is never done well or resourced adequately. Implementation failure always means more work for teachers, and yet teacher time is never costed into the equation.

The process of aligning all achievement standards to the revised curriculum, which required rewriting of nearly every standard and then the flow-on changes in schools’ assessment programmes, for example, went as smoothly as it did only because of the hard work of teachers.

A current example of poor change management is the project to define “vocational pathways” through the NCEA. These “pathways”, which are lists of standards that would be useful for students planning particular career directions, were launched in a blaze of publicity in April 2013, but the implementation was criticised by a Visiting Fellow embedded in the MoE to study the project. In her report, published August 2013, Eileen Harrity wrote:

Considerable confusion ... seems to exist among stakeholders as to what is expected of schools ... These tensions highlight a risk that has not been fully addressed in the design phase. Essentially all schools should choose the approach that best meets the needs of their students. However, that assumes that all schools have the understanding, capacity, and resources to implement Vocational Pathways even in their most basic form. Without additional guidance and clear expectations, schools may struggle to successfully implement the Pathways.³⁷

These implementation issues persist.

Failure to properly consult with teachers

NZQA and the MoE set up groups to consult with teachers, but left these groups feeling ineffectual and frustrated. For example, the Workload Advisory Group, established in 2014 by NZQA and MOE at PPTA’s insistence, has so far been unable to deliver anything of substance. The response from the MOE and NZQA to a number of significant recommendations from the group has largely been dismissive, conveying messages such as “in hand already”, “up to schools/subject associations/teachers”, and “not our job”.

Governments’ failure to defend the NCEA against competition

Successive governments have proven gutless against conservative state schools who seek competitive advantage by offering overseas qualifications such as Cambridge or the Baccalaureate instead of the NCEA. These schools make public assertions that portray the NCEA as lacking credibility, claim it is not internationally accepted (which is completely untrue), and assert that it is not sufficiently motivating for the more able students. Because Cambridge, in particular, is largely

³⁷ *Vocational Pathways: Using industry partnerships and personalised learning to improve student outcomes.* Harrity, E. (2013). Wellington: Fulbright New Zealand, pp.16-17.

externally assessed and therefore requires significantly less teacher effort than the NCEA, there is a body of teachers within the state system who advocate for it as alleviating workload stresses. For other teachers it is a workload burden as they are preparing students for both sets of exams.

The 2015 PPTA Annual Conference paper concluded that:

- The NCEA would have collapsed long ago if it had not been for the massive efforts of teachers, over more than a decade, making it work despite the problems.
- The NCEA requires extensive collaboration between teachers within and between schools, especially for marking and moderation purposes. Teachers need to be “socialised” into an understanding of what a standard looks like in practice. This is an ongoing demand, with new teachers entering the profession, and constant change of standards. But time for collaboration has never been provided, and professional learning opportunities have been woefully inadequate.
- The NCEA also requires time for administration for every teacher: monitoring students’ submission of work, entering and checking results, providing further opportunities for assessment, etc. The time demands on middle and senior leaders are even greater.
- Furthermore, the qualification’s potential to shape innovative curriculum, pedagogy and assessment for the benefit of students has never been realised partly because most teachers are too busy just keeping their heads above water to find time to work together to share ideas about innovation.
- The hours worked by secondary teachers continue to rise inexorably to levels which are simply not sustainable. Yet it seems that from the point of view of government officials who make these decisions, teacher time and goodwill are bottomless resources. They are not.

Rose Hipkins has used the NZCER national surveys to track how people in schools have taken to NCEA, and the impact it has had on their work. Here are a few major workload-related results from the 2012 survey:

- Most principals and teachers thought that NCEA gives schools freedom about the design of their courses, and the range of standards available allowed them to design those courses to meet most students’ learning needs, but most also thought that assessment is driving the curriculum, even in Years 9 and 10.
- NCEA workload was identified as a major issue facing their school by more teachers and principals in 2012 than in 2009. In 2012, it was identified as a major issue by 49% of principals and 58% of teachers.
- Two-thirds of teachers thought that moderation of assessments takes too much time, although moderation also provides useful feedback to improve assessments.
- Just over half the teachers felt under unfair pressure to boost their students’ NCEA results.

The Principal's Nominee

In 2011 PPTA's Staffing Committee considered the role of the Principal's Nominee (PN) and the work associated with it at that time. The following description of the role at the time comes from the NZQA website in the section entitled 'Assessment and Examination Rules and Procedures for Secondary Schools 2011':

- "a. A school Principal will nominate a Principal's Nominee to:
- receive and verify candidate entries and fees, and forward these in full to NZQA at set times
 - process financial assistance applications from candidates
 - verify that candidates are eligible to enter for the qualifications
 - monitor quality assurance of internal assessment
 - ensure the school engages in the external moderation process and meets all requirements
 - ensure that issues identified by the external moderation process are addressed
 - respond to NZQA communications and requests for information
 - verify and report internal assessment results for all qualifications to meet published deadlines
 - facilitate NZQA visits and reviews
 - liaise with and support the school's staff and examination centre manager to ensure that the integrity of external assessment is not compromised
 - ensure the availability of suitable accommodation and equipment for the conduct of all external assessments
 - consider and make recommendations to NZQA on applications for derived grades and special assessment conditions.
- b. The school principal may delegate part of the Principal's Nominee's responsibilities to another member of the school's staff, but in terms of these Rules and Procedures NZQA will only deal or consult with, or take recommendations from, the Principal or the Principal's Nominee."

An important part of the position which was not then mentioned and which perhaps should have been is the preparation and liaison with NZQA and the SRM [School Relationship Manager] for MNA [Managing National Assessment] visits - almost on par with ERO in terms of an audit process for a school. The policies and processes in the school have to be quality assured and the documentation for that is substantial.

A small sampling of schools at that time found that the greatest timetabled time given to the job was 5 hours per week, the least 0 hours (for a DP). Most spent from 2 to 10 hours per week depending on the time of year and what needed to be completed. Generally 1 Management unit (MU) was given to the position.

When the 2010-11 NCEA Workload Advisory Group delivered their report to NZQA it had only two recommendations concerning the Principal's Nominee role:

- *That the Principal's Nominee email contains a specific column that has information that needs to be disseminated to the whole school staff.*
- *Best practice guidelines should be issued on how Principal's Nominees can best carry out their responsibilities as detailed in the rules and procedures; this guidance needs to be an online living document, focussed on new Principal's Nominees.*

To do the job in the manner expected by the school and NZQA there must be adequate time allocated for the Principal's Nominee to complete the myriad number of duties as listed in this paper.

One of the submissions to the Workload Taskforce was from a Principal's Nominee. The key points from that submission were:

- *"The PN job has changed over the years. Perhaps 10 years ago it was more about disseminating information to teachers, doing entries for exams, administrative sort of stuff. These days the PN holds a very important 'gate-keeper' type role. One of NZQA's SRM's said a few years ago, 'NZQA does not award qualifications, schools do'. The PN is the one who monitors what teachers are doing and makes sure procedures are followed and standards are maintained. This responsibility is much greater these days, perhaps because more credits are awarded internally than ever before.*
- *Our recent moderation round indicated that we have c.80% accuracy rate for internal assessment. This is within acceptable national guidelines, but PN has to monitor this and speak to teachers where there are problems and monitor them to ensure they make the required changes.*
- *The PN needs to ensure that grades are accurately entered into KAMAR and that only accurate and honest grades are sent to NZQA each month and has to set up and maintain that internal verification and moderation system and ensure all teachers are complying with it, then arbitrate and adjudicate when there are disputes about grades, plagiarism, etc.*
- *Until recently the PN did the Special Assessment applications too.*
- *Specifically there was no time or remuneration for the role. It is just assumed the DP has the time to do the job. In the early days there was an extra payment made at the end of each year on a per student basis which could be paid to the PN, but this is long gone. So in short most PNs who are also in senior leadership do the PN job for love - it's just another job.*
- *So in summary, on top of all the administrative, data entry and compliance stuff that the PN role has always entailed, there is an extra layer of responsibility on this role now. The PN is the one person in the school that (does their best to) ensures that assessments are valid, grading is accurate and fair and results are recorded accurately and in a timely manner – we are NZQA's eyes and ears in any school that ensures that the national standard is maintained and NCEA remains credible in the eyes of the public – and in most cases we do it for no pay and no extra time."*

Once again, this extra administration load was added to schools to be met (either by an individual or split between people) without any additional resourcing for the extra time demands it placed upon the school.

2015 PPTA Taskforce NCEA assessment workload – findings

It is clear from the comments received that NCEA is a very significant contributor to teacher workload, and that finding ways to ameliorate the workload in this area needs to be a key focus for the government agencies and for schools.

The Middle Leaders' Taskforce submission illustrated how much of their work is related to NCEA, and that this is on top of an almost full teaching load.

SPAC's submission commented that curriculum and assessment practices are the biggest issue for all teachers.

In the Taskforce survey teachers were asked to suggest changes in the assessment area that would make NCEA more manageable. These unprompted responses can be categorised under the following general headings:

- Resourcing
- Moderation
- Assessment support
- Reduction in internal assessment
- Reduction in compliance
- Change management
- Anti-NCEA comments

Within most of these categories, further breakdowns, with numbers of responses and some sample comments, are provided below.

Resourcing:

There were a very large number of responses about availability and quality of assessment resources. These referred to assessment tasks, exemplars of student work, teaching units, and practice exams for externals. Sometimes teachers use the term 'exemplars' to mean assessment tasks, so it is not clear whether all the references to 'exemplars' here are either about samples of student work to demonstrate achievement levels or to assessment tasks. There were also 33 responses that just used the term 'resources', which it is reasonable to conclude would include tasks, exemplars, assessment schedules, and possibly teaching unit ideas as well.

More/better assessment tasks	40
More/better resources (unspecified as to type)	33
More/better exemplars	21
Secure resources/tasks you can use without change	16
Units/teaching materials/schemes of work	7
Professional learning/cluster groups for marking and sharing units	5
More best practice workshops	5
Improved websites (NZQA, Te Kite Ipurangi - TKI)	3
One-stop shop online	3
Practice exams for externals	2
Web page showing all changes	2
Other	10

Sample comments on resourcing:

- *NCEA exemplars are an excellent resource. Similarly provided teenage culturally responsive resources for teachers to use are needed.*
- *Better internal assessment resources that are password controlled for authenticity, better exemplars, better marking schedules, more descriptive and specific achievement standards.*
- *Provide secure assessments that have been moderated, with clear assessment schedules.*
- *Produce moderated assessment tasks that are fit for use and don't need changing.*
- *Proper exemplars – ones for my subject are plain WRONG and don't fit the criteria.*
- *Provide well written practice and actual NCEA assessments with clear guidelines and marking schedules.*
- *Variety of resources for classroom teaching, particularly when standards change.*
- *Provide bridging material to prepare students for assessment.*
- *NZQA needs to provide more up-to-date and good-to-go resourcing and professional development that is actually useful to the classroom teacher. There is too much of coming up with new initiatives and leaving it up to teachers to make it work and resource it. There is too much "building the plane while we're already flying it".*
- *More variety of internal assessment resources and other resources, curriculum documents.*
- *Get NCEA and NZ Curriculum support documents in one website with all the resources, assessments, exemplars, one place, one shop, one stop.*
- *Stop the POND³⁸, TKI, NZQA, NCEA, all the random search places we spend hours trawling through trying to make sure we are current so as not to get slammed by moderators.*
- *NZQA could offer more effective practice, face to face, workshops – and not online ones that require me to find time in between everything else!*

Moderation:

This includes both external and internal moderation. Unfortunately many comments were not clear about which kind of moderation they were referring to so the two have had to be grouped together. Member feedback in other contexts, however, suggests that internal moderation processes are a more major burden on teachers, especially those in single teacher subjects and smaller schools, than external moderation. On the other hand, the quality and consistency of external moderation feedback continues to be an issue. In the table and sample comments below, 'external' or 'internal' has been added in square brackets where it is clear that is what respondents are referring to.

Reduce amount of moderation required	26
Reduce administration around moderation	7
Make [external] moderation helpful, not judgemental	7
Provide support/time for [internal] moderation	7
Improve [external] moderation quality/consistency	6
Facilitate [internal] moderation support for sole teachers/smaller schools	5
Other	15

Sample comments on moderation:

- *Internal moderation process, need to find a smarter way to do this – pressure.*
- *Reduce the internal moderation demands – not just the amount but the mountains of paperwork required.*

³⁸ A central portal provided by Network for Learning for digital discovery and participation.

- *Make required moderation less frequent. Move to every other year for experienced teachers. [Unclear whether this applied to external or internal or both.]*
- *NZQA could waive the need to internally moderate every standard every year. Surely if you have an excellent record of moderation you could be treated a bit like the ERO evaluations and those subjects with consistently good moderation results would be required to submit every other year instead of every year. As HOD and a sole charge teacher using 20 unit and/or achievement standards, preparing work for moderation takes hours and hours.*
- *NZQA now has not belief in “professional judgement” so huge time spent justifying grades.*
- *NZQA should put more trust in professional judgements by teachers.*
- *Proper feedback on [external] moderation so we know what we are supposed to be doing.*
- *Clear and consistent moderation.*
- *External moderation needs to be helpful, not judgemental.*
- *Have the moderators be more clear about what they want.*
- *NZQA could improve its moderators’ training and communication so that there is more consistency between moderators and also between NZQA policy and moderation.*
- *They need to provide USEFUL feedback to external moderation to help us get it right.*
- *Send moderators into schools to actually talk to teachers about the work they’re sending for [external] moderation. We get little if any useful feedback.*
- *Make [internal] moderation easy outside of school, setting aside a day like a Jumbo Day for moderation requirements.*
- *NZQA or professional bodies could co-ordinate city-wide external moderation meetings for internal achievement standards.*
- *NZQA should have [external] moderators that can answer questions effectively and give helpful advice on achievement standards.*

Assessment support:

In this category the responses are largely about either removing the assessment process from teachers by providing external markers, or providing time for this within the school year.

External marking of internal assessments	21
Time for marking, moderation, other processes	14
Pay teachers for marking internal assessments	2
Other	9

Sample comments on assessment support:

- *Employ people to mark internal assessments to take pressure off teachers so they can focus on teaching.*
- *Give us adequate time and resources to moderate/write tasks etc. to implement NCEA well.*
- *NZQA mark what are currently internal assessments, or give teachers time and money to do it.*
- *Teacher Only Days where we get to do marking and moderating instead of having to spend the day in non-productive meetings.*
- *NZQA provide support/funding for school when dealing with SAC [special assessment conditions] students as this is extremely time consuming.*
- *Some of our internal standards should be marked centrally. This would solve a huge amount of problems. I would rather undertake performance assessments and send them all to Wellington to be marked than have to do it, then mark it, then prepare moderation...*
- *NZQA employ full-time exam writers so that year on year the externals are similar. (Currently it’s like completing a cryptic crossword by multiple authors, each with their own focus.)*
- *NZQA externals have such a vague mark scheme in my subject we have no clue how to improve our teaching. The marking is erratic at best. Even some grading evident on student papers would help us and our students understand the awarded grade.*

Reduction in assessment:

The responses in this category are about simply reducing the total amount of assessment being done, largely in the area of internal assessment, but also overall. A lot of the comments were along the theme of teaching more and assessing less, and reducing the expectations about delivering up credits. The 85% Better Public Service (BPS) target set by the government appears to be driving these expectations about credit totals, but also pushing teachers into offering more internally assessed standards, with their greater teacher and student workload, because they have a higher success rate.

Fewer internal assessments – general	40
Offer fewer standards/credits	48
Abolish internally assessed standards	6
Increase number of externally assessed standards available	5
Eliminate further opportunities for assessment	5
Reduce workload around practice assessments for derived grades	4
Reduce schools' reporting requirements	4
Set page limits for assessments	1
Scrap/reduce Level 1	1
Other	4

Sample comments on reduction in assessment:

- *Less expectation from Senior Leadership about getting credits on the system and instead focusing on ensuring students are ready for assessments.*
- *Less requirement for summative assessment. I think we assess too often, marking workload is unnecessarily high.*
- *Reduce credits to teach well, less pressure to signpost students, constant monitoring.*
- *Reduce the number of NCEA credits offered per subject to reduce time pressure for staff and students.*
- *Fewer achievement standards in courses, to allow time for teaching and student-led learning.*
- *Test less, teach more.*
- *Mandate a maximum number of credits per course.*
- *Be realistic, 10 page limit on Technology external, 28 pages viewed as too little for internal.*
- *Reduce number of assessments and school policy around resubmission/reassessment.*
- *NZQA could stop reducing the number of external assessments and replacing them with internals.*
- *Less assessment, especially the rigmarole around practice assessments for the externals [i.e. derived grade processes].*
- *Less reporting/grading. Constant marking with tight deadlines means that there is no time to plan.*
- *The Ministry could consider scrapping or reducing Level 1.*

Reduction in compliance:

There is a strong wish to see reductions in the administrative requirements for NCEA. The comments don't allow us to distinguish between NZQA's requirements and administrative requirements of schools that are over and above what NZQA requires. However, the comments suggest a number of areas where NZQA could reduce workload.

Reduce admin/paperwork/compliance	20
Streamline Special Assessment Conditions	2
Improve school-wide policies	1

Other	8
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Sample comments on reducing compliance:

- *NCEA needs to be more manageable. High trust model should be used more.*
- *NZQA needs to streamline the paperwork required to support the assessment process.*
- *Not having to check moderate formative assessments for externals!!*
- *Stop making constant changes to requirements for standards (clarifications).*
- *NZQA could do its own work and stop shifting the load to us.*
- *NZQA could give competent schools a break from the mindless requirements around quality assurance.*
- *NZQA could reduce the NCEA compliance workload.*
- *Reduce the internal moderation demands – not just the amount but the amount of paperwork required.*

Change management:

There is a perception that there is constant change around NCEA, and it seems to be particularly in the area of changes in the standards themselves because of curriculum changes (as with the alignment project) but also technical changes in things like version numbers of standards, clarification documents, etc.

Less change	6
Give more notice of changes	4
Reduce changes to clarification documents/criteria/standards	3
Slow down change	2
Consult teachers about change	2
Change standard versions less often/be more transparent	2
MoE/NZQA work together better	2
Leave the curriculum alone	1

Sample comments on change management:

- *Standard version changes should be less frequent.*
- *NZQA updates should be released well in advance of the need to implement – allow for familiarisation and increased efficiency and speed of use.*
- *Consult teachers about changes to NCEA standards, rather than just changing things for the sake of it.*
- *Stop making changes to NCEA without consulting teachers. What works in big cities doesn't in the country.*
- *Stop reviewing standards. Unless it's broken don't fix it. The planning involved for new standards is huge to get your head around. Teaching a new standard as sole deliverer in a school is overwhelming.*
- *Leave the curriculum alone (includes changes to standards) for 5 years.*
- *NZQA and Ministry of Education working in a more integrated way.*
- *NZQA and the Ministry could communicate better with each other.*
- *Slow down curriculum changes and standards reviews so that resources can be provided.*
- *Slow down the pace of educational and assessment changes – stop fiddling if it is not necessary!*

Anti-NCEA comments:

There were 12 of these in all, which is perhaps fewer than might have been expected. They don't all want complete abolition of NCEA; some of them want a review of the qualification. Some examples:

- *A re-look at NCEA for the wellbeing of both students and teachers. It has become a monster which is destroying fun and joy in teaching.*
- *Ditch NCEA particularly internal assessment.*
- *Get rid of NCEA but I have no idea what to replace it with. NCEA is broken.*
- *NZQA needs to stop tinkering. Get rid of NCEA which added to teacher workload and saved the government a bundle.*
- *Recognise that NCEA is a system where learning and assessment are constantly at odds.*

Clearly those teachers who responded to the survey were looking for resolution to the problems with the system rather than an abolition of the system itself. It is equally clear that the NCEA system requires significant resourcing and change to make it sustainable.



11 May 2015

Angela Roberts
Workload Taskforce Submission
NZPPTA
PO Box 2199
Wellington

Dear Ms Roberts

Secondary Teacher Workload Taskforce

Thank you for your letter of 10 April 2015 inviting the New Zealand Qualifications Authority (NZQA) to make a submission to the Secondary Teacher Workload Taskforce.

NZQA is responsible for managing the New Zealand Qualifications Framework and administers the National Certificates of Educational Achievement (NCEA). NZQA has a range of mechanisms in place to monitor and respond to feedback on workload associated with NCEA. This includes School Relationship Managers regularly liaising with school personnel, and consultation with the sector through groups such as the Secondary Qualifications Advisory Group and the NCEA Workload Advisory Group.

As well as quality assuring assessment processes and providing advice and guidance on good practice through the Managing National Assessment review, School Relationship Managers:

- respond to and record enquiries and issues from school personnel
- present seminars and workshops for school personnel
- work with Principal's Nominees' to report grades and manage issues related to results
- oversee applications for financial assistance, special assessment conditions, and derived grades and
- liaise to resolve issues and concerns.

NZQA recently re-established the NCEA Workload Advisory Group to investigate NCEA-related workload issues and solutions for teachers and schools. The NCEA Workload Advisory Group had meetings in September 2014, November 2014 and March 2015, and presented a set of 15 recommendations to NZQA and the Ministry of Education. NZQA and the Ministry are finalising our response to the recommendations and will advise the NCEA Workload Advisory Group in June 2015.

NZQA has received feedback from the sector that the most helpful information for teachers is from other teachers, and that a collaborative environment is conducive to efficient and successful development of courses and assessment tasks, and teaching. To this end, NZQA is working closely with Network for Learning (N4L) to encourage teachers to share assessment materials and engage in discussions on assessment practice, course development and good practice on Pond. NZQA is encouraging N4L to visit schools and attend conferences to expand the user base of Pond.

Pond has been developed as a central place for teachers to find all resources relevant to a subject and an achievement standard. Teachers can create 'buckets' to collect all the information they require about a particular subject or course. With resources collected in one place, paired with

increased collaboration among teachers, NZQA expects Pond to be a key tool in helping to reduce teacher workload.

NZQA is also in the process of developing the Transforming Assessment Practice Programme (TAP) and will pilot TAP from June – November 2015. TAP is an ongoing, online workshop that will support teachers to modify contexts of assessment tasks to suit their specific learners, and to collect evidence to assess students. The main component of TAP is the opportunity for teachers to share materials and practices online.

NZQA is committed to addressing workload for teachers in Māori-medium education. In 2014, NZQA partnered with Ako Panuku to provide focussed support for Māori-medium teachers. NZQA has delivered presentations on: evidence collection by portfolio; assessment guidance relating to Te Marautanga o Aotearoa; and other assessment related issues. Feedback from participants collected by Ako Panuku shows that the partnership between NZQA and Ako Panuku is successful. Participants felt well-informed of assessment issues and said that they received sound guidance on good assessment practices.

In March 2015, NZQA hosted the first of a series of regular Māori-medium hui, made up of representatives from the Māori-medium education sector. The group has been formed to ensure that the unique concerns and needs of Māori-medium educators are heard.

NZQA considers teacher workload when making changes to systems and processes. It is one of the key factors in implementing system improvements to make them more efficient, thus reducing workload. We are currently progressing our Future State programme, with the ultimate aim of assessment being online, anywhere, anytime from 2020. (More information is available at www.nzqa.govt.nz.) As NZQA moves ahead with the Future State programme, we are aware of the needs of teachers and are moving cautiously to ensure that any potential workload issues are identified and managed. NZQA is consulting widely with teachers about Future State, and looking to work with subject associations and teacher representative bodies to discuss workload associated with digitalisation, and to ensure that NZQA is supporting teachers with digitalisation effectively.

NZQA will continue these processes of gathering data and feedback. It is also considering, with the Ministry, convening annual workload advisory group meetings to ensure that we continue to be responsive to any workload issue related to NCEA for teachers.

The findings of the Secondary Teacher Workload Taskforce would help inform NZQA's actions in this regard. We would appreciate a copy of the final report of the Taskforce, once it is available.

Yours sincerely



Dr Grant Klinkum
Acting Chief Executive

Considering the NZQA submission

The NZQA submission to the Secondary Teacher Workload Taskforce, which is presented in full above, refers to the following ways that NZQA believes it addresses teacher workload around NCEA:

- Liaison work by School Relationship Managers.
- Consultation mechanisms such as the Secondary Qualifications Advisory Group (SQAG) and the NCEA Workload Advisory Group (WAG) established in 2014, which reported in July 2015 with a Ministry and NZQA response finalised in August.
- Working with Network for Learning (N4L) to encourage teachers to share their practice on Pond (an N4L provided “*central portal for digital discovery and participation, where educational resources can be accessed and shared more easily and effectively*”³⁹).
- Developing an ongoing online Best Practice Workshop called ‘Transforming Assessment Practice Programme’ (TAP).
- Working with Ako Panuku to address workload for Māori Medium teachers.
- The Future State programme.

However, PPTA’s experience, as well as teachers’ responses to the survey as detailed above, suggests that these approaches are not seen to be enough. For example:

- No one in the survey identified School Relationship Managers as a source of advice on how to rationalise assessment processes.
- PPTA’s 2015 Annual Conference paper ‘The NCEA: Can it be saved?’ was critical of both the MoE and NZQA for failing to make good use of consultative groups such as SQAG and WAG. It also criticised the agencies’ failure to proactively “seek out actual reductions in the current assessment workloads of students and teachers”.
- Progress on the actions identified by MoE and NZQA in their response to the WAG report has been slow. As at the end of 2015, no final action plan has been seen by PPTA setting out how and when the MoE and NZQA response to the WAG will be implemented. Work appears to have been piecemeal.
- The few teachers who mentioned Pond saw it as just another website that they had to negotiate in order to find what they needed. At this stage it is not seen as a way of ameliorating workload concerns.
- NZQA’s Future State programme is also not seen as a way of ameliorating workload. In fact there is a fear that it will increase the problem. This is despite NZQA assuring sector groups that every movement in that direction will have the goal of reducing teacher workload.

“The realignment of the curriculum has moved more of the assessment from external exams to internal assessment. Time spent assessing has increased considerably, and time spent marking internal assessments now constitutes the majority of my ‘out of school’ time - cutting into preparation time and creating an unsustainable work-life balance.”

³⁹ Definition taken from “Pond, the Network for Learning Portal” downloaded from <http://www.n4l.co.nz/pond/>

Recommendations (to NZQA and MoE)

- Speed up RAMP process to ensure sufficient quantity and quality of all NCEA-related resources, including teaching advice, across all learning areas.
- Ensure that PLD on all aspects of assessment is readily available to teachers as and when they need it.
- Rationalise websites to provide an assessment 'one-stop-shop' for teachers.
- Adopt a high trust approach to **internal** moderation by significantly reducing the expectations to recognise good practice, and targeting support to where it is needed.
- Continue and refine the current targeted approach to **external** moderation.
- Improve the quality and consistency of external moderation feedback, with a goal of making it constructive and informative for teachers.
- Provide two Teacher Only Days per year (within the 380 half days) to be used by teachers for marking and moderation purposes, including, where needed, meetings with teachers from other schools to peer moderate.
- Provide additional support on SAC to lower decile schools to (a) assist them in identifying eligible students, (b) prepare applications, and (c) provide the appropriate conditions for internal assessment events.
- Remove the 85% Level 2 target, and strongly encourage schools to reduce the quantum of internal assessment and keep all courses at 20 credits or less.
- Carefully analyse assessment data where there is evidence of schools pursuing credit-shopping approaches, e.g. the inappropriate use of Supported Learning unit standards or Literacy and Numeracy unit standards to boost credit totals.
- Publicise to teachers NZQA's rules on further opportunities for assessment and ensure that all schools are adhering to them.
- Do a thorough stocktake of the administrative expectations on schools for NCEA and find ways to dramatically reduce these.
- Promote discussion about ways to reduce the quantity of summative assessment, including reducing NCEA assessment at Year 11 with a view to eventually making NCEA a Year 12 and 13 qualification. (This could begin by reducing to 60 the number of credits required for NCEA Level 1, to make it consistent with other levels.)
- Adopt a protocol on change management, including requiring every change imposed on teachers and schools to have a workload reduction benefit.

The Ministry directive to have more and more passing NCEA is unrealistic particularly given the re-alignment of the curriculum but any failure to meet targets is still laid at the feet of the teachers ... The shortening of the school year is also bringing pressure, especially the even shorter Term 4. It takes no account of absences during the year for sports tournaments, school trips and exchanges which already involve a loss of teaching time. There is insufficient revision time before the externals start. The delay in providing Markers' reports post-exams and the lack of decent and updated exemplars from NZQA also hinders teachers in their revision and teaching of their courses. What gained a merit one year is not gaining one this year and there is no explanation of why. The push for UE requiring more credits to gain entry to pre-approved courses is making design and creation of suitable courses difficult. On top of this is the need to consider the Vocational Pathways recommendations.

2 New initiatives

Improvements in this area would appear to offer quite wide benefits, to large numbers of teachers and middle leaders in particular.

Senior leaders are more positive about new initiatives than their colleagues:

"I was at a conference from Sunday to Wednesday last week; had one day in school and then attended our cluster of schools' ToD [teacher-only day]... Usually I work about 12-14 hours a day in a standard school week and read a lot at home outside of those hours. Leading significant change in schools is complex, challenging and pretty good fun. The support from other educational agencies could be enhanced to ensure that all schools are able to access resources/ideas etc. Currently leading change appears to depend on the interest and energy of individuals within schools. This is a bit random and doesn't mean that there will be consistent change and transformation across the schooling sector."

However, in their assessment of the productiveness of tasks, new initiatives were seen as a significant time component and predominantly unproductive by classroom teachers and middle leaders (both groups of teachers with heavy teaching loads and therefore with relatively little flexibility in their work programmes).

In their comments these teachers broadly identified two aspects the growth in new initiatives as workload issues:

- The number of new initiatives they had to deal with each year
- The lack of effective change management associated with the new initiatives.

Their recommendations included:

- stopping all new initiatives
- slowing the pace of implementation of new initiatives
- allowing each initiative to bed in before starting new ones
- managing the implications of new initiatives more effectively (which includes having a proper process of change management and
- addressing the increased workload and distraction that each new initiative brings for teachers and middle leaders with very limited flexibility in their working day.

It is not clear from the feedback whether teachers outside senior management levels can easily distinguish between school-initiated initiatives and externally-driven initiatives, or whether school managements fail to distinguish clearly which initiatives are self-inspired and which arise from external pressures.

"The pressure placed on schools and managers to drive initiatives in schools is not being managed by school managers at all. Teachers are consistently being pulled into new initiatives that take a lot of time and collaborative investment. The returns are not always beneficial and can lead to frustration. Initiatives need to come with time to help teachers invest in them. Managers need to have support in selecting and leading new initiatives."

SPAC had thoughts on initiatives for change. Their submission proposed that there had to be planning for change, which had to be about overall coherence of initiatives as well as about managing staff workload. Effective change has to be well resourced, both in time as well as in physical resources. The time is needed for effective consultation and for the necessary professional learning required to accompany the change. They felt that often change initiatives are

imposed from outside and that these are not always well resourced and have to be pushed through within a short timeframe. They also note the ongoing need for additional resources inherent in some initiatives and give the example of the introduction of restorative practice involving an investment in time and resourcing to deal with individual pastoral issues for students.

SPAC also suggested that, to assist sustainability, responsibility for different facets of change needed to be held by more than one person.

The Middle Leadership Taskforce was less enthusiastic. They questioned the a lack of an evidence base underpinning approaches being “foisted” on middle leaders and whether those approaches will actually contribute to improved student achievement. They see constant change, with no time to get any initiative securely embedded before rolling to the next new development. They see the changes are often initiated at senior leadership level but with the expectation that they will be implemented by middle leaders with little support in time, resources or money.

Change management is a skilled separate task in companies that people are brought in to do, whereas in schools it is often implemented by middle leaders who have no training or extra time to do it.

The ICT Committee noted the need for effective planning and careful change management around ICT initiatives and called for effective leadership which was selective in its adoption of initiatives.

“There are too many changes being brought in at any one time, with little thought for the long term gains or whether they even can work ... School management are loading on initiatives - e-Learning first, with little chance for professional development and collegial problem-solving, and then an Academic Writing Programme on top of that - all worthwhile but not enough time is given to bed in the changes before the next one arrives.”

3 Administration/compliance

"I feel there is no time for teaching and learning and the clerical, administration is taking over. There are deadlines every week and I feel planning of good lessons takes a back seat. This makes the job much less satisfying."

Improvements in this area would appear to offer significant benefits to most teachers and middle leaders.

Middle leaders and teachers see much of the administration work they do as unproductive and time consuming. They have limited time in the working day to manage increases in administration and are frustrated with the largely unproductive nature of the work. Much of it is seen as having no impact on teaching and learning but rather being compliance driven. It is a distraction from teaching and teaching-related activities.

"Much of my work these days seems to be around filling in pieces of paper to justify my existence for doing what I'm doing in a classroom, to the point where the time I would normally spend planning lessons is taken up by administrative tasks required by senior management in order to tick a box. Since there are only so many hours in a day in which productive work can occur I have resorted to prioritising my available time in the following way:

- 1. planning lessons/teaching for the classes I teach*
- 2. ensuring members in my department have what they need in order to do their jobs*
- 3. filling in pieces of paper for senior management*
- 4. appraisal*

Somewhere amongst the time available for #3 and #4, I squeeze in some family time."

SPAC believes that there needs to be an increased focus on avoiding passing on everything to teachers, and that senior leaders should be able to work as a sieve in this respect.

In 2002 the British Government issued a discussion document⁴⁰ which included this reference to bureaucracy:

"The School Teachers' Review Body, building on independent work by PricewaterhouseCoopers, has said that teacher workload needs to be tackled ... Teachers are not always allowed to focus on what is most important – teaching. Teachers on average are being expected to spend some 20% of their time on non-teaching tasks that other adults could do just as well instead. That must change."

"The STRB and PwC have made plain the importance of streamlining paperwork and other requirements stemming not just from Government but from other national bodies, and from local authorities. In the next phase of reform, we must make a concerted attack on all unnecessary burdens placed on teachers and heads, to help schools raise standards still further."

This will require a change of culture right across the education service, with the Government leading by example. And it will require some formal structures and mechanisms which can sort out what is necessary from what is unnecessary and refine systems as far as possible to make them less burdensome."

⁴⁰ *Time for Standards: Reforming the school workforce.* Department for Education and Skills. October 2002.

The document identified 25 non-teaching tasks that should not be routinely undertaken by teachers:

- Collecting money or chasing absences
- Bulk photocopying or copy typing
- Producing standard letters
- Producing class lists or analysing attendance figures
- Record keeping and filing
- Classroom displays
- Processing exam results or collating pupil reports
- Administering work experience
- Administering examinations or invigilating examinations
- Administering teacher relief cover
- ICT troubleshooting and minor repairs and commissioning new ICT equipment
- Ordering supplies and equipment or stocktaking or coordinating and submitting bids
- Cataloguing, preparing, issuing and maintaining equipment and materials
- Minuting meetings
- Seeking and giving personnel advice
- Managing pupil data or inputting pupil data.

Such tasks continue to be undertaken by classroom teachers and middle and senior leaders in New Zealand schools; part of the hidden cost of the underfunding of school operations grants.

“There is not enough time to do all we need to do in the day and increasingly it is the classroom teaching which suffers. There is not enough being put in to support ordinary classroom teachers day-to-day and middle managers are swamped with papers, and the need to complete reports that will probably be read once and never surface again.”

4 Appraisal and registration

Improvements in this area would appear to offer quite large benefits to teachers and middle leaders in a number of schools.

This is a smaller category of responses from middle leaders and teachers, but those who refer to it indicate that they see much of this as tick box activity which is excessive in its demands, almost a sub-category of compliance/administration.

“The appraisal paperwork and the amount of evidence gathering is ridiculous. Low-trust model. For my friends in other industries, annual appraisal is a sit-down chat with a manager; THEY are not expected to build a portfolio and provide evidence that they are doing what they are doing!”

Teacher appraisal and assessment is a relatively small component of overall workload for teachers and middle leaders. However, about half of the work done in this area is collectively regarded by teachers as unproductive.

It is likely that the responses are more school-specific than for the general administration / compliance issues. Each school can interpret the requirements for appraisal and the evidence required each year differently. Some schools appear to manage the process with minimal intrusion and use the appraisal process as a constructive part of the teachers' professional development, while others place excessive demands on teachers for little apparent developmental value.

“Constant evaluations and reflective tasks. Teacher registration folders take hours of work and organisation and they are glanced at with no feedback on what we are doing right or wrong from senior management.”

5 Lack of time

Improvements in the time allocations to staff would have little impact directly on senior managers (who already have few timetabled contact hours). Additional time allocations however would offer quite large benefits to teachers and middle leaders and indirectly could, if the time was sufficient, provide both workload benefits for senior leaders and career development benefits for middle leaders.

In essence this category reflects the belief that (under the current policy framework) workload demands will not reduce. Workload control therefore becomes an issue of being provided with more time to do the work which is expected.

The responses either indicate that the levels of classroom contact are too high to be able to address the other workload demands, or that there need to be more teachers provided to share the workload (which is in effect too little teacher time in total in the school to manage the overall demands).

This is possibly the most apparently contradictory aspect of the responses from teachers to the workload questions – the teaching activities (the contact with students and its associated preparation etc.) are seen as the most productive activity in the teaching job. Senior leaders, who generally do far less teaching, also rate the task as highly productive. It is in fact why schools exist and why teachers become teachers. It seems counter-intuitive therefore that large numbers of teachers and middle leaders see the only way through the workload problem is to reduce the amount of contact time they have with students.

The apparent paradox is probably resolved by considering the perceived impacts – teachers and middle leaders predominantly see the relatively unproductive work and their overall workload as impacting negatively on their classroom teaching and their preparation and marking. It is likely that they see reducing their teaching component as:

- 1 the only mechanism available for creating the time to deal with the other workload components, given the relative inflexibility of their working day and the growing demands in other areas of their work;
- 2 necessary to preserve the quality of the work they undertake which they regard as the most productive; and
- 3 necessary to create a healthy work-life balance.

The response is one which seeks to manage work which they see as having limited productive value but which is effectively demanded of them by the current culture of compliance.

“There just simply isn't enough time to do all the things I have to do so I am constantly apologising to my family for being busy with school work. I do not socialise in term time as I do not have time. In the latest 2 week break - I spent 10 days (about 8 hours per day) working on school work - creating resources etc ... I do not have time to do that at school or in the school week as I am busy trying to keep afloat). The kindest thing for me would be to give HoDs a realistic time allowance as I do not think it is possible to do this job well within the time allowance given.”

“Teachers need more support with their teaching. We do not need more paperwork piled onto us to collect data that does not benefit us. The data may be useful but we need more support. AND more time to do what we need to do. A full timetable plus all of the extra, non-teaching related stuff needs more than the given 'noncontact time'.”

6 Lack of support staff/other professional support

This group of responses identifies a range of administrative and other tasks which could be transferred from teachers to ancillary staff to release them to concentrate on the productive activities within their job. References also include the need for increases in the number and/or hours of staff in support roles.

“At the very least the amount of support staff available for schools should be increased, so teachers have more support in the and out of the classroom.”

Examples of activities which could be transferred include:

- Photocopying
- Grounds duty
- Data entry

This is an area of hidden workload growth for teachers. Schools are bulk funded for support staff. Increases in support staff pay is often accompanied by a decrease in support staff hours in a school. The work represented by the reduced support staff hours is then transferred at least in part to teachers and leaders. The effect is the same when schools cut support staff hours as a budgeting exercise for other reasons.

“We have some support staff but they are run off their feet. I am a Geography teacher. One of the things that has always annoyed me is the admin that goes into a field trip ... and I have to do most of it. With increasing H&S requirements the process has become more onerous. I know that it will vary from school to school but it would be nice to have less of that fall on us. What are admin support there for if not to support us in our execution of teaching?”

However, while the workload pressures in schools require increased levels of support for teachers with administrative and other non-professional tasks, the funding mechanism for support staff hours is inherently biased towards reducing those hours. This means that operations grant increases for support staff hours may either not translate into significant (if any) increases in support staff time, or even if they do are likely to erode again over time.

“Reduction in support staff hours, to cut the spending on wages, results in admin work falling on to teaching staff who have no cap on the hours they can be expected to work.”

7 Operational and organisational aspects

Improved school management

There were a considerable number of issues identified with individual school management practices and processes and personnel management. These are, in general, about having good management practices and effective systems, and professional/good employer treatment of staff by senior leaders, particularly by principals.

They covered issues of:

- Awareness by management of, and assistance with, staff workloads
- Staff management
- Communication with staff
- Management personnel and practices
- Management of systems
- Setting and meeting realistic deadlines
- Providing support with behaviour student issues
- Providing support to staff
- Listening and communicating in good faith
- Planning and strategic planning
- Accountability.

“There is little whole staff consultation on some issues and this has a huge impact on not only individual teachers but also on departments.”

“There is a lot expected of classroom teachers to ensure classes run smoothly and achieve the results expected from the administration of the school. That said, there is not time dedicated to the creation of resources or marking or anything. Our school has meetings Monday, Tuesday, Wednesday and Thursday afternoons as well as Monday, Tues, Wed and Friday mornings. These meetings run every week based on the various roles in the school. We are meeting overloaded. This is often just time used to talk at us and not to bring us new, relevant and interesting information. We are not given any time to implement new initiatives or to do the things that are necessary in being a teacher, such as marking, resource creating, assessment writing or moderation. This is all done after school and in our own time; which is also near impossible because of the number of meetings!”

The Middle Leadership Taskforce identified a number of school-based issues for middle leaders:

- There are problems caused by changing management practices which are not productive but which add to HoF/HoD workloads.
- School-specific issues can cause huge variability in impacts on middle leaders, e.g. meeting cycles, extent of delegation of tasks from senior leadership, school’s financial position, allocation of ancillary staffing, different expectations of the role, etc.
- There has been a reduction in time at the end of the school year to catch up and plan for next year, as a result of changes to the NZQA exams timetable, increased pressure to complete internal assessments during that period, more students being kept at school rather than being sent on study leave, etc.

- In many schools there are poor physical conditions provided for middle leaders, e.g. no private space for difficult conversations, constant interruptions, etc.
- Much of what middle leaders do is about compliance and low trust by senior leaders.
- The extra tier of management created by the rise of Heads of Faculty/Learning Area has turned into a line management exercise where tasks get passed down to HoFs who pass them down to HoDs who pass them on to teachers, or in some situations choose not to pass them on because of perceptions that others are already overloaded resulting in further stress for HoFs/HoDs.
- Some middle leaders have to deal with competition between departments and pressure from senior management about why fewer students are taking a subject and what is being done about it or why another department's results are better than theirs.
- There is an assumption that if you only focus on what students need everything else will be okay, so that the role of being a good employer comes a long way down the line. This results in a complete loss of work-life balance. Examples of this include things like abandoning firm deadlines for assessments, being expected to provide further opportunities for assessment even when it's not manageable, before and after school and lunchtime classes and holiday catch ups, etc.
- There is an increasing trend to load more behaviour management and pastoral care on middle leaders, with them being the first port of call for a serious behaviour problem rather than senior leaders.

In some schools bullying can seriously compound the workload pressures staff are under:

"To be able to cope with the ever-increasing workload, teachers need to feel they are working in a school where there is support and trust. For many of us, this is not the case. Working in a climate of fear and mistrust increases any stress caused by workload issues."

Where this is focussed in a single individual there is an expectation that the school's management structures and policies will address the issue. However, when the individual is someone with significant institutional power the impact can be both more widespread and much harder to deal with:

"... yelled at by the Principal (like a child) in staff meetings, if we are not prepared to give 100% 70 hours per week, then look for another job ... We had a year 1 teacher admitted to hospital because of the stress the Principal placed on him - he has now left teaching totally. 3 other teachers have also left the school due to stress. I have collapsed twice and been admitted to hospital - The stress these people place on staff is at breaking point."

It can also be a problem where a bullying culture becomes institutionalised within the school.

"There is a strong culture of bullying here which makes the job very stressful."

Most principals will seek to respond to instances of bullying of teachers within their own schools and PPTA works to eliminate bullying cultures in schools. However, there is also a role for government agencies, especially ERO, to monitor the working environment in schools they review. This reflects their role in ensuring that schools are meeting legal obligations, but also should reflect the interest the state should have in both reducing loss rates from the national teaching pool and in ensuring that the secondary teacher workforce is as effective as it can be at the local level.

There is also a role for ongoing professional development and support for principals and middle and senior leaders in recognising and eliminating individual bullying or bullying cultures.

It is important too to acknowledge that in some instances the bullying culture in schools is not driven by personality but by the enormous workload pressures that the senior management teams, middle leaders and teaching staff are subjected to.

Finally, it is important that education leaders above the school level do not model bullying culture to schools.

8 Timetable and class structure issues

These responses were broadly school-based in context and were about the pressures placed on individual teachers by the school's current timetable practices, such as:

- Not having a base teaching room and having to be in a wide range of teaching spaces through the week.
- Having multilevel classes (multiple year levels or students at different levels of the curriculum or on different courses in the senior years) - this means multiple preparation of lessons and of assessments for a group timetabled as a single entity.
- For a small number of teachers, responses expressed a preference for streamed classes rather than mixed ability groupings.
- Academic mentoring – where teachers are being expected to undertake teaching and learning activities outside of their subject classes. While PPTA supports the idea of academic mentoring this additional teaching cannot be in addition to the existing hours – it is simply not sustainable in terms of workload.

“A timetable that has 1 junior class that is a learning needs class but designated middle band. Then 4 senior classes all of which have a significant loading toward internal NCEA assessment in the first term and reporting and examination marking “Peaks” in terms two and three, and having to move from room to room every period of the day. Using non specialist rooms for teaching a specialist subject while a general class uses a specialist room in the same timetable slots. Tight deadlines for marking and reporting during the middle and latter stages of the year.”

In-school decision-making about allocation of non-contact time for management functions, and the general shortage of staffing time, means that middle leaders in particular can end up being very short-changed.

9 Lack of accessibility to relevant PLD

Secondary teachers value professional development. The two key problems with professional development currently are:

- its delivery is chaotic, poorly resourced and often poorly focussed
- there is too little time available in their working life for the type of professional development that makes real differences to practice.

The lack of time teachers experience because of their workloads means that they resent pressure to undertake professional development and bitterly resent that time being wasted by irrelevant, poorly focussed or otherwise unhelpful professional development.

Improvements in this area would appear to offer variable benefits to teachers and middle leaders in most schools.

Teachers are generally desperate for good professional development. They tended to want more PLD, but PLD that is personalised, not generic, with time to do the PLD that is not in addition to the hours they are already committing to managing their workload. There is a need for both effective PLD and the space in their working life to undertake it.

Many of them though feel a lack of accessibility to PLD that is:

- 1 Geographically convenient
- 2 Affordable
- 3 Relevant to the teacher
- 4 Effective professional learning practice.

“Allow us to have more opportunities for (RELEVANT) professional development than a mere “3 year cycle” for each person and ongoing PD that is irrelevant to those of us who can already do it - accessing KAMAR, Restorative Practice etc etc etc”

“Build PD sharing time into the school calendar so that the things we learn actually get shared around, rather than the middle and senior managers getting all the love. The full-time teachers need access to the info and time to absorb and develop their own skills.”

On the other hand, other teachers saw the solution to irrelevant and time consuming PLD as simply there being less of it.

- *“Get rid of useless pd sessions.”*

SPAC noted that middle leaders are over worked and are also poorly prepared for senior leadership roles and that there is a lack of ongoing professional development support for senior leaders.

The Middle Leadership Taskforce submission also notes the lack of structured and planned PLD for the middle leader role, making it a hit or miss matter of “learning as you go”. They also observe that increased pressures placed upon teaching staff (NCEA, inquiry, digital technology, literacy/numeracy etc.) have resulted in teachers who require significant support across many levels. This includes, but is not limited to, subject knowledge, teaching strategies, resources, as

well as mediation between teacher/student/parent/SMT. They further note the rise of academic mentoring which involves teachers learning a whole new set of skills for which they may not be prepared with intensive PLD. It falls on the middle leaders to guide them.

The ICT Committee submission highlighted the lack of (and need for) PLD in new and changing technologies.

Wylie, in the report '*Secondary schools in 2012: Main findings from the NZCER national survey*' 2013, noted that for secondary teachers (other than principals):

- 68% thought they got the in-school support they needed to do their job effectively
- 56% thought they got the out-of-school support they needed.

Further findings in the report were:

- In 2012, many secondary teachers were grappling with the alignment of NCEA standards with the New Zealand Curriculum, and with high NCEA workloads
- Morale levels are related to perceptions of workload and support
- Out-of-school professional learning and development opportunities were uneven. Only 63% of secondary teachers found Te Kete Ipurangi site a useful source of support and links to information they needed
- NZQA's Best Practice workshops on NCEA assessment and moderation were the only government-funded support available to 47% of secondary teachers in 2012
- The workshops were attended by 62% of teachers, most of whom found them useful
- 63% wanted more customised advice and support from outside their own school
- 37% of secondary teachers could easily access helpful specialist subject advice outside the school when needed
- 57% could easily access a helpful network of teachers of their subject with similar interests
- 55% found their subject association really useful
- 60% had taken part in professional activities beyond their own school which they found stimulating for their own growth as a teacher
- 32% had good opportunities to see and discuss the work of teachers in other schools
- 51% said their school leaders ensured they had useful blocks of time for professional learning
- Professional learning opportunities that gave teachers practical help with engaging students in three of the government's four priority groups were not widespread:
 - 49% reported such learning in relation to their work with Māori students
 - 34 % with Pasifika students,
 - 35% with students with special needs.

It is of interest to note that, when Tomorrow's Schools was introduced, with the massive increase in administration that was a consequence of the transfer of so much that had been managed from the centre to the 320 or so secondary schools, the research around the time showed both an increase in working hours, but also a change in the proportion and quantum of time spent on different aspects of the job. Unsurprisingly the time spent on administration increased, but this was partially offset by a drop in the time spent on both professional learning and extracurricular activity. As work pressures reduce the time people have for these activities, the response of some employers and government is increasingly to take a coercive approach to force teachers to add these (or more of these) to their workload.

PPTA has a Professional Development Toolkit which helps schools to identify effective and useful PLD. It was developed to help address the concerns that teachers, and middle and senior leaders, were expressing about the poor quality PLD that was being experienced in schools. PPTA recommends that schools use this toolkit to identify what professional development is of value and what may be less useful⁴¹.

⁴¹ www.ppta.org.nz/resources/publication-list/1651-pld-toolkit

10 Class sizes

Actual class size is the number of students in front of a teacher (a headcount). Student: teacher ratios are ratios of different counts of teachers to the number of students in the school. Reducing the student:teacher ratio may have no impact on actual class sizes. For example, increasing the number of teachers for a fixed number of students may result in no change in class sizes if all of the additional staffing is used for creating more non-classroom teaching positions. Average class size measures may be student:teacher ratios or the average of the class sizes in a school or system; they may be equally unrepresentative of the range of actual class sizes that exist and mask the operation of quite significantly large classes.

Responses in this category were about reducing class sizes, i.e. making classes smaller rather than reducing student: teacher ratios.

Smaller classes have both educational advantages for students (see for example Blatchford, 2011⁴²), and also reduce the number of interactions teachers have, the marking load, the pastoral care component of the role etc.

Part of the pressure on class sizes is generated by the drawing from the curriculum staffing hours provided to the school. This is used in increasing amounts to resource growth in the number or size of management non-contact time allowances (for example in creating HoF/HOLA positions or more senior management positions or for increased time allowances for existing middle and senior leaders). As there is less time available for classroom teaching hours the number of classes which can be taught decreases and the average size of classes increases. In practice the increase is most likely to be felt in core subjects and particularly in the core junior classes.

The number of students assigned to teachers is becoming increasingly important as the student assessment regime becomes more pressured, and as the practice of assigning mentoring groups becomes more widespread, increasing the level and quantum of tasks such as contact with parents. This is particularly so when schools seek to assign the mentor groups as additional duties rather than as part of the timetabled day for the teacher. For teachers who are already teaching 20 hours per week the additional time spent in delivering or supervising learning activities not only creates an additional teaching burden, it also cuts further into the limited time available for their already expansive list of administration, assessment and other tasks. It becomes intrusive when the employer seeks to do this in breach of the teacher's collective agreement rights to a limit to their weekly teaching load⁴³.

"The realignment of the curriculum has moved more of the assessment from external exams to internal assessment. Time spent assessing has increased considerably, and time spent marking internal assessments now constitutes the majority of my 'out of school' time - cutting into preparation time and creating an un-sustainable work-life balance. The problem is compounded by the unreasonably high class sizes in NCEA classes (28 average). This in turn is caused by an inequitable funding formula for very large schools ... if we were two schools of half our size we would gain a significant number of extra teachers."

⁴² Examining the effects of class size on classroom engagement and teacher-pupil interaction: Differences in relation to pupils' prior attainment and primary vs. secondary schools. Blatchford, Bassett and Brown. 2011.

⁴³ <http://www.ppta.org.nz/resources/publication-list/2686-make-collective-real-stca>

11 Extracurricular activities

Extracurricular activity was raised as a workload issue by six of the eight focus groups.

Extracurricular demands are seen in different ways by teachers. While extracurricular is generally considered to be productive time the conflict between the workload pressures and the pressures to participate in extracurricular become sharper as either (or both) of those increases.

It is interesting to note that with the introduction of Tomorrow's Schools in 1989 there was a recorded shift in the distribution of activities; time spent on administration increased while time spent on professional development and on extracurricular both decreased.

Pressure on teachers to undertake extracurricular activities continues to increase as schools see this as a competitive necessity. There is no resourcing provided to schools for extracurricular activity (either in terms of staffing time or specific funding). The additional hours teachers put into extracurricular is largely unrecognised and contributes to the overall workload pressures, absorbing many hours annually in the evenings and weekends for most teachers.

"I sometimes worry that my worth as a teacher may be seen to depend as much on what I bring to the school's extra-curricular activities as what I bring to the classroom. Accordingly, I feel compelled to get involved in extra-curricular activities even when I think I should (or need to) spend the time on improving my classroom teaching. It's not that I don't want to be involved in extra-curricular things, but I do find it ironic that teachers are meant to aim for a good work-life balance, but are expected to give at least some of their after-hours and weekend life to their work."

"Extracurricular activities take up a huge amount of time. These days top teams have high expectations placed upon them and to be competitive requires hours and hours of training without even taking into consideration the amount of administration time involved. It is a great part of the job but no allowance is given to help with this."

There were thirty-three suggested improvements around extracurricular activities made in the survey itself. These covered, in most frequent order:

- Coaches should be from an outside organisations/parents/non-teaching staff and not teachers
- Less extracurricular pressure, commitment, expectation
- Time provisions for staff who take extracurricular activities
- Recognise that the co-curricular responsibilities are not the main duty of the teacher/school
- Sport being better organised by the regional body
- Getting rid of tournament weeks or having them in school holidays
- Sharing the extracurricular load evenly
- Increased support with coaching/extracurricular
- Resourcing schools to deliver extracurricular activity

12 ICT issues

There were fifty-eight references to IT and technology and it was an area raised too by the focus groups and by the Middle Leaders' Taskforce.

The most common concerns raised in the survey were:

- the need for stable, working infrastructure
- the need for skilled technology support staff
- the need for PLD in using new technology.

The Middle Leaders' Taskforce identified some IT-specific issues:

- Email has caused a significant, and still growing, exacerbation of workloads.
- There is pressure for rapid digital development without sufficient time to learn new skills, creating workload and stress.
- The time required for middle leaders to manage digital resources and systems is much underestimated and is a growing area.

Wylie (2013) reported that most teachers saw real benefits for student learning from the use of ICT. ICT use in classes was stimulating teachers to think about new ways of teaching and learning and leading to more collaborative classroom environments, but:

- 52% of the teachers said that student use of ICT in their classes was curtailed by slow or unreliable or unavailable equipment or Internet access;
- 33% said their school system was unreliable, or the school lacked a technician to deal with problems;
- 22% said student use is limited because their school lacked a strong leader for the use of ICT in learning.

The submission from the PPTA's ICT Advisory Group gives expert consideration of the issues around technology and secondary teacher workload. Their opening thesis is:

"The theory of technology in education seems to be that digital technologies will increase teaching and learning opportunities, help us to become more connected, more collaborative, more efficient and more effective. The theory isn't the reality for many teachers. Digital technologies arrived in many schools without a consultative whole school planning programme for change. The technology was often delivered without the provision of time (to experiment, plan and learn) and without opportunities for ongoing professional learning and development (PLD).

The absence of planning, resourcing and support means that, for many teachers, the use of digital technologies in schools becomes a frustrating addition to their day to day work."

The committee has offered advice on a number of areas related to the interlacing of technology and teacher workload.

Planning

The committee considered good change management practice was essential:

“It is absolutely essential that the implementation of any digital technology programme in school is carefully planned and staged. Members of the committee recommend a triangulated approach, thinking about infrastructure, teacher capability and student responsibility and knowledge”

The Committee recommends the use of the PPTA change management toolkit⁴⁴ in planning.

Infrastructure

The committee confirmed the feedback from the survey that *“many of the technology issues that impact teacher workload are due to infrastructure and technical support issues. These issues include accessibility, speed and reliability of networks (particularly wireless), and the accessibility and reliability of hardware and software.”*

While acknowledging that work has been done to ease some of these problems at a high level⁴⁵ these initiatives have not impacted as greatly in the day-to-day, just-in-time needs of teachers and students in classrooms.

The committee notes that schools are much bigger than most medium to large businesses, having hundreds, if not thousands, of users of their technology network. The committee recommend that there should be a centrally funded network leader for each school⁴⁶, arguing that centrally funded in-school technical support for digital technologies would have a large impact on teacher workload and decrease in-school stress levels.

Professional learning

The committee argues that use of digital technologies to facilitate learning is an increasingly crucial factor in nearly every subject area of the secondary curriculum. This means there is a need for every teacher to be afforded dedicated time to work within and across schools to look at best practice using the tools and opportunities that e-learning (digital technology supported learning) can provide in their subject area. The government needs to ensure that secondary teachers receive appropriate, high quality PLD to support best practice utilising the Managed Network for schools and using digital technologies. It is also PPTA policy that there should be two Teacher Only Days per year for the next five years for enabling learning with digital technologies.

The committee believe these policies will alleviate some of the workload issues that arise from unfamiliarity with the use of, and the changing use of, digital technologies in teaching and learning.

⁴⁴  [Education change management toolkit](#)

⁴⁵ Such as the roll-out of the Managed Network (N4L) and the setting up of the Connected Learning Advisory service at the Ministry of Education.

⁴⁶ PPTA Annual Conference, in 2003, recommended that schools be provided with an additional 0.2 targeted staffing to go towards technical support.

Administration

The committee noted that digital technologies have provided an opportunity to digitise and devolve tasks, especially in administration. Tasks have been added to teachers' workload but nothing of note has been removed. Examples given were:

- Typing reports, for example, was done by secretarial staff, now teachers do their own.
- Data collection and entry is now done by teachers.
- Student management systems (SMS) and learning management systems (LMS) afford the opportunity to collect and report 'data', so more collecting and reporting is being requested and added to the workload of teachers.

The committee argue that more and bigger data doesn't necessarily translate into better or more useful teaching and learning⁴⁷. There needs to be a careful analysis of proposals for collecting any data:

- Why is it necessary?
- Is it really necessary?
- What will happen if this data isn't collected, if this measure does not occur?
- Is the data collected elsewhere already?
- Is it the best data for the purpose?

Communication

The committee is concerned that 'anywhere, anytime' learning, flipped classrooms, lessons and assignments online, email and the ability of parents to access data about their child's progress through the school website or similar has also added to teacher workloads.

The committee believes that the expectation that teachers are available 24/7 is unsafe, unfair and unrealistic. The issue of the expansion of the expectation and capacity for accessibility was also raised by the focus groups.

The committee have developed communication guidelines⁴⁸ on social media, email and telephone contact with parents and students but would like to see national guidance or protocols for schools on teacher availability and workload.

One of the comments to the Taskforce through the survey was that:

"Teachers are increasingly expected to be available to their students 24/7. It is not unusual for students to email work to you for immediate feedback late at night any day of the week. Likewise staff think it is Ok to email for information at 5.00am! Learning might be ubiquitous but people aren't ... this pressure at unreasonable times or hours it is placing unfair pressure on teachers to be available at all times and the expectation of management is that we are."

⁴⁷ The committee acknowledged that the Ministry is reviewing SMS and hopes this results in a more uniform, consistent, simple and centralised approach to data collection.

⁴⁸  [Download Digital Communication guidelines](#)

Resources

The digitisation of resources is time consuming; it also requires knowledge of the software tools available and how to use these tools.

Digitisation for symbolic subjects – maths, science, and physics – is particularly problematic⁴⁹. A decision has to be made about what paper to keep and whether you can be confident that digitised resources are saved and are easily retrievable. Can a relief teacher covering your class access your teaching resources? Tech skills are required to organise digitised resources in an easily accessible manner. Finding resource material within school systems and outside the school system can and does take up a huge amount of teacher time.

The committee believes improved collaboration within and across schools will help with access to and creation of quality resources. Pond will help with this. The MoE also needs to take a greater role in the provision of quality resources.

The committee endorses PPTA's call for Creative Commons licensing of resources and would like to see increased public support and leadership from the MoE and NZQA for Creative Commons licensing.

Leadership

The Committee supports the establishment of a career pathway and designated positions that would provide leadership in e-learning within secondary schools.

The committee believes that sector and senior school leadership need to role model workload behaviours in the use of ICT in education. This includes leadership:

- support for safe practice in the use of digital technologies – which includes clear expectations around workload
- acknowledgement that digital technology is only part of the teaching toolkit, and may not be appropriate in every class or every lesson
- support for keeping it simple, for consultation, and for planning
- discrimination in avoiding leaping to every new initiative.

The PPTA ICT advisory committee believe that digital technologies provide opportunities for reducing the intensification of teacher workload - but that this requires system-wide as well as school based leadership. It requires recognition that teachers need time and opportunities for PLD; and there needs to be a willingness to collaborate with, support and resource system-wide change to the way digital technologies are implemented in our schools.

The Taskforce itself made reference to the issues around BYOD – echoing concerns about the costs (to schools and students), the infrastructure problems, and the high demand for PLD to use them effectively. They also had issues with the use of resources such as Pond, noting that accessing any resources outside the school required time (which is in short supply), especially for teachers who are not already technologically fluent, can in itself add markedly to their individual workload. Some of this can be addressed with professional learning, but it continues to be another dimension to their existing tasks.

⁴⁹ One committee member estimated that it takes 6 hours a week to digitise materials for one class.

13 External agencies

In reply to a question on how the wider system and agencies could assist with teacher workload there were 1441 responses. Most of these have been considered in themes in other sections of this report. There were some 419 however which were about the things agencies themselves could do differently.

General agency support

In the comments section a number of general comments were made about improved agency support without specifying which agencies. General themes in these comments were:

- Improve accessibility to agency help and better support from outside agencies
- Clearer regulatory documents regarding legal requirements
- Better communicate and consultation with teachers themselves (not via Principals)
- Less bureaucracy, less compliance/less paper-work to prove that we are doing the stuff that we are already doing.
- Don't require double work – share/centralise data
- Early notification and more time to deal with their requests
- Faster uptake of support applications
- Forms/applications less time consuming and repetitive
- Greater support/access to quality advisors
- Keep it short and summative rather than assume we are all interested all the time
- Less data collection and analysis - no matter how many times you measure a tree it won't make it grow
- No more changes till the older ones are settled
- NZ wide database of shared student achievement data from new entrant to year 13 - make data available for transitory students
- One person to coordinate all the organisations, including the school, involved with one student
- Provide an auditing service for schools to review use of time and resources in order to improve efficiency and identify priorities
- Recognise that teachers are professionals and treat them as such.
- Stop trying things that other countries have already failed at
- Understand the constraints of a school

MoE

The Ministry received by far the most specific references. General themes were:

- Empathy from MoE, recognise the need for support and to recruit more teachers.
- Establish an effective truancy/attendance service
- Give teachers in the classroom more support
- Less compliance, red tape and paperwork from the ministry
- Make expectations clear so that we can plan to meet them
- Have more understanding of the workload of teachers
- Move away from ticking boxes and empower schools
- Option of printed copies instead of schools paying and spending time locating, printing and binding
- Proper policy development and trialling to avoid wasting teacher time
- Provide factual evidence for MLE [*modern learning environments*] making a difference to student achievement instead of schools expected to spend time investigating this
- Provide seamless/responsive support in areas such as property and IT for or across all schools
- Provide templates; more guidance with administrative/compliance issues
- More quality support/resources into assisting the increasingly challenging students we have to teach
- Reconsider the effectiveness and value of some ministry-led cluster meetings
- Simplify their systems

- Slow the deluge of new initiatives/ rationalise changes
- Stop pressuring management and therefore classroom teacher to tick the boxes
- Take more responsibility for the tasks teachers do on their behalf.
- Work with us instead of hindering us

The Ministry itself declined to provide a submission to the Taskforce because they believed it would compromise their position at the STCA negotiations. In itself this seems to be an indication that the Ministry is aware that work load is a serious issue amongst secondary teachers, to the extent that acknowledging it would significantly undermine the position of the Ministry at the negotiations.

They identified only two reports they thought relevant to the topic – the ACER Report 2005 and the 2012 NZCER report on NCEA.

In the absence of a Ministry submission it is left to PPTA to comment that the Ministry and PPTA have engaged in a number of forums to consider secondary teacher workloads, which have arisen as the consequence of industrial activity by secondary teachers.

The 2000 Bilateral Forums on Secondary Teacher Workload also provides statements of the Ministry's thinking then on workload. It arose as part of the settlement of the 1998 STCA round and was an agreement for forums between the MoE and the PPTA to discuss matters of importance which the Government of the day had refused to allow to be addressed in the contract negotiations. One report covered the teacher supply and workload areas.

In the course of the meetings the Ministry and PPTA listened to the testimony of principals, senior administrators, middle managers and classroom teachers, as well as reviewed the findings of relevant work undertaken by both organisations.

The Minister of Education requested that the parties to these forums produce a joint report on their discussions. The report was the product of work undertaken between the MoE and the PPTA. It represents the areas on which consensus could be reached. The Ministry's position at that time is recorded earlier in this report.

The Ministry of course was also a signatory to the 2000 Bilateral Workload Forum Report, the 2001 SRG report, the 2003 Bazley Report and the 2012 SSSG report.

If we now return to 2015, we can observe that the Ministry itself has multiple and massive impacts on teacher workload. Unfortunately it appears to lack any significant capacity to make positive changes to address the workload problems of teachers because its role is to serve the Minister/government of the day.

The MoE regards itself as "the steward" of the education system and as such it is under some obligation to monitor and/or seek to address the impacts of its policies, and the actions of other agencies, on secondary teacher workloads. Disappointingly, the only documents it referred to in its response to the request for research was a jointly commissioned paper on workload from 2004 and the 2012 NZCER NCEA report. We take the latter report as an acknowledgement from the Ministry that NCEA is an important workload factor for secondary teachers.

There is no evidence available to us of monitoring (either systematic or ad hoc) of secondary teacher workload by the Ministry. There is no evidence available to us that the Ministry requires a workload impact assessment for any policy proposals or changes of practice it is responsible for or that it has processes or practices or policies of significance for managing, reducing or rationalising teacher workload.

It is instructive and reasonable to comment that no progress has been made from any engagement on teacher workload matters unless the Minister of the day has taken a constructive interest in the process as a consequence of industrial action by PPTA members. This should be seen broadly as a reflection on the servant-master relationship between the Ministry and the Government of the day rather than on the Ministry itself.

ERO

ERO itself did not make a submission.

In the absence of an ERO submission it is left to PPTA to comment that most teachers and middle and senior leaders in the Taskforce workload survey saw little productive value in the work they have to undertake on behalf of ERO.

ERO could potentially have a constructive role in monitoring and advising on practices, systems, and policies which affect workload.

ERO was the focus of a small number of comments from teachers in the survey. Themes were:

- Check that schools are abiding by the work laws
- Cut back data gathering requirements ERO
- Give explicit details of what they want when they visit schools
- Investigate properly - interview all teachers confidentially
- Promote its recent report into the issues students are experiencing under the pressures of NCEA
- Provide more directed feedback
- Return to subject advisors and a move away from a tick box mentality

NZQA

Most of the references related to NZQA were more specifically focussed on NCEA and have been dealt with elsewhere. NZQA is referenced in the NCEA section of this report. Other themes were:

- Bring back local / accessible subject advisors who visit schools to advise on internal moderation
- Take more responsibility for the tasks teachers do on their behalf

Group Special Education

A few references were made to GSE:

- GSE support for non-mainstream students
- Have students' mental health issues addressed
- Intervene more with students with special needs
- More consistency between Resource Teachers Learning and Behaviour (RTLB) - some have no idea how to work in a secondary school therefore increasing work load

Teachers Council

A few references were made to the new Teachers' Council, with two themes:

- Have a professional body that is run by current qualified classroom teachers
- New Teachers Council paper work over the top

CYFS and social welfare agencies

Eighteen comments relating to CYFS or to general student welfare were made. The general themes were:

- Better social welfare
- CYFS to be better resourced so it is able to support schools and whanau
- Having trained social workers/related professionals on site who could work with children and families in crisis
- Health agencies be better resourced so case work followed up more effectively and quickly
- Housing - making sure kids are healthy
- Keep schools better informed when their clients are our students so we can provide appropriate support
- Make sure all students are well fed
- More help with pupils who are coming to school from very difficult home situations

Truancy support

There were a few references to truancy support agencies, with the key theme being more or a more efficient and effective truancy service that actively is on the street bringing students back to school, chasing up with parents:

Media

There were a few references to the media, suggesting they:

- stop sensationalising trivial incidents, stop teacher bashing and tell the truth
- focus around positive discourses around teachers
- gain a deep understanding of how NCEA works
- remove league tables

Government

There were a few specific references to the government, perhaps because it is not seen as an external agency in the same way as other bodies. The references made covered the following points but with no particular themes:

- employ someone who understands teaching as minister of education
- help those parents who are unable to prepare their children for school
- give better management strategies / support / PD to school leaders
- listen to teacher before coming up with new schemes and ideas
- not interfere
- place more value on the education sector rather than just private enterprise all the time
- research their policy
- respect teachers
- stop initiatives which require additional time without additional staffing and funding

Community agencies and local business

There were nine references to these. The references made covered the following themes:

- Businesses and industry could get more involved/take teachers in to their workplaces for sabbaticals
- Community agencies could offer driver licence training for students
- Community leaders/church leaders and company representatives could emphasise the non-academic post-secondary employment opportunities available/ provide more activities for students to get a feel for working.
- Greater involvement by community stakeholders in students' learning outcomes
- Parents provide students with the basics, food, clothing, shelter, love, and values
- Support the school in what they are trying to do/get involved to guide schools in what that should be like from a parent's perspective.

Tertiary

There were ten references to tertiary institutions. The themes/points were covered:

- second effective teaching practitioners to teacher-training institutes
- preparing our next generation of kaiako to be able to implement NCEA in Wharekura/Kura-a-iwi (Training Colleges)/ ensure PSTs [pre-service teachers] and PRTs are equipped with knowledge and skills
- start their courses to match the school year so PSTs come in late term 1 and late term 2/early term 3.
- offer additional tertiary colleges courses for low achieving students
- raise the bar for entry to teacher education courses
- Universities depend less on us to disseminate their information and do their marketing and recruiting/ visit schools and communicate what type of students should and should not apply
- Industry Training Organisations school advisers visit and acknowledge the work we do for them
- ITOs understand the school "classroom" is 25 students as opposed to 1 apprentice

NZSTA and boards of trustees

NZSTA is charged with representing the views of employers in schools. NZSTA did not make a submission to this report. It was, however, a signatory to the 2003 Bazley Report and the 2012 SSSG report.

There was a single reference to boards in the general comments.

- The board of trustees spend time in school so they can see what's actually going on

Other institutions receiving one or two references

- Restore Team Solutions advisors
- Team Solutions to be helpful rather than just requiring extra boxes to be ticked
- Catholic Ed Office and Bishop give us a new school, or at least make a decision about our future
- Primary schools could do more to raise students literacy and numeracy

Part 5: Are we there yet?

The 1990s ended with reference to the forty gallon workload drum overflowing, and at the start of the 2000s there were shared goals that by 2015:

- *Teachers would promote teaching as an attractive career option to their friends and students, especially those who would make high quality teachers*
- *The system would provide sufficient time, resources and support to enable classroom teachers to achieve optimal effectiveness in their actual teaching time*
- *The system would provide sufficient time, resources and support to enable those teachers who have leadership, management, administration, and mentoring or pastoral/guidance roles to carry out those roles effectively*
- *Schools would be attractive and pleasant places to teach and learn*
- *Teachers would have equitable and timely access to appropriate technologies which support efficient and effective teaching, learning and administration*
- *Teachers would be operating at high levels of energy and innovation. They would be focussed on teaching and learning*
- *Teachers would have manageable workloads, a sound work-life balance, and low-levels of work-related health problems*
- *High quality teachers would choose to remain in the system.*

So with the passing of 2015 we can ask the question – are we there yet?

The response of secondary teachers to this survey, from the focus groups and submissions and the growing disquiet amongst secondary teachers about their workload issues, would suggest that the answer is a resounding no. The temporary respite in the mid-2000s that was occasioned by the introduction of additional staffing to create the space for teachers to think and manage their growing workloads has been overwhelmed by the continuing expansion of those workload demands.

If there is progress it is only towards replacing the overflowing 40 gallon drum with an overflowing 60 gallon drum.

The pressures, while felt by teachers at all levels, fall most heavily on those in middle leadership roles who are teaching almost full-time and carrying not just the burden of the administration and management function they had prior to 2002, but who are faced with increasingly complex and expanding demands including the shift in educational leadership in schools and the NCEA.

APPENDIX 1: Submissions to the Taskforce on Secondary Teacher Workload

Submission of the PPTA ICT Advisory Committee

November 2015

The PPTA ICT Advisory Committee comprises secondary teachers representing all regions of the country plus additional representatives from low-decile schools, Te Kura, SLANZA (School Library Association of New Zealand Aotearoa) and from PPTA Executive and Te Huarahi.

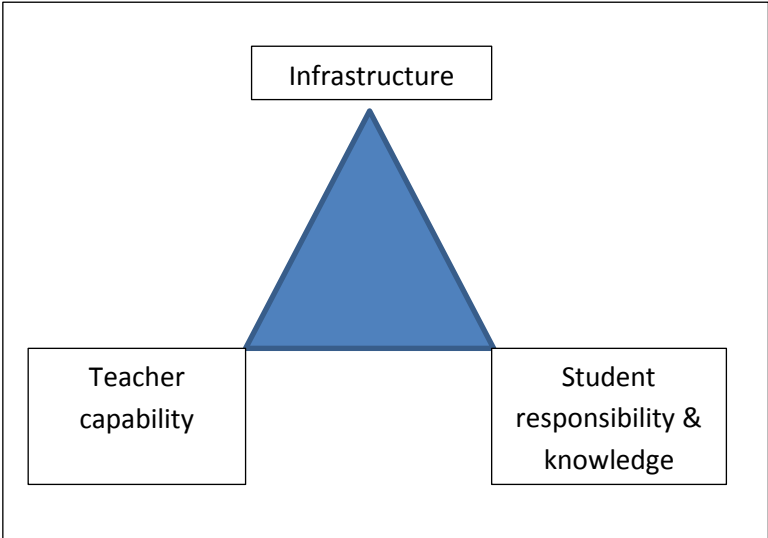
Thank you for the opportunity to make this submission on the intensification of teachers' workload and the impact of digital technologies (previously called ICT) on this workload.

The theory of technology in education seems to be that digital technologies will increase teaching and learning opportunities, help us to become more connected, more collaborative, more efficient and more effective. The theory isn't the reality for many teachers. Digital technologies arrived in many schools without a consultative whole school planning programme for change. The technology was often delivered without the provision of time (to experiment, plan and learn) and without opportunities for ongoing professional learning and development (PLD).

The absence of planning, resourcing and support means that, for many teachers, the use of digital technologies in schools becomes a frustrating addition to their day to day work.

Planning:

It is absolutely essential that the implementation of any digital technology programme in school is carefully planned and staged. Members of the committee recommend a triangulated approach, thinking about infrastructure, teacher capability and student responsibility and knowledge:



The PPTA change management toolkit may also be useful:

[!\[\]\(758ebdf4629c903da74c2e079717ae32_img.jpg\) Education change management toolkit](#)

Go slowly and collaborate. Strategic planning and commitment to a long term goal are essential.

Infrastructure:

The committee notes that many of the technology issues that impact teacher workload are due to infrastructure and technical support issues. These issues include accessibility, speed and reliability of networks (particularly wireless), and the accessibility and reliability of hardware and software. We note that important work has been done to ease some of these problems, including the roll-out of the Managed Network (Network for Learning (N4L)) and the setting up of the Connected Learning Advisory service at the Ministry of Education. These initiatives have made a difference at the high level, but have not impacted as greatly in the day-to-day, just-in-time, needs of teachers and students in classrooms.

Schools are much bigger than most medium to large businesses. A school may have hundreds, if not thousands, of users of their technology network. Members of the ICT committee have suggested that the Ministry of Education should fund a network manager for each school. The PPTA conference, in 2003, recommended that schools be provided with an additional 0.2 staffing to go towards technical support. Centrally funded in-school technical support for digital technologies would have a large impact on teacher workload and decrease in-school stress levels.

Having a common platform for teachers and students will help to reduce the time consuming software issues than can arise in classrooms.

Professional Development:

To complete the investment made in the Managed Network for schools, the government now needs to ensure that secondary teachers receive appropriate, high quality PLD to support best practice utilising the network and using digital technologies.

The use of digital technologies to facilitate learning is an increasingly crucial factor in nearly every subject area of the secondary curriculum. This has hastened the need for every teacher to be afforded dedicated time to work within and across schools to look at best practice using the tools and opportunities that e-learning (technology supported learning) can provide in their subject area.

PPTA has advocated for some time the establishment of a career pathway and designated positions that would provide leadership in e-learning.

It is also PPTA policy that the relevant Ministers should be lobbied to provide two Teacher Only Days per year for the next five years for PLD for secondary teachers on enabling learning with digital technologies.

The committee believe implementation of these policies will help alleviate some of the workload issues that arise from not feeling comfortable or knowledgeable about using digital technologies in teaching and learning.

Administration:

The committee noted that digital technologies have provided an opportunity to digitise and devolve tasks, especially in administration. Tasks have been added to teachers' workload but nothing of note has been removed.

Typing reports, for example, was done by secretarial staff, now teachers process their own reports. Tools that originally 'reduced' workload by making tasks more efficient – for example email replacing letters and memos – have now intensified workload for teachers as the school community has increased expectations of teacher availability and response time.

Data collection and entry is now done by teachers. Student management systems (SMS) and learning management systems (LMS) afford the opportunity to collect and report 'data', so more collecting and reporting is being requested and added to the workload of teachers - without looking at why, whether the data has been collected elsewhere already, whether it is the best data for the purpose and is really necessary. Has the question been asked "what will happen if this data isn't collected, if this measure does not occur?"

More and bigger data isn't necessarily better or more useful for teaching and learning.

The committee acknowledges that the Ministry is currently reviewing SMS. Committee members expressed concern that when students change schools sometimes student information is not transferred easily, or in a timely and complete manner, to the new school. This can be due to schools using different SMS, or different functionality within the same SMS or staff may have different levels of expertise with the SMS.

A great deal of teacher time can be spent managing SMS related issues - working out what is needed, and how to action it, chasing up information and filling in gaps in student records.

The committee hopes for a result, from the SMS review, that focuses on a more uniform, consistent, simple and centralised approach to data collection. They look forward to secure, timely and accurate sharing of student information between schools.

Communication:

Anywhere anytime learning, flipped classrooms, lessons and assignments online, email and the ability of parents to access data about their child's progress through the school website or similar has also added to teacher workloads. The expectation that teachers are available 24/7 is unsafe, unfair and unrealistic.

The committee have provided communication guidelines on social media, email and telephone contact with parents and students:

 [Download Digital Communication guidelines](#)

The committee would like to see some national guidance or protocols for schools on teacher availability and workload.

The committee has anecdotal evidence of communication tools being used inappropriately by school administration – for example an email being sent to a teacher, during class time, requesting a student be sent out of class. The teacher was criticised for not acting – the teacher doesn't open email during a lesson, their focus is on teaching students.

Schools use a variety of communication channels both internally and externally, including Student Management Systems, text messaging, drop box and social media. This can be a real challenge in terms of workload.

Schools should have clear policy and expectations – the policy should include notification of which channels the school considers official and which are 'mission critical'. Policy should also consider context.

Resources:

The digitisation of resources is time consuming; it also requires knowledge of the software tools available and how to use these tools.

Digitisation for symbolic subjects – maths, science, and physics – is particularly problematic. One committee member estimated that it takes 6 hours a week to digitise materials for one class.

A decision has to be made about what paper to keep and whether you can be confident that digitised resources are saved and are easily retrievable. Tech skills are required to organise digitised resources in an easily accessible manner.

What can students access and when? What can teachers access? Will there be restrictions? Where will resources be curated and stored? Will resources be available for sharing (to avoid wasting time reinventing the wheel)? Can a relief teacher covering your class access your teaching resources? Finding resource material within school systems and outside the school system takes up a huge amount of teacher time. Curating and maintenance of links and online resources is an ongoing task.

Evaluation of different tools is time consuming, as is keeping abreast of changes as tools fall in and out of 'fashion' and as updates and patches for software are rolled out (or not). How will the school avoid technology fashion driving what happens in school - the focus should be on learning, appropriately supported by technology.

The committee suggests that schools/teachers should - in their evaluation of online learning tools – consider in what way, or how, the tool records what a student has done: how did the student navigate, what did they complete, what problems did the student experience. How will this be helpful to the teacher in working with the student?

Some schools are finding it essential to limit the number of – or specify which – applications will be used in classes. Too much choice – or a lack of guidance for the school community – can result in a time consuming and confusing collection of applications for students and teachers to negotiate when using technology for learning in the classroom.

Conflict within school and confusion for students can result if there is no standardisation and consistency. Individual teacher preferences must be negotiated into a system that will work for everyone – students and teachers. School policy should provide guidance.

The committee believes improved collaboration within and across schools will help with access to and creation of quality resources. POND (N4L provided “central portal for digital discovery and participation, where educational resources can be accessed and shared more easily and effectively”⁵⁰) will certainly help with this. The Ministry of Education also needs to take a greater role in the provision of quality resources.

PPTA supports Creative Commons licensing of resources and would like to see increased public support and leadership from the Ministry of Education and NZQA for Creative Commons licensing.

⁵⁰ Definition taken from “Pond, the Network for Learning Portal” downloaded from <http://www.n4l.co.nz/pond/>

Leadership:

The committee believes that sector and school leadership need to role-model workload behaviours in the use of ICT in education.

- There should be leadership support for safe practice in the use of digital technologies, including clear expectations around workload.
- School leaders should acknowledge that digital technology is only part of the teaching toolkit, and may not be appropriate in every class or every lesson.
- Digital technologies leadership should support 'keeping it simple', consultation, planning, and not leaping to every new initiative.

Conclusion:

The PPTA ICT advisory committee believe that digital technologies provide opportunities for reducing the intensification of teacher workload - but that this requires system wide as well as school based leadership; it requires recognition that teachers need time and opportunities for PLD; and there needs to be a willingness to collaborate, support and resource system wide change to the way digital technologies are implemented in our schools. The committee are of the view that more non-contact time is required to support teachers in utilising digitally connected learning approaches in our classrooms.

The committee observed that much of the intensification is a result of trying to do new things the old way. Many teachers are still experimenting and at the same time 'doubling up' workload as they keep the old 'just in case'. Change is not being well managed in schools. Use of PPTA's change management toolkit is recommended:


 [Education change management toolkit](#)

Stories of successful practice and of the lessons learned from trialling digital technologies should be shared – schools are not islands. More tools are becoming available that can help with workload, for example one school is experimenting with the Canvas learning management system <https://www.canvaslms.com/k-12/>.

The committee acknowledges that the Tomorrow's Schools model of competition is not conducive to sharing and would like to see the Ministry of Education taking a more active overview of what is happening regarding digital technology in schools and widely sharing what is being learned. This should be a public good – and not contracted out for the benefit of a private provider.

Recommendations:

The ICT Committee recommends that:

1. Schools use the PPTA's  [Education change management toolkit](#)
2. The Ministry of Education fund a network leader/IT technician for each school.
3. More non-contact time is provided to support teachers in the creation of digitally connected learning in our classrooms.
4. There should be greater sharing of the lessons learned from trialling and successful practice.
5. The Ministry of Education take a more active overview of what is happening regarding digital technology in schools and widely sharing what is being learned.
6. Schools be resourced with an additional 0.2 staffing dedicated for technical support.

7. The Ministry ensure that secondary teachers receive appropriate, high quality PLD to support best practice utilising the network and using digital technologies.
8. Every teacher to be afforded dedicated time to work within and across schools to look at best practice using the tools and opportunities that e-learning (digital technology supported learning) can provide in their subject area.
9. A career pathway and designated positions be established to provide leadership in e-learning.
10. That Two Teacher Only Days per year are provided for the next five years for PLD for secondary teachers on enabling learning with digital technologies.
11. Schools evaluate online learning tools to consider in what way, or how, the tool records what a student has done: how did the student navigate, what did they complete, what problems did the student experience and how will this be helpful to the teacher in working with the student.
12. Schools consider limiting and specifying the number of applications that may be used in classes.
13. There be a uniform, consistent, simple and centralised approach to SMS data collection.
14. Schools use the PPTA's communication guidelines on social media, email and telephone contact with parents and students.
15. National guidelines and protocols be developed for schools on teacher availability and workload.
16. The Ministry of Education to take a greater role in the provision of quality resources.
17. There be increased public support and leadership from the Ministry of Education and NZQA for Creative Commons licensing.
18. School leadership understand the support needed for safe practice in the use of digital technologies, including clear expectations around workload.
19. School leadership understand that digital technology is only part of the teaching toolkit, and may not be appropriate in every class or every lesson.
20. School leadership apply good change management practices to possible new initiatives, including rejecting initiatives which are inappropriate, lacking evidence, inadequately resourced or simply untimely.
21. Schools have a clear policy and expectations around the use their communication channels both internally and externally (including Student Management Systems, text messaging, drop box and social media) which should include notification of which channels the school considers official and which are 'mission critical'.
22. Schools have a common software platform for teachers and students.

Submission of the Middle Leadership Taskforce to PPTA Workload Taskforce 2015

The Middle Leadership Taskforce was established by PPTA in early 2015. It was formed after a call for self-nominations from members. The excellent response to this call enabled a representative group of members in middle leadership roles, covering most learning areas, types of school, deciles and geographical areas, to be selected.

Its work will continue during 2016. In Term 1 2016 it intends to engage groups of middle leaders around the country in discussions about their role. It will provide a paper to Annual Conference 2016, with policy recommendations for members to consider.

What middle leaders do

At its first meeting in July this year, the Taskforce identified what the job of a middle leader involved, under the following headings:

- Department and/or learning area organisation: curriculum leadership, budget, appraisal, PLD, personnel management, pastoral leadership with students, etc
- NCEA
- School-wide contribution as a middle leader
- Classroom teaching
- Other teaching responsibilities e.g. duty, form class, academic mentoring, extra-curricular involvement, etc.

(The full list is attached as an appendix. It is almost certainly not complete, and may be added to as the work of the Taskforce progresses.)

Those discussions form the basis of this submission to the Workload Taskforce.

What middle leaders aren't able to do

The Middle Leadership Taskforce members concluded that almost no job is done as well as would be preferred and there is never a time when all work is completed.

The Taskforce identified some of the most important things that don't get done, or which receive superficial attention, are deferred or rushed or which are done inadequately, because of the enormous workload. The list included the following:

- Planning/preparation
- Conversations with parents
- Professional conversations with colleagues
- Organisation of environment (eg office, storerooms etc)
- Appraisal

- Personal professional development
- Professional reading/discussion
- Involvement in some extra-curricular activity is often impossible due to time constraints

The frustration and anxiety caused by this sense of failure to do what needs to be done add significantly to the stress levels of middle leaders.

Issues about middle leader workloads

The Taskforce identified a wide range of issues about the workloads of middle leaders. These included the following:

Conditions issues

- In-school decision-making about allocation of non-contact time for management functions, and the general shortage of staffing time, means that middle leaders can end up being very short-changed in particular schools.
- The teaching load for a full time classroom teacher is 20 hours and for a HOF/HOD it may be 17 hours or more which is not that different, and yet the HOF or HOD has many extra responsibilities.
- The difference between the teaching load of a senior leader and a middle leader is usually huge, with senior leaders often not teaching at all or at most one or two classes i.e. 8 hours, less than half the load of a HOF or a HOD.
- School-specific issues can cause huge variability in impacts on middle leaders, e.g. meeting cycles, extent of delegation of tasks from senior leadership, school's financial position, allocation of ancillary staffing, different expectations of the role, etc.
- There has been a reduction in what used to be seen as 'spare' time at the end of the school year to catch up and plan for next year, as a result of changes to the NZQA exams timetable, increased pressure to complete internal assessments during that period, more students being kept at school rather than being sent on study leave, etc.
- In many schools there are poor physical conditions provided for middle leaders, e.g. no private space for difficult conversations, constant interruptions, etc.
- There is a lack of structured and planned PLD for the middle leader role, so it is a matter of "learning as you go".
- There are difficulties in relinquishing responsibilities and dropping back to classroom teacher.
- Middle leaders are doing two jobs at the same time: classroom teacher and middle leader, each of which generates a lot of work.

Impact on middle leaders of classroom teachers' excessive workloads

- Opportunities for informal contacts are reduced because people aren't around at lunchtime and intervals because they're all so busy too.
- The increasing trend for big learning area workrooms means the loss of cross-learning area communications.

Stresses caused by nature of the job/expectations of senior leadership

- Much of what middle leaders do is about compliance and low trust by senior leaders.
- Difficulties are caused by changing management practices which are not productive but which add to HOF/HOD workloads.
- There is a lack of an evidence base on whether approaches that are being foisted on middle leaders will actually contribute to improved student achievement.

- The extra tier of management created by the rise of Heads of Faculty/Learning Area has turned into a line management exercise where tasks get passed down to HOFs who pass them down to HODs who pass them on to teachers, or in some situations choose not to pass them on because of perceptions that others are already overloaded, resulting in further stress for HOFs/HODs.
- Nothing goes up the chain from middle leaders, it all comes down. The middle leader is the filling in the sandwich. What is there that could go up the chain to relieve the middle leader?
- There is constant change so nothing has time to get securely embedded before you're rolling to the next new development. This change is often initiated at senior leadership level but the expectation is that it will be implemented via middle leaders with little support in time, resources or money. Change management is a skilled separate task in companies that people are brought in to do, whereas in schools it is often implemented by middle leaders who have no training or extra time to do it.
- Some middle leaders have to deal with competition between departments – “Fewer students are taking your subject, what are you going to do about it?” or “X department's results are better than yours, why?”
- Increased pressures placed upon teaching staff (NCEA, inquiry, digital technology, literacy/numeracy etc) have resulted in teachers who require significant support across many levels. This includes, but is not limited to, subject knowledge, teaching strategies, resources, mediation between teacher/student/parent/SMT/teacher, stress ...
- There is an assumption that if you only focus on what students need, everything else will be okay, so that the role of being a good employer comes a long way down the line. This results in a complete loss of work/life balance. Examples of this include things like abandoning firm deadlines for assessments, being expected to provide further opportunities for assessment even when it's not manageable, before and after school and lunchtime classes and holiday catch-ups, etc.
- The rise of things like academic mentoring which involve teachers learning a whole new set of skills for which they may not be prepared with intensive PLD, means that it falls on the middle leader to guide them.
- There is an increasing trend to load more behaviour management and pastoral care on middle leaders, with them being the first port of call for a serious behaviour problem rather than senior leaders.

Impact of technology developments

- Email has caused a significant, and still growing, exacerbation of workloads.
- There is pressure for rapid digital development without sufficient time to learn new skills, creating workload and stress.
- The time required for middle leaders to manage digital resources and systems is much underestimated. This is also a growing area.

Impact of excessive workload on professional credibility

- Middle leader workloads are huge, and they find themselves using up credit with other staff and students because they are trying to be all things to all people.
- The quality of their personal classroom teaching is adversely affected by the workload, to the extent that middle leaders can become the target of parental complaints.

Impact of excessive workload on health

The workload factors identified above lead to significant physical and emotional stress for middle leaders. Middle leaders are significantly limited in their ability to maintain a healthy work life balance.

Workload and remuneration

It is difficult to separate workload from the implications for middle leadership salary: firstly because the management units deliver both the guaranteed non-contact time for their management functions as well as the payment for those additional duties, and secondly because unmanageable workloads and perceptions around the status of the role will inevitably raise issues about the (in)adequacy of the remuneration.

- In-school decision-making about allocation of units, and the limited availability of them, means that middle leaders can end up being very short-changed in particular schools.
- As well as time, money and status are missing for a HOF/HOD relative to senior leaders who may receive a salary between \$12,000 and \$28,000 higher.
- The use of units for recruitment can lead to inequities e.g. Physics teachers can get units easily as Teacher in Charge because they are so scarce, but the workload does not compare with that of a HOF or HOD.
- Middle leaders express concerns that the introduction of the in-school and cross-school roles in IES will exacerbate this issue, and lead to inequities between these roles and HOF/HOD roles because the allocation of remuneration is similar to, or even exceeding, current remuneration for middle leadership jobs but the new roles have no parity in terms of responsibility, accountability and time.

Next steps

The Middle Leadership Taskforce will engage groups of middle leaders around the country during Term 1 2016 in discussions around the key question:

What would make the role of middle leader attractive/sustainable/viable/enjoyable?

Appendix: The Job of a Middle Leader

Work as a classroom teacher

- Preparation / Planning
- Teaching classes – 17 to 19 hours per week
- Marking
- Moderation
- Report writing
- Attendance at school events / open evenings/ parent interviews etc
- Contact with parents
- Attendance at school-wide PD sessions
- Professional Development

Duty

Usually 2 per week - half of a lunch break, all of an interval break

Tutor class / form class / mentoring

- Following up issues with students and parents
- Entering material into Kamar

Extra-curricular involvement (theoretically a choice - but often not really)

- Aspects associated with curriculum area e.g. Productions, sports days, Arts week, Ngā Manu Kōrero
- Debating, etc.
- Areas of expectation e.g. School Choir or Orchestra,
- School fund-raisers
- Involvement by choice - areas of expertise

Department and/or Learning Area organisation

- Curriculum leadership
 - Resources - ordering / storing / monitoring /stock-taking
 - Resources educational / academic
 - Digitising curriculum materials
 - Writing programme material
 - Managing programme reviews
 - Meetings: develop agenda, chair, write minutes etc
- Budget – writing, spending, monitoring and interacting with finance staff
- Appraisal:
 - Class visits
 - Interviews
 - Informal monitoring
- Professional Development / inquiry programmes:
 - Informal discussion with colleagues about classroom practice and student progress, assessment
 - Leading curriculum discussion
 - Pedagogical leadership

- Maintaining an up-to-date understanding of current curriculum and assessment expectations
- Doing own professional reading
- Personnel management:
 - Recruitment of staff (shortlisting, guided tour, interviewing)
 - Coping when staff leave suddenly
 - Organising work for absent staff
 - Induction and mentoring of new staff
 - Ensuring practicums for student teachers go well
 - Growing leaders for the future, succession planning
 - Pastoral work with staff
 - Crisis management
 - Working with and/or instructing support staff
- Pastoral leadership – students
 - Intervention in classroom issues
 - Taking students from other people's classrooms when there are behaviour problems
 - Meeting with students about curriculum/assessment/pastoral matters
 - Providing information on particular students to senior leadership, often in very short timeframes
 - Crisis management
- Departmental self-review for internal and external review cycles
- Preparation for, and involvement in, ERO reviews
- Data management
- Reporting to senior leadership and BOT
- Preparing course information, assessment information for booklets
- Open evenings – organising departmental displays, PR
- Curriculum choice evenings
- Overseeing report writing

NCEA

- NCEA leadership e.g. deciding re courses and associated assessment including consideration of which standards are included in which Vocational Pathways.
- Developing new ways of teaching and assessing for NCEA
- Writing assessment material
- NCEA management including arbitrating on student appeals, cross-checking that internal moderation is being done, ensuring that data is correct
- **Internal Moderation**
 - Arranging systems
 - Monitoring compliance
 - Lead role as internal moderator
 - Seeking external moderator / interacting with them
 - Lead role professional
 - Paperwork organisation/ filing system
- **External Moderation**
 - Management of process
 - Monitoring material collected
 - Storing of material / labelling/ packaging
 - Collecting work for external moderation and then archiving that material to use as exemplars - which involves labelling etc

- Scanning or recording selections of the student work from every standard so that it is available for external moderation the following year and then checking and archiving those files
- Organising catch-up/holiday sessions
- ***Evaluative statement/ data evaluation***
 - Maybe written
 - Maybe presented to Board

Work as a middle leader in school-wide setting

- HOD/HOF meetings
- Leadership in ICT
- Contribution to school-wide initiatives
- Being the means for communication between senior leadership and teachers, including mundane tasks like passing on emails, through to more complex tasks of seeking teachers' views on matters to pass back
- Meeting with BOT members as part of reviews
- Providing advice to senior leadership on timetabling classes

Submission of the Senior Positions Advisory Committee

General comments

It is important in considering senior position workload factors that any solutions proposed do not have a negative impact on another group of teachers. Workload is clearly affecting everyone and there is a perception in some quarters that all we need to do to fix the workload is to fix the senior management.

A classroom teacher has designated tasks, but for middle leaders, and even more for senior leaders, task definition is more opaque. Teachers have five classes to teach and they have particular perceptions about tasks they are asked to do. The cross-school responsibilities of senior leaders give them a different set of perspectives to all the other groups.

For teachers and middle leaders most of their time is locked in by the timetable. Senior leaders appear to have more flexibility. Teachers can put up with a lot if they think their work is productive, but there are clear signs they feel that much of what they are asked to do is unproductive and this contributes to the sense of having an overwhelming workload. Senior leaders have more control of when they do things, so they have better feelings about what they have to manage. This is consistent with the literature.

Schools are in the change business and this can't be avoided. Leadership should give coherence to change. Teachers don't mind change; they just don't like bad change, or change that is badly managed. Some people understand change management and some don't. Even when a school knows the importance of good change management practice, system pressures may force change too quickly. Good management should involve clear guidelines, good time frames and strategic goals that are clear and properly resourced.

Curriculum and assessment practices are the biggest issue for everyone. There needs to be an increased focus on avoiding passing on everything to teachers. Senior leaders should be able to work as a sieve.

Job Description for Senior Leaders

1. There is a conflict between management and leadership within the role
2. There is a need for Professional Learning to support the development of quality leadership
3. Senior positions can be seen as a 'sacrificial' service role taking away a lot of issues from staff to make their job easier
4. Amount of time spent on management and leadership can depend upon the context of the school. Some schools require reactive day to day management to deal with student needs. For other schools this is less of an issue and senior leaders can focus more on proactive leadership initiatives
5. Senior leaders feel isolated within school – they can be seen by staff as 'the role', not the person
6. Systemic improvement is needed. The current system means that time is spent investigating best options available which results in poor alignment between different systems eg SMS systems are variable between different schools this means that time is spent in seeking transition data
7. Senior leaders are (or should be) involved in strategic planning and alignment of vision and values
8. Senior leaders are often involved in admin tasks, which isn't what we got into teaching for, e.g. moving furniture for assemblies, relief, coordinating duty.

Leading Change

1. Planning for change: in terms of coherence as well as staff workload.
2. A lot of the issues relating to change management are questions of whether it is actually shifting pedagogy or merely changing structures.
3. Effective change has to be well resourced, both in time as well as in physical resources with time for effective consultation and PL. Often we have change initiatives imposed on us from outside and these are not always well resourced and have to be pushed through within a short timeframe.
4. Introduction of restorative practice involves an investment in time and resourcing to deal with individual pastoral issues for students. This is not always seen by staff who feel that students aren't being dealt with and still remain in their classes.
5. Middle leaders are over worked and poorly prepared for senior leadership roles.
6. Would like to see a reduction in Admin/Management task to create space for leadership.
7. School systems could be set up to remove extraneous management tasks.
8. To assist sustainability different facets of change need to be held by more than one person.
9. Senior leadership should be about 'shifting pedagogy not desks and chairs...'

Improvements Required

10. Guidelines as to portfolios that are appropriate for a senior leadership team to allow for more creative systems for effective leadership and management. (Dos and don'ts.)
11. Ongoing coaching/mentoring for members of the senior leadership team (SLT) to enable them to develop good leadership practices. SLT to mentor middle leaders to build capacity.
12. More flexibility for senior leaders so that they can get tasks completed.
13. More leadership time for middle leaders and SLT to allow for coherence planning.
14. Necessary for senior leaders to continue teaching.
15. Work to support the impact of individualised learning.
16. Schools need to be resourced with time and PL which should come from a centralised resource. It needs to be external and credible.
17. There should be skills development in managing complex relationships.
18. Continued development of things like the innovations fund to access external support.
19. Often deputising for principal - increased responsibility requires remuneration (acting up allowance). Should be the same wording as IES.

See **Appendix** for case studies relating to senior position holders' workload issues.

Appendix - Case Studies

Case Study 1 (Job Description):

Steve is an experienced DP. He has a plan every day for the things he wants to get completed in order to provide leadership in the portfolio areas he is responsible for. The following is an excerpt from his diary and shows the difference between the plan and the reality.

The Plan	The Reality
8am SLT briefing	8am SLT briefing
8.20am Staff briefing	8.20 Staff briefing
8.30am Support for form teachers and deans	8.30am Support for form teachers and deans
8.45-9.45 Planning meeting for vocational pathways	8.45-9.05 Deal with urgent issue passed on by the principal (make apologies to pathways group) 9.05-9.45 Planning meeting for vocational pathways
9.45-10.45 Teaching 10DK maths	9.45-10.00 Teaching
10.45-11.05 Interval - available for staff (exam timetable and 9XY tutor teacher catch up)	10.00 Teaching interrupted by cyber-bullying issue where a facebook page has been set up showing inappropriate images of a student. Student implicated claims she did not set this up and that someone else had done it. 11.00 Contact parents
11.05-12.05 Meet with HoF to prepare for faculty review	11.20 Parents arrive for interview with you and student 11.50 Three other students interviewed
12.05-12.50 Lunchtime – meet with camp leader	12.03 Police, CYFS and a student from another school are contacted
12.50-1.10 Tutor time – start checking emails	1.00 Parents re-contacted
1.10-2.10 Formal lesson observation	1.30 Police arrive and participate in interview with you and the student. Parameters of issue finally established.
2.10-2.40 Pre-planned parent meeting with recidivist student	2.10-2.40 Pre-planned parent meeting with recidivist student
2.40-3.10 Prepare agenda for curriculum meeting	2.40-4.10

3.10-4.10 Reply to emails	<p>Victim counselled and connected with guidance team. Restorative process begun with extensive victim impact statements and interviews from three local students and one from another school. Checked for veracity and authenticity. Restorative plan developed with the victim and meetings planned with student and parents.</p> <p>Netsafe contacted to get the page taken down.</p> <p>The early restorative meetings lead to the page being deleted by the owner before facebook have managed to complete the removal. The victim is appreciative of this, but still anxious over the scale of the spread of the digital images. At this stage it is impossible to calculate this.</p> <p>Steve had to bump the meeting with the HoF, the exam timetable, 9XY tutor teacher, formal lesson observation, agenda preparation, emails, planning and marking and BYOD implementation team.</p>
4.10-4.40 Parent and teacher meeting	4.10-4.40 Parent and teacher meeting
4.40-5.10 Meet with BYOD implementation team	4.40-5.10 Follow up with Netsafe about progress and current concerns about proliferation of images.
5.10-6.10 Planning and marking for 10DK Maths	5.10-6.10 Inform principal of progress, complete paperwork for the restorative that will happen tomorrow afternoon, reschedule meetings that were to happen then and re-schedule meetings missed from today.
	Planning and marking is done at home later in the evening.

Case Study 2 (Leading the Change):

David is interested in change management and seeks to locate some professional learning to go with his Masters papers in educational administration, which while being interesting, seem more focused on financial, personnel and business management than change management.

David googles PLD support in change management and even though he lives in Cromwell he contacts his local PLD provider who contractually happens to be in Auckland. All he is able to find from NZ is the PPTA change management toolkit: <http://ppta.org.nz/resources/publication-list/2460-change-management>

His local provider informs him that they will not be in Cromwell for the rest of the year but may be able to organise something for next year.

David has already done the aspiring principals course which enabled him to complete a useful leadership project but staff weren't ready for the change he was proposing which is why he is searching for change management PLD. The course was also run out of Auckland so face to face time was limited to one conference with a couple of follow up meetings.

There had also been a myopic focus on MoE achievement goals which had failed to support the work David wanted to do in changing automatic stand-downs for swearing at staff in his school to a restorative process. Staff had wanted to work with David on this and were open to well-planned change but needed a more coherent approach to align with their school values and community. David's principal had failed to give him any useful advice at all and just told him to 'go for it' and see what happens.

Staff wanted to be convinced that the short term extra workload of a restorative meeting was better in the long run than a stand down which lead to more class time lost once the student came back feeling fire proof. David was well able to do this, but needed mentoring and advice to make it happen.

Most of all David was interested in change that could be sustained, beyond himself and the current administration, for the sake of the students and the community. The local Ministry suggested he attend an Education Council workshop on appraisal as this was the best PLD available right now. He had already done this workshop which he found patronising, compliance driven and completely unfocused on leading the change.

David is still looking...

Case Study 3 (Improvements):

Steph is a new beginning DP. She wants support in her role as an educator and a leader in a secondary school.

Available to her is a mentoring programme where she has access to a group of experienced DPs from a variety of schools who have PL in coaching/mentoring for leadership development. Steph applies then chooses a mentor for a two year period. This is a leadership inquiry process that Steph is entering. This inquiry involves skill development around leading the change, having difficult conversations, planning effective PLD and self-directed projects such as refining restorative practices.

Steph will meet with her mentor both face to face and/or digitally on a regular and on-going basis. There is also the opportunity to network with the other DPs in the programme.

In addition to this when Steph, in conjunction with her mentor, feels she is ready she will begin to mentor a middle leader in her school following a similar process. The mentoring process is supported by a range of documents such as the PLD toolkit, sourced from PPTA; an online game that teaches students appropriate bystander behaviour, sourced from NZCER; and restorative practices resources, sourced from MoE's PB4L-SW practitioner.

Steph grows in confidence throughout the process and receives a job as principal in a local school appointed by a panel of her peers.

Submission Tōku Mahi, PPTA Māori Teachers Conference 2015 and Te Huarahi Mana Motuhake

The Māori Teachers' Conference submission is endorsed by Te Huarahi Mana Motuhake

The hui reviewed the findings of the 1996 Bloor report on Māori secondary school teacher workload.

The consensus was that the findings of the report with respect to the nature of the additional workload expectations on Kaiako Māori are still the same today:

“... Māori teachers are expected, both professionally and culturally, to undertake tasks and responsibilities beyond those expected of a secondary teacher who does not identify as Māori.”

These additional duties were identified (in broad terms) as:

1. Activities designed to educate their non-Māori colleagues on issues to do with Māori
2. Developing, organising hui and pōwhiri for school-related activities
3. Duties not formally recognised but culturally expected, related to meeting the expectations from the school, parents, community and whānau, hapū, iwi.
4. High levels of involvement in school-related and community based hui.
5. Taking 'responsibility' for problem Māori children, even if they have no teaching contact with these children

Attendants at the hui recognised the general workload issues raised by all teachers responding to the 2015 workload survey. They discussed the additional pressures experienced by Kaiako Māori.

School Management

There is often a lack of support from Senior Management for the role of kaiako Māori in schools. Constructive, supportive relationships with the school's senior management are seen as critical.

It was felt it was important for senior leaders to show support for Te Reo throughout the school and to encourage students to stick with it.

There should be an agreed kaupapa with principals – including, for example, an understanding of the expectations on Māori teachers around things such as attending tangihanga.

It is important for kaiako Māori to find pathways into the senior leadership team in the school.

One teacher discussed their school's Te Whānau programme – there is a DP responsible for community and senior management must attend Te Waananga. This was at the same time a learning experience, support for the work of the kaiako and a demonstration of commitment for the rest of the staff.

PRTs

Māori PRTs often go to small schools where they are (in actuality or in practice) the HoD Māori. The workload of being both a beginning teacher and a head of department sets these teachers up for early burnout.

PRTs are advised not to volunteer for extra duties in their early years but to focus on their teaching, but it is very difficult for Māori PRTs to avoid being drawn into workload demands “boots and all”.

Whether there were 2 or 150 Māori students the PRTs were picking up unpaid expectations to provide for those students as if they were a fully qualified teacher. Teaching across years 11, 12 and 13 students is seen as too much of a workload for junior teachers.

This pressure is seen as greater still for the Māori teacher trainees who are engaged in teacher education programmes in which they are employed in a teaching role, delivering NCEA across several levels and also trying to complete degree papers and get registered. The pressure is also felt by the HoD who has to bring the teacher up to date with the whole scheme quickly and to spend more time with both the teacher and their mentor.

Expectations on kaiako Māori include:

- getting the whānau up and running
- running kapa haka
- dealing with disruptive students who are Māori
- 'dial a karakia'
- Tangihanga expectations

One teacher described how, in a small school, all the behaviour problems were sent to her so she was made pastoral dean (with a unit and non-contact time). Then the school introduced Ako Panuku and she was made facilitator (with more time and pay).

It was noted that kapa haka is not just 3 days a year; that the practice is ongoing and that the kapa haka group (and their teachers) are called upon regularly through the year to represent the school at formal functions. Those who are responsible for Kapa Haka groups are called on for Matariki, prize giving, school visits etc, not just the kapa haka competitions themselves.

The importance of kapa haka was repeatedly stressed. The teachers all saw themselves as there for the kids, emphasising how important relationships were. The cultural (and qualification) importance of kapa haka to Māori students was fundamental to their sense of self-worth and to their integration into the school and to achieving as Māori within the education system. The quality of kapa haka teaching is seen as hugely important as the effects of their work flows into the wider community.

There is a need to provide greater kaiako kapa haka support. There is a need for specific funding for the training of students. It is the responsibility of the management to ensure the funding is there, but that commitment is highly variable and the kaiako Māori often have to fight for recognition. An instance was given of a school which was going to fully fund the first fifteen for sports uniforms. The kaiako Māori there was forced to argue for kapa haka funding by observing that it was a cultural activity and responsibility which applied all through the year. It was, they argued, a tangata whenua entitlement. The funding is now being provided, but it was not something that was automatically budgeted for.

Senior kaiako reported observing a change from when they started teaching in that there is now a greater focus on money – and instead of a support person money was being transferred to people. For example, it was suggested that when older teachers left the newer kaiako Māori wouldn't take Kapa haka unless they were paid for it. It was observed that most tutors are now locally paid. One school was given as an example where the principal split the tutor's payment (\$1000) to remunerate the tutors.

Funding is available under STAR funding which is justified because students can get up to ten level 3 performance credits under kapa haka. One school funded kapa haka at \$9,000 per year, and provided \$25,000 for the first nationals they entered, accepting it as part of the school curriculum. However, access to this resourcing depends on who is administering the STAR funding in the school and how teachers apply for it.

Associated with this is the workload and social/economic implications around the travel and accommodation and hospitality costs associated with cultural activities. One teacher explained how in their school parents could not afford the \$20 charged for outside activities so the costs had to be cut. The school avoids overnights and kaiako kapa haka take extra food for those children who can't afford it. There is seen to be a need for more operational funding to recognise the actual costs of a culturally appropriate education system.

There is concern about the lack of PLD for Māori and the tendency for SMT to hold that resource very close.

Young teachers are often not getting or taking up the opportunity to learn anything new or to go to waananga.

Utilising the experience of kuia/kaumātua

One of the kaiako at the meeting talked about a teacher in their school who was stressed and due to burn out. The teacher relied on the school's Kaumatua and kuia who took on the role of talking to kids and parents and took a lot of stress off her and others.

Senior kaiako also suggested that expectations outside work were impacting on the degree to which work could be shared by those in teaching roles. It was proposed that young Māori men are now sharing the work at home with young children and so are less available for the broader work life outside the home and school than was previously the case.

There was considerable consensus at the hui that there was a need for a role in every school for a kuia/kaumātua outside the classroom. They saw that person, or those people, being better utilised in a tangihanga role – leaving other Māori teachers freer to focus on their duties in the classroom.

There was discussion of the Te Atakura positions, of which they understood there were only 12 left in the country. The feeling was that schools had failed to take the opportunity to modify these roles and that they had been marginalised rather than utilised and allowed to expand into areas where they can best serve and leave other areas to more energetic staff. They thought the Te Atakura were devalued and isolated across the country.

The kaiako considered that the Te Atakura role, if utilised properly, could provide each school with someone who could coordinate with the community, support Te Reo in the school, support and mentor other kaiako Māori and develop essential skills and knowledge in others.

Senior kaiako Māori were felt to get caught at the top of the pay scale in teaching roles that no longer suited their phase in life. The question was how they could be creatively used in roles which reflected their strengths and which supported younger kaiako and freed them to focus more on teaching and learning.

PRTs

There needs to be more support in general by HoDs/HoFs or for sole charge kaiako Māori in their provisionally registered period.

Support and understanding of other staff

We should be approaching a time when teachers in every school, not just kaiako Māori, can share the cultural responsibilities like karakia. Sharing the workload out will reduce the pressure.

NCEA

More professional development and assistance is required with deciphering internal assessments.

Moderators should be expected to attend the kapa haka festival so they can endorse Māori language/performance credits, thus reducing the administration required currently at school level.

Working with the community

Communities of Schools are seen as likely to assist in workload by allowing a more integrated approach to community liaison.

Submission of Komiti Pasifika



SUBMISSION ON WORKLOAD

Introduction

The New Zealand Post Primary Teachers' Association Te Wehengarua (PPTA) is the union which represents 17,000 teachers in state secondary, area, manual training and intermediate schools, as well as tutors in community education institutions and principals in secondary and area schools. The Association's Komiti Pasifika is the elected Pasifika member advisory committee to the PPTA Executive. This submission is presented on behalf of the PPTA Komiti Pasifika.

The Komiti wishes to express the specific workload concerns of Pasifika secondary school teachers.

We submit that Pasifika teachers are expected to carry out extraordinary tasks above and beyond those in their job description simply because of their ethnicity and the language skills. While it varies from school to school Pasifika teachers report that senior management and school structures expect that Pasifika teachers will carry out such unpaid tasks as:

- tutoring cultural groups and attending festivals/events to represent the school with these performing groups
- provide NCEA assessment tasks for cultural performances (dance and music standards), facilitate assessment and mark cultural performance to help students achieve more NCEA credits
- attend meetings in person to be a translator in Pacific languages for parents/families with limited English
- Pasifika parent consultation and information evenings
- help families with limited English fill out applications and other forms
- language translation for school newsletters
- attend discipline meetings to provide an appropriate cultural perspective
- mentor Pasifika students within a school
- provide tutoring and study groups for Pasifika students who need extra academic assistance outside of school / working hours
- work with ESOL students of the same ethnicity
- provide a withdrawal room for Pasifika students with behavioural issues
- attend other teachers' classrooms to intervene in a variety of situations where the classroom teacher feels the need to have a Pasifika teacher be present
- visit Pasifika homes to speak with families about school related issues
- be present at funerals of family members of Pasifika students
- track Pasifika student progress and create action plans where targets are not being met

Pasifika teachers often feel a strong sense of responsibility to go above and beyond for Pasifika students, families, and communities. Pasifika communities will also expect teachers of their ethnicity to be available to them for various purposes. As a result schools can use this “goodwill” to their advantage and access many unpaid teacher hours to undertake these tasks.

One way schools could help lessen this burden that is created for Pasifika teachers is to create specific paid positions and time allowances for these different tasks. A number of schools pay cultural tutors to facilitate performance groups and have created Pasifika academic or pastoral dean roles.

The education system itself could make changes to the support afforded to schools that have Pacific populations by providing funding for translators, Pasifika community support people and the like.

As a Komiti representing Pasifika teachers in secondary and area state schools in New Zealand we are concerned about the excessive workload that is experienced by many Pasifika teachers. These “extra” expectations often lead to teacher burn out and physical illness. Teaching is a vocation that already carries with it a workload that is difficult to manage within the time allocated. A Pasifika teacher often finds themselves with many more added roles and tasks. It is our hope that there will be a concerted response to the identified compounded issue of workload within the secondary school system.

Radio NZ article from 2014 PPTA Pacific Teachers Conference:

<http://www.radionz.co.nz/news/national/250419/pasifika-teachers-burning-out-ppta>

APPENDIX 2: Summary of responses from focus groups

Factor identified by multiple groups	Proposed solutions
Student assessment (NCEA etc.)	Shift burden back to NZQA. Trust given to teachers. Limit unnecessary version changes. Have a school-wide policy re number of credits offered or reduce the maximum number of credits. More departmental organisation of catch ups. Limit number of resubmissions. More teachers to reduce class sizes. Time allowance for individual programme development.
Extracurricular activities	Finish early one day per week. Ensure staff are duly compensated, e.g relieved of duty. Remove other time stresses to allow this to be achieved.
Initiatives	Provide time. Teacher-only days used by each teacher for whatever they think is the best use of their time. Do fewer and do them well. Max number of school-wide initiatives. Consultation before introducing (national and local level). Prioritise – approach slowly/reinforce to embed fully before moving on to the next.
24 hour accessibility	Remove/reduce other tasks. Encourage our community to be more considerate. Approach management – suggest reducing reports etc. Mail groups instead of whole staff. Be more considerate of time, i.e. sending late at night. More non-contact time. Need more PD for necessary training.
Too many meetings	Reduce number. Improve focus/professionalism. Only occur when necessary. Make decisions, follow through. Don't repeat. Google docs/drive/shared documents to be used instead. More time provided for meetings. Give out information in alternative ways. Needs to be streamlined, stick to time. Only school-wide issues – otherwise email teachers involved.
Expansion of administration	Is it all necessary? More admin staff to do this. Streamline digital data entry. Streamline systems we use. Time allotted to set up and manage the programmes we use. Prioritise collecting/processing/analysis of data only when needed, not repeated. Support staff enter data.
Expansion of mentoring and form roles	Count as contact time. Abandon these. Time allowance.

	<p>More resourcing for those in need. Reinstate truancy service.</p>
Class sizes too large	<p>Compensation needed. Days in lieu or some consistent compensation. Lobby government.</p>
Inequitable workload allocation	<p>Sort out unders and overs at beginning of year. More transparent timetable policy. Class sizes, timetable structure and policy reviewed and policy made transparent. Ministry and NZQA to take notice.</p>
Technology	<p>Revision of a school-wide policy for things like marks/grades. Should these really be on Schoology + in diaries + mark books + MUSAC? Also roll books have been supplemented by MUSAC – another example of doubling up on work. Network issues can be only solved by extra resourcing. Only adopt systems when they have been trialled/proven and users have been trained in how to use them – test before purchase and, above all, make staff consultation transparent. Ignore emails. Internal procedures for limiting flow of emails.</p>
Increasing expectations	<p>We need evidence-based decision making. Accept that education research evidence is not always the best. Stick to core task – what inspires the students.</p>
Expansion of roles and tasks	<p>Increase staffing. Clarification of roles or lack of roles. More funding for these extra tasks.</p>
Break time duties increasing.	<p>Allocated by looking at individual teachers' workloads/contact times.</p>
Registration –professional learning groups, ERO and Registered Teacher Criteria preparation. Requirements for teacher registration much worse for PRTs	<p>Manage RTC evidence better. Make it less formal, with less justification required of us. Place more emphasis on professional judgement within schools.</p>
Last minute decisions, changes to routines/loss of curriculum time ends up increasing workload	<p>Make and notify changes accurately and early. More thought put into planning in advance.</p>
Huge range of ability and skill levels in classes Dyslexia, ESOL, mainstreaming of all students Liaising with different agencies about children with special needs and dealing with a greater degree of social issues. No voluntary help in class because parents working. High need students. Majority are from out of town, new to school. Teachers doing services other agencies should be.	<p>Teacher aides – increase funding and resources. Coordination of services – a 'one stop shop'. Time to attend Individual Education Plans and talk to these professionals rather than while you are trying to teach. Address poverty. A wrap-around service requiring less administration from teachers. Social worker/counsellor attached to school. Time allowance.</p>
Beginning and new teachers – workload needs to be managed better.	<p>Not required to take so many extracurricular activities. Mentors/TIC PRTs need to supervise commitments, etc. More sharing of what other schools do – a more standardised national approach.</p>

APPENDIX 3: Workload responses identified by teachers

These were the suggestions of teachers participating in the 2015 Workload Taskforce processes.

NCEA and student assessment

- Adopt a high trust approach to **internal** moderation by significantly reducing the expectations to recognise good practice, and targeting support to where it is needed
- Adopt a protocol on change management, including requiring every change imposed on teachers and schools to have a workload reduction benefit
- Carefully analyse assessment data where there is evidence of schools pursuing credit-shopping approaches, e.g. the inappropriate use of Supported Learning unit standards or Literacy and Numeracy unit standards to boost credit totals
- Continue and refine the current targeted approach to **external** moderation
- Do a thorough stocktake of the administrative expectations on schools for NCEA and find ways to dramatically reduce these
- Ensure that professional learning and development (PLD) on all aspects of assessment is readily available to teachers as and when they need it
- Improve the quality and consistency of external moderation feedback, with a goal of making it constructive and informative for teachers
- Moderators should attend the kapa haka festivals to endorse Māori language/performance credits to reduce the administration required at school level
- Promote discussion about ways to reduce the quantity of summative assessment, including reducing NCEA assessment at Year 11 with a view to eventually making NCEA a Year 12 and 13 qualification
- Provide additional support on Special Assessment Conditions (SAC) to lower decile schools to (a) assist them in identifying eligible students, (b) prepare applications, and (c) provide the appropriate conditions for internal assessment events
- Provide two Teacher Only Days per year (within the 380 half days) to be used by teachers for marking and moderation purposes, including, where needed, meetings with teachers from other schools to peer moderate
- Publicise to teachers NZQA's rules on further opportunities for assessment and ensure that all schools are adhering to them
- Rationalise websites to provide an assessment 'one-stop-shop' for teachers
- Reducing to 60 the number of credits required for NCEA Level 1, to make it consistent with other levels
- Remove the 85% Level 2 target, and strongly encourage schools to reduce the quantum of internal assessment and keep all courses at 20 credits or fewer
- Speed up RAMP [*Review and Maintenance Programme*] process to ensure sufficient quantity and quality of all NCEA-related resources, including teaching advice, across all learning areas

School staffing

- An increase in time allowances for pastoral and guidance
- An independent review of the staffing requirements of schools for the effective provision of pastoral and guidance care to students and staff
- Community liaison time allowances and up to two community liaison positions per school, based on the size of each school's Māori roll
- Community liaison time allowances and up to two community liaison positions per school, based on the size of each school's Pasifika roll
- Dedicated business managers in schools, centrally funded at rates which are competitive with the private sector
- Dedicated property leaders in schools (or shared across schools) funded centrally at rates which are competitive with the private sector
- Improved leadership staffing entitlements:
 - Increased senior staffing for pastoral and guidance matters, ongoing professional development in this area, review of pastoral and guidance resourcing
 - Increased senior staffing for principal release for networking, for teaching and for developing leadership and strategy
 - Increased middle management time release to free senior leaders from some tasks to support principal role
 - Increased non-contact time entitlements for classroom teachers under the Secondary Teachers' Collective Agreement (STCA)
 - Improved student:teacher staffing ratios for curriculum delivery
 - Improved middle leadership non-contact time allowances to allow task sharing
 - Middle leadership positions, including Teachers in Charge of Subjects (TICs), to have a basic maximum contact of 16 hours per week, reduced by one hour per unit
 - Increased staffing to resource more senior leadership positions
 - Improved pastoral and guidance staffing entitlements to schools
- Increased administrative support and the transfer of purely administrative tasks from teachers, middle leaders and senior leaders to support staff
- Provision of fully prorated non-contact time
- Reduced class contact time for teachers approaching the end of their teaching careers
- Review of management and ancillary staff numbers to adequately reflect compliance costs generated by external agencies
- Tagged time allowance for kapa haka and polyfest tutors
- Tagged time allowance for polyfest tutors
- The recommendations of the 2012 School Staffing Review Group (SRG) report be implemented

Class size

- Centrally-funded payment for NCEA marking above 25 students per class
- Maximum class size for senior subjects/NCEA classes
- Maximum class size of 20 in practical subjects
- Maximum class size of 25 with workload adjustment mechanisms for over-large classes
- Schools to report annually on their actual class sizes
- Weighted class size for composite classes

School resourcing

- A shift to central payment of support staff salaries or tagged funding with automatic adjustments for negotiated collective agreement increases for support staff in the operations grant
- Additional resourcing for schools that have Pacific populations to provide funding for translators, Pasifika community support people etc
- Greater support for sole charge kaiako Māori in their provisionally registered period
- Improved funding for special education students and a review of the administration of special education
- Increase resourcing stability for schools
- Increased funding for employment of support staff in secondary schools.
- Increased resourcing for PLD
- Increased resourcing for practical and independent HR advice to principals
- Increased resourcing for support staff
- Increased teacher staffing numbers
- Operational funding to recognise the actual costs of a culturally appropriate education
- Provision of specific funding for the training of students in kapa haka
- Sufficient resourcing and pay rates to attract and employ property leaders and skilled finance officers in schools
- Tagged funding of 5% of total teacher salary bill distributed to school by FTTE for provision of teacher-relevant PLD

PLD

- Careful selection, induction and ongoing mentoring of principals
- Improved advice and training for employers on employment responsibility and good employer practice
- Improved pre-principal induction education
- More and culturally appropriate accessible PLD for kaiako Māori
- More professional development and assistance around internal assessments
- Provision of ongoing career-based training and support for middle and senior leaders and for principals
- Provision of tripartite advice and training on school management and administration
- Schools should use PPTA's PLD Toolkit when evaluating potential professional development for teachers: www.ppta.org.nz/resources/publication-list/1651-pld-toolkit
- Support for kaiako Māori and pasifika teachers interested in developing senior leadership careers
- The provision of adequate time and funding for relevant and accessible PLD for all teachers
- The provision of relevant and accessible PLD for all teachers

Compliance

- An independent review of countries and jurisdictions with effective education systems and low compliance policy frameworks
- Independent review of compliance requirements on schools
- National Education Guidelines and National Administration Guidelines to require boards and principals to prioritise teaching and learning over administration and compliance

Teacher appraisal and assessment

- Clearer guidelines about requirements for appraisal and assessment

- Reduced compliance around appraisal and assessment
- Time allowances for appraisal and assessment in schools

Career preparation and school management

- A national framework for secondary teacher career development from classroom teacher through to principal with extensive pre-employment training and mentoring for aspiring middle and senior leaders and principals, supported by ongoing professional development and support
- Careful principal selection processes incorporating independent advisors to the boards

Technology

- A more uniform, consistent, simple and centralised approach to data collection
- Ensure that secondary teachers receive appropriate, high quality PLD to support best practice using digital technologies.
- Every teacher to be afforded dedicated time to work within and across schools to look at best practice using the tools and opportunities that e-learning (digital technology supported learning) can provide in their subject area
- Increased public support and leadership from the MoE and NZQA for Creative Commons licensing
- Leadership acknowledgement that digital technology is only part of the teaching toolkit, and may not be appropriate in every class or every lesson
- Leadership support for keeping it simple, for consultation, for planning, and for not leaping to every new initiative
- Leadership support for safe practice in the use of digital technologies – which includes clear expectations around workload
- MoE to take a greater role in the provision of quality resources
- National guidance or protocols for schools on teacher availability and workload
- Schools be provided with an additional 0.2 staffing to go towards technical support
- Schools use the PPTA's [Education change management toolkit](#)
- The establishment of a career pathway and designated positions that would provide leadership in e-learning
- The MoE should fund a network leader/IT technician for each school
- Two Teacher Only Days per year for the next five years for PLD for secondary teachers on enabling learning with digital technologies
- Use PPTA's ICT Committee's communication guidelines on social media, email and telephone contact with parents and students: [Digital communication guidelines](#)

Extracurricular activity

- Extracurricular activity which is required as part of the expectation of employment counted as a component of contact time
- Tagged extracurricular units with a time allowance at the rate of 1 per 30 students

Educational change

- Additional resourcing for any Ministry-led change
- PLD in change management practice for middle and senior leaders and principals and for boards

Government agencies

- A greater advisory role for ERO in reviewing and recommending changes to management, systems and workload practices in schools
- A review of the resourcing demands of interaction with CYFS, Youth Justice and other social agencies
- An independent review of the impact of government agencies on the workload demands in secondary schools, including the MoE, NZQA, Education Review Office (ERO) and Treasury
- Dedicated school contact/liason officers from outside agencies/groups
- ERO take a greater active role in monitoring for, and in identifying, bullying cultures in schools
- ERO to include a review of fixed term employment practices of schools in its visits
- Improved central monitoring and publishing of reasons for leaving school/teaching
- Increased resourcing to social welfare agencies to support students at risk
- MoE be required to maintain a minimum proportion of personnel in policy and senior management roles with practical experience in school teaching and management
- MoE monitor use of fixed term agreements
- Transfer of some responsibility for organising some tasks back to the MoE

National policy framework

- A review of the competitive secondary school framework
- A review of the low trust, high compliance policy model
- Stabilise teacher supply

Schools

- A goal of every teacher in a school being able to share cultural responsibilities
- A requirement to publish annual staff turnover rates for each secondary school
- Contract requirement for employers to annually review and balance the workload of their teachers
- Each school to have an agreed kaupapa including an understanding of the expectations on Māori teachers around cultural obligations and expectations
- More support from senior management for the role of kaiako Māori in schools. Constructive, supportive relationships with the school's senior management are seen as critical
- Requirement to include the 'genuine reason' for fixed term positions in job adverts
- Review the current governance structures of schools
- Senior leaders to show support for Te Reo throughout the school

APPENDIX 4: Teachers' comments on external agencies

There were over four hundred comments on things external agencies themselves could do differently. These are listed here, by agency.

General agency support

- Accessibility to agency help
- Better support from outside agencies
- Clearer regulatory documents regarding legal requirements
- Communicate better with teachers themselves (not via Principals)
- Consult with classroom teachers before making demands of schools
- Create less paperwork for teachers
- Cut down on the number of organisations which want teachers to 'prove' (ie provide paper to show that) they are 'good'
- Don't require double work - share data
- Early notification
- Faster uptake of support applications
- Following up more quickly
- Forms/applications less time consuming and repetitive
- Give more time to deal with their requests
- Greater support/access to quality advisors
- Have a greater understanding in terms of time frames and the workload that teachers are bound by
- Hire people from organisations that actually do what they are supposed to do.
- Improve communication
- Keep information in one central location for ease of access
- Keep it short and summate rather than assume we are all interested all the time
- Keeping us in the loop
- Less bureaucracy, less paper-work to prove that we are doing the stuff that we are already doing.
- Less of a focus on ticking a stupid box and letting us do the work
- Less reporting for the sake of reporting
- Lessen compliance
- Lessen the bureaucratic input into teaching by people who have no idea, or who have been outside of the class room for so long that they lose track of teacher busyness
- Listen to the teachers and act on their recommendations
- Less data collection and analysis - no matter how many times you measure a tree it won't make it grow
- Less need for endless administration
- No more audits or at least another way of gathering this info - we already take the roll!
- No more changes till the older ones are settled
- Notifying teachers of changes rather than having to "Find " them all the time
- NZ wide database of shared student achievement data from new entrant to year 13 - make data available for transitory students
- One person to coordinate all the organisations, including the school, involved with one student
- Provide an auditing service for schools to review use of time and resources in order to improve efficiency and identify priorities
- Realise that teachers are actually busy and can't always answer emails at once or actually do what is asked because we are busy marking or preparing work
- Recognise that teachers are professionals.
- Recognition of the excellent job that most teachers/educators currently do
- Reduce workload in some way rather than continually adding to it

- Reduction of compliance requirements
- Stop generating demands for more data and use what they have effectively
- Stop trying things that other countries have already failed at
- Streamline compliance processes
- Timely long-term planning and communications (eg PLD providers)
- Treat teachers as dedicated professionals when they talk about us or to us
- Understand the constraints of a school
- Work collaboratively with us

MoE

- Empathy from MoE and a realisation for the need for support and recruit more teachers.
- From MOE, move away from ticking boxes and empower schools
- Less compliance from the ministry
- Less red tape and Ministry paperwork
- Ministry and ERO spelling out their expectations so that we can plan to meet them
- Ministry could slow the deluge of new initiatives
- Ministry needs to rationalise changes.
- Ministry of Ed give the option of printed copies of things instead of expecting us to not only pay, but also spend our time locating, printing and then binding. Quality printed copies last better and are more professional for referring to, especially with parents
- Ministry pressuring management and therefore classroom teacher to tick the boxes
- Ministry to recognise teachers are overworked eg Keep terms to same length from year to year
- MoE could establish an effective truancy/attendance service
- MOE having more understanding of the workload of teachers
- MOE initiative teams need to spend a term in school trying out the endless new initiatives to see how unmanageable things are becoming for teachers.
- MOE need to stop putting forward endless initiatives which look great on paper, but perhaps cannot be sustainable due to additional hours needed to successfully implement new ideas
- MOE needs strengthening to give teachers in the classroom more support
- MOE provide factual evidence for MLE [*modern learning environments*] making a difference to student achievement instead of schools expected to spend time investigating this
- MOE provide templates; more guidance with administrative/compliance issues
- MoE reduce the box ticking compliance issues that do not relate directly to teaching and learning
- MoE stop having new initiatives and allow schools to bed in those currently on the go
- MoE to be more responsive to needs of schools particularly buildings and cease imposing its own desires/fads
- Most work is created indirectly by MoE requesting stats and documents that management then offload to teachers to gather
- Provide seamless support in areas such as property and IT for or across all schools
- Reconsider the effectiveness of some of the ministry-led cluster meetings - PB4L? RP [*Restorative Practice*]? What value do they add to busy days?
- Red Tape busting MoE
- Senior advisor (Ministry) could be working with us instead of hindering us
- Take more responsibility for the tasks teachers do on their behalf. NZQA, MoE
- The Ministry could consider observing teachers throughout their day and the way in which they handle their workloads in order to gain a realistic idea of what teachers are dealing with day to day.
- The ministry could simplify their systems and demands from teachers.
- The Ministry deciding what it wants and then allowing time for change. Change isn't necessarily bad - the pace is. Identify exactly what schools need to do and then give them time to do it.
- The ministry needs to put more quality support (and money) into assisting the increasingly challenging students we have to teach
- The Ministry of Education having more awareness of what each department is doing and a computer system to cope with it.
- The Ministry of Education seems to think that when the new boys in the office discover some

new concept, that we teachers are unaware of it, and we are forced to endure the "company policy" PD training eg differentiation! Let's have some educators in the Ministry, not State Service employees looking for career advancement.

- The Ministry of Education should stand up for proper policy development and trialling to avoid wasting teacher time
- The Ministry should stop handing out money to schools to implement ideas/philosophies that have failed overseas

ERO

- ERO asked for a huge amount of paperwork and time during their last visit
- ERO investigating properly, not just a tick and flick system, interviewing all teachers confidentially
- ERO needs abandoning in current form. A return to subject advisors and a move away from a tick box mentality
- ERO needs to promote its recent report into the wider issues that students are experiencing under the pressures of NCEA
- ERO providing more directed feedback
- ERO to give explicit details of what they want when they visit schools.
- Cut back data gathering requirements ERO
- Check that schools are abiding by the work laws
- Ministry and ERO spelling out their expectations so that we can plan to meet them

NZQA

References related to NZQA were more specifically focussed on NCEA and have been dealt with elsewhere. Others comments were:

- Bring back subject advisors who visit schools to advise on internal moderation - NZQA/MinEd?
- Have a subject advisor who is reasonably local / accessible and who understands the NZ school and assessment system
- Have more contact with specialist subject advisors
- Having specialist advisors who were able to come into schools and work with staff
- Take more responsibility for the tasks teachers do on their behalf. NZQA, MoE

Group Special Education

- GSE support for non-mainstream students
- Have students' mental health issues addressed
- Gov. should be intervening more with students with special needs
- Resource Teachers Learning and Behaviour (RTLB) - need more consistency between RTLB - some have no idea how to work in a secondary school therefore increasing work load

Teachers Council

- Have a professional body that sets teaching standards that is run by current qualified classroom teachers
- Having a Teaching Council that was actually run by teachers with some others in supporting roles
- New Teachers Council paper work over the top

Team Solutions

- Restore Team Solutions/advisors
- Team Solutions to be helpful rather than just requiring extra boxes to be ticked

CYFS and social welfare agencies

- CYSF - more on to it
- CYFS to be better resourced so able to support
- Better support from ministry of social development (cyfs) in helping whānau at risk
- Better social welfare
- Health agencies be better resourced so case work followed up more effectively and quickly
- Help with pupils who are coming to school from very difficult home situations
- Housing - making sure kids were healthy
- Having trained social workers who could work with children and families in crisis
- Having related professions onsite or nearby e.g. nurse, psychologist
- Keep schools better informed when their clients are our students so we can provide appropriate support; families are often so overwhelmed they don't think of telling the school for e.g. when CYFS become involved
- Make sure all students are well fed
- Other agencies could take on the social worker aspects instead of lumping it all onto teachers
- School based social worker full-time
- Provision of full-time social workers, educational psychologists and mental health expertise to address inter-generational trauma
- Provision of full-time health care for students and their whānau
- Referrals for problem students and agencies take ages and often result in no effect - address this
- Social and justice agencies could do more of their own work and not keep pushing it on to teachers
- Winz making sure kids were fed

Truancy support

- Efficient and effective truancy service that actively is on the street bringing students back to school, chasing up with parents
- Having a centralised position such as a truancy officer to deal with absent students saving teachers having to deal with this time consuming issue
- Increase in truancy service support
- Truancy - more effective follow up
- Truancy to deal with student tracking
- Attendance agencies having more time/taking some of the load

NZSTA and boards of trustees

- The board of trustees actually spending time during the day in school so they can see what's actually going on

Government

- Government could find ways to help those parents who are unable to, or don't want to, prepare their children for school
- Government could place more value on the education sector rather than just private enterprise all the time
- Government could try to give better management strategies / support / PD to school leaders
- Government listening to teacher before coming up with new schemes and ideas
- Government to not interfere
- Stop Government initiatives which require additional time without additional staffing and

funding.

- The government employing someone who understands teaching as minister of education
- The government needs to respect teachers
- They need to apply research to their policy decisions rather than what they think will buy them 1 more vote.

Media

- Communicate positive information about teachers for a change
- Media - stop sensationalising trivial incidents and tell the truth
- Media focus around positive discourses around teachers
- Media to gain a deep understanding of how NCEA works
- Stop teacher bashing in the media - tired of negative press
- Take away league tables - we spend too much effort fighting for recognition

Community agencies and local business

- Community agencies could offer driver licence training for students
- Community leaders/church leaders and company representatives could emphasise the non-academic post-secondary employment opportunities available.
- Greater involvement by community stakeholders in students' learning outcomes
- Provide more activities from the community/local businesses for the students to get a feel for working
- Parents providing students with the basics, food, clothing, shelter, love, and values
- Support the school in what they are trying to do or get involved to guide the school in what that should be like from a parent's perspective.
- Businesses and industry could get more involved in influencing teacher attitudes instead of being negative about them
- Local business could encourage young people to take part-time work.
- industry - take teachers in to their workplaces for sabbaticals

Tertiary

- Effective teaching practitioners being seconded to teacher-training institutes - the level of understanding of PRTs in terms of pedagogical knowledge (or lack thereof) is frightening. This is putting increased pressure on schools to train teachers "on the job".
- Preparing our next generation of kaiako to be able to implement NCEA in Wharekura/Kura-a-iwi (Training Colleges)
- Teacher training institutions - ensuring PSTs [pre-service teachers] and PRTs are equipped with knowledge and skills
- Teaching colleges start their courses to match the school year so PSTs come in late term 1 and late term 2/early term 3. Too stressful to have trainees in the classroom at the most intense time of the year
- Tertiary colleges to offer additional courses for low achieving students
- Universities (apart from Auckland) raise the bar for entry to courses
- Universities could visit schools and communicate what type of students should and should not apply
- Universities depending less on us to disseminate their information and do their marketing and recruiting.
- Industry Training Organisations (ITOs) actually have a school adviser come to visit and acknowledge the work we do for them
- ITOs have little appreciation of the "classroom" ie. 25 students as opposed to 1 apprentice

Catholic Education Office

- Catholic Ed Office and Bishop give us a new school, or at least make a decision about our future.

Primary schools

- Primary schools could do more to raise students literacy and numeracy