



PPTA TE WEHENGARUA ANNUAL CONFERENCE 2022

A NEEDS-BASED STAFFING MODEL



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CONTENTS

RECOMMENDATIONS..... 2

1. SUMMARY..... 3

2. BACKGROUND 3

3. NOT FIT FOR PURPOSE 4

4. RAISING THE ISSUES..... 4

APPENDIX 112

RECOMMENDATIONS

1. That the report be received
2. That PPTA Te Wehengarua endorses the Secondary Principals' Council's Needs-Based Staffing Model
3. That PPTA Te Wehengarua notes that needs-based staffing requires both a change to the staffing entitlement components and an increase in the quantum of staffing
4. That PPTA Te Wehengarua call on the Minister of Education to implement the Needs-Based Staffing Model by the start of the 2025 school year

1. SUMMARY

- 1.1 The Association already has general policy that staffing should be needs-based but we have no specific policy on what that should look like.
- 1.2 This paper asks members to endorse the needs-based model developed by PPTA Te Wehengarua's Secondary Principals Council as Association policy for any discussions of improvements to the current staffing model.

2. BACKGROUND

- 2.1 The staffing formula for secondary schools traces its history back to the mid-1940s. There were minor modifications made in the 1980s and in 1991¹.
- 2.2 Initially there were different formulae for different types of schools (primary, secondary, composite, intermediate etc). In 1994 the primary and secondary staffing formulae were merged into one staffing formula at the recommendation of a Ministerial Reference Group. The formula was designed to redistribute staffing between and within the whole primary-secondary school sector on a more linear model. It transferred staffing for more than 1000 teachers from the secondary sector to primary to keep the resourcing changes fiscally neutral for the government.
- 2.3 Over the period 2000-2005 adjustments were made to the formula as an outcome for the 2000 Staffing Review Group which agreed to increases to secondary and primary staffing.
- 2.4 As the formula now stands, three types of 'entitlement staffing' are provided to secondary schools²:
 - curriculum³ – which has a base component of up to six full-time teacher equivalents (FTTE) generated by the number of secondary year levels together with a roll-generated component weighted by year level
 - management - which has a base component of up to 1 FTTE and a roll-generated component weighted for year level
 - guidance - a base component of up to 2.3 FTTE generated by the number of secondary year levels.

¹ The formula was adjusted to reduce secondary staff to fund the government's bulk funding trial.

² A small amount of additional staffing is provided for things like beginning teachers, the attendance of ORS students etc.

³ The curriculum staffing and the small amount of guidance staffing that were provided separately in the pre-MRG formula were incorporated into the MRG curriculum entitlement.

3. NOT FIT FOR PURPOSE

- 3.1 The purpose of the formula is to limit the financial liability of the Crown arising out of its obligation under the Education and Training Act to pay the salaries of all regular teachers employed at state and integrated schools. In terms of that, the formula is doing a reasonable job.
- 3.2 However, schools have a different expectation of the staffing formula – that it provides the staffing needed to meet the needs of the students and the school as an operating entity. In that regard there has been increasing evidence that the system designed in the 1940s, and tweaked occasionally since then, fails as a resourcing model in a modern schooling system.
- 3.3 The formula is not based on the actual needs of schools. For example, schools of similar size receive the same guidance and pastoral staffing component, but a needs-based formula would cater adequately for the number of pupils with serious pastoral and guidance support needs nationally, and apply staffing differentially for individual schools because such students are not evenly distributed across schools. Pastoral and guidance, and management are under-resourced so curriculum staffing can be ‘robbed’ to resource them in some schools, while in small schools management may be scrimped on to provide curriculum options.

4. RAISING THE ISSUES

4.1 2007-2008

- 4.1.1 In 2007, after considering the structural problems with the existing staffing formula, as part of the report on class size⁴ which noted the distorting effect the staffing formula had on class sizes in large schools, the Conference required Executive to present a paper to the 2008 PPTA Te Wehengarua Conference identifying and describing models for a needs-based staffing formula in secondary schools.
- 4.1.2 In 2008 Conference discussed ‘*Needs-based staffing for secondary schools*’⁵. That paper noted that the current formula allows the government to make budget projections on teacher costs, but it is not designed to meet students’ needs and has inbuilt problems:
 - Large schools are significantly disadvantaged in terms of curriculum staffing and a high proportion of over-large classes occur in these schools.
 - Small schools struggle to offer a broad curriculum.

⁴[Class Size Report to Annual conference 2007 \(ppta.org.nz\)](http://ppta.org.nz)

⁵[Needs-based staffing for secondary schools \(ppta.org.nz\)](http://ppta.org.nz)

- Middle sized schools in urban areas struggle to compete with nearby large schools, by offering curriculum width at the cost of large junior core classes.
- The current model does not reflect the staffing needs of an individualised learning paradigm.
- There is no recognition of the differential pastoral and guidance needs of schools with lots of students at risk of underachieving.
- The existing model under-resources the management and guidance pressures on schools of all sizes and demographics. This often results in local decisions to increase staffing in these areas by transferring hours from the curriculum staffing – which in turn drives up class sizes.

4.1.3 In short, the conference agreed that we have a staffing model that creates large classes as a by-product and does not recognise needs of schools.

4.1.4 The 2008 conference accepted that a needs-based staffing model would recognise the demands on modern secondary schools in the 21st century including providing for:

- a broad curriculum with classes of no more than 20-25 at each year level
- small option classes
- an extensive network of pastoral and guidance support
- interaction with external agencies (such as Oranga Tamariki, social workers, police, WINZ, ITOs)
- an extensive network of careers and education pathway guidance
- complexity of managing a personalised learning environment with varied assessment and interaction with a range of external organisations
- interaction with the parent and wider community
- the different demands on large schools and small schools
- greater flexibility in the structure of timetables
- special needs of students and schools with very localised issues
- differences in the student intakes
- health and safety requirements on secondary school laboratories and workshops
- professional development of teachers.

4.1.5 The 2008 conference acknowledged that a needs-based staffing model for secondary education would be likely to still be formulaic to meet the government's needs to forecast and budget for spending. It agreed however that the critical cause for concern is that the current formula does not approximate the actual needs of secondary schools in the 21st century and falls to target resources according to need, other than in the crudest manner.

4.1.6 The conference noted that one difficulty would be to identify what we collectively want schools to achieve before we can determine the resourcing required to do it.

4.1.7 The conference determined that:

- PPTA Te Wehengarua insists that new needs-based staffing models are developed and resourced; and
- Any new model of secondary and area school staffing should ensure that the needs of Māori and Pasifika students and communities are identified and met.

4.2 2012

4.2.1 As a result of PPTA Te Wehengarua pressure and industrial negotiation claims a Secondary Schools Staffing Review Group (SSSG) was established in 2012, comprising representatives from the Ministry, PPTA Te Wehengarua, the New Zealand School Trustees Association (NZSTA), the New Zealand Secondary Principals' Council (NZSPC) and the Secondary Principals' Association of New Zealand (SPANZ). It was co-chaired by Anne Jackson (a Ministry of Education Deputy Secretary) and Kevin Bunker (the PPTA Te Wehengarua General Secretary).

4.2.2 In its report⁶ the SSSG members agreed that:

- There was no information on whether the pattern of guidance time allocation is appropriate in secondary schools, or what ratio of students to guidance hours is most appropriate either generally or by decile.
- There was no information on whether the pattern of management time allocation is appropriate to the actual needs of secondary schools.

4.2.3 The parties noted the impact the current formula appears to have on some schools, and unanimously commended that:

- The 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.
- The 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

4.2.4 The parties also 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.

4.2.5 The parties agreed they 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 and that as part of that work, they should seek to gain a better understanding of the use of guidance and management time in schools.

4.2.6 Then, suddenly, nothing happened. The Ministry was not interested in fulfilling the recommendations it had been party to.

⁶ [Report of the Secondary Schools' Staffing Group 2012 \(ppta.org.nz\)](http://ppta.org.nz)

4.3 2014

4.3.1 The 2014 PPTA Te Wehengarua Annual Conference picked the issue up again. A paper on needs-based resourcing⁷ to that conference noted that:

4.1 *... the Ministry of Education does not know what it costs to run a 'well managed' school; there is no agreed standard, just the 'historical accident' of the funding formula and rates that have been arrived at currently. With an agreed standard it would be easier to judge the costs of meeting that standard education and the additional costs associated with those who begin with an educational disadvantage.*

4.2 *Furthermore, a starting point for the discussion must be that, while there could be opportunities for savings and reprioritisation of spending, no students or schools will be worse off under any new model, recognising that there is no 'fat in the system' to trim.*

4.3.2 The paper asked whether as a sector we could identify the staffing and delivery mechanisms required to:

- deliver the breadth of curriculum expected in a state school.
- establish the class sizes parents want in schools and the staffing quantum and model required to provide this.
- provide the desirable level of pastoral and guidance support for students.
- provide small group mentoring.
- meet the management and administration requirements of a modern school.
- address educational disadvantage

4.3.3 The conference determined that PPTA Te Wehengarua should seek to work with other representative sector organisations to initiate discussions on how state and integrated school system could be resourced within a needs-based framework.

4.4 2015

4.4.1 The government set up a review of school resourcing to be undertaken by the Ministry of Education. Sector bodies felt excluded from the review and PPTA Te Wehengarua convened a cross-sector group to develop a collective view on resourcing to provide balance. This group, the National Education Leaders Panel (NELP) included NZAIMS, NZCEO, NZEI, NZPF, NZPPTA, NZPTA, NZSPC, NZSTA, SEPANZ and SPANZ.

4.4.2 The agreed purposes of the NELP were to:

- Improve equity of educational provision and maximising student success (collectively and individually) as a social and economic good for the country.
- Try to ensure that the primary purposes of the Ministry's resourcing review were to ensure equity of access and a fair opportunity for all students to succeed in their local school and for all schools to have the resources required to achieve this for their unique combination of students.

⁷A needs-based model of resourcing for schools – time for a national discussion?

- To promote resource allocation that attends to student needs, the infrastructure required to deliver that at the school level and the infrastructure and support for schools and students regionally and nationally.
- To provide the government with a set of agreed principles from the sector.

4.4.3 The NELP members agreed that they would not separately develop resourcing models for staffing and funding but rather they would work together to engage with the Ministry in co-developing alternative resourcing proposals.

4.4.4 The group agreed, amongst other things, that:

- The current resourcing structure is not fully ‘fit for purpose’, has unfair outcomes and some unintended and unwanted consequences.
- Some existing policies conflict with the delivery of efficient, equitable and effective funding.
- Schools should not be reliant on locally raised funding sources to deliver a quality education to each student.
- Resourcing change requires more than small formula adjustments.

4.4.5 The NELP expectations for a new resourcing model are replicated in appendix 1.

4.5 Equity index

4.5.1 In 2016 the Ministry of Education began work on replacing deciles with a socio-economic indicator scale (and equity index) to measure more accurately the relative barriers to educational achievement in school populations. (See the 2022 Annual Conference Paper *A step towards needs-based resourcing – the Equity Index*).

4.5.2 That work is now at the implementation point. Schools now have a much more accurate measure of the relative needs of their students, and this provides the basis for a more needs-based approach to staffing schools.

4.6 Addressing the issues - The work of the Secondary Principals’ Council 2020-21

4.6.1 In 2020 the Secondary Principals’ Council of Aotearoa (SPC) determined that the time was ripe for the design of a needs-based staffing model.

4.6.2 Its first step was to survey secondary and area schools to find out what their staffing needs were and how much staffing they were short of, and where.

4.6.3 They reported back on their findings⁸, which can be summarised as schools are on average 5 FTTE understaffed for their needs and that the areas where they are least adequately resourced under the current formula are for management and administration time, and for pastoral care and guidance time.

⁸ [Entitlement staffing adequacy \(ppta.org.nz\)](https://www.ppta.org.nz)

- 4.6.4 The next step was to engage an independent reviewer to undertake case studies of a range of schools to get more detail on the use and shortfall of staffing in schools⁹. The case studies reinforced the findings of the survey and the analysis of the current staffing formula that indicated that the staffing formula is not rational or needs-based in its approach to resourcing management time or pastoral care time.
- 4.6.5 In July 2021 SPC arranged a two-day summit for school leaders. The first day was spent hearing from experts on current issues in education. The second day was spent in workshops formulating what a needs-based staffing model would look like. A report of the summit and its findings can be found on the PPTA Te Wehengarua website¹⁰.
- 4.6.6 SPC summarised their work on the proposal for a needs-based staffing model¹¹ and prepared a short discussion document¹² which was circulated to all secondary and area school principals, branches, and politicians and key government agency leaders. The model has received very positive feedback from the sector.
- 4.6.7 The essential nature of the proposed needs-based model is to first identify what broad needs schools actually have to meet through their staffing and to staff for those needs, then adjust the staffing on a school-by-school basis to reflect the greater needs that some students bring to their schools. In this respect the Equity Index can be integrated into the resourcing of school staffing.
- 4.6.8 The model is that very small schools (e.g. rolls under 50) be staffed with a base level of staffing to cover management, pastoral care, and curriculum and for schools above that minimum to be resourced more directly for need through four components:
- (i) *Curriculum entitlement*
- A base entitlement regardless of school size that allows breadth of specialist coverage, and
 - Curriculum ratios that allow schools to have average class contact sizes of 25 or less (such as 1:20 for year 7-10 and 1:17 for years 11-13)
 - A per student component to support local curriculum and co-curriculum / extracurricular
 - A per FTTE planning and preparation time component
 - The sum of these adjusted upwards against a weighting based on the equity index

⁹ [Case-Study-Report-final.pdf \(ppta.org.nz\)](#)

¹⁰ [SPC-Staffing-Summit-Report-21.9.21.pdf \(ppta.org.nz\)](#)

¹¹ [PPT-4156-Secondary-Staffing-Need-for-Change-P2_V1.pdf \(ppta.org.nz\)](#)

¹² [PPT-4106-Secondary-Staffing-Discussion-Document-P1-V1.pdf \(ppta.org.nz\)](#)

- (ii) *Guidance, pastoral and learning support entitlement*
 - A base pastoral care and guidance component would apply regardless of size of school to ensure that there is someone in each school who can specialise in the provision of pastoral care and guidance (for example 0.5 FTTE per school).
 - A roll-based entitlement for pastoral care and guidance (e.g. 1 FTTE per 400 students)
 - A base component for all schools to allow appointment of an expert in special needs education and learning support, regardless of roll size (e.g. a SENCO or LSC).
 - The sum of these is increased by a weighting based on the equity index.
- (iii) *Professional development and mentoring entitlement*
 - The curriculum and guidance and pastoral staffing components generates some additional staffing the professional development and mentoring of teaching staff (e.g. one hour per week per FTTE staffing) which is increased by a weighting against the equity index.
 - More isolated schools would have an adjustment based on their isolation index.
- (iv) *School leadership and management entitlement*
 - 1 FTTE is designated for the principal regardless of roll size.
 - A base component community/whānau/iwi liaison (e.g. one day per week) plus a per student component (e.g. 1 FTTE per 1000 students) which weighted against the equity index.
 - The curriculum and guidance and pastoral staffing components and professional development and mentoring components are divided by 9 to provide the general management component.
- (v) *Additional components*
 - Individual allowances (e.g. beginning teacher time allowances) and special education staffing would be in addition to entitlement, as they currently are.
 - An additional time allocation for each student enrolled in an approved online course, to cover both the smaller class ratios and the additional e-dean time required.
 - For directed initiatives, such as the NCEA refresh the staffing entitlement should be temporarily increased to provide time for the PLD, planning and implementation of the initiative.

4.7 Special Needs Staffing

- 4.7.1 The level of special needs staffing must be reviewed separately to ensure it is adequate for needs.

4.7.2 The model assumes that the extra 5 teachers per school of which principals indicated they were short, would be incorporated to ensure that the actual needs of students and schools and teachers are reflected in the resourcing it would provide.

4.8 2022

4.8.1 In 2022 Executive endorsed the model as the basis for developing further staffing policy and as the framework for staffing-related claims in the 2022 negotiations.

4.8.2 There are currently claims for additional staffing resource for pastoral care and guidance in the STCA, ASTCA and SPCA industrial negotiations, which were endorsed by members of these agreements.

4.8.3 This conference paper seeks the endorsement of the PPTA Te Wehengarua membership for the whole SPC needs-based staffing model.

NELP expectations for a new resourcing model

The resourcing model must recognise the right of students to a free education and the requirement that there is compulsory education and its must:

- Be fair and equitable
- Reflect the actual costs of providing New Zealand’s curricula and a quality education experience and pastoral care to each student in the system
- Recognise the extra costs associated with delivering an equitable education to certain groups of students with high educational needs low socio-economic, SNS, etc.
- Include robust evidence-based indicators of high educational needs
- Recognise the impact of concentration of needs
- Include a weighted component for student need within both funding and staffing resourcing as part of the total resourcing for each.
- Recognise and reflect the unique aspects of the New Zealand schooling situation.
- Reflect the complexity of delivering education on the ground and in different contexts (e.g. rurality/isolation/school size etc)
- Use measures for determining effective use of resources which are comprehensive, sophisticated and agreed with the sector.
- Ensure effective connections with other agencies that support schools in meeting the social wellbeing needs of students.
- Reflect the actual costs of specific expectation and policies (new and existing)
- Balance accountability of resource use with adequacy, accuracy and efficiency of resource provision
- Address implementation and ongoing costs of policies and initiatives
- Be regularly adjusted for changes in costs and expectations
- Be efficient and effective in use of resources at local and national level
- Be administratively simple for schools (*not necessarily for the MoE*)
- Be well understood
- Have sufficient cross-sector support to ensure to the greatest degree possible that future policy development does not conflict with effective delivery of efficient, equitable and effective funding.
- Make more efficient use of some resources by sharing across a group of schools where this is appropriate to achieving the purposes outlined earlier.