Implementation of Communities of Learning – practitioners' experiences

- This report contains findings from a survey of PPTA members and principals in schools identified as being part of Communities of Learning. The survey asked a range of questions about the degree to which implementation of those Communities of Learning is meeting the agreed aims of the initiative.

- The report finds that there is continuing support for the aims of Communities of Learning but that the implementation process is failing to support the development of both horizontal and vertical collaboration and consultation.

- The report establishes baseline data by which the success of future improvements to implementation of the initiative can be measured.

Contents

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.

For enquiries relating to this report please contact:

enquiries@ppta.org.nz   Subject field: 2017 CoL Report

Introduction

Communities of Learning[1] (CoL) were introduced as the key component of the Investing in Educational Success (IES) initiative in 2014.

While the initial cabinet proposal was not supported by the sector in its original form, central to the CoL model were two essential elements which reflected established NZPPTA policy:

1. A new **collaborative** model of schools with a common community of interest working together to support learning.

2. New career pathways for teachers in the form of three new CoL-related roles: the CoL Leadership role, the Across Community Teacher (ACT) role and the Within School Teacher (WST) role.

A sector-wide group, the IES Working Party, provided a report[2] to the cabinet on how the policy could be effectively implemented. The report indicated a number of changes to be made and identified some underlying expectations about how they would develop.

A series of 'technical' workstreams[3] comprising Ministry of Education, PPTA, NZEI and NZSTA further developed those proposals in the IES report which were approved by cabinet. These workstreams, particularly the Community of Schools workstream, produced guidance material to assist schools in developing the communities to meet the expectations of the sector.[4]

Elements seen as essential to the success of the communities by the IES Working Party were that they were:

- truly collaborative in nature,[5] both horizontally and vertically – involving the wider community, boards, principals and teaching staff;
- formed voluntarily;[6]
- free to establish the goals and objectives[7] that were most appropriate for their local circumstances and student needs.

The Community of Schools workstream[8] further established the understanding (contained in the jointly developed document *Community of Schools: Tips and Starters: Working together. Developing your achievement challenges, developing operating structures*[9]) that they would be:

- free to form (and to reform) within their own timeframes and to establish their own structures and processes,[10] guided by what research indicated were the most effective ways of achieving collaboration, not mere cooperation, and to allow the broad multi-directional consultation and the building of the level of trust required to underpin successful collaboration (both of which require time to happen).

---

[1] Originally, and now synonymously, called 'Communities of Schools'
[2] *Investing in Educational Success Working Group Report* 3 June 2014- *Ministry of Education*.
[3] These were the Communities of Schools workstream, the Professional Standards Writing Group and the selection, appointments and appraisal workstream.
[4] IES Working Group Report paragraph 33p8
[5] Ibid. Paragraph 3 p3,5,20, 26
[6] Ibid. Paragraph 4 p3, 28
[7] Ibid. Paragraphs 31 p8 and 81 p17
[8] Ibid page 44-45 identify the questions to be answered by the Community of Schools worksteam.
[9] *Communities of Schools: Tips and Starters: Working together. Developing your achievement challenges. Developing operating structures.* April 2015 – *Ministry of Education*
[10] *Tips and Starters* pages 2-4 and 9-13.

Core purposes and functions essential to the new roles were agreed by the sector[11] and accepted by cabinet. The implementation of the CoL was to "model behaviours that support collaboration and a positive professional school culture" .[12]

The expectations developed in the planning process for the roll out of the CoL were agreed by the Community of Schools technical groups and built into the Ministry of Education documents *Tips and Starters* and the *Communities of Schools*: *Guide to Schools and Kura.*[13] Both documents were endorsed by the groups working with them (PPTA, NZSTA and the secondary principals' representative). *Tips and Starters* indicates the central role of vertical and horizontal collaboration and consultation within the development of CoL, and a schematic in *Guide to Schools and Kura* illustrates where the involvement of teachers and community is seen as integral to the development of successful CoL. *[14]*

Further agreements were reached between the Ministry of Education and PPTA about the functions, resourcing and operation of the new roles in the communities.[15] The final stage in development was the agreements that formed variations to the secondary school and area school collective agreements.

From that point the policy development phase became a fully-fledged policy implementation phase.

With 2017 being the third year of CoL implementation, PPTA executive decided in April 2017 to review the degree to which CoL development is reflecting the expectations underlying the design of the model.

To this end the association conducted a survey of the principals and PPTA members in secondary and composite schools which were identified by the ministry as belonging to a Community of Learning (as at 6 March 2017).

The survey was about the process of implementation and the degree to which the agreed principles were being reflected in practice, and to establish baseline data on the CoL roles and perceptions of changes in collaboration and competition.

The survey questions tested the experiences of school leaders and teachers in the implementation phase of Communities of Learning and against the expectations developed through the IES Working Group process (*see the Working Group Report https://education.govt.nz/ministry-of-education/specific-initiatives/investing-in-educational-success/*) and agreed between the parties to the collective agreements.

In total, 8,576 survey links were sent to principals and teachers in 333 schools across 180 identified CoL. The survey was open between the ninth week of Term 1 and the end of week 2 of term 2.

---

[11] IES Working Group Report. pp10-11
[12] Ibid. para 81 p17.
[13] Communities of Learning – download a starter guide – *Ministry of Education*
[14] Ibid. P5.
[15] Secondary Teachers' Within School Teacher guidelines (pdf)
　　Secondary Teachers' Across Community Teacher guidelines (pdf)
　　Area School Teachers' Within School Teacher guidelines (pdf)
　　Area School Teachers' Across Community Teacher guidelines (pdf)
　　Secondary Principals' Community Leadership R ole guidelines (pdf)
　　Area School Principals' community leadership role guidelines (pdf)

There were 1,412 responses, including 58 school leaders, covering 273 schools (37 composite, 16 intermediate and 220 secondary schools) and 177 Communities of Learning.[16]

Response rates were 16% of the total sample and 21% of the principals surveyed. They covered 82% of all schools involved and 91% of the identified CoL.

PPTA wishes to thank those who helped with the development of the survey, particularly Dr Cathy Wylie for her valuable critique of the questions, and the PPTA members who trialled it.

---

[16] Those replying to the survey identified their school. To avoid the problem of teachers not knowing the name of the CoL they were in, or not knowing that they were in a CoL, the school name was then aligned against the Ministry of Education list of schools in CoL.

Executive summary

The responses to this survey indicate that teachers are generally supportive of the underlying ideas behind CoL. They also suggest that the implementation process, when measured against several of the principles developed through 2014, has to varying degrees not met expectations.

Principle 1: Truly collaborative in nature, both horizontally and vertically – involving the wider community, boards, principals and teaching staff in secondary school decisions.

Some CoL have engaged in collaborative consultation with their teachers and communities but most of the consultation and collaboration appears to have been between principals. Few teachers see an increase in vertical collaboration as an outcome of the CoL development process to date. Many teachers have very little knowledge of their CoL, to the extent that about a tenth of those surveyed were even unaware that their school was in a CoL and a fifth said they did not know what the underlying principles behind the CoL were. Consultation with the parent community seems to be even less common than with teachers.

Principle 2: Free to establish the goals and objectives that were most appropriate for their local circumstances and student needs.

The survey found concerns about schools and CoL being restrained in their choice of achievement challenges and around the evidence to be used. Teachers and communities are not commonly consulted about the achievement challenges and there is a low sense of ownership of them felt by teachers.

Principle 3: Free to form (and to reform) within their own timeframes and to establish their own structures and processes.

The survey found concerns amongst those in the Community of Learning leadership role and principals that schools were constrained from forming their preferred leadership model. Few variations were identified. There is evidence of some vulnerability for CoL around the future availability of potential leaders as a result of the single principal leadership model.

Principle 4: The agreed functions, resourcing and operation of the new roles in the communities.

For CoL role holders, the trust and confidence of their colleagues is agreed to be essential to the success of their roles.   The roles, particularly the WST role, are to be a genuine, pedagogically-based career alternatives to existing middle and senior leadership pathways. The separation of pedagogical development support from summative appraisal and assessment is seen as a key component of the new roles.[17] Much resource material to assist CoL to develop and for schools to correctly implement the roles was developed.

Working against these are a number of factors identified through the survey:

- Working against trust and confidence:
  - a significant minority of WST were engaged in assessment and appraisal of staff
  - appointment processes of WST are not seen as fair and open by most teachers
  - there is little consultation with teachers about the WST roles

---

[17] "It is important that this role is kept separate from any responsibility for making appraisal, performance management or competency judgements in relation to other teachers. The role should always be seen in a support and guidance role focussed on professional growth, not making summative judgements of performance. '*Guidelines for the appointment to the Community of Schools Teacher (across community) role in Secondary Schools*' 2014 p3. MoE/PPTA/NZSTA

- o there is little evidence of schools attempting to integrate the new roles with existing roles that have overlapping responsibilities
  - o resentment towards teachers in CoL roles is felt by some teachers and middle leaders because of the perceived disparity in the pay and workload of the WST and (less so) the ACT relative to pay and conditions of middle leaders.

- Working against an alternative career pathway to middle leadership:
  - o most of the WST positions were not permanent, despite a requirement for 60% to be permanent
  - o many WST who were in middle management roles continue to hold those management roles as well as the WST role
  - o there are gaps in the PLD for, and understanding of, the new roles

- Working against informed participation and development:
  - o there is little awareness of the resource material provided
  - o there are calls for more support and guidance
  - o there are gaps in the links between the understanding of intent and implementation of the policy
  - o there has been little done to date to share face to face understandings or experiences from the earliest stages of CoL development

The findings suggest that there is a need to review and amend the implementation process at all levels.

A few words on the report

1 A context for the number of responses to different questions

The survey asked questions about the stage of CoL development, the processes of developing the CoL, the operation of the CoL roles and the feelings and expectations of those in the CoL. As individuals and schools are at different stages and engagement in CoL development, responses were filtered at several points in the survey to ensure that those responding would only continue to be asked questions relevant to their role and to their level of knowledge and experience of the CoL. Consequently the number of responses to questions varies from 1412 to 4 (for one specific role).

635 teachers gave early indications in the survey that they did not know they were in a CoL or that they did not know anything about the CoL. They were not asked further questions about the CoL itself. It is useful to bear them in mind, however, when considering the responses.

For example, the following chart shows the responses of 776 people to the question about whether there had been consultation with teachers on the achievement challenges:
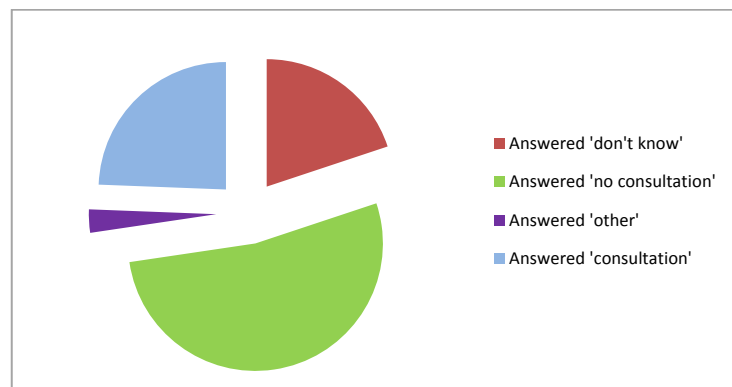
Figure 1: Consultation with teachers about achievement challenges (those aware of CoL)

However, placing alongside them those people who had previously indicated that they had no knowledge of their CoL would make the chart look like this:
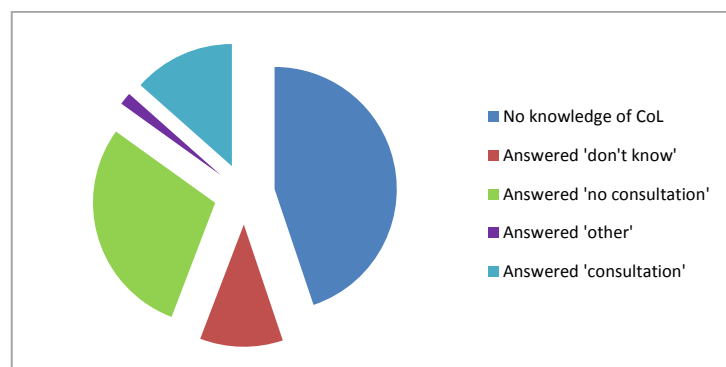
Figure 2: Consultation with teachers about achievement challenges (all respondents)

2   Use of shading in tables

This report contains a number of tables of responses, some of which are shaded to show groups of similar responses which might be (and in some instances have been) further combined. The shading has no other implication.

3   Rounding

Percentages are rounded to the nearest whole number. This means that they may not add up to exactly 100%.

4   Abbreviations

A number of the tables' references in this survey use the following abbreviations:

- *P   = principals*
- *SL   = senior leaders*
- *ML   = middle leaders*
- *CT   = classroom teachers*
- *ACs   =achievement challenges*
- *SCTs   = Specialist Classroom Teachers*
- *WSTs   = Within School Teachers*
- *ACTs   = Across Community Teachers*
- *CoL   = Community of Schools/Learning*

Findings

1.   General information

1.1. Schools and CoL

The responses were representative of schools and CoL.

8,789 survey links were sent to teachers and principals in 417 schools (70 composite, 87 intermediates and 260 secondary) across 195 identified CoL.

The responses came from 91% of the identified CoL and 66% of all schools involved:

- 85% of the secondary schools,
- 53% of the composite schools and
- 18% of the intermediate schools.

1.2. Main in-school roles of survey participants[18]

The responses were representative of teachers and leaders.

There were 1,412 responses, including 58 school leaders, covering 273 schools and 177 Communities of Learning.[19] Response rates were 16% from all individuals and 21% from principals.

The responses were from:

- 740 classroom teachers   (53%)
- 522 middle leaders   (37%)
- 58 principals   (4%)
- 83 other senior leaders   (6%)
- 9 other/unidentified   (1%)

For a more detailed breakdown see Appendix A.

---

[18] Only one role could be identified as their main role
[19] Those replying to the survey identified their school. To avoid the problem of teachers not knowing the name of the CoL they were in, or not knowing that they were in a CoL, the school name was then aligned against the Ministry of Education list of schools in CoL.

2.   Development of the CoL

2.1. Attitudes to the ideas underlying the CoL

Respondents were asked to indicate the statement which best represented their attitude towards the ideas underlying CoL. They could select a statement or identify an 'other' option.

The largest group of responses indicated support for the ideas underlying the CoL:

- 48% of the responses indicated support for the ideas underlying the CoL
- 20% didn't know what the underlying ideas were
- 21% were ambivalent
- 8% did not support the underlying ideas.

Table 1   Attitudes to ideas underlying CoL

Statement	All responses (%) (n=1161)
Don't really know about the ideas	20
Support the ideas behind it	34
Strongly support the ideas behind it	15
Am ambivalent	21
Am against the ideas behind CoL	6
Am strongly against the ideas behind CoL	3
Other (please specify)	2

2.2. General comments and observations from participants

At the end of the survey participants had the opportunity to make final observations. Most used this general comments question to raise issues of concern. Others used the opportunity to express (or re-express) a generally positive attitude to CoL, or to indicate in some way a lack of information about the CoL.

445 people took the opportunity to make a final comment about CoL:

- 66 (15%) were generally positive statements about CoL,
- 72 comments (16%) were largely about not having any information or were posing questions about various aspects of the CoL,
- 307 comments (69%) expressed concerns or opposition, or raised issues in respect of the CoL or their processes to date (which are generally the issues raised elsewhere in this report).

A number of the responses to this general comments question are used at relevant points throughout the report.

2.3. Stage of development

The teachers and leaders were in CoL at various stages of development.

Teachers were asked to identify from a checklist what steps they thought their CoL had taken so far. Six per cent of the respondents, who had previously indicated that they knew they were in a CoL and had at least been told something about them, could not give any indication of what stage their CoL was at.

Table 2   Where the CoL were up to in the development process

Step in CoL development	Indicating (%) (n=1010)
Started working towards our achievement challenges/goals	46
Within School Teachers have been appointed	47
Within School Teacher appointment process started	11
Across Community Teachers have been appointed	43
Across Community Teacher appointment process started	10
CoL achievement challenges/goals have been approved	26
The CoL has developed its achievement challenges/goals	20
The CoL is developing its achievement challenges/goals	19
CoL leader has been appointed	56
CoL Leader appointment process started	10
School has signed a memorandum of understanding to be a CoL	28
School has agreed to be in a CoL	48
Still just talking about whether we should be in a CoL	2
Other	10

This question was primarily used as a filter to direct people to subsequent questions on topics about which they could reasonably be expected to have knowledge or experience.

2.4.   CoL membership and organisation

Commentary on the CoL structures focussed almost exclusively on the leadership structure, with few references to the governance or 'cross-school' management structures.

Most of the existing CoL leadership structures were the single leading principal model.

Many comments on the leadership structure indicated a desire for greater flexibility in the structures.

Leadership structures

Thirty-nine CoL leaders and principals were asked about the CoL leadership structure. Some CoL were still determining their leadership structures. The alternative structures identified were:

- Single principal leadership role with two supporting leadership expertise positions;[20]
- Leadership role filled by two principals, one primary and one secondary principal in each case sharing the role concurrently;
- Leadership role filled by senior leader(s) other than a principal (an AP/DP in a secondary school);
- Co-leader principals with two CoL working together as one.

---

[20] In two CoL the leadership expertise roles were filled from two primary/intermediate schools and in another CoL from two area schools.

There were a number of comments made by the survey participants generally about the leadership role, including:

- *CoL leader should not be a principal. An ex-principal or other SLT member from one of the schools is best. Principal should be in their own school.*
- *CoL where leadership is known to be constantly changing will need more support - that requires more time from CoL leaders, taking away leadership time from individual CoL member schools.*
- *Distributed leadership structure, principals are not motivated by the money or position, they want to work collaboratively.*
- *Interestingly, our CoL originally wanted to have a collaborative shared leadership of the COL and divided the goals up in a way that this could occur - but the ministry wanted one leader, so it couldn't happen.*
- *Leader doesn't need to be a principal of one of the schools - in our cluster, principals are either close to retirement, or just starting as principal in their school*
- *The CoL leader should not have a job running a school as the CoL job needs a person focusing full time on that job if it is to be successful.*
- *The leadership model we have should have been allowed from the outset. We have spent 18 months just getting it approved.*
- *The MoE has a very fixed structure*

CoL membership

There were some references to the membership and composition of CoL. Examples are given below.

Leaving and joining

- *Flexibility in regards to communities changing in regards to some schools leaving and others joining as necessary.*
- *One of the feeder schools, and perhaps the one to gain most out of being part of the CoL, has "opted out" - MoE should have the ability to require a school to be part of the CoL*
- *Schools should be able to join CoL that they see best fit their purposes. In our case we are playing second fiddle to a much larger secondary school. We wanted to be in a well organised catholic cluster in [city] but a plan for the [region] had already been pre-determined.*
- *There should be no financial coercion to be part of a CoL.*

Composition

- *Col should be based on geographical / social grouping rather than being the choice of the schools. In the current arrangement it will create winner and loser schools.*
- *I feel it's a shame that we are the only high school in our CoL. I am the only teacher of my subject in my school and it would have opened up a plethora of opportunities to engage in subject-specific professional learning relating to our achievement challenges.*
- *Our Col membership is silly, 3 secondary, 1 intermediate and far flung primary. Should the pyramid not apply?*
- *Too many restrictions for area schools as we need to work with contributing and other area schools*
- *Very little meaningful contact with top leads of CoL. This maybe because our CoL is too large as one group (in my opinion) - 21 schools - it may be better as smaller groups that can work together on specific goals.*
- *We are a small community and the CoL is dominated by the primary schools, there should be a way for the CoL to extend beyond close geographical boundaries so we can work with a greater number of secondary schools*

2.5. Awareness of the CoL

Most respondents were aware that they were in a Community of Learning but a significant minority (28%) indicated they did not know anything about it, even to the extent that they were unaware their school was part of a CoL.

Respondents were asked about their involvement with the CoL to assess their level of awareness. They could select a statement or identify an 'Other' option.

- 45% of people were in a CoL and had been told things about it.
- 28% of responses indicated that the teachers did not know anything about their CoL, including 9% who did not know that their school was part of one.
- 25% indicated they have been active in the CoL and/or were consulted about it.
- About 1% of those responding were certain that their school was not in a CoL, despite it being on the published ministry list of CoL.[21]

Table 3   Awareness of CoL

Statements	All Responses (%) (n=1412)
I know we are in a CoL and have been told something about it	45
I know we are in a CoL - actively involved in its development	12
I know we are in a CoL - involved in consultation during development	11
I know we are in a CoL - now active in an established CoL	2
I know we are in a CoL but I don't know anything about it	19
I did not know my school was in one	9
My school is not in a CoL	1
I know we are in a CoL - employed after CoL started	1
Other	1

Those who had said they did not know they were in a CoL or did not know anything about it were not asked further questions about CoL processes and roles.

---

[21] In response to a separate question, 20 respondents said that their school was still only at the stage of talking about whether they wanted to be in a CoL.

2.6. Consultation on being in a Community of Learning

Principal consultation

Most respondents were aware of consultation between principals about forming their CoL although 40% did not know if there had been any.

1023 respondents were asked if they thought there had been consultation between principals about whether to be in the CoL.

Senior leaders were more likely (93%) than middle leaders (54%) or classroom teachers (24%) to say that they knew there had been consultation between principals. All the principals indicated there had been consultation between principals in their CoL.

Table 4 Consultation between principals on forming a CoL

Statement	Between principals	
	All (n=1023) (%)	Principals (n=56) (%)
I don't know	40	0
There has been extensive consultation/discussion	32	80
There has been some consultation/discussion	22	14
There has been too much consultation/discussion	2	5
No consultation or discussion that I know of	5	0
Other	1	0

Teacher consultation

Most teachers were not consulted about whether the school should be in a CoL.

Respondents[22] who thought they knew something about their CoL were asked about the degree of consultation with teachers on whether to become part of a CoL. They could select a statement or identify an 'Other' option.

Most (53%) said teachers were not consulted about whether the school should be in a CoL. More senior leaders[23] thought there had been consultation with teachers (64%), than middle leaders[24] (40%) or classroom teachers[25] (31%) did. A quarter of the principals said they had not consulted with teachers about whether to be in a CoL.

---

[22] This excludes the 'filtered' responses of those who said they knew nothing about their CoL in the previous question
[23] This includes those on three or more units and the principals
[24] This includes those who identified themselves as middle leaders with 0 to 2 units
[25] These were all others responding to the survey

Table 5   Consultation with teachers on being in a CoL

Statement	All (%) (n=1022)	Principals (%) (n=55)
I don't know	8	0
Told what is happening but no consultation	42	28
None I know of and told very little	11	0
We have had some consultation	33	53
There has been extensive consultation	6	20
There has been too much consultation	<1	0
Other	1	0

Community consultation

There has been little consultation with communities about being in a CoL.

Respondents[26] who thought they knew something about their CoL were asked about the degree of consultation with their communities on whether to become part of a CoL. They could select a statement or identify an 'other' option.

The largest group (47%) said their communities were not consulted about whether the school should be in a CoL and 35% did not know.

More senior leaders also thought there had been consultation with the community (36%) than did middle leaders (16%) or classroom teachers (12%). Half of principals said they had not consulted with their community about whether to be in a CoL.

Table 6   Consultation with community on being in a CoL

Statement	All (%) (n=1023)	Principals (%) (n=54)
I don't know	35	0
Told what is happening but no consultation	20	44
None I know of and told very little	27	13
We have had some consultation	15	37
There has been extensive consultation	1	2
There has been too much consultation	<1	0
Consultation still to come/too soon to consult	1	0
Other	<1	4

- *As a parent I know we have been told we are part of some school clusters - is that a CoL? We have not been told or can see any relevance to that except we have better links from primary through to secondary which is good.*

- *As a parent of a student at the school, we were told the school was joining the CoL after the decision had been made.*

---

[26] This excludes the 'filtered' responses of those who said they knew nothing about their CoL in the previous question

2.7. General experiences of CoL to date

Respondents most commonly reported little experience of their CoL so far. Where they were indicating experience the largest group were teachers saying their experience was mixed. Overall there was a slight tendency towards positive over negative experiences reported.

Everyone who was aware they were in a CoL was asked to indicate the statement which best represented their experiences of the CoL so far:

- 50% indicated they had no real experience of it so far.
- 17% had a positive experience and 14% had a negative experience.
- 19% had mixed experiences.

Table 7   Experience of CoL to date

Statement	All (%) (n=1040)	With experience (%) (n=521)
No real experience of it yet	50	-
Ambivalent/a mix of good and bad	19	39
Quite positive so far	12	24
Very positive so far	5	11
Quite negative so far	10	19
Very negative so far	4	8

Principals were more likely to report a positive experience (63%) and less likely to report a negative one (4%) than others.

Those with CoL roles were also more likely to say they had a positive experience (60%) than negative (8%).

Those without CoL roles (but indicating they had experience of the CoL) were more likely to say the experience was negative (35%) than positive (25%).

2.8. Familiarity with support material

Awareness and use of key support documents was quite low, even amongst principals and those in CoL roles.[27] Principals were more aware of the ERO guides than other documents.

Tables 8-13 summarise the familiarity with the key documents. More detailed breakdowns are given in Appendix D.

---

[27] There are several key resources developed jointly by PPTA, the MoE and NZSTA which provide substantial advice and guidance on how the process of CoL development is expected to proceed to ensure that the intent of any requirements of the process are met. Two other sources of help for developing CoL are PPTA's *Education Change Management Toolkit* and the ERO guidance documents for CoL.

Table 8	**Joint guidelines for CoL roles**[28]		
Statement	**All replies (%)** **(n=664)**	**Principals (%)** **(n=47)**	**CoL role[29] (%)** **(n=115)**
Not aware of/not read	71	21	37
Read some	18	36	36
Read all/ refer to regularly	11	43	28

Table 9	**MoE guides to CoL development and roles**[30]		
Statement	**All (%)** **(n=660)**	**Principals (%)** **(n=47)**	**CoL role (%)** **(n=114)**
Not aware of/not read	76	8	38
Read some	17	43	40
Read all/ refer to regularly	7	49	22

Table 10	**Collective agreement clauses**[31]		
Response	**All (%)** **(n=660)**	**Principals (%)** **(n=47)**	**CoL role (%)** **(n=114)**
Not aware of /not familiar with	81	41	50
Familiar with those related to my role	8	15	25
Familiar with all/refer to regularly	11	45	24

Table 11	**CoL Roles Appraisal Guide**[32]		
Response	**All (%)** **(n=663)**	**Principals (%)** **(n=47)**	**CoL role** **(n=114)**
Not aware of /not read	92	73	82
Read it/refer to regularly	9	28	19

Table 12	**ERO guides**[33]		
Response	**All (%)** **(n=662)**	**Principals (%)** **(n=47)**	**CoL role (%)** **(n=114)**
Not aware/not read	82	30	56
Read some	14	38	25
Aware of/ read all	5	32	19

Table 13	**PPTA Change Management Toolkit**		
Response	**All (%)** **(n=659)**	**Principals (%)** **(n=47)**	**CoL role (%)** **(n=114)**
Not aware of /not read	90	81	86
Read it / refer to regularly	10	4	14

---

[28] *Secondary Teachers' Within School Teacher Guidelines* (PPTA/MoE/NZSTA)
Area Schools Teachers' Within School Teacher Guidelines (PPTA/MoE/NZSTA)
Secondary Teachers' Across Community Teacher Guidelines (PPTA/MoE/NZSTA)
Area Schools Teachers' Across Community Teacher Guidelines (PPTA/MoE/NZSTA)
Secondary Principals' Community Leadership Guidelines (PPTA/MoE/NZSTA/SPC/SPANZ)
Area Schools' Principals' Community Leadership Guidelines (PPTA/MoE/NZSTA/SPC/SPANZ)

[29] Includes principals without designated leadership role

[30] *Guide for Schools and Kura* (IES Community of Schools Workstream)
Tips and Starters (IES Community of Schools Workstream)
Role Selection and Appointment Information (IES Community of Schools Workstream)

[31] Secondary Teachers' Collective Agreement (PPTA/MoE)
Secondary Principals' Collective Agreement (PPTA/MoE/SPANZ)
Area School Teachers' Collective Agreement (PPTA/MoE)
Area School Principals' Collective Agreement (PPTA/MoE/NZEI)

[32] *Guide to Community of Learning Role Appraisal* (PPTA/NZSTA)

[33] *Communities of Learning | Kāhui Ako: Collaboration to Improve Learner Outcomes*
Communities of Learning | Kāhui Ako: Working towards collaborative practice
Communities of Learning | Kāhui Ako in action

Despite the information available, it appears the current processes are not sufficient to make people aware of what is expected to happen or how. For example:

- *Even bearing in mind each CoL would be specific to its learning community, info re. what an effective one would look and how it is meant to operate seems scant.*
- *There should be more exposure to models that are already working.*
- *[Provide] an adaptable process or template already being used or proven to work.*
- *There is a huge amount of information/support material for CoL. It needs to be summarised to enable leaders to effectively read and implement changes.*
- *Increase visibility and clarity around what a CoL is, and how it can and will impact on student achievement and wellbeing.*
- *There is no universal specified model for the roll out of a CoL leaving a lot of fundamental things to the schools involved with little or no guidance as to what an effective CoL looks like and how it should operate.*
- *I know nobody within our organisation that appears to have a clear 'big picture' of the CoL goal/s*
- *No clear direction of how to implement this (yet another) ministry initiative remains unclear to me. We are being fed snippets of contradictory information. If nothing dramatically positive is done very soon, I fear that we are flogging a dead horse.*
- *Those within Col roles complain openly of not having any clear direction.*
- *We are part of CoL. Again it appears that many of our in school leaders are fumbling in the dark. Even senior management appear to be at odds with each other and how to best implement this initiative.*

3. The achievement challenges

3.1. Consultation on the achievement challenges

The development of the achievement challenges (ACs) was seen to be a major point at which collaboration, trust and confidence, awareness and collective ownership of the goals of the CoL could be developed and spread.

Consultation between principals

Principals are engaging with each other in consultation on the achievement challenges but this is often without the awareness of the other teachers.

The survey asked those in schools with achievement challenges about the consultation between principals on what the challenges might be.

93% of principals, 79% of senior leaders, 42% middle leaders, 42% of classroom teachers said there had been consultation between principals on the challenges.

Table 14   Consultation between principals on achievement challenges

Response	All (%) (n=765)	Principals (%) (n=47)
I don't know	49	0
There has been some consultation/discussion	23	22
There has been extensive consultation/discussion	21	65
There has been too much consultation/discussion	1	7
No consultation that I know of	6	0
Other/too soon in the CoL processes	<1	7

Consultation with teachers

Much of the discussion about achievement challenges is taking place without consultation with teachers.

Participants in CoL with achievement challenges were asked if there had been consultation with teachers on what those achievement challenges should be. 53% said there had been no (or no real) consultation with teachers, 25% said there had been consultation and 20% did not know if there had been consultation.

Principals were much more likely than teachers to believe that there been consultation, although 41% of the principals said they had not consulted with teachers about the achievement challenges. Only 23% of middle leaders and 20% of classroom teachers thought there had been consultation.

Table 15   **Consultation with teachers on achievement challenges**

Response	All (%) (n=776)	Principals (%) (n=47)
No consultation I know of and teachers have been told very little	23	15
Teachers have been told what is happening but no consultation	29	26
The consultation has not been real/ with selected individuals	1	0
We have had some consultation	21	43
There has been extensive consultation	3	8
There has been too much consultation	<1	0
I don't know	20	0
Other/too soon in the CoL processes	3	7

- *I am only aware of the achievement challenges as I looked at applying for a CoL role, then decided not to. If I didn't look at the application form then I probably wouldn't know what they are. There is a blog set up for our CoL and these goals may be on there(?). I feel we as a group of staff have no set direction, we have had no involvement collaboratively as a group of teachers as to how to achieve these goals, no meetings, no PL, no teacher only day....*

Consultation with community

There is very little evidence of consultation with the parent community on the achievement challenges.

The survey asked those in schools with achievement challenges about consultation with the parent community on what the challenges might be.

Only 12% said there had been consultation, 41% said there had not been and 45% did not know. Amongst those who believed they knew if there had been consultation or not, 78% said there had been no consultation with the parent community and 21% said there had been.

33% of principals and 28% of senior leaders reported consultation with their parent communities, but only 8% of middle leaders and 10% of classroom teachers said there had been.

Table 16   *Consultation with community on achievement challenges*

Response	All (%) (n=764)	Principals (%) (n=47)
I don't know	45	0
No consultation that I know of and they have been told very little	27	27
Told what is happening but there has been no consultation	15	38
Only with the Board	<1	0
There has been some consultation	11	33
There has been extensive consultation	<1	0
There has been too much consultation	<1	0
Other/too soon in the CoL processes	3	2

The importance of consultation with the parent community was summarised by one survey participant as follows:

- *Do our parents place the highest value on academic achievement or access to the local table tennis competition? Is it more important that we promote self-management and problem-*

solving or exam success and qualifications? Without any parent community mandate, who are we serving?

3.2. Knowledge of achievement challenges

The level of awareness of the achievement challenges is low.

Those who had indicated in earlier questions that they had some knowledge of their CoL and were clearly in schools where there were approved achievement challenges[34] were asked which statement on CoL achievement challenges they agreed with.[35]

55% of these respondents believed that they knew what their achievement challenges were. The 45% who did not included 33% who did not know if they had any agreed achievement challenges.

It is important to note that this question was not answered by the 635 people who did not know they were in a CoL and who said they knew nothing about their CoL. The actual proportion of those in CoL with achievement challenges who did not know what those challenges were may have been much higher than the level indicated here.

Table 17   Self-identified knowledge of achievement challenges

Statement	All Responses (%) (n=639)
I do not know if we have any agreed achievement challenges	33
We have achievement challenges, but I do not know what they are	12
We have achievement challenges, and I think I know what they are	29
We have achievement challenges, and I am sure I know what they are	26

63% of senior leaders (excluding principals[36]) in CoL with achievement challenges knew, or thought they knew, their achievement challenges compared with 54% of middle leaders and 52% of classroom teachers.

Those who said they did not know if they had achievement challenges, or what they were, were not asked later questions about the challenges, but they were asked about consultation on the challenges.

3.3. Nature of the achievement challenges

Most teachers who could identify achievement challenges identified numeracy and/or literacy as the main categories of challenge without assigning specific target groups to them. Where target groups were assigned they were predominantly Māori/Pasifika or boys.

---

[34]Since a number of actions can only be triggered after the achievement challenges have been officially approved, identification of these factors (such as beginning to appoint WSTs) is evidence of approved challenges, such as saying the CoL had approved achievement challenges, was appointing to WST or ACT positions, was working towards implementing their achievement challenges etc.

[35] This question was also used to direct those who believed or thought they knew what the challenges were to later questions on them.

[36] For this analysis principals were excluded from the senior leadership because this was an area where there was actually a reasonably large difference in responses between principals and other senior leaders.

This question was used to determine what teachers believed their achievement challenges to be and whether they could identify them.

378 respondents believed they could identify at least one achievement challenge for their school or CoL. 69 identified only one, while 100 identified four.

Maths Attendance Numeracy Merit Endorsed Level Pedagogy Māori Mathematics Boys Science Writing Learning Achievement Transition Literacy Priority Learners Students NCEA Results School

Figure 3: A tag cloud[37] for the terms used in describing the challenges

The broad responses as general categories and target groups are shown in Tables 18 and 19 below. Generally statements were accepted as achievement challenges in this categorisation. There is some indication of confusion between a CoL achievement challenge and a specific 'practice change' expectation of the CoL.

A small number of responses are not included in these counts as they seem to reflect a misunderstanding of or lack of knowledge about what achievement challenges actually are, for example, 'Special character ', 'Promoting best teaching practice within a school', 'Working in schools to ensure all students reach their potential', 'Funding', 'Services', 'High Expectations'.

A fuller breakdown can be found in Appendix B.

Table 18   Categories of achievement challenge

Category	References
Literacy	301
Numeracy	138
Literacy and numeracy	25
Achievement	201
Measures of outcomes	88
Teaching and learning	76
Subject areas	56
Wellbeing	33
Transitions	21
Working together	17
CoL processes/practices	13

---

[37] This tag cloud gives the 20 most frequently used terms and indicates their relative frequency through the size of the font.

Table 19   Target groups covered by achievement challenges

Target group	References
Non-specific	583
Maori and Pasifika	136
Maori and Pasifika boys	9
Maori and Pasifika girls	1
Boys	100
Girls	1
Maori boys	21
Maori	7
Priority learners	12
Special Education	12
Muslim girls	1

3.4. Achievement challenges - beliefs and understanding

Principals were generally more likely than teachers to believe in the relevance and priority of the achievement challenges and how practice was expected to support them. Middle leaders and teachers were less likely to believe the challenges were realistic, that PLD for the challenges had been adequate to date, or to have a sense of how the ACT and WST roles were supposed to support the achievement challenges. Only a small percentage of classroom teachers agreed that they felt ownership of the achievement challenges.

Those who believed they knew their CoL achievement challenges were asked which of a series of statements related to those challenges they agreed with. Responses are presented as 'beliefs' and 'understanding' in the tables below, and show marked differences between categories of respondents.

14% of those replying to the question said they didn't know enough to comment or made other comments, and a third of middle leaders and classroom teachers were unable to agree with any of the statements.

Middle leaders and classroom teachers were less likely to agree with the statements than were senior leadership. Their responses to each statement were similar except that middle leaders were more likely to say they understood how the WSTs would help improve practice to meet the achievement challenges (17%) than were classroom teachers (11%).

The greatest convergence between principals and classroom teachers (9% to 6%) was in respect of the statement '*There has been adequate professional development on our achievement challenges'.*

The greatest divergence between principals and classroom teachers (56% to 12%) was in respect of the statement '*I feel ownership of our achievement challenges'.*

Beliefs

There was a nearly universal lack of belief that the professional development on achievement challenges had been adequate. None of the statements on relevance, importance, the realism of the challenges or feeling ownership of them were agreed to by a majority of classroom teachers or middle leaders.

Principals were most likely to believe the achievement challenges were suitable for the CoL (87%).

On the other hand, only 44% of them believed that the achievement challenges were realistic and only 56% agreed that they felt ownership of them. Given that the consultation about the challenges has been mostly between principals it might be expected that more principals, other factors being equal, would feel ownership of the challenges.

Table 20   Statements on the achievement challenges – beliefs

Statement	Agree with statement				
	All (%) (n=744)	P (%) (n=45)	SL (%) (n=176)	ML (%) (n=204)	CT (%) (n=321)
Our ACs are relevant to this school	47	64	59	38	38
Our ACs are relevant to this CoL	43	87	61	35	34
I support our ACs as priorities for our students	37	62	50	29	30
Our ACs are realistic	27	44	37	20	22
I feel ownership of our ACs	18	56	40	11	12
There has been adequate professional development on our ACs	8	9	9	6	6

P=principals, SL= senior leaders, ML = middle leaders, CT = classroom teachers

Understanding

The level of understanding about how the change implied by their achievement challenges would be brought about was low.

Given the lack of involvement of the teachers in the consultation about, and development of, the CoL, this could be expected (even amongst those who considered themselves to have some knowledge of their CoL), but even principals were indicating a low level of understanding about why these were their achievement challenges, how the roles were to support their achievement challenges and how they could improve practices to meet their challenges.

Understanding of the connection between the WSTs and the ACTs and the achievement challenges was particularly low.

Table 21   Statements on the achievement challenges – understanding

Statement	Agree with statement				
	All (%) (n=744)	P* (%) (n=45)	SL (%) (n=176)	ML (%) (n=204)	CT (%) (n=321)
I understand why these are our ACs	42	67	55	35	33
I understand how my practice is meant to support our ACs	33	51	39	24	30
I understand how we will improve our practices to meet our ACs	22	51	38	15	18
I understand how our WST roles will support our ACs	19	40	32	11	17
I understand how our ACT roles will support our ACs	15	38	30	10	10
Not agreeing with any statements above (*both tables combined*)	30	2	21	35	31

Once again, the picture is bleaker when these results are placed alongside the 635 teachers who said they did not know anything about their CoL and so were not asked this question.

There were also some comments expressing concern about the data that teachers and leaders were being asked to collect around their evidence for the achievement challenges. For example:

- *… I don't have a lot of faith in it … [the principal] asked me to make up data for ESOL students' writing achievement (because we don't make them go through e-asTTle testing - inappropriate tool for them) but he said that every student had to have a grade. So of course our data for below expectation is heavy, but the strategies for remedying this won't simply cross over to ESOL students.*

3.5. Working towards the achievement challenges

Most principals appear to be working together whereas most teachers are not currently seeing themselves as working with anyone on their CoL achievement challenges.

The 46% of respondents who believed their school was already working towards its achievement challenges were asked who they were working with in doing so, and they could choose all relevant options and/or provide an 'other'.

Table 22   Who people work with towards CoL achievement challenges

Response	All (%) (n=700)	Principal (%) (n=38)
Principals from the other schools	11	97
Senior leaders from the other schools	9	42
Teachers from the other schools	15	24
Teachers in my school	28	42
None of the statements above apply to me	59	3
Other	8	3

3.6. Achievement Challenge approval process

Most references from principals and CoL leaders who had engaged in the achievement challenge approval process focussed on the lack of flexibility allowed in selecting the challenges.

The 39 respondents who identified their CoL roles as either the leadership role or a principal without the leadership role were asked what they thought of the process for getting achievement challenges approved. There were 28 responses. Of those who went through the process, five were positive about it and 12 raised issues of concern, mostly about constraints in selecting achievement challenges and the rigidity around what could be accepted by the minister/ministry as an achievement challenge.

Nine said they had not yet got to that stage, one did not know the challenges had to be approved and one said they thought the process had changed since they did it.

The comments below help to explain why the proportions of principals who felt the CoL challenges were realistic and who felt ownership of their CoL's challenges were low (see 3.4 above).

- *Difficult, limiting...just going through hoops. Need more flexibility with nature of achievement challenges*
- *It was a bit rushed and has a primary focus - it is also quite rigid in terms of fitting in with the MoE priorities*
- *The achievement challenges were based on national standard data and NCEA 2 and the Better Public Service targets. There seemed little room to set challenges beyond these parameters.*
- *They have to match what the minister wants.*
- *Our achievement challenges are around National Standards and NCEA level 2. These are the measurable outcomes that we need to keep in focus. The real work is happening with the issues that we have identified we need to address and these include student engagement, whānau engagement, cultural competency.*
- *Too restrictive. There needs to be a process for regular updating of the challenge.*

A number of comments were made throughout the survey with respect to the achievement challenges. These included:

- *Achievement challenges need to be broader to encapsulate non- academic goals*
- *CoL need greater flexibility in determining their achievement challenges, not necessarily fixed to national standards and NCEA 2.*
- *Feel like there is such a focus on literacy and numeracy, other areas are being ignored especially when PD is linked*
- *The heavy hand of the MoE dictating achievement challenges for CoL. It is about the schools collaborating not being told by MoE that achievement challenges do not fit the public service targets?*
- *Let us choose our challenges without them necessarily being "national' priorities*
- *MoE expectations of the achievement challenges need to be less restrictive.*
- *MoE needs to trust the CoL to set their own realistic goals, not "up" them. Ours have not yet been submitted but I know others have had theirs returned and "upped".*
- *Need more differentiation to meet the needs of less diverse groups*
- *The focus areas need to be expanded to include welfare of staff and pupils*
- *We need the ACT involved in the development of the achievement challenges and charter as they are the people who need to 'make it happen'.*

4. The Community of Learning roles

4.1. Interest in the CoL roles

Fewer than half of the respondents were interested or likely to be interested in the roles, but over a third of people did not know enough about the roles to know if they were interested in them. There are significant differences between the categories of respondents.

All respondents were asked whether they were interested in the CoL roles. Multiple responses were possible.

35% didn't know enough about the roles to have an opinion about current interest and 27% were not currently interested in the roles, indicating 38% are currently interested in the roles.

35% didn't know enough about the roles to have an opinion about future interest and 20% said they were unlikely to be interested in the future, indicating 45% currently think they may be interested in the foreseeable future.

A third of the principals were CoL leaders. None of the other principals had applied for the role.

Table 23 — Interest in the CoL roles

Interest indicated	All responses (%) (n=1404)	P (%) (n=58)	SL (%) (n=265)	ML (%) (n=352)	CT (%) (n=708)
Don't know/enough about them/too soon to say	35	5	22	27	38
Not currently interested in the CoL roles	27	17	25	25	28
Unlikely to be interested in foreseeable future	20	22	22	18	19
Currently appointed to a CoL role	9	29	11	9	9
Applied unsuccessfully for a WST role	1	0	0	2	2
Applied unsuccessfully for an ACT role	1	0	1	2	2
Might apply for a WST role in future	13	0	10	15	13
Might apply for an ACT role in future	9	0	10	11	9
Might apply for CoL leadership role in future	8	16	14	8	6

P= Principal   ML =Middle leaders   SL = senior leaders   CT =classroom teachers

4.2. Main CoL roles of survey participants

All formal roles in the CoL were covered by those responding to the survey except for the leadership expertise role. The numbers identified in some roles were quite small.

This question was asked of 706 people who indicated that they had some knowledge of their CoL and their CoL was at a point where appointments to roles were being/had been made. Considering

the people who did not answer this question and could not have roles, role holders[38] represented 12% of all 1412 responses.

Table 24   Role in the CoL

CoL role[39]	Responses (n)	All (%) (n=1412)
Within School Teacher	87	6
Principal not in a formally designated CoL leadership role[40]	23	2
Across Community Teacher (ACT)	22	2
CoL leadership role	16	1
The Specialist Classroom Teacher (SCT)	9	1
Acting in higher duties role, other than for the CoL leader	6	<1
Acting up for principal who is in CoL leadership role	4	<1
Other: CoL–related administration role in school	6	<1
Other: Steering/Development committee	3	<1
Leadership expertise support role	0	0

Those identifying that they occupied specified roles were directed to role-specific questions.[41]

4.3.   The CoL leadership role

Selection and appointment of CoL leaders

Most of the CoL leaders were positive about the selection and appointment process. The main concern expressed about it was the lack of flexibility about the leadership model.

The CoL leaders and the other principals were asked an open question about what they thought of the selection and appointment process. Of the 23 replies:

- 14 were positive about the process,
- Six raised issues with the process,
- Two commented that they were currently in the process,
- One was positive about the process but raised a concern.

Those positive about the process thought it was fair, inclusive, clear, transparent, useful and rigorous.

The issues raised were about the lack of flexibility in the leadership model (four), the feeling that the position was almost predetermined (one), that the requirements around appraisal

---

[38] Including the principals who are not in the paid CoL leadership roles but are the CoL leaders within their own schools, responsible for those appointed to CoL teacher roles.
[39] Only one role could be identified as their main role.
[40] Principals who are not in the CoL leadership role are included in this group because they are the managers of the CoL teachers in their own schools and also the school's key representative in the CoL development process.
[41] Nineteen principals identified themselves as either having no designated role in the CoL or indicated one of the 'other' roles. This meant that they were not asked later questions relating to the principal/leadership role in the CoL, such as the CoL leadership structure.

documentation are onerous (one), and that the National Appointments Panel were creating documents and implementing the process inconsistently (one).

Why the leaders applied for the role

Most CoL leaders cited a personal motivation to improve things as a reason for taking the role, but a third indicated there had been no alternative candidate.

16 people who identified themselves as being in the CoL leadership role were asked why they applied for that role. Most cited as their motivators a personal motivation to improve things, the encouragement of other principals and the challenge. For a third it was also a case of there being no other option open to the CoL.

Table 25 Reason for applying for CoL leadership role

Reason	Responses (n=16)
Personal motivation to improve things	14
Encouraged by other principals	10
New career challenge	9
Encouraged by my board of trustees	6
No one else prepared to take on the role	5
No one else met the criteria for the role	2
To ensure there was a secondary perspective / input as the CoL developed	1

Organising their CoL job

While most CoL leaders indicated they had established networks for working with principals and other CoL leaders, some did not. Fewer than half agreed that the CoL had its desired leadership structure, that they had received good advice and induction or that they had an appropriate PLD programme for the role. About half noted external pressure to select specific achievement challenges. Half were working with ACTs towards meeting achievement challenges and had transferred duties equivalent to their role time allowance to other senior leaders in their schools.

The CoL leaders indicated if they agreed with statements relating to their work as CoL leaders.

Table 26   *Organisation of the CoL leadership role*

Statement	Agreeing (N=16)
I am working with other principals towards meeting the ACs* in our CoL	11
I have a process for networking with those in the leadership role in other CoL	11
I have transferred about 10 hours per week of my previous duties to other SLT members	9
I am working with ACTs towards meeting the ACs in our CoL	8
There was some external pressure on the CoL to select specific ACs	8
I have an appropriate programme of PLD agreed in the context of our achievement plan	6
I have received good advice and induction for my CoL leadership role	6
The CoL has its preferred leadership structure	6

*Achievement challenges

The work of the CoL leaders

CoL leaders said they spent most of their role-related time in attending and arranging meetings.

The CoL leaders were asked to list in order the three tasks which took most time in their CoL role. They identified the work around meetings as their most time-significant role component.

The table below gives the six currently most time consuming tasks associated with the role. A fuller version is provided in Appendix C.

Table 27   *What CoL leaders spend most time on*

Activity type	Weighting[42]
Attending meetings	34
Arranging meetings	17
Establishing achievement challenges	14
Consulting with other principals	9
PLD/professional reading	8
Data crunching	7

There were comments from other survey participants about the time requirements of the CoL leadership role, including:

From principals:

- *Leadership time is minimal - 2 days a week is not realistic*
- *Still find it hard to leave my work to do CoL work as a principal*
- *The time provided for principals to do the lead role - no one has adequately explored / monitored the impact of the work on the individual or the school*

---

[42] This is a 3:2:1 weighting respectively for the top three tasks 1-3 by each CoL leader.

From others:

- *Both our principal and deputy holding big leadership roles, too much time taken away from their jobs at our school*
- *Principal's time out of school working on this has been excessive*

How are the CoL leaders performing?

Most people don't know how their CoL leader is performing, but those with an opinion on more established CoL leaders think they are generally 'achieving in part' the core role functions with the exception of 'collaborating with other principals' which is predominantly identified as 'mostly successful'.

The teachers and leaders in CoL which had appointed to the CoL leadership role were asked how they thought the CoL leader(s) met the defined core functions of the role. Most respondents didn't know or thought it was too early to say.

Table 28   Perceptions of how CoL leaders are performing their role

Function	N	Don't know (%)	Too early (%)	Not achieving (%)	Achieve in part (%)	Mostly achieve (%)	Achieve fully (%)
Offering leadership in building productive collaboration within CoL	356	30	31	5	15	14	5
Facilitating the agreement of shared achievement objectives	356	29	30	7	15	12	7
Supporting the professional growth of leaders and teachers in the CoL	355	33	7	18	9	6	7
Offering leadership in use of professional expertise across schools to meet shared ACs	353	33	9	15	11	5	7
Collaboration with other principals in the CoL	355	20	2	13	16	7	7
Facilitating consultation at all levels of the CoL	352	28	10	13	9	3	7

4.4. Acting up for the CoL leadership role

The number of respondents in this group was small, only 3 individuals. However, their responses (reinforced by CoL leaders' responses to the statement about transferring duties - see table 26) indicated that more guidance is needed around how principals in leadership roles should be using their time allowance and their senor leadership team to support their work and to make the acting up role manageable for the other senior leader(s).

Schools with CoL leaders are provided with 10 hours per week additional staffing to free the CoL leader for CoL-related duties. The time allowance is to provide extra hours of staffing to release other senior leaders from some of their existing duties to allow them to absorb some of the day to day school responsibilities of the principal. *(Note: Only 9 of the 16 identified CoL leaders agreed with the statement that they had transferred about 10 hours per week of their principal duties to the people in acting up roles.)*

The following comments by two of the three acting up senior leaders showed quite different experiences. The first reflects the way the acting up role and the time allowance were intended to operate; the second comment is what was not intended to happen:

- *I enjoy the experience; the role is defined and given clear time boundaries. We have appointed other staff to pick up some of my other responsibilities to enable the workload to be manageable. A great opportunity.*

- *It is hard to know what it should look like, because there are no precedents. Presently I am just acting principal more frequently than I have been in the past because the principal is out of the school on CoL business. I have taken on some additional responsibilities such as making staff appointments and school publicity, but I have lost none of my DP responsibilities.*

Transferred duties

The acting up senior leaders were asked, in order of time commitment, what the main duties were that had been transferred to them by their principals. The examples provided suggest the range of tasks being transferred:

Table 29   Examples of principal duties being transferred

Acting up senior leader	Task rating by time taken		
	1st	2nd	3rd
1	Property	Professional learning, appraisal, teacher registration	HR
2	Day to day leadership	Academic leadership	Serious pastoral issues/meetings with students/parents
3	Admin tasks e.g. regulatory/statutory type tasks requiring principal approval/signature	Discipline tasks e.g. Stand downs/ Suspensions	Talking with heads of departments about staff/student issues

Making the role more effective

Acting up senior leaders were asked what would make their role in supporting the CoL leader more effective. Their suggestions were:

- *More clarification on delegations would make things easier.*
- *To have lost some of my DP responsibilities would give me more time to work with the CoL leader, rather than just sort of pick up behind him.*
- *The ability to have this role recognised by different groups e.g. the Education Council.*

The importance of clearly organising the CoL and acting up role was reflected in this comment from another respondent:
- *Because our principal kept the role for herself (and recently partly shared with the DP, although nobody has been told this) our school leadership is suffering. Never know where the principal is or who's in charge*

4.5. Across Community Teacher role

Twenty-two Across Community Teachers replied to the survey. Two indicated that they had only just been appointed and had not started working in the role yet, 12 had a little experience in the role and eight had been appointed for a while and had some experience of the role.

Why the ACTs applied for the role

The most frequently expressed reasons given for applying for the role were motivation to improve things and a new career challenge.

They were asked why they applied for the role. They were not specifically asked about the impact of the salary allowance on their decision to apply and none identified this as an 'other' reason.

Table 30   Reasons for applying for the ACT role

Reason	Agreement (N=22)
Personal motivation to improve things	18
New career challenge	18
Encouraged by other teachers	9
Encouraged by principal	10

An additional reason:

- *Was SCT so felt I had significant experience to offer.*

Impact on their school role

Twelve of the ACTs had retained their original roles in their schools after becoming ACTs.

Nine of the ACTs had to change their roles to be appointed to the ACT role:

- three were previously Specialist Classroom Teachers,
- six were in middle leadership positions.

One ACT had been appointed to a middle leadership position after becoming an ACT.

Some operational aspects of the role

Most of the ACTs' replies reflected (in part at least) the stages their CoL were at.

Matters of concern that should be noted were that:

- they were least likely to agree that they had received appropriate induction and advice or that they had an appropriate PLD programme for their role;
- around half were undertaking what they viewed as administration duties in the role; and
- only slightly more than half agreed that they had a process for networking with other ACTs.

The 20 ACTs with at least some time in the role were asked whether they agreed with a series of statements relating to the nature of the role.

Table 31   *Operational aspects of the role*

Statement	Agreement (N=20)
I am working with other teachers towards achieving the ACs in our CoL	16
I am working with Within School Teachers towards achieving the ACs in our CoL	16
I am undertaking administration duties related to the CoL ACs	12
I have agreed a process of networking with other ACTs	12
I have helped develop an AC-based PLD programme for other teachers in my CoL	12
I have received advice and induction in the role	11
I have an appropriate programme of PLD agreed in the context of our CoL achievement plan	9
I do not agree with any of the above statements	0

Additional comments

- *We are all learning our roles together as a team and understand this will take time. The team are strong and supportive and effective, collaborative and collegial conversations occur where our understanding is broadened and deepened.*
- *The professional development programme is our next step.*
- *I would like to have the opportunity to network with other ACTs.*

What are the ACTs spending time on?

ACTs are spending most time meeting/working with WSTs and other ACTs.

The ACTs were asked to list in order the three tasks which took most time in their CoL role. Eighteen ACTs indicated in order the three activities currently taking most of their CoL-related time. They identified the work around meetings as their most time-significant role component.

The table below gives in order the six currently most time consuming tasks associated with the role. A fuller version is provided in Appendix C.

Table 32   What ACTs spend most time on

Activity	Weighted rating
Working with WSTs	13
Meeting/working with ACTs	12
School visits	9
Meetings	9
Own professional development/reading	8
Administration/reading documents	7

Who are the ACTs working with?

Asked to indicate *who* they currently spent most time working with, they said:

- The Within School Teachers   (9)
- The ACTs   (5)
- Teachers in schools   (2)
- The ACTs and Within School Teachers   (1)
- The Kahui Ako team I currently collaborate with (1)

A supplementary comment was that who they worked with most depended on the time of year. For that person at the time of the survey it was the Within School Teachers, but at the start of the year it was the leadership team, then the other Across Community Teachers.

Terms and conditions of the role

Some ACTs may not be teaching the required minimum hours to be eligible to retain the role. Few had seen the Specialist Classroom Teacher resources which are relevant to many of their functions. A third continued to hold units as well as their ACT allowances (which suggests that they continue to hold their in-school management roles too). Half were engaged in roles that they saw as having a long term purpose.

The ACTs were asked to indicate if they agreed with a number of statements reflecting some requirements around the role.

Table 33   Terms and conditions of the role

Statement	Agreement (n=20)
I am teaching on average 10 hours or more per week*	16
My role is based on developing long term generic skills	11
My role is based on a short-term achievement goal	4
I hold units in addition to my ACT role	7
I have seen the SCT guidelines and handbook	6

*10 hours per week teaching is the minimum required to retain eligibility to hold the role.

Perceptions of how the ACTs are doing

350 people in CoL that had ACTs indicated how they saw the core defined functions of the ACT role being fulfilled. Most respondents said they did not know what the ACTs were doing. Those who believed they did were most likely to say that the ACTs were fulfilling each of their core functions in part.

Table 34   Perceptions of how ACTs leaders are performing their role

Function	N	Don't know (%)	Too early (%)	Not achieving (%)	Achieve in part (%)	Mostly achieve (%)	Achieve fully (%)
Identifying expertise which needs to be developed or linked across the CoL	332	38	29	4	12	12	5
Supporting school and kura leaders to implement agreed action	330	40	32	4	11	10	4
Liaising with other teaching and learning support roles	328	39	25	3	18	9	7
Coordinating the implementation of the achievement plan with the CoL leadership, WSTs and other relevant teaching and support staff	333	38	28	3	14	12	6
Leading learning groups within the CoL	332	34	28	5	13	11	9
Providing/leading structured opportunities for teachers to support and assist ongoing development of effective approaches to 'teaching as inquiry'	332	31	33	10	11	9	6

Respondents commented on the ACTs, for example:

- *It is not clear what the Across Schools Teachers actually do*
- *Teachers appointed across school are only doing half a job in both roles - too much time rushing between schools and not able to do either position well*
- *The discrepancy between the pay and workload/responsibility of a 4MU across school role and DPs on 6MU and HOLAs on 2 or 3 MUs. No one will want to be a HOLA or DP any more.*
- *Allocation of MU's and equity in terms of workload when compared to MU's available for in-school roles such as deans and HOFs. This leads to resentment of the CoL positions and the teachers involved in the initiative. 4 units and 10 hours for the Across Schools position is excessive and unfair to those with a greater apparent workload and direct contact with students teaching and learning who are on 1 MU. (Deans, HOFs etc.)*

ACTs themselves commented on their role and things that would help them with it. Examples are:

- *ACT role needs PLD and support early on - totally new role, is very confusing and I haven't always felt prepared to do the job*
- *Amazing experience to be an Across School Teacher. Privilege to meet and work alongside so many professional, dedicated teachers who are striving to make a difference for the learners in their schools. Love this role!!*
- *An online forum or opportunities to meet at a CoL conference to network and share experiences, to help us learn from each other*
- *Geographic distance concerns me - so much time to travel between schools*

Leadership development [needed] for Across School Teachers
Schools to adhere to 10 hour max teaching load
The Across School role should have defined roles/jobs

4.6. Within School Teacher role

Eighty-six people identified themselves as Within School Teachers in this survey. Nine indicated that they had only just been appointed and had not started working in the role yet, 39 had a little experience in the role and 38 had been appointed for a while and had some experience of the role.

Who are the WSTs?

Most WSTs in the survey were previously classroom teachers.

Over 60% were classroom teachers. A third were in middle leadership positions. Two were previously in a senior leadership role. One was previously the SCT.

Table 35   Who the WSTs are

Core role prior to appointment as WST	Responses (%) (n=86)
Classroom teacher	57
Middle leadership - curriculum and learning - 0-2 units	22
Middle leadership - pastoral and guidance - 0-2 units	7
Middle leadership - curriculum and learning - 3+ units	5
Senior leadership - administration	2
Teacher librarian	1
Relief teacher	1
Special Education teacher	1
The Specialist Classroom Teacher	1
Literacy support teacher	1
Literacy coordinator	1

Impact on their school role

Almost all of the WSTs had retained their original role in the school on becoming WST. This suggests that most of those who were in existing leadership positions have taken the WST role on top of those roles.

The WSTs were asked what change, if any, they had made to their in-school role in order to become a WST.

- 93% said they had made no change to their in-school role
- 4 people indicated they had stopped being a middle leader with 0-2 units
- 1 senior leader said they had stopped being senior leader.

Why apply for the WST role?

The strongest motivator seems to be the desire to improve outcomes for students.

Two thirds wanted a new challenge and over half were interested in making improvements for other teachers. A third wanted an alternative career path to middle leadership and about the same numbers were encouraged to apply by other teachers and by their principals.

Table 36   Reasons for applying for the WST role

Reason	Agreement (%) (n=66)
Improve things for students	82
New career challenge	64
Personal motivation to improve things for teachers	58
Alternative career option to management and middle/senior leadership	36
Encouraged by other teachers	36
Encouraged by principal	34
Told I was to do the role	2

NB. The WSTs were not asked if the additional pay and time allowances were reasons, and none gave them under the 'Other' category.

Trust and confidence of the teaching staff

Part of ensuring that the WSTs have the trust and confidence of the teaching staff, which PPTA, the ministry and NZSTA agreed was critical to the success of this role,[43] is consultation with teaching staff about the role, and a fair and open appointments process.

Most teachers had not been consulted about the role or the appointment of WSTs and only a third agreed that the appointments process had been fair and transparent with clear appointment criteria.

Consultation on the role

Most teachers in schools which had WSTs said there had not been consultation on the WST roles.

All those participating in the survey who were in CoL and had identified that the WSTs had been, or were being, appointed were asked about what consultation there had been about the roles. 691 replied to this question. 12% did not know if there had been any consultation, 54% said there had not been consultation with the teaching staff (a third of whom also said that they had been told very little) and 33% said there had been some consultation.

Of those who did know whether there was consultation about the role, 38% said there had been and 62% said there had not.

Thirty-seven principals replied to this question. Fifteen said there had been no consultation and 18 said there had been (and there were four 'other' comments). 41% of senior leaders, 31% of middle leaders and 29% of classroom teachers said there had been consultation.

---

[43] See *Guidelines for the appointment of Community of Schools Teacher (within school) roll in Secondary Schools*. P9

Table 37   Consultation with teachers about the WST role

Response	Agreement (%) (n=691)
No consultation I know of and teaching staff have been told very little	50
Teachers told what is happening but there has been no consultation	34
There has been pseudo-consultation/selected individual	1
We have had some consultation	27
There has been extensive consultation	6
There has been too much consultation	<1
Too soon to comment	1
I don't know	12

Comments:

- *The principal has said that even he does not know what the job of these roles will be.*
- *The roles need to be really well defined at the outset. Key tasks, performance indicators, goals of the role.*

The appointments process

Those in schools with WST positions, or in the process of appointing WSTs, were asked if they agreed with a number of statements in respect of the appointments process for the WSTs.

About two thirds of respondents did not agree there had been a fair, open and transparent appointments process in selection of their WSTs.

A quarter of people replying did not know anything about the positions. Half had not been told how many positions there were available to the school and less than 40% agreed there had been a fair and open selection and appointment process.

Table 38   The WST appointment process

Statements	All (%) (n=691)	P (%) (n=37)	SL (%) (n=149)	ML (%) (n=199)	CT (%) (n=312)
Teachers told how many WST roles school has	50	36	52	55	47
Was/is a fair and open process of application/ selection	38	48	43	35	36
The criteria for appointment were/are made clear	36	42	43	34	33
I don't know anything about these positions	27	6	16	22	31
Was/is clear which roles are permanent/ fixed term	19	27	21	17	19
We have not been able to fill all the WST roles we have	4	6	4	4	5

6% of all participants indicated specific issues with the process they had experienced.

Examples of comments on the processes:

- *I only know that some staff have been appointed. However, with one in particular, there is confusion with regard to her specific role. I am concerned that she is now taking on aspects of work which would previously have been done by counsellor or deans. I mean no disrespect to the person, but rather am confused about her boundaries in the new position.*
- *No idea who this is in our school or what their roles are supposed to be. Not communicated to staff.*
- *Since our principal has changed there has been more information*
- *People were shoulder tapped and then (amazingly) were interviewed, but we all knew who would be given the jobs. One person appointed did not fulfil the criteria for the number of class contact hours required.*

Compliance with conditions of the role

About half of the WSTs held units in addition to their WST allowance, and had the WST responsibilities in addition to their existing leadership functions. A third were not teaching enough hours to continue to be eligible to hold the role.[44] Too few permanent appointments appear to have been made, considering the requirement that no more than 40% of WSTs in a school be fixed-term.[45] A third of WSTs were not separated from the processes for making judgements for appraisal and attestation. Few WSTs had seen the advice and guidance already developed for the SCTs, who have many of the core functions of the WST.

The experienced WSTs were asked if they agreed with a number of statements relating to the requirements and expectations of the role.

Table 39   Basic conditions of the role

Statement	Agreement (%) (n=68)
I am teaching 16 hours or more per week	69
My role is based on working with other teachers over the long term to develop their skills	54
My role is permanent	28
My role is based on short-term ACs	28
I hold units in addition to my WST role	46
I'm not part of school processes of judgement for appraisal or attestation	34
I have seen the Specialist Classroom Teacher guidelines and handbook	7

An additional comment reflected the issues about appraisal:

- *I am involved in appraisal as an HOD - and need to keep this separate to the WST role in terms of the attestation.*

---

[44] Full time WST must maintain at least 16 hours per week teaching contact to remain eligible to retain the role and receive the allowances.
[45] Schools are required to appoint 60% or more WSTs to permanent roles to reflect the alternative career pathway it is intended to offer.

The relationship between WSTs and SCTs

Most WSTs had had no discussion with their SCT about how their roles interrelated.

Prior to the development of CoL each secondary and area school had an SCT position. The core functions of the two roles are very similar. The experienced WSTs answered a question about whether they had had discussions with the SCT about how their overlapping roles should interrelate.

Table 40   Discussions between WST and SCTs

Statement	Agreeing (%) (n=66)
No discussion	61
None, but I believe that others had these discussions with the SCT	11
We are engaged in these discussions currently	8
Yes, but some issues remain unresolved	5
Yes, we have reached a constructive conclusion	6
We don't currently have a Specialist Classroom Teacher	3
Casual conversations	2
SCT invited to join group discussions but not available most of the time	2

Initiating interactions with teachers

A third of the experienced WSTs were in schools that had not yet worked out what the process of initiating interactions with teachers would be. A third relied on the initiative of the WST or the teacher to initiate contact and one in six relied on middle or senior leadership. A few relied on the SCT to coordinate the contact.

Those who identified themselves as experienced WSTs were asked how the interactions between themselves and the classroom teachers they worked with were initiated. More than one option could be selected and they could also identify their own.

Table 41   Method of initiating contact between teachers and WST

Mechanism	Frequency (%) (n=67)
No discussion about this yet/too soon to say/not formalised	35
WST approach the teachers on our own initiative	33
Teachers approach WST on their own initiative	30
WST approach teachers on recommendation of middle/ senior leaders	16
Teachers approach WST on recommendation of middle/senior leaders	15
Teachers are directed to us by middle or senior leaders	6
Teachers approach WST on the recommendation of the SCT	6
Teachers are directed to us by the SCT	5
Focus on whole staff/workshop PLD, not working with individuals	3
WST approach the teachers on recommendation of the SCT	2
Teachers came to first meeting and were assigned a WST	2
WST approach the teachers they are allocated	2
Using existing small group structure to determine who we work with	2
Teachers self-selected an inquiry PLG, each headed by a WST	2
Via involvement with the kaupapa of Kia Eke Panuku	2

What are the WSTs doing?

More than a third had not received any advice and induction in the role and only a third had an appropriate and agreed programme of PLD for themselves. More had developed a PLD programme for the teachers in their school than had had PLD in the role themselves.

Three quarters were working with other WSTs on the achievement challenges and two thirds were working with other teachers in their school. 60% said they were doing administrative work related to the CoL challenges, while a minority had modelled good practice or observed and discussed teaching practice with teachers.

Fewer than half had a process for networking with the ACTs in the CoL and fewer than a fifth were working with their SCT.

The experienced WSTs were asked if they agreed with a number of statements relating to the work they were currently doing and the support they were getting in preparing for that.

Table 42   What WSTs are currently doing

Statement	Agreeing (%) (n=86)
Working with other WST towards achieving the CoL ACs in our school	75
Working with other teachers towards achieving the CoL ACs in our school	65
Have received advice and induction in the role	62
Am undertaking administration duties related to the CoL ACs	60
Have a process of networking with the ACT(s) in our CoL	44
Have modelled good teaching practice for some of our teachers	43
Helped develop PLD programme for other teachers in my school based on CoL ACs	41
Have an appropriate programme of PLD agreed in the context of CoL ACs	32
Have observed and discussed with them the teaching practice of some of our teachers	30
Am working with our SCT towards achieving the CoL ACs in our school	18
Do not agree with any of the above statements	3

Comments from WSTs on their induction and PLD included:

- *I have applied to attend PLD in order to better understand what my function is supposed to be and to be able to deliver PLD to teachers in my school but have been turned down on both occasions. The school considered it a CoL expense and the CoL considered it a school expense and neither wanted to pay for it.[46]*
- *Induction into the role has been quite fragmented and vague.*
- *"We are building the plane while flying it" to quote our principal, so the job is fluid and developing throughout the year so far. The school's PLD coordinator is doing a great job of trying to coordinate us WST, AST, SCT and others with leadership to create a suitable PLD plan that meets the CoL and own school annual plan goals. Last week we received training*

---

[46] Each school receives $400 per year for each WST they employ for the WST's CoL-related induction and PLD. Every principal in a CoL should be aware of this.

on Practice Analysis Conversations to support our role and work with teachers. The only other advice and induction is the group of WST meeting to discuss the job description and trying to work out the key tasks and outcomes with the PLD coordinator (who is the DP). We initiated this.

What takes most time?

Most time is spent in meetings, on leading and planning PLD, then on their own research and PLD, followed by leading/organising PLD for others and then collecting and analysing data.

The WSTs were asked to indicate, in order, the three tasks related to the WST role currently take up most time.

A number of identified activities seemed to be individual to specific schools and some of them did not seem to be the functions expected of the role (such as the bundle of tasks associated with working directly with students and managing student programmes).

The table below gives in order the six currently most time consuming groups of tasks associated with the role. A fuller version is provided in Appendix C.

Table 43   What WST spend most time on

Activity	Weighted rating
Meetings	84
Research and PLD	53
Leading PLD	40
Data collection and analysis	39
Working with/observing other teachers	29
Planning & liaison	18

Who the WSTs work with

The people WSTs were most likely to work with were other WSTs in their school, and this was the work they also spent most time on.

The experienced WSTs were asked to rank with whom they spent most of their time working in their WST role and the relative amount of time spent with each. 81% of them included students in their response. Since working with students is not a function of the WST role these responses were excluded (because it can reasonably be assumed they were referring to their core teaching role).

Table 44   Who WSTs are working with

Working with	WSTs indicating (%)	Time spent Average Ranking
Other WSTs in school	89	1
Established teachers in my school	82	2
Middle leaders in my school	84	3
Principal in my school	77	6
ACTs	74	4
WSTs in the CoL	71	5
SCT	66	8
New teachers in my school	65	7

How well are the WSTs doing?

There were 349 responses to a question on the core functions of the WST roles and how they were doing so far. 64 of these were WSTs. In each case more than half did not know or thought it too soon to say.

Those who thought they could make a judgement indicated the WSTs were currently most successful at coordinating and liaising with others responsible for PLD at the school, but less so at modelling and supporting collaborative behaviour and providing opportunities for observation and discussion about the practice of other teachers. Only 20% saw them as remaining apart from appraisal, performance management or competency judgments about other teachers.

Table 45   Perceptions of how WSTs are performing their role

Function	N	Don't know (%)	Too early (%)	Not achieving (%)	Achieve in part (%)	Mostly achieve (%)	Achieve fully (%)
Coordinating and liaising with others responsible for professional development within the school	346	25	33	6	15	17	6
Modelling and supporting collaborative practice	343	21	39	6	16	12	5
Providing opportunities for observation and discussion about the practice of other teachers	337	23	39	13	17	7	2
Remaining apart from appraisal, performance management or competency judgments about other teachers	338	36	38	6	6	6	8

Examples of comments made by non-WSTs on the link to assessment and appraisal included:

- *One of our school's Within School Teachers is also my appraiser so can hardly 'stay apart from appraisal'.*
- *Our WSTs are HoDs, so do appraisals.*
- *The in-school CoL people are appointed to be PLG leaders (Professional Learning Group). They are expected to observe other teachers in a coaching but not an appraisal role.*

Some WSTs' comments on assessment and appraisal of staff echoed these:

- *Inquiry is linked to appraisal. Run by WST.*
- *WSTs at our school are required to appraise other staff.*

There were also comments indicating the lack of information many WSTs were operating with. For example:

- *As a WST, I feel that we have taken so long to actually start doing anything worthwhile. Initially it was a whole lot of discussing what a spiral inquiry looks like, and then gathering data that in itself was flawed - which is fine, but when it was acknowledged that what we were doing wasn't altogether helpful (which is fine - that's the point of the spiral) we carried on running with it, which made no sense to me. Because guidelines about what we should be doing are so incredibly vague - thank you ministry - it has turned out to be nothing like what I was expecting to be able to do. [The agreed core functions] - never heard of those as goals we should be achieving.*

- *Job descriptions for WST roles are still being finalised, as a WST the list of [agreed core functions] above gives some interesting thoughts on what we are supposed to be doing.*

Other comments from WST teachers

- *Frustration is my main experience. So much potential, but so much vagueness and "following process".*
- *Our WSTs are working well together but I think our CoL principal will prevent real collaboration. (I.e. I think we've got the wrong guy in charge.)*
- *Time allocation has caused stress on workload. There is lots to be proud of this term.*
- *We are in the establishment year so are building strategy and relational trust between all the various stakeholders. I'm optimistic that after the ground work has been completed this year there will be a more explicit understanding from those who don't have CoL roles of what the various strategies are and will be more supportive. At the moment there are heaps of comments to the effect of "what are you doing for your extra $16000".*
- *Within School Teachers not able/willing to take release time.*

Evidence of negative feeling towards the role

There were many comments made through the survey which indicated that there is some negative feeling towards the WST role (and by association to those who come to occupy it). The issues generating this fall into four broad categories, and are illustrated in the comments below:

1   Workloads and remuneration:

- *Allocation of units is particularly unfair given that those of us in middle management do much more work for one unit. Now CoL teachers get 2 units and to be honest it appears to us that they are basically working on their own inquiries - which is what we also have to do but don't get paid for. There is a huge feeling that the whole system is not equitable. Nothing is getting fed through and staff are feeling like we don't benefit from the CoL.*
- *As the appointments start happening there are immediate inequities of pay appearing...eg a new appointee who is now earning more than both their HoD and HoLA*
- *I see teachers paid well for their CoL role, but am not seeing the value for money here. Some of these CoL people are paid the equivalent to an HoD but have a far less workload and responsibility so I am very negative about it considering I am an HoD and the workload we have in this role. I would be better taking a CoL position because the role and remuneration is better than an HoD's. There needs to be some addressing of HoD pay and workload, it is out of balance.*
- *In my last school (became DP at new school this year) the CoL was divisive, reduced collaboration due to money and time distribution issues and left many of us wishing we had not joined a community.*
- *CoL management units are disproportionately higher than for example the dean's management units for both the responsibility and workload.*
- *I am concerned as to how we will find senior curriculum leaders (HoDs) once this model is fully in place*
- *Need to increase the value of MUs in the system as there is now inequality of remuneration*

2   The lack of perceived benefit and increased work

- *All I see is that I am doing extra things that are no benefit to my students and waste my time.*
- *Just another distraction from core business. More meetings. More presentations. More observations - three people in a class observing sometimes. All stresses teachers and upsets students.*
- *No one really has any idea what this position is supposed to be doing at school. It seems like it is a glorified teaching as inquiry project which all staff have to do but if you are a CoL teacher you get paid to do. The only difference seems to be that the rest of the staff have to be tortured listening to presentations about the inquiry projects that are of little relevance to us.*
- *Staff have been lectured at by academic experts. Staff will have goals/targets assigned to them and will have to show compliance in these. Appraisal will be affected by this.*
- *… the teachers who are not involved … are getting dumped on to do more and without any time off to develop any real quality PD/ understanding.*
- *We have not been informed of what the CoL goals specifically are. Any information is vague. Staff perception is a lot of the CoL in school teachers are simply working on their own inquiries. Nothing is being passed on to other staff in terms of PD. In fact we are asked to join these inquiry groups and provide work/ ideas. However we are doing this work without the financial reimbursement like our CoL colleagues.*

3   The impact of appointment processes that are not seen to be fair and open

- *Application process was so vague as to be almost useless.*
- *Don't know who most of the WST are. The positions were allocated to a small group of 'favourites'. We were among the first schools on board with this new initiative and most of us are sceptical about the purpose.*
- *I fear the CoL teachers were political appointments in some cases.*
- *Staff should be informed on positions available and given details on application process*
- *Teachers were asked to apply and some were shoulder-tapped. One was co-opted and does not particularly want to be involved.*
- *The appointment process should be far more open.*
- *There needs to be some kind of checking of schools to see that the process is being done properly. There is a feeling that this can be used to support kingdom building in a school - or even cronyism.*
- *Too many appointments were predetermined in our school*

4.7. Specialist Classroom Teacher role

Specialist Classroom Teachers (SCTs) are not being well integrated into the CoL structures.

The SCTs hold the existing role in the school that is most similar to the WSTs, except that they have a school-wide view of PLD and staff pedagogical development rooted in the school's own goals and plans. The SCTs were seen as an existing role which needed to be integrated into the new CoL positions and which could provide support and leadership for the new CoL roles. They model good teaching practice and support staff members who need pedagogical advice, as well as having a role in PLD provision in the school.

Nine SCTs gave their thoughts on the expectation that they would play a coordinating and liaison role with the WSTs and ACTs. One suggested it was working well, two that it was moving in that direction and the rest indicated that there had been no attempt to integrate the SCT role into the CoL structures.

- *Good - already have been involved in the setting up of Google Communities for communication and information sharing. Probably taking up all of my specialist teacher time at present.*

- *I am an SCT and I was not aware that this was the expectation. I am to a small extent carrying out this role already as I have carried out the ACT role last year so have a very clear understanding of how the CoL needs to be driven from inside the schools.*

- *I am the SCT and was unaware of this, however I am working along with the staff in achieving the agreed upon goal of writing.*

- *As SCT I have not been invited to any meetings that might have occurred. Nor was it made clear that this is part of my role.*

- *This is the first I've heard of it. So not that well as our CoL is well developed and running.*

How SCTs are integrated into the CoL structure

Twelve SCTs who were in schools with appointed WSTs were asked about the discussion they were aware of about how their role integrated with those of the WST and also about their role in initiating interactions between the WSTs and other teachers.

None of the SCTs in this survey had been in discussion about how their roles interrelated with those of the WSTs. Most SCTs were not involved in linking teachers with WSTs. Only one of them indicated they currently worked with the WSTs to assist other teachers.

Table 46   Discussions about how the SCT and WST roles interrelate

Responses	Agreement (n=12)
No discussion with SCT	10
No, but I believe these discussions were had by others	1
No, but these discussions may have been/were had by others	1

Table 47   The SCT role in initiating interactions between WST and teachers

Responses	Agreement (n=12)	
I have no role in initiating interactions between other teachers and the WSTs	7	
I work separately from the WSTs	5	
Too soon to say	1	

5. What is working well and what isn't

5.1. What practitioners say works well

The most referenced positives were building relationships and collaboration, followed at about half that frequency by references to improved communication and the new roles.

The survey asked people who were working in a school that was part of an established CoL to identify three things that were working well in their CoL. Most could identify at least one positive for the CoL.

There were 587 responses from teachers and leaders:

- 409 (70%) identified something working well (210 identified one, 199 identified two or three)
- 135 (23%) said they did not know/ did not know enough to say or that it was too soon to say
- 43 (7%) said there was nothing they could identify as working well.

What they said worked well

A small number of the responses were not easily categorised. The remaining 544 responses fell into the following general categories:

Table 48   What is seen to be working well

Working well	All references (n)
Building relationships with others	98
Collaboration	96
Improved communication	56
The new roles (ACT and WST)	53
The associated PLD	48
Having shared goals/objectives/vision	42
A specific programme being operated	36
Change in pedagogical practice	22
Focus on student needs	22
More pay for some teachers	13
Support schools are getting	13
Positive attitude of staff	10
Meetings with others	10
Use of data	9
The external facilitators	7
Other	9

5.2. What practitioners say needs improvement

The most frequent response was the need for more/improved consultation, followed by concerns about the roles, then by the need for more guidance, information and support being required, and then issues with the achievement challenges.

Respondents in established CoL were asked for the three most important things they thought should be changed and why.

There were 416 responses from teachers and leaders:
- 352 (85%) identified areas of improvement needed (97 identified one, 255 identified two or three)
- 64 (15%) did not know or said it was too soon to say.

The 352 responses about improvements needed fell into the following general categories:

Table 49   What could be improved about the CoL

Issues	All references (n)	
More/improved consultation needed	161	
The roles	109	
○ *General*	-	*45*
○ *CoL leadership*	-	*29*
○ *WSTs*	-	*23*
○ *ACTs*	-	*12*
More guidance/information wanted	86	
More support	55	
Achievement challenges	48	
More flexibility	38	
Inequity	30	
Workload	28	
Abandon CoL/use money for other things	26	
Resourcing	22	
Organisational issues	21	
Data	10	
Speed of progress (too fast/slow)	9	
Other comments	44	

Some principals in the survey reflected concerns heard elsewhere about the resourcing of CoL positions and activities. For example:

- *Being able to suitably staff the replacements for CoL roles within and across schools*
- *Teacher supply needs to increase to enable staffing gaps to be filled.*
- *The CoS roles are not funded properly and being in a CoS is costing our school thousands of dollars every year. This might be ok at a school where there is money that can be reallocated from somewhere else but not all schools have this luxury and may not know the issue even exists until it is too late.*
- *We are given PLD but not the release time for staff so we are depending on the goodwill of others to cover staff.*

6. Experiences and expectations of Communities of Learning

6.1. The current experience of collaboration and competition in CoL schools

Most respondents did not know what the impact of CoL would be on collaboration and competition. 4% of classroom teachers and middle leaders indicated there had been improved collaboration between principals and teaching staff.

Communities of Learning are designed around a shift to collaborative leadership across all levels. Survey participants were asked to respond to a series of statements about the practices in their school and the change they had seen to date through involvement in the CoL process. More than one response was possible for this question.

Table 50   Impact of CoL processes on collaborative leadership practices

Statement	Agreement				
	All (%) (n=939)	P (%) (n=41)	SL (%) (n=184)	ML (%) (n=246)	CT (%) (n=459)
Too soon to say/don't know	64	37	57	58	66
Practices in my school remained largely top-down	26	0	4	34	29
Practices in my school already largely collaborative	11	49	31	11	8
Greater horizontal collaboration between principals	11	46	35	10	7
Greater collaboration between principals and teaching staff	5	32	20	4	4

There were also six comments that there was less collaboration than before in the school because of the absence of the principal in their CoL role.

Communities of Learning are also designed around reducing competition between schools in an area. Participants were asked to respond to a series of statements about the impact of the CoL processes on competition. Most felt it was too soon to say.

Table 51   Impact of CoL processes on competition

Statement	Agreement				
	All (%) (n=943)	P (%) (n=41)	SL (%) (n=185)	ML (%) (n=248)	CT (%) (n=460)
Too soon to say/don't know	63	37	51	61	68
Still competition between secondary/area schools locally[47]	16	24	21	19	14
Competition with secondary/area schools outside CoL unchanged	13	41	25	13	11
Always little competition between local secondary/area schools	12	15	18	12	11
Competition with secondary/area schools outside CoL increased	2	7	3	1	2
Competition with secondary/area schools outside CoL decreased	1	2	1	0	1

---

[47] "Locally" here may include some schools that are in the same CoL and others which are outside the CoL of the teacher responding.

6.2. Expectations of collaboration and competition over time

Most respondents did not know what was likely to happen to competition, but those who offered a view tended to expect either no change in competition or a new source of competition between CoL.

Table 52   *Expectations of collaborative practices in future*

Statement	Agreement				
	All (%) (n=941)	P (%) (n=40)	SL (%) (n=184)	ML (%) (n=246)	CT (%) (n=461)
Don't know/too soon to say	52	28	43	51	56
Practices in our school will remain largely top-down	22	3	2	23	25
Practices in our school will remain largely collaborative	15	63	42	13	10
More collaboration between principals and teaching staff	13	28	21	13	12
More collaboration between principals of secondary/area schools and principals of primary schools in our CoL	20	50	43	18	16
More collaboration between principals of secondary/area schools in our CoL	12	43	30	30	12
Collaboration will develop between neighbouring CoL	12	30	23	9	11

Principals were the most optimistic about the development of horizontal and vertical collaboration over time as a result of being in a CoL, but only about a third saw collaboration between CoL as a likely outcome.

Table 53   *Expectations of competition between schools in future*

Statement	Agreement				
	All (%) (n=941)	P (%) (n=41)	SL (%) (n=185)	ML (%) (n=249)	CT (%) (n=457)
Too soon to say/don't know	61	41	41	56	66
Will continue to be largely competitive with local secondary/area schools	17	20	20	20	14
No change in competition between secondary/area schools in our CoL and similar schools outside	15	17	22	16	13
Reduction in competition between our local secondary/area schools	6	15	9	4	7
Reduced competition between secondary/area schools in our CoL and similar schools outside the CoL	3	10	4	2	3
Increased competition between secondary/area schools in our CoL and similar schools outside the CoL	3	5	7	3	3
Competition between CoL will develop	4	7	4	4	5

6.3. Impacts on workload

The greatest workload impacts have fallen on the principals and more generally the senior leadership in schools. Classroom teachers were more likely to say either that it had had no impact so far, or to be more cautious and say they did not know or that it was too soon to say.

All respondents who knew they were in a CoL were asked about the implementation in terms of the workload impacts on teachers. 946 people answered this question, including 135 who were in CoL-related roles[48].

Table 54   Workload impacts of establishing the CoL

Impact	P (%) (n=44)	SL (%) (n=189)	ML (%) (n=251)	CT (%) (n=462)	CoLRole (%) (n=135)
I don't know/too soon to say	5	14	30	35	6
It has increased my workload considerably	39	25	5	6	36
It has increased my workload	34	24	18	13	42
It increased my workload temporarily	16	8	5	4	3
It has changed my workload not increased it	5	6	3	3	10
It has had no effect on my workload so far	0	22	40	39	2
It decreased my workload temporarily	0	0	0	<1	1
It has decreased my workload	2	1	0	0	1
It has decreased my workload considerably	0	0	0	<1	0

Indicating that they had seen their workload increased or increased considerably were:

- 73% of principals
- 49% of senior leaders
- 23% of middle leaders
- 19% of classroom teachers
- 77% of teachers with CoL roles

Indicating that their workload had temporarily increased or increased considerably were:

- 16% of principals
- 8% of senior leaders
- 5% of middle leaders
- 4% of classroom teachers
- 3% of teachers with CoL roles

Some of the comments on workload were:

- *CoL appointments designing things for everyone to do without taking away anything that we do*
- *Feedback at the chalkface is that this is resulting in massive increase in workload*
- *Our school has too much change going on - we are sinking under new ideas and staff PD. This is just another load that we don't care about and we have no buy in for the whole process.*
- *This whole process of being involved means teachers have to spend hours writing relief lessons for the classes they are not in front of. They need to job share if they are given a position. The workload is huge.*
- *We don't have time to do this as an 'extra' so it needs to be blended seamlessly into what we're already doing, or other responsibilities/priorities need to be taken away from us*

---

[48] Those with CoL-related roles are included in table 54 both as part of the teacher levels and separately.

7. Discussion

Introduction

In this final set of observations on the findings of the survey, PPTA draws on its broader experience and information base as well as the material provided through the survey. PPTA acknowledges that it does not operate from a tabula rasa here. In considering the implications of the data, we draw heavily on our contextual knowledge from:

- participation in the various forums involved in developing and overseeing the IES initiative, including:
  - o directly with the Minister of Education,
  - o the IES Working Group,
  - o the IES Advisory Group,
  - o the IES workstreams, and
  - o the joint sector development and revision of the series of guides to school and kura
- PPTA members, including from our executive, who are in CoL
- principal and senior leader groups
- other sector organisations representing employers and employees in schools.

The IES principles

PPTA was looking for evidence that the experiences of teachers and leaders in the implementation phase reflected the agreed principles for CoL, that they were to be:

- formed voluntarily;
- free to establish their shared goals and objectives;
- truly collaborative in nature;
- free to establish their own structures and processes; and
- free to form (and to reform) within their own timeframes.

These underlying principles for successful implementation were recognised by the IES workstream group and the IES working party (and reflected in the MoE-published documents 'Tips and Starters' and 'Guide to School and Kura' document).

Attitudes to the IES principles

It is encouraging that most teachers who know what the CoL are about are generally supportive of the ideas behind them, particularly the expectation of behaviour change and a shift to strong horizontal and vertical collaborative practice and consultation. However, those teachers represented fewer than half of all responses in this survey because so many did not know the underlying ideas of the CoL.

Most principals and most of those in CoL roles reported largely positive experience of the COL so far, but those without CoL roles were most likely to say they had no experience of it, or if they did that it was a negative experience.

Identifying schools in CoL

The tendency for the ministry to define schools as being in a CoL when they may be only in early development stages or have simply expressed an interest, or the ministry think they would be in a

particular CoL based on geography, is unhelpful. It contributes to the perception of pressure on schools to 'sign up'.

In the initial planning schools were not to be part of a CoL until they had signed the memorandum of understanding and been officially approved to be part of the identified CoL. We are currently finding a number of schools identified by the ministry as being in a CoL are *not* actually part of a CoL in the opinion of the schools.

Participating in CoL

Communities of Learning were designed around a shift to collaborative leadership across all levels. There is strong support for the idea of horizontal and vertical collaboration.

However, there appears to have been little consultation with the parent communities or teachers about whether schools should be part of CoL.   The lack of consultation reflects a level of failure in meeting one of the underlying requirements for successful CoL – a high level of vertical as well as horizontal collaboration.

Awareness of CoL

In schools which are actually in functioning CoL, there are many teachers who either do not know they are in a CoL or are aware but know nothing about it. This reflects a lack of engagement with the teaching staff during the development of the CoL.

Awareness of support material

Support material was produced for the establishment of successful and viable CoL based on the desired outcomes of strong vertical and horizontal collaboration, shared achievement, strengthened connections between schools and the development of new classroom-based career pathways without disrupting existing roles. There is a low level of awareness of this supporting material, including amongst principals, who should all have a high level of familiarity with them. This links back to a high level of misinformation and lack of knowledge that is being reported back to PPTA from the field.[49]

At the same time, one of the areas for improvement in the CoL development process identified by survey participants was the provision of more advice, guidance and models for them to work with. This suggests that the mechanisms for providing information to date have not been particularly successful and the original proposals around structured face to face information and discussion meetings around the country for pre- and early stage CoL should be revisited, as well as upskilling and 'socialising' of regional level ministry staff in the principles and the material.

Structure of the CoL

The failure to apply the flexibility which is possible around the leadership role and the pressure on communities to adopt the single principal leader model is unhelpful to CoL. It means that many do not operate under the leadership structure they believe best suits their CoL and it will increasingly expose them over time to being unable to find suitable leadership. It undermines the 'freedom to form' principle.

Despite the importance seen in each CoL being free to organise itself in the most effective way, the workload pressures implicit in a single principal leader model, and the counter-collaborative nature

---

[49] This lack of background information is also being reported about people employed to support the developments of the CoL locally.

of that model, this is primarily the model being imposed on CoL. The model is open to be varied through the provisions of the collective agreements but requires ministry approval. Despite the fact that there is some variation identified in this report, it is clear that a significant group of CoL are not operating with their preferred leadership model.

The notion of highly motivated educational leaders who had the confidence and support of their colleagues in the CoL was seen as one essential component of success. Leaders' positive reasons for applying are encouraging. However, for a third it was also a case of there being no other option open to the CoL. This signals some vulnerability in future for at least some CoL.

There were comments in the survey which suggest that some schools are experiencing not only limitations on their CoL leadership structure, but also on which CoL they might be part of:

- *We applied to be in two previous CoL [described]. Both of which were turned down and in the end it was clear that we only had one choice - be in the [named] Col or don't be in one. We joined the [named] Col so as not to miss out on PLD support etc.*

- *We are limited by directives so we cannot form a CoL with local secondary schools due to their Special Character status. We are therefore focusing largely on our local primary schools.*

Achievement challenges

Generally speaking teachers and the wider community have not been consulted on what the achievement challenges should be and a key complaint in the survey is about the rigidity the ministry applies to the challenges it will accept. This is a shift from the understanding that CoL should be free to select the challenges that have meaning to them and with which all parties to the CoL can identify and support.

The combination of the lack of freedom around the challenges noted in this report and the lack of involvement of the parent community and teachers seem to be reflected in the responses which indicate that the achievement challenges are not seen as relevant or realistic. Given the relative exclusion of middle leaders and classroom teachers from the development of the CoL and the achievement challenges, this is not surprising. The surprise was that even amongst the principals responding (who have been most involved in consultation and development of their CoL and achievement challenges) the level of agreement that the achievement challenges are relevant is generally so low.

The lack of collaborative development of the CoL and the achievement challenges seems also to be manifesting in a lack of ownership of the challenges and a lack of understanding of how things are to work in moving to meet the challenges.

PPTA is hearing from members about some schools where the staff are being told they are now being consulted on their achievement challenges, except the 'consultation' consists of being told what the already approved achievement challenges are and asked for a response to a fait accompli.

The roles

Leadership

The CoL leadership role is associated with a significant increase in workload expectations. The time allowance associated with the role is intended to allow the CoL leader to transfer 10 hours per week of their in-school duties to others in their school. Only slightly more than half have done this, which indicates many are continuing to try to carry a high level of in-school duties as well as their

CoL functions. This may indicate that more direct individual advice and best practice models are needed. Alternatively, the leadership model may need to be reviewed in some CoL (for example, if the reason for not transferring duties is due to an inexperienced senior leadership team).

It should be noted that for most principals involved in CoL there is an increase in workload which does not come with a time allowance, as it does for the CoL leader.

The actual time commitments of the role need to be assessed across a broad group of CoL leaders and the findings used to review the expectations around the CoL role, the time allowance and other supports in place and the options CoL have for the leadership structure.

Many CoL leaders do not feel that they have received good advice and induction into their leadership role.

Teacher roles

The roles are expected to be filled by applicants who have the trust and confidence of their fellow teachers. There is evidence of poor appointment processes and a shallow understanding of the roles and the requirements related to them. Some potential applicants for ACT and WST roles are being given incorrect information about their eligibility for the roles.

The lack of consultation on WST roles in particular is deeply concerning to PPTA.

Ensuring that the WSTs have the trust and confidence of the teaching staff (which PPTA, the ministry and STA agreed was critical to the success of this role) requires consultation with teachers about the roles combined with fair and open appointments processes. The need for teachers to have a sense of ownership and understanding of these new roles is considered essential to their success.

It is positive to see that many of the WSTs and ACTs are already engaging with their intended functions and positive to see that a number were encouraged to apply by their colleagues. There is a sense though of the teachers in these roles having to invent the role as they go. It is unfortunate to see so many being used for administrative duties, which is not their role.

It is disappointing that so few experienced ACTs are reporting that they have received appropriate advice and induction, or that they have an appropriate PLD plan agreed.

Separating support from assessment

About a third of teachers and WSTs are reporting a lack of separation of the role from evaluation. It appears that teachers holding both the WST role and a middle leadership role are more likely to have this role conflict. This lack of separation of support from evaluation is a significant failure by the employing schools.

Permanence and other requirements

Only about half of those identifying that they were in roles with ongoing functions had been made permanent, whereas schools are required to appoint 60% or more WSTs to permanent roles to reflect the alternative career pathway it is intended to offer.

A proportion of both WSTs and ACTs indicated that they were not teaching enough hours to continue to be eligible to hold their role.

Conflict

In the comments made to the survey from teachers who are not in CoL roles, there are indications of some resentment towards those who are in the roles. This reflects feedback PPTA has had from other sources. They can be perceived as 'easy' jobs with high salaries relative to classroom teachers and middle leaders. The lack of preparation and integration of the roles into general school life and the failure to consult and operate collaboratively with the classroom teachers and middle leadership, coupled with appointment processes which are not seen as fair and transparent, threaten to create a rather toxic environment in which many of the WSTs will have to work. A further potential area for resentment is that a frequently identified use of their time is in their own research, inquiry and PLD while other teachers are being required to undertake PLD and inquiry in their own time.

The expectation is that those who get the role will focus on the functions of the role (for which they are receiving the equivalent of 2 or 4 units and a time allowance) and not on other management duties. Again, this role is part of an alternative career pathway, not a way to supplement existing middle or senior leadership roles and salaries. A risk with this is that seeing teachers holding these roles along with management roles will increase the resentment felt by some towards the CoL roles and undermine the confidence in the role that is required for it to be effective across the system.

Specialist Classroom Teachers

The core functions of the SCT and WST roles are very similar. The new roles were to be introduced in a way that would ensure that they integrated with existing roles that shared functions with the WSTs (HoDs, SCTs etc). Experienced SCTs were seen as a natural source of advice, guidance and leadership for the newly established WSTs. However, there seem to be few discussions with SCTs about how their roles should interrelate with WSTs. Schools are generally failing to use the resources developed to support the SCT role to help the WSTs gain an understanding of their role.

Conclusion
The responses to this survey suggest that there has been a concerning breakdown between policy development and its implementation in schools. While the initiative may be developing as intended by the parties in some schools or whole CoL, this appears to be more by the nature of the existing leadership style in those schools than because of the implementation strategy.

It is clear that the first four of the five IES principles (identified above) have not been achieved on a systemic basis, and according to anecdotal evidence from a range of sources including outside of this survey, even the fifth is in question because a number of principals have spoken of feeling pressure to join a CoL or miss out on resources and PLD etc.

Only a quarter of respondents in our survey indicated that they knew about their CoL in any detail and had been engaged in consultation about it. While there are CoL which appear to be functioning well and to have engaged actively in consultation and co-development, the picture presented by the majority of teachers and leaders in this survey is a disturbing one. This is reflected in data and commentary, which is indicating:
- tensions between the CoL roles and middle leadership;
- tensions between the WSTs and many teachers in classroom roles;
- a general lack of consultation with parents and teachers at each stage in the CoL development;
- a lack of understanding of purpose, expectations of and functions of the CoL and of the individual CoL roles;

- a widespread lack of buy-in to achievement challenges amongst classroom teachers and middle leaders;
- rigidity about the achievement challenges and the CoL leadership structures;
- absence of consideration of the SCT role in the planning and development of most CoL; and
- a lack of awareness of the support materials.

What is clear is that school leaders and teachers who are closely engaged with the CoL processes generally feel confident about the initiative, but those who are not, which is a significant majority, do not. Fundamental principles about good communications, consultation and change management are not being met.

In terms of the underlying agreed principles for the CoL development process, PPTA identifies as successful:

- The developmental arm of the Ministry of Education in designing a framework of principles and guidance documents to support successful CoL implementation and development.
- The cross-sector organisation support for the underlying principles developed by the IES Working Group and the IES workstreams.
- The schools which have worked (and are still working steadily) towards a properly consultative model of CoL development.

However, the implementation has strayed far from the underlying principles being used as the measure of success in this report. There has been poor implementation strategy and resourcing and a breakdown between the policy development and implementation arms of the Ministry of Education, compounded by non-collaborative/consultative leadership styles within many schools. There is room for considerable improvement before it can be said that the Communities of Learning are all operating as envisaged by the IES Working Group.

Appendices

Appendix A Main role in school

School role	All Responses (n)	%
Classroom teacher	645	46
Day reliever	3	<1
Special Education teacher	25	2
Resource Teachers of Learning and Behaviour	18	1
The Specialist Classroom Teacher[50]	49	4
Middle leadership - curriculum and learning - 0-2 units	278	20
Middle leadership - curriculum and learning - 3+ units	112	8
Middle leadership - pastoral and guidance - 0-2 units	91	7
Middle leadership - pastoral and guidance - 3+ units	19	1
Middle leadership - Special Education - 0-2 units	16	1
Middle leadership - Special Education - 3+ units	6	<1
Senior leadership - curriculum	29	2
Senior leadership - pastoral and guidance	18	1
Senior leadership - administration	34	2
Senior leadership - professional learning	1	<1
Senior leadership - cultural leadership	1	<1
Principal	58	4
Other/not indicated	9	<1

---

[50] Some may have understood this to mean 'a subject specialist classroom teacher'. 12 SCT answered the role-specific questions.

Appendix B Teacher-identified achievement challenges

Category	n	Subcategory	n
Literacy	301	Writing/literacy/reading - general	194
		Writing - boys	61
		Reading	13
		Reading - boys	2
		Oral language	6
		Literacy – Māori boys focus	9
		Literacy – Māori focus	4
		Literacy – Māori and boys focus	12
Literacy and numeracy	25	Literacy and numeracy/maths - general	21
		Literacy and numeracy/maths – boys focus	3
		Literacy and numeracy/maths – Māori focus	1
Numeracy	138	Numeracy/maths	127
		Numeracy/maths – boys focus	3
		Numeracy/Maths – Māori/Pasifika students and boys focus	2
		Numeracy/Maths – Māori/Pasifika students and girls focus	1
		Numeracy/Maths – Māori/Pasifika boys focus	3
		Numeracy/Maths – Māori/Pasifika students focus	2
Achievement	201	Achievement - Māori/Pasifika students	116
		Achievement - boys	27
		Achievement - general	19
		Achievement – Māori/Pasifika boys	11
		Achievement – Māori/Pasifika students and boys	4
		Achievement - priority Learners	12
		Achievement - learning needs/SE students	12
Measures of outcomes	88	NCEA level 2	39
		Merits/excellence/endorsements	21
		NCEA level 1	7
		NCEA Level 3	7
		UE	7
		Post-secondary outcomes	4
		National Standards	1
		Juniors gaining NCEA credits	1
		NCEA tracking	1
Teaching and learning	76	Inquiry	5
		Student learning behaviours	11
		Student agency	7
		GATE	4
		Curriculum	6
		Teaching practice	4
		Culturally safe pedagogy	16
		Teacher efficacy	4
		21st Century Learning	1
		Academic tracking	1
		Accelerate Program in school	1
		Students homework	1
		Shared understanding of culturally responsive and relational pedagogy	1

		Building resilience	1
		Embedding mindfulness as a practice	1
		Raising staff and student capacity	1
		Shared Professional Development	1
		Growth mindset	1
		Assessment	1
		Outdoor learning opportunities for young Muslim girls	1
		Participating and contributing	1
		Learning Process Plan	1
		Visible learning	1
		Use of technology	1
		Enquiry from the school profile created	1
		Modern Learning Environment	1
		Future focus	1
Subject areas	56	Science	34
		Science – Māori/Pasifika students focus	4
		Digital	13
		Technology	2
		STEM	2
		Arts	1
Transitions	21	Transitions	21
Wellbeing	33	Student wellbeing	9
		Student engagement	9
		Attendance	7
		Relationships	6
		Student behaviours	1
		Learning needs	1
Working together	17	Student retention	2
		Communities	14
		Student-centred community	1
CoL processes/ practices	13	Collaboration	3
		Using/collecting data	7
		Raising leadership capability	1
		Growing critical thinking across community	1
		SOLO : a common language for use by all	1

Appendix C Most time consuming tasks of those in CoL roles

What COL leaders spending most time on

Activity type	Task rating 1st	Task rating 2nd	Task rating 3rd	Weighted[51]
Attending meetings	7	4	5	34
Arranging meetings	4	2	1	17
Establishing achievement challenges	2	4	-	14
Consulting with other principals	2	1	1	9
PLD/professional reading	-	3	2	8
Data crunching	1	2	-	7
Building the community	1	1	1	6
Organising the leadership structure	1	1	1	6
Preparing appointment process for leadership role	1	1	-	5
Working with ACTs	-	2	1	5
Selecting and appointing staff	1	-	1	4
Interacting with external organisations	-	-	2	4
Working towards objectives	-	-	2	4
Coordination	1	-	-	3
Facilitating others	1	-	-	3
Setting mission statement	1	-	-	3
Sorting/update achievement plan	1	-	-	3
Supporting colleagues	1	-	-	3
Working with other principals	1	-	-	3
Administration	-	1	1	3
Preparing resources	-	1	-	2
Working on pathway for Māori language immersion kura	-	1	-	2
Establishing the structure of the CoL	-	-	1	1
Observing staff	-	-	1	1
Organising day relief	-	-	1	1
Keeping board informed	-	-	1	1
Sorting out systems and ways of working	-	-	1	1

---

[51] This is a simple 3:2:1 weighting for task 1-3 respectively.

What ACTs spend most time on

Activity	Task rating			
	1st	2nd	3rd	Weighted
Working with WSTs	3	2	-	13
Meeting/working with Across Community Teachers	2	2	2	12
School visits	3	-	-	9
Meetings	-	3	3	9
Own professional development/reading	1	1	3	8
Administration/reading documents	1	2	-	7
Meetings with principals and Within School Teachers	2	-	-	6
Meeting/working with teachers	1	1	1	6
Meeting with principals	-	1	2	5
Supporting schools in CoL in profile creation	1	1	-	5
Liaising with other schools	1	-	-	3
Evidence gathering	1	-	-	3
Research	1	-	-	3
Communication and relationship development	1	-	-	3
Resource development	-	1	1	3
Coordinating PLD	-	-	3	3
Sharing pedagogical knowledge	-	1	-	2
Strategic development	-	1	-	2
Meeting with CoL leader	-	1	-	2
Presentations	-	1	-	2
Leading PLD	-	-	1	1
Reporting on progress being made	-	-	1	1
Technology development	-	-	1	1

What WSTs spend most time on

Current WST activity taking most time	Task 1	Task 2	Task 3	Weighted
Meetings	8	5	2	36
Meeting/discussion with other WST	1	2	3	10
Meeting with other teachers	1	2	-	7
Meeting with HODs	1	-	-	3
Meeting with ACTs	1	1	3	8
Meeting CoL leaders	-	1	-	2
CoL meeting	-	-	3	3
Meetings with school management	-	-	1	1
Meeting with school leadership team/CoL CRP teacher's school	-	-	1	1
Meeting of CoL committee	-	-	1	1
Preparation for meetings	-	2	-	4
Relief planning for visits to other schools	-	1	-	2
School visits	-	1	-	2
Discussion	-	2	-	4
Research	5	1	2	19
My own inquiry	4	4	1	21
Own PLD	1	3	4	13
Leading cross-school professional learning group	7	-	1	22
Leading whole school professional learning	1	1	-	5
Organising/planning school professional development	1	4	-	11
Organising/planning school PD development for HoFs and WSTs	-	1	-	2
Data collection	7	3	2	29
Data analysis	1	3	1	10
Classroom observation	3	2	1	14
Work with individual teachers	2	3	3	15
Planning and liaising	2	2	1	11
Development of a programme/plan	1	1	-	5
Co-ordinating visits	-	-	1	1
General organisation for our school's CoL team	-	-	1	1
Managing student programmes	1	1	1	6
Working with individual students	1	-	1	4
IEPs for target students	-	1	-	2
Interventions with at risk students	-	1	-	2
Profiling	3	1	-	11
Reporting back	-	1	3	5
Administration	-	-	4	4
Formulating a Theory of Improvement (TofI)	3	-	-	9
Creating a CoL google site	1	-	-	3
Working/learning on observation tools	-	-	1	1
Develop resources	-	-	1	1
Developing blogging tool access for students	-	-	1	1
Implementing action plan	-	2	-	4
Behaviour management	1	-	-	3
Collaborative work in ILE environment	1	-	-	3
Impact Coach training	1	-	-	3
Leading development of literacy in Y7/8	-	1	-	2
Training	-	-	1	1
Trying to understand my role	-	-	1	1
Developing collaboration	-	-	1	1

Appendix D   Familiarity with key support documents

| Statement | Joint guidelines for CoL roles[52] | | |
	All replies (%) (n=664)	Principals (%) (n=47)	CoL role holders & principals (%) (n=115)
Not aware of them	47	6	17
Aware of, but not read them	24	15	20
Aware of, read some	18	36	36
Aware of, read all	10	32	23
Aware of, refer to regularly	1	11	5

| Statement | MoE Guides to CoL development and roles[53] | | |
	All (%) (n=660)	Principals (%) (n=47)	CoL role holders & principals (%) (n=114)
Not aware of them	54	2	25
Aware of, but not read them	22	6	13
Aware of, read some	17	43	40
Aware of, read all	6	36	16
Aware of, refer to regularly	1	13	6

| Response | Collective Agreement clauses[54] | | |
	All (%) (n=660)	Principals (%) (n=47)	CoL role holders & principals (%) (n=114)
Not aware of them	57	11	33
Aware of, not familiar with them	24	30	17
Familiar with those related to my role	8	15	25
Familiar with all of them	9	32	18%
Refer to them regularly	2	13	6
Other	1	11	1

| Response | CoL Roles Appraisal Guide[55] | | |
	All (%) (n=663)	Principals (%) (n=47)	CoL role holders & principals (%) (n=114)
Not aware of this	70	30	58
Aware of, but not read it	22	43	24
Aware of, read it	8	28	17
Aware of, refer to regularly	1	0	2

---

[52] *Secondary Teachers' Within School Teacher Guidelines* (PPTA/MoE/NZSTA)
  Area Schools Teachers' Within School Teacher Guidelines (PPTA/MoE/NZSTA)
  Secondary Teachers' Across Community Teacher Guidelines (PPTA/MoE/NZSTA)
  Area Schools Teachers' Across Community Teacher Guidelines (PPTA/MoE/NZSTA)
  Secondary Principals' Community Leadership Guidelines (PPTA/MoE/NZSTA/SPC/SPANZ)
  Area Schools' Principals' Community Leadership Guidelines (PPTA/MoE/NZSTA/SPC/SPANZ)
[53] *Guide for Schools and Kura* (IES Community of Schools Workstream)
  Tips and Starters (IES Community of Schools Workstream)
  Role selection and Appointment Information (IES Community of Schools Workstream)
[54] Secondary Teachers' Collective Agreement (PPTA/MoE)
  Secondary Principals' Collective Agreement (PPTA/MoE/SPANZ)
  Area School Teachers' Collective Agreement (PPTA/MoE)
  Area School Principals' Collective Agreement (PPTA/MoE/NZEI)
[55] *Guide to Community of Learning Role Appraisal* (PPTA/NZSTA)

	ERO guides[56]		
Response	All (%) (n=662)	Principals (%) (n=47)	CoL role holders & principals (%) (n=114)
Not aware of them	63	2	32
Aware of, but not read them	19	28	24
Aware of, read some	14	38	25
Aware of. read all	5	32	19

	PPTA Change Management Toolkit		
Response	All (%) (n=659)	Principals (%) (n=47)	CoL role holders & principals (%) (n=114)
Not aware of this	69	43	60
Aware of, but not read it	21	38	26
Aware of, read it	9	4	11
Aware of, refer to regularly	1	0	3
Other	<1	0	0

---

[56] *Communities of Learning | Kāhui Ako: Collaboration to Improve Learner Outcomes*
  Communities of Learning | Kāhui Ako: Working towards collaborative practice
  Communities of Learning | Kāhui Ako in action