

Primary Teacher Staffing Priorities



REPORT TO ANNUAL MEETING 2007
PRIMARY TEACHER STAFFING PRIORITIES

1 PURPOSE OF THE REPORT

- 1 The purpose is to confirm NZEI's immediate priorities for primary teacher staffing as part of further developing a quality public education system.
- 1.2 The direction recommended has been informed by the following:
 - membership demand for smaller class size and release time to support middle management roles;
 - the career pathways discussions within the Longer Term Work Programme (LTWP) arising out of the 2004 Primary Teachers' Collective Agreement settlement;
 - the lack of staffing assistance to provide guidance and pastoral care for primary students, particularly those in years 7 and 8.

2 INTRODUCTION

- 2.1 In 2006 the President set up a National Executive working group to develop a report to Annual Meeting 2007 to discuss with members the staffing improvements NZEI would focus on in the immediate future. Members of the group were: Ian Leckie (convener); Vicky Carr; Karl Vasau and Maramena Tipiwai.
- 2.2 Three areas of staffing improvement were suggested for a "*Priority 2: Quality Public Education; Staffing of Primary Schools*" briefing paper. These were: confirmation of improvements to ratios as the first priority; a time allowance for middle management positions and for the career pathway positions proposed in the second interim report of the Long Term Work Programme; and support for disruptive/challenging students.
- 2.3 Detail of the improvements to be pursued with the Ministry of Education were developed by the President's Staffing Group and approved by the National Executive in January 2007 as the primary staffing priorities to be recommended to membership. The NZEI Principals' Council and the NZEI Primary Teachers Advisory Groups were to be briefed on the detail of the priorities in May 2007.

3 NZEI POLICY

- 3.1 Current NZEI primary teacher staffing policy was developed following extensive consultation with members through District Council reference groups in 2000. In the same year the policy was presented to the then Minister of Education's Review of Primary Staffing Group as NZEI's staffing vision (Annex A, columns two and three).
- 3.2 In February 2001 the Minister's Staffing Review Group Report was released. The current Government gave a commitment to implement phased staffing improvements which included:
 - restoring the Maximum Average Class Size (MACS) of 25 for small schools and lifting the cut-off level from a roll of 160 to 175;
 - the introduction of an additional management staffing component;
 - a reduced curriculum ratio of 1:15 for kura kaupapa Maori and immersion classes.

4 PROGRESS TOWARDS ACHIEVING NZEI POLICY

- 4.1 By 2007 the Maximum Average Class Size of 25 had been reduced from 28 to 25 for schools with rolls of less than 176; the Professional Leadership Time was completed for schools with rolls up to 186 (schools with rolls above 186 still required up to a further 0.3 full-time teacher equivalents); and Maori immersion curriculum ratios for years one to nine had been reduced to 1:20.
- 4.2 It is NZEI policy that Government commitment to full implementation of the Staffing Review Group recommendations be actioned before other staffing improvements are put in place. While the completion date was originally set by Government as 2007, a decision was made during the 2004 primary teachers' collective agreement negotiations to put the resource into supporting the Classroom Release Time negotiated for full-time classroom teachers.

- 4.3 The Government has since given a commitment that the primary recommendations from the Minister's Staffing Review Group would be fully implemented by 2008.
- 4.4 National Executive updates to NZEI policy since 2001 included a decision that, following the full implementation of the Minister's Staffing Review Group recommendations, the first priority for primary staffing would be improvements to the curriculum ratios.
- 4.5 It is proposed that three immediate priorities for improvements to primary staffing are pursued:
 - Reduction of the pupil to teacher curriculum ratio for years 4 to 8 (non Maori Immersion).
 - Release Time for middle management positions.
 - Guidance Time Allowance for Years 7 and 8.
- 5.6 Improved ratios assist with class size reduction. All of the five (years 4 to 8) year levels targeted are part of the primary and area school systems. Two of the year level groups (7 and 8) also feature in restricted composites and secondary (year 7-13) schools.
- 5.7 The current Government and the Labour Party have both shown willingness to consider the ratios question as shown by the reduction to the years 9 and 10 ratio in 2006 and the promised 1:15 for year one.
- 5.8 Extra staffing generated through the achievement of this policy would be entitlement staffing and therefore would count for salary units, Classroom Release Time and staffing surplus costs.
- 5.9 Consideration has been given to the level at which implementation should begin. It is recommended that improvements begin with reductions to the ratio for years 7 and 8. This would assist intermediate schools in particular as these schools rely on a single ratio (1:29) to manage class size.
- 5.10 Full primary schools would also benefit. These schools have proportionately fewer of the students generating 1:23 (and the anticipated 1:15 ratio) than contributing schools.
- 5.11 The total primary roll reached a peak in 2003 and is expected to continue to decline over the next few years. Total primary enrolments were down by 3300 students in 2007. A decline in roll numbers reduces the actual cost of curriculum staffing improvements. Staffing improvements would effectively retain teacher positions which would otherwise become surplus in a time of falling rolls.

5 THE NEXT STEP: REDUCTION OF THE CURRICULUM PUPIL TO TEACHER RATIOS FOR YEARS 4 TO 8

Current situation

- 5.1 Because of the Maximum Class Size adjustment, schools with a roll of less than 176 have the ability to organise for classes of no more than 25 students.
- 5.2 Class size for schools with rolls greater than 175 is dependent mainly on the staffing delivered by the curriculum teacher to pupil staffing ratios.
- 5.3 There are approximately 650 schools with rolls greater than 175. The ratios that provide these schools with teachers for general classroom teaching are:
 - 1:20 for Maori immersion years 1 to 9;
 - 1:23 for years 1 to 3;
 - 1:29 for years 4 to 8.
- 5.4 NZEI policy is for curriculum ratios of -
 - 1:15 for Maori immersion and for mainstream general classrooms
 - 1:15 for year one;
 - 1:20 for years two to eight.
 NZEI policy also states that a reduction in the ratios be the first priority for staffing improvement. Changes would be promulgated through the Staffing Order in Council.
- 5.5 The current year 4 to 8 ratio of 1:29 is the least favourable of all year level ratios in the compulsory sector. The ratio also applies to more year levels than any other.

6 THE NEXT STEP: RELEASE TIME FOR MIDDLE MANAGEMENT POSITIONS

Current situation

- 6.1 Schools have to organise release time for the principal and middle management positions by using the Management Time Allowance (calculated on weighted year level roll numbers) and the Professional Leadership Time Allowance (calculated on total roll number).
- 6.2 The Management Time Allowance delivers a full time position to 25 percent of primary schools. This time is used to release the principal from full-time classroom teaching. For all other schools the Management Time provides only part-time release. This is the case for 90 percent of schools with rolls between 200 and 350.

- 6.3 The Professional Leadership Time policy is not yet fully implemented. Currently the policy delivers to all schools a part-time component based on roll numbers. This staffing can be used to increase the Principal's release time or to provide time for existing middle management staff to carry out their duties. The policy, when fully implemented, would provide a full-time position at a roll of 250 and above.
- 6.4 Sometimes schools will take part of the curriculum staffing to increase the principal's release time or to provide for middle management release.
- 6.5 The current entitlement staffing for management is insufficient to cover the release time needed for the existing school leaders to carry out their required professional tasks.

Comment

- 6.6 The interim report of the Longer Term Work Programme Group advocated formalised positions of middle management as part of a career pathway for primary teachers.
- 6.7 The leadership roles currently in schools and the categories of Lead Teacher (which included Deputy and Assistant Principal positions), and Mentor Teacher, as described in the interim report, would require access to release time from classroom duties so that the tasks associated with the roles could be carried out. This would require staffing additional to the current Management Time Allowance and Professional Leadership Time. NZEI would negotiate for the Staffing Order in Council to include specific time allowances for selected/specified and designated middle management positions identified in the Longer Term Work Programme.

social and counselling needs of their students. Sometimes class size is increased to release teachers to take on the guidance role.

- 7.3 Students presenting difficult and challenging behaviour that disrupts their own and other students' learning opportunities have been the focus of recent Government and public concern. A Government commitment to extending the Additional Guidance Time Allowance to schooling year levels 7 and 8 would be timely and focused.
- 7.4 Education statistics show that the stand down and suspension rates for students increase gradually through the primary years. The increase is exponential from age eleven (year level 7), reaching a peak at age fourteen (year level 10). The Government response in 2006 was to target the crisis point by improving the staffing for schooling years 9 to 13 rather than considering the impact of providing similar staffing support for year levels 7 and 8.

RECOMMENDATION

That action be taken to secure improvements to staffing curriculum ratios for years 4 to 8; time allowances for middle management positions and for the career pathways positions developed through the Longer Term Work Plan; and a Guidance Time Staffing Allowance for years 7 and 8 as the next priority focus for primary teacher staffing improvements.

7 STEP: GUIDANCE TIME ALLOWANCE FOR YEARS 7 AND 8

Current situation

- 7.1 An Additional Guidance Time Allowance is already a staffing entitlement for schools with year 9-13 students. The allowance provides additional staffing to assist with behavioural guidance and counselling. The time allowance was increased in 2006. There is no similar staffing assistance generated by primary students.
- 7.2 The curriculum ratio for years 4 to 8 provides little flexibility for class size, let alone other activity, particularly in intermediates. It is now generally accepted that the behavioural and social problems that affect some secondary students also disturb the learning opportunities of some primary students. Many intermediate schools increasingly use operations funding so that additional teachers can be employed to cover the

RESOURCING AS AT 1996 The Report of the Ministerial Reference Group Feb 1995 (MRG)	NZEI POLICY AT JUNE 2000		REPORT of the SCHOOL STAFFING REVIEW GROUP (SRG) 2001	SUBSEQUENT NZEI POLICY 2001-2007	PROGRESS TO DATE
	JUNE 2000. NZEI PAPER TO THE MINISTER'S SCHOOL STAFFING REVIEW GROUP (SRG)	RATIONALE FOR NZEI POLICY (as at June 2000)	RECOMMENDATIONS FROM THE SRG REPORT, FEBRUARY 2001	FROM NATIONAL EXECUTIVE MINUTES and ANNUAL MEETINGS	ACHIEVED as at April 2007
Classroom teaching: general curriculum Year levels Ratio 1-3 1:23 4-6 1:29 7-8 1:29	Year levels Ratio 1:3 1:20 4-8 1:25	Implementation of the curriculum in the breadth and depth required by the National Education Guidelines. To provide support for inclusive education.		A ratio of 1:20 across all year levels (AM 00) Year 1 ratio of 1:15 (07/17)	Expectation that implementation of 1:15 for year 1 will begin in 2008
Maximum Average Class Size (MACs) 28 in schools with years 1-8 and a roll of <160.	MACs of 25 in schools with years 1-8 and a roll <160.	To support small schools many of which are in rural areas. All classes cater for multiple year levels. The principal is currently responsible for a class and there are fewer teachers to assist with school-wide curriculum planning and assessment than in large schools.	MACs of 25 in schools with fewer than 176 years 1 to 8 students.		In 2007 MACs of 25 for schools with year 1 to 8 roll of less than 175 Schools with a years 1 to 8 roll > 175 have FTTE of no less than 7
Manual (technology) Year levels Ratio 7-8 1:120	Specialist Teaching Year levels Ratio 1-6 1:100 7-8 1:80	An extension of the existing 'manual' (technology) component to provide a specialist capacity for all years 1 to 8. It is becoming increasingly difficult to provide quality learning opportunities for primary students without access to specialist input. The need is greater in years 7 and 8. Additional staffing is required at all levels to support, for example: <ul style="list-style-type: none"> • Technology, arts, Maori and other languages • ICT development • Specific school needs, accelerated learning, teacher librarians • new government initiatives such as literacy and numeracy • counselling, pastoral care and care for transient students • special education needs of non-ORS students. Could be shared or pooled.			
ORS/TRS Very high 0.2 FTTE High 0.1 FTTE	Exceptional needs 0.2 FTTE Very high needs 0.1 FTTE High needs 0.05 FTTE	An increase in the percentage of the school population that can be verified as eligible for this staffing and the categories renamed.		Students who have high needs but are not eligible for ORRs will receive supplementary learning support provided by the Ministry of Education (03/117)	0.1 FTTE Supplementary learning support time allowance Nationally 150 FTTE Employed at no less than 0.6 FTTE Generates management time
Management Staffing Weighted year level rolls: Years 1-3 x4.0 Years 4-8 x3.5 Manual: Years 7-8 x0.5 Delivered 0.1 FTTE for the smallest schools increasing to 1.0 FTTE at around a roll of 320 at the lowest point but nearer to 400 for most other schools.	Adjustments to the formula to deliver enhanced part-time staffing to schools with rolls of less than 160 with full-time positions occurring at multiples of 160 1.0 FTTE at roll of around 160 2.0 FTTE at roll of around 320 3.0 FTTE at roll of around 480 etc.	Prior to 1996 primary schools had full-time release for the principal at a roll of 231 or at 8.0 FTTEs. Since 1996 management tasks have increased. This component is to provide time for the principal in all schools, along with the deputy and assistant principals in some schools, to comply with the NEGs, NAGs and curriculum statements and to manage and implement requirements for: <ul style="list-style-type: none"> * the curriculum; * assessment/data management and reporting; * performance management; * the charter; * community liaison and consultation; * school reviews; * services to the board (financial, property, personnel); * carrying out instructions from the board; * providing educational, professional leadership and staff support and guidance; * Liaising with agencies outside the school such as Specialist Services, and Children, Young Persons and their Families. 	A new professional leadership component in schools (additional to management time) delivering: 0.2 FTTE up to a roll of 28 0.3 FTTE at rolls of 29-60 0.4 FTTE at rolls 61-92 0.5 FTTE at rolls 93-123 0.6 FTTE at rolls 124-155 0.7 FTTE at rolls 156-186 0.8 FTTE at rolls 187-218 0.9 FTTE at rolls 219-249 1.0 FTTE at rolls 250 and above.	A minimum of 2.0 FTTE (management and curriculum) in isolated essential schools (05/244)	Professional Leadership Time Allowance introduced incrementally. In 2007 the following applies 0.2 FTTE up to rolls of 28 0.3 FTTE at rolls 29-60 0.4 FTTE at rolls 61-92 0.5 FTTE at rolls 93-123 0.6 FTTE at rolls 124-155 0.7 FTTE at rolls 156 and above

Progress Towards Achieving NZEI Policy

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	Support Time General curriculum FTTE x 0.1	A new element within the curriculum component to provide a non-teaching time allowance. This could allow teachers to be released for activities that cannot be managed effectively while they are fully engaged in class teaching. For example: * student assessment, recording and reporting; * planning and preparation; * professional development; * curriculum leadership; * provisionally registered teacher induction in the second year; * Individual Education Programmes (IEPs).			Classroom Release Time (CRT) achieved in the 2004 Primary Teacher Collective Agreement negotiations. From Term 4 2005, full-time teachers entitled to 10 hours per term. Part-time teachers of 0.8FTTE and above received a pro-rata entitlement in 2007. Resourcing (0.04 FTTE) provided to schools in the Staffing Order (sufficient for full time teachers only).
Attached teachers ORS FTTE x 0.05 RTM FTTE x 0.05 RTR FTTE x 0.05	ORS FTTE x 0.05 RTM FTTE x 0.05 RTR FTTE x 0.05 RTL B FTTE x 0.05	The intention is to include the support time allowance for all attached and additional staffing in the entitlement so that the staffing counts for the calculation of salary units.			RTM and ORRS FTTEs count for the calculation of salary units and management time
Normal Schools 1.0 FTTE	Status quo	Retaining a full-time component in designated Normal Schools supports the concept, function and role of Normal Schools, particularly in relation to the demands of liaison with providers of pre-service teacher education.			
	Principal development	A block allocation of time for first time principals and principals moving on promotion to a higher grade.			
	Maori Kura Kaupapa Maori, Maori immersion and bilingual classes in regular schools: Year levels Ratio 1-13 1:15	Across-the-board ratios to support te reo Maori, both the teaching of the language and teaching in the language, at levels 1 and 2.	Maori Kura Kaupapa Maori, Maori immersion and bilingual classes in regular schools; Years 1-12 Ratio 1:15		Tuakana-teina allowance of not less than 1.0 FTTE and 1 salary unit. Years 1-12 Ratio 1:20
	Pacific students Bilingual classes in Regular schools. Year levels Ratio 1-13 1:15	To provide support for effective targeted teaching using Pacific languages at levels 1 and 2.			
	Low decile schools. Deciles 1-4; Curriculum FTTE plus a percentage weighting of the curriculum FTTEs. • 20% for Decile 1, reducing to • 5% at Decile 4.	A new element to assist with the implementation of the curriculum in schools with a catchment area identified as contributing to educational difficulties. This staffing targets government (2000) priorities for 'closing the gap' – Maori, Pacific Island students and low decile schools.			
Beginning Teachers Time Allowance 1st year 0.2 FTTE	1st Year 0.2 FTTE 2nd Year 0.1 FTTE	The induction time allowance extended to provide 0.1 FTTE in the second year for ongoing support leading to registration. This is particularly important for teachers who have had only part-time employment in their first year.			0.1 FTTE available in the second year

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	<p>Support time (salary units); Salary units x 0.1 FTE</p>	<p>A new element calculated on the number of salary units allocated to the school. It enhances the career structure by providing a training ground for unit holders and middle management to move through to principal positions.</p> <p>The time allowance is for schools to make provision for basic scale teachers who are unit holders to carry out the extra responsibilities associated with the salary unit payment including performance management and appraisal, staff support and guidance and school-wide responsibilities for example:</p> <ul style="list-style-type: none"> *curriculum leadership *behaviour management support *implementing school assessment policy, particularly in the early years *school curriculum reviews *pre-entry liaison 			
<p>Reading Recovery 260 FTE held nationally and allocated annually.</p>	<p>The number of FTEs increased to reflect the total number of six year old students.</p>	<p>This component has been limited to 260 FTEs since its introduction in 1984. The number has not been updated despite the increase in 6 year olds.</p> <p>The resource supports Reading Recovery Tutors, training provisions and the relievers required to replace teachers in training.</p> <p>A small number of FTEs is held to implement the programme in schools but schools are required to also draw heavily from the 1:23 classroom curriculum ratio resource.</p> <p>Rural schools are particularly disadvantaged.</p> <p>Students in Maori immersion have no access to reading recovery in Maori.</p>			
<p>Resource Teachers</p> <p>RTL Year levels ratio 1-10 1:750 Calculated nationally.</p> <p>RTM (53 in 1994)</p> <p>RTR (68 in 1998)</p>	<p>Status quo National number linked to national roll and need.</p>	<p>Note: RTLs should have the knowledge, skills and experience to work with Maori students.</p> <p>A similar allocation system as that used for RTLs should apply to RTMs and RTRs. All resource teacher groups should have a rural weighting.</p>			<p>In 2001 the RTR service was replaced by RT:Lit. There are 109 positions nationally.</p>