

REPORT TO ANNUAL MEETING 2004
**FINAL REPORT OF THE SUPPORT STAFF
FUNDING WORKING PARTY**

KEY FINDINGS

- This report details the outcomes of the research conducted by the Support Staff Funding Working Party (SSFWP) since Annual Meeting 2003.

- The research demonstrates a broad consensus that:

There is an urgent need for change to the *funding mechanism* for support staff in schools, along with an increase in the *amount* of funding;

Support staff are essential to the smooth running of modern schools, and should be valued and remunerated accordingly;

Any new funding model must (1) deliver greater *certainty* of funding for schools, and (2) preserve each school's *flexibility* to self manage.

- None of the three models investigated by the working party offers a completely satisfactory solution.
- A proposed new funding model has been developed by the working party on the basis of the research evidence and wide consultation with members and other key stakeholders. The recommended model is named the Flexible Mixed Funding Model (FMF).
- This model is at a conceptual stage. It has been designed to meet the requirements set out in the working party's terms of reference.
- The key features of the FMF Model are:

A mix of central and operations grant funding tailored to needs;

Central funding of a full-time equivalent (FTE) staffing entitlement;

FTE's relate to core *functions* not actual *positions*, and can be deployed flexibly by schools;

Schools retain the option of paying for additional staffing from board funds, as for teachers;

A linear, unified pay scale for core support staff;

Implementation to be phased in gradually;

Increased government funding to cover full employment costs for core support staff;

Minimises risks to support staff and schools;

Maximises local flexibility and autonomy.

INTRODUCTION

- 1 The Support Staff Funding Working Party was formed after Annual Meeting 2001 to investigate alternative models for funding support staff wages and to formulate a draft policy for NZEI Te Riu Roa on a preferred funding mechanism for support staff in schools. It was subsequently agreed that this funding mechanism must reflect a best practice resourcing model that takes into account the autonomous nature of school administration and the wide range of decision-making practices.¹
- 2 During 2003–2004 the working party comprised four support staff and three principals. The members of this group were:

Pam Cooper

(Convenor) National Executive: Support Staff

Nigel Wilson

National Executive: Principal

Margaret Thomas

National Executive: Support Staff

Harvey Porteous

Principals' Council

Donna Hippolite

Te Reo Areare: Support Staff

Coral Ferguson

Wanganui District Council: Support Staff

Keriana Tawhiwhirangi

National Executive: Principal (to 31 May 2004)

- 3 The primary purpose of this report is twofold: (1) to inform the NZEI Te Riu Roa Annual Meeting 2004 about the outcomes of the research and analysis conducted by the Support Staff Funding Working Party (SSFWP) since Annual Meeting 2003, and (2) to present the working party's recommendations for a new funding model for school support staff developed on the basis of the research evidence and wide consultation with members and other key stakeholders. The report is divided into four sections.

- 4 The first section gives a brief overview of the support staff funding options project since the formation of the working party at Annual Meeting 2001, and outlines the historical context and rationale for this work. The second section summarises the results of the research undertaken over the last year, and assesses the strength of the case for change to a new funding model. It also outlines the vision of best practice management and funding of support staff in schools that the SSFWP has developed on the basis of the research data and in consultation with members.
- 5 The third section sets out the various industrial, professional, educational and strategic criteria against which any new model must be assessed, and then evaluates the viability and desirability of the three broad funding models the working party was asked to consider by Annual Meeting 2003 (see below). The conceptual framework for an alternative flexible mixed funding model is presented next. This is followed by a strategic assessment of the proposed model's viability and the risks and opportunities it presents, based on detailed consultation feedback from a range of NZEI reference and advisory groups. The report closes with the working party's conclusions and recommendations.

BACKGROUND AND CONTEXT

Changes to the Educational Landscape

- 6 The New Zealand education system has undergone a series of profound changes over the past 15 years, characterised most obviously by the decentralisation of school administration and funding.² Both the number of support staff in schools and the range and complexity of their roles increased substantially after the introduction of the Tomorrow's Schools reforms in 1989. Support staff continued to experience significant changes to the nature and scope of their work throughout the 1990s.³ This expansion was also fuelled by the progressive shift towards mainstreaming students with special needs. By 1999 for example, the majority of schools were employing several teacher aides (on average 3 part-time positions per school) to assist children with special needs, a major change from the situation prior to 1989.⁴
- 7 These trends have gathered pace in recent years as a direct result of other major changes in the educational and social landscape. Firstly, a series of curriculum reviews and changes to the assessment and qualifications systems in both the primary and secondary sectors have added hugely to teacher workloads throughout the past decade.⁵ These have also impacted both directly and indirectly on the amount and type of work done by support staff, especially in the administrative area.
- 8 Secondly, the Ministry of Education has made regular changes to the routine reporting requirements it places on schools (e.g. NEGs and NAGs),⁶ and a range of other legislative or regulatory changes have been introduced in recent years. These include ERO reviews, NZQA and NCEA requirements, statutory requirements under legislation such as the Health and Safety in Employment Act and the Holidays Act. Schools have also had to manage progressively larger and more complex human resource and payroll operations as the numbers of staff they employ directly has increased. These factors have substantially increased the workloads of school administrators and principals.⁷
- 9 Thirdly, the rapid development of information communication technology (ICT) since the early 1990s has radically altered the way school and classroom administration is performed and has turned school libraries into multimedia information centres. With the installation of computer networks and PCs in schools and classrooms now routine, ICT has added a new tier of technical support requirements for even the smallest school. This has entailed significant additional costs for schools, without even taking into account the high ongoing capital costs and overheads involved in purchasing and upgrading equipment and software, laying networks and training existing staff in the use of new software and systems.
- 10 Finally, social and demographic changes have contributed to a dramatic increase in demand for support staffing in schools. Social trends such as changing family income and work patterns and the increasing diversity in school communities impact directly on the amount and type of support staffing needed in schools, as do issues such as increased roll transience, problems with violence and antisocial behaviour, and truancy. Many schools are developing into a full-service model, where they become a "one stop shop for health, education, childcare and social organisation." This extension

of service, combined with a progressive decline in the amount of volunteer involvement from parents, means schools and teachers require more administrative and teaching/learning support and employ a much more diverse range of support staff than was the case a decade ago.⁸

Funding of Support Staff in Schools

- 11 The Tomorrow's Schools reforms envisaged a greater degree of resource devolution to schools than has in fact taken place. In particular, teacher salaries remain centrally funded and a significant level of other resourcing continues to be provided from the centre.⁹ However, schools are expected to meet all employment costs for a steadily growing number of support staff (except for some therapists) from their operational funding and from supplementary funding tagged to individual students (eg ORRS, SHHNS, ACC). Moreover, GST is payable on all operating grant and special needs income, which reduces the amount available for schools to meet support staff employment costs by a further 12.5%.
- 12 It has now been acknowledged at an official level that the reforms "underestimated ... the kind of supports, information infrastructure and systems principals and teachers would need."¹⁰ This is reflected in one of the findings of the NZCER report, *Ten Years On*, namely, that in 1999, 61 percent of principals wanted more support staff, a figure that has been consistent through all the NZCER surveys conducted since 1989.¹¹
- 13 Another conclusion from the NZCER research is that the longer New Zealand schools have self-managed, the more they have found the amount of government funding they receive to be inadequate. By 1999, 87% of principals and 65% of trustees said the operations grant was inadequate, compared with only 20% of each group in 1989. The evidence is clear that schools are increasingly forced to rely on fundraising to fill the gaps. Although there have been significant increases in operational funding, especially since 1999, these have, in the main, been linked to increases in the consumer price index and/or the cost of providing targeted services or programmes. The Ministry of Education has never included a separate funding component or formula for support staff

in its calculation of operational funding since the implementation of Tomorrow's Schools. Consequently, there is no mechanism available for adjusting operational funding levels to take account of the changing patterns of support staff employment. No review of this policy has ever been undertaken.¹²

- 14 The under-funding of this component of school expenditure since the introduction of Tomorrow's Schools has been compounded by the effect on school budgets of much-needed improvements in terms and conditions for support staff in the last decade. However, as the graphs below illustrate (Figures 1 and 2), despite government claims that support staff wages are taken into account in their calculations, annual increases in operational grant and special needs (ORRS) funding since 2000 have not kept pace with the annual percentage increases to base hourly rates in the Support Staff Collective Agreement, let alone with the cost of other changes to conditions such as increased allowances, leave entitlements and annual service-based increments. Moreover, these funding increases are not usually synchronised with increases in the collective agreement, leaving a further shortfall to be met out of the operations grant.
- 15 In addition, there has been a clear trend for many support staff to be entitled to placement on comparatively higher steps or grades as their jobs increase in complexity and more experienced and well-qualified staff are required. For example, in the 2000–2001 collective agreement, a change in the grade definitions for associate staff was negotiated, resulting in many teacher aides moving from Grade A to Grade B, and librarians and technicians moving from Grade B to Grade C. In the most recent collective agreement negotiations (November 2003), the Ministry agreed to officially remind boards that teacher aides working with special needs students should generally be paid on Grade B (not on Grade A as has still frequently been the case in many schools where support staff checks have been carried out).

Figure 1: Annual increases to SSCA base rates vs Operations Grant and ORRS funding 2000–2004

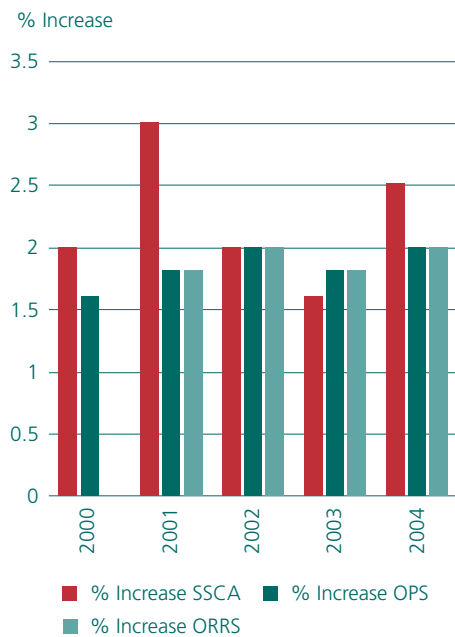
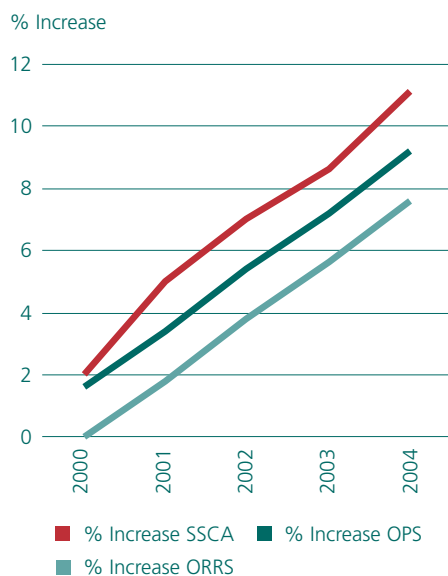


Figure 2: Cumulative % increases to SSCA base rates vs Operations Grant and ORRS funding 2000–2004



- 16 This situation is increasingly creating significant budgetary tension for schools. School management often has little choice but to offset shortfalls in funding either by reducing support staff hours or positions, drawing on other components of operating grant income to meet identified needs, or by tapping into locally-raised funds.
- 17 Funding pressures also appear to be a major factor in many employment agreement compliance issues

that NZEI support staff members consistently raise with field staff. These issues include non-payment of increments and allowances, fixed term agreements that should be permanent, fluctuating hours, lack of professional development, and incorrect job descriptions and grading of jobs. A recent analysis of support staff checks conducted by the NZEI Central Regional Office in the period 2002–2004 in 118 schools (covering a total of 360 support staff) identified a total of \$328,907.27 in support staff pay arrears alone.¹³ As at 1 June 2004, NZEI field staff had conducted audits of 176 primary and secondary schools involved in reorganisations throughout New Zealand. Of these, 166 owed their support staff money, with an average amount of \$900 in arrears due to each support staff member.¹⁴ NZEI National Office estimates that the amount owing to support staff nationally could be as high as \$6 million.

Possible Alternative Resourcing Models

- 18 In their Interim Report to Annual Meeting (2002) the Support Staff Funding Working Party identified five possible funding models to address these issues:

■ **Model one: Status quo with increased funding**

The current model with on-going increases to operational funding to a level identified from analysis as adequate or more than adequate. Schools retain absolute choice but are bound by a national collective agreement.

■ **Model two: Status quo with increased funding but some costs reimbursed**

The current model with on-going increases to operational funding but some 'one-off' costs of support staff are reimbursed from central funding. Costs such as relief for sick leave, retirement and long-service leave entitlements and maybe specified redundancies are reimbursed and additional funding for new initiatives and government requirements is allocated.

■ **Model three: Status quo/increased funding, but a proportion of the operations grant 'ring-fenced'**

The current model with a proportion of the operations grant 'ring-fenced' for support staff employment. Schools could be required to account for this and percentage increases could be applied to this portion separately from other increases to the operations grant when settlements are reached

■ **Model four: Core positions funded centrally/schools able to create more positions as needed**

A mix of central funding and operational grant funding for support staff positions. Centrally funded positions based on a modernised (and adequate) entitlement formula for core administrative and curriculum support positions as well as ability for schools to employ additional support staff for locally identified needs and initiatives. A proportion of the operational funding would need to be held back to fund the central entitlement.

■ **Model five: Complete central funding at an adequate level, with some ability to employ extra staff**

Complete central funding for support staff at an adequate level. This would be formula based for different sizes and types of schools. Present levels of support staff could inform levels of need/adequate funding as well as proper identification of the costs and analysis as in model one. As with teachers schools would be able to employ additional support staff out of operational funding.

19 In the Support Staff Funding Options Progress Report presented to Annual Meeting in 2003 (Special Reports to the Annual Meeting 2003), the working party concluded that Models 1 and 2 were unlikely to deliver a more effective framework for furthering the industrial aims of support staff, because an increased level of funding, while clearly necessary, would not be sufficient in itself to address the problems identified above. The working party also argued that even if NZEI members were to agree that Model 5 (full central funding) was their preferred model, it was unlikely to be agreed to by government in an established context of self-managing schools. However, while agreeing that Models 1 and 2 offered little or no advance on the status quo, the representatives at Annual Meeting determined that Models 3, 4 and 5 should all be evaluated as part of the research project to be reported back to Annual Meeting in 2004 under the revised terms of reference for the working party. These were to:

- formulate draft policy on the state funding of support staff salaries/wages and conditions in the state school system;
- reflect a best practice resourcing model that takes into account the autonomous nature of

school administration and the wide range of decision-making practices;

- develop such policy within the context of existing wider NZEI policy;
- develop a plan for consultation with members;
- develop a timeline for the formulation and completion of the work;
- begin developing a vision of best practice management of support staff in schools that includes staffing, funding, employment practices, and professional development.

RESEARCH OBJECTIVES AND METHOD

- 20 The specific objectives of the research undertaken between August 2003 and June 2004 were:
- to gather information about how schools currently manage the funding and employment of support staff;
 - to evaluate the practical feasibility of alternative funding models (Models 3–5 in the first instance); and
 - to explore with all the various stakeholders a longer term vision of ‘best practice’ management and funding of support staff in schools that includes staffing, funding, employment practices and professional development.
- 21 The data collection process was designed to generate a robust and comprehensive dataset of objective information about the current employment and funding of support staff in schools, together with reliable information about perceptions of the current funding system on the part of school management and support staff, and their ideas and visions of what a ‘best practice’ system might entail. The research methods included the gathering of in-depth case study data from the staff of 15 schools nationwide, and a representative random survey of support staffing in 240 schools in February this year. The working party has also tapped into the relevant research literature (both in NZ and internationally), NZEI archival material and information provided by the Ministry of Education.
- 22 The case study research involved collecting and analysing interviews and other data from 15 schools of different types, varying sizes and deciles over a period of six months. The sample included primary, intermediate and secondary schools, a sole-charge rural school, an area school, a kura kaupapa/wharekura, a primary school with a 100% Maori roll

- (with both English-medium and rumaki/immersion classes), a recently merged school, and a special school. Participating schools were selected from urban, semi-rural and rural communities in each of the three NZEI regions on the recommendation of a local field officer.¹⁵ (See Annex B for a summary table and brief ‘thumbnail’ profiles of the case study schools).
- 23 The researcher interviewed a representative range of staff from each school, including the principal, the executive officer or office manager, administrative and associate staff and teachers. Information was collected on school and staffing profiles, budget figures and trends. Issues relating to support staff and operational funding were identified from both staff and management perspectives, and the interview data was also used as the basis for identifying support staff aspirations and developing a vision of ‘best practice’ in the employment and deployment of support staff in NZ schools.
- 24 A representative random survey of schools of various types, sizes and decile ratings was conducted in February to provide further information on the employment and funding of support staff. (See Annex C for a copy of the questionnaire sent out to schools and a summary of the sample composition). The survey results have provided a snapshot overview of current support staffing patterns. They have also allowed the working party to test the validity of the conclusions drawn from the detailed case study data about the issues facing school management against a wider and more comprehensive sample of schools.
- 25 The working party has also consulted widely with groups of members throughout the past year, including the Support Staff National Caucus Kaiawhina Tautoko, the NZEI Principals’ Council, Te Reo Areare and most recently with reference groups of support staff members with knowledge of funding issues from all twelve NZEI District Councils. Contact has also been established and maintained with a range of interested external stakeholder groups. NZEI officials and national executive members have had meetings with representatives of the Ministry of Education resourcing division, senior managers from GSE, and have briefed the Minister of Education, Associate Minister of Education (Special Education) and the Secretary of Education on several occasions.
- They have also responded to a request from senior management of the NZ School Trustees Association to brief them on the research at their request.
- 26 Other unions and relevant professional associations have also been kept informed on the progress of the research. In particular, we have successfully collaborated with the Service and Food Workers’ Union (SFWU) who represent school caretakers, cleaners and hostel workers. The SFWU has been lobbying to amend NZ Labour Party policy to back central funding of support staff. Other groups such as the NZ Principals’ Federation (NZPF), the Secondary Principals’ Association (SPANZ), the School Executive Officers Association (SEA), the School Librarians Association (SLANZA) and the Post-Primary Teachers Association (PPTA) have also been informed of the research and have responded positively.
- 27 The response to the research has been overwhelmingly positive from NZEI members, and from the staff, principals and boards of participating schools who gave generously of their time, information and ideas, and from other stakeholder groups. The forthcoming publication of the findings has generated a high level of interest.

RESEARCH RESULTS

“To enable schools to run smoothly we need qualified, trained support staff – the amount of paperwork is increasing, the range of tasks schools must comply with e.g. Health and Safety mean more support staff hours are needed to assist the school to meet its statutory obligations... The MoE are generating more and more “have to’s” but not funding schools to pay support staff to do the work, therefore less time and funding goes into the classroom for raising student achievement.”

– Survey response

- 28 The following section of the report provides an overview of the results of the case study research and survey. A summary of the main conclusions of the research appears in Table 1. These points are then explained in greater detail, with the information divided into three parts: 1) the nature and adequacy of current funding and employment patterns; 2) the key issues identified by support staff and schools; and 3) an overview of the ‘blue skies’ or longer term vision of best practice management of support staff that has emerged from the research and consultation process. Further detailed information is held by the working party in the form of technical reports on the case study and survey

research, and a set of working papers, databases and other materials produced by the researcher as an information resource.

CURRENT FUNDING ARRANGEMENTS/ PATTERNS OF EMPLOYMENT OF SUPPORT STAFF

- 29 There is a high level of support for change to the way support staff are funded from schools participating in both the case study research and the survey. (See Annex C for graphs and tables summarising selected survey results).
- 75% of schools surveyed in February responded YES to Question 9: *Do you think there is a need for a change to the way funding for support staff in schools is delivered?*
- 30 A majority of schools participating in the research indicated that they receive insufficient funds to employ the support staff they really need.
- Over 80% of schools surveyed answered NO to Questions 8a and 8b: *Do you consider your school currently receives sufficient government funding to meet minimum staffing requirements for administrative/teaching and learning support?*
 - 40% of schools surveyed responded YES to Q10a: *Are support staff wages topped up with locally raised funds?* Negative answers were often accompanied by comments to the effect that the school did not have access to any locally raised funds, or that these were earmarked for other purposes.
 - 66% of schools surveyed responded NO to Q10b: *Does Special Education funding meet the full employment costs of support staff?* This rises to 76% if qualified YES answers are included (e.g. “Yes but not after the next wage increase kicks in”, or “Yes, but only by cutting teacher aide hours”).
- 31 There is widespread consensus that some degree of central funding will be required to resolve the complex issues around the employment of support staff (see issue analysis below).
- This is seen as an inevitable result of the growth in number and complexity of support staff positions. However, especially in the larger primary and secondary schools, this position was qualified with a desire to retain flexibility and responsiveness to local needs.

Table 1: Summary of main conclusions

There is an urgent need for change to the way support staff are funded as well as an increase in the amount of funding. A broad consensus exists that this problem has now reached a critical stage, and the status quo is no longer seen as a sustainable option by the majority of schools and support staff.

Unanimity that support staff are essential to the smooth running of a school, complementing the work of the teaching professionals – not just ‘ancillary’ to the teaching staff – and should be valued and remunerated accordingly.

Growing recognition that core support staff need to be employed on a secure, salaried basis, that career paths need to be developed, and that professional development for support staff is a basic requirement, not a luxury.

There is currently wide diversity in support staff job types and employment arrangements due to 15 years of local management. There is nevertheless considerable consistency between schools as to what constitutes core support functions (see Annex B 1).

Paid support staff hours actually used vary from school to school depending on factors such as the amount of funding and volunteer labour available, and the tasks undertaken by principal, teachers, support staff and board members. However, it is possible to establish clear baseline levels for different school types from the data, beyond which support staff hours do increase in proportion to roll size.

The current funding system underlies many common financial and professional issues facing support staff and school management across all sectors.

Support staff routinely work more hours than they are paid for, despite not being salaried workers, and many find it very difficult to cope financially with being employed for less than a full year.

Schools are facing increasing problems with funding and human resources issues specific to the delivery of special education.

A new funding model which adequately meets staff and schools’ needs cannot be fiscally neutral. Any new funding model must be designed to deliver flexibility for schools to respond to local needs, while providing a greater degree of certainty and consistency in the employment of support staff.

- One consistent theme is that funding for support staff must be needs driven as opposed to purely budget driven. The corollary of this position is that the employment of support staff cannot be solely dependent on fluctuating operational funding.

“...You could set a level for the clerical positions and say this is the going rate for these jobs and fund those, but there is a mixture of trained and qualified people that different schools have because of their different needs. If you could be reimbursed for the actual training and qualifications those people have, it would be terrific. In my mind that would be the best model to go to, something like the way teachers are funded. This is what the government pays for, if they’ve got qualifications at a certain level then they get a higher remuneration.”

– Comment from principal of a large secondary school

- 32 There is a strong consensus (from principals, boards and support staff themselves) that support staff are without question an essential/core part of the school team who complement the work of the teaching professionals – not just ‘ancillary’ to the teaching staff and educational process – and as such should be more highly-valued and better-remunerated.

“Our support staff are long-term and are willing to work the extra mile. It would be nice to receive funding to compensate them adequately.”

– Survey response

- 33 There is growing recognition that core support staff need to be employed on a secure, professional, salaried basis; that career paths need to be developed; and that professional development for support staff is a basic requirement, not a luxury.

- Lack of job and income security was a major issue for many support staff (teacher aides in particular) and impacted on schools in terms of recruitment and retention of good staff.
- As already noted, there also appears to be widespread variation nationally in the level of compliance with the collective agreement (as consistent with compliance checks done in area reviews). Many support staff are not paid at the correct rate or grade, or are employed on a temporary basis when they should be permanent.

“We had that scenario where we were given a pay rise but our hours were cut and that upset quite a few of us...Every year for the past seven years I’ve been here – you’re on tenterhooks the last day of school because how many hours am I going to get, have I got a job next year? That is so unfair”.

– Teacher aide

- 34 A huge range of roles/occupational groups comes under the umbrella title of support staff (see the analysis of support staff job categories and list of job titles in Annex D).

- There is a much greater variety of roles than indicated in material put out by the Ministry, who still refer to support staff by the pre-Tomorrow’s Schools title of ‘ancillary staff’. (See for example the Ministry’s 2002 Ancillary Staff Survey, the results of which are published on the Ministry SchoolSmart site. This survey included only 16 job titles in addition to caretakers, grounds and canteen staff, two of which, nurse and nurse aid, are now largely redundant).
- The same job title can be used to describe quite different roles from school to school (e.g. the administrative/secretarial roles in schools).
- The same job can be remunerated very differently from school to school (different grades, steps, hours/weeks).
- Schools can readily identify what they would see as the ‘core’ support staff functions in schools, especially such roles as administrative support, librarian and caretaker. There were local variances in how the roles of associate staff such as teacher aides are perceived and whether these should be classified as ‘core’ functions. Nevertheless, the survey results suggest that there are few schools, if any, who do not employ some staff in this kind of role.

- 35 The level of support staffing required by a school does not bear a simple or direct relationship to its size, type or decile rating, but the data nevertheless shows there are clear baseline support staffing levels, and that beyond these, support staff hours do increase proportionate to roll size.

- There is wide variation between schools in the total dollar amount and/or percentage of the operations grant that is spent on support staff employment and the total number of hours for which support staff are employed. The case studies indicate there are many perfectly valid reasons why this is so, including the use of locally-raised funds to supplement the operations grant. However, this finding does bring the viability of Model 3 (ring-fencing a pre-determined proportion of the Operations Grant for support staffing) into question (see Annex B 2 and the analysis of Model 3 below).

- Schools with special characteristics e.g. ‘magnet schools’, kura, small rural primary or area schools, and schools with highly transient populations require proportionately more administrative and/or associate staff than ‘average’ schools of similar size or decile. (See also the tables in Annex C, 5–6 which illustrate the impact of administrative and legislative compliance costs, and the reliance of many schools on volunteer labour to do essential support tasks). Where volunteers are not available, schools either have to find money to hire staff and/or existing staff (both support staff and teachers/principals) often end up working extra hours to make up the shortfall. This means that it is not sufficient to look only at actual support staff hours in schools, as this often understates the true need.

Even in the U1 case study school, the principal felt that he could really use a ‘full-time’ (school hours) administrative support person, plus some teacher aide time. In the absence of that he was working very long hours to cope with administrative and reporting requirements on top of his sole charge teaching role. The Board of Trustees treasurer was also doing many routine financial management tasks on a pro bono basis. In larger schools these would typically be undertaken by an office or accounts manager. These additional requirements are not recognised in the way in which operations grant base levels are set.

– Case Study Example

- There was wide support for the idea of schools being funded for an entitlement to a certain amount of core support staffing for teaching and learning support, over and above that which most schools can realistically afford now. The requests were modest, with typical suggestions being for the employment of full-time permanent teacher aides (for example one per every three to four classes across a primary school), or a certain number of technicians to support the range of subjects taught in secondary and area schools.
- A number of schools reported the significant impact that a change in decile rating or other funding change had had on their ability to continue to afford the level of support staff they needed.
- The impact of the increasing use of ICT in schools (for both educational and administrative purposes) and the associated increase in cost of ICT training, technical support and consumables, was also significant.

36 Schools also face some funding issues specific to special education.

- The SEG component of the operations grant is often seen as inadequate, particularly in schools which attract a higher than average number of pupils with ‘moderate’ learning and/or behavioural needs.

“We can no longer meet the steadily increasing ‘moderate needs’ appearing in our school as well as provide some general classroom teacher aide support. Dealing with ‘special needs’ takes up 80–90% of our teacher aide time. Our teacher aide/support staff budget has doubled over the last 5 years (through a combination of increased funding and careful management).”

– Survey response

- Tagged funding such as ORRS is technically a ‘grant-in-aid’, and is therefore based on an average amount per student, and does not take account of what individual teacher aides are actually paid (their grade/step) or that they will receive annual increments each year they are employed. Although the Ministry claims that this system works on an ‘unders and overs’ principle, in reality the hourly rate paid to non-fundholding schools is struck too low to allow for teacher aides to be paid at the correct grade. There is currently no mechanism for adjusting this rate.¹⁶
- Schools are not reimbursed for associated employment costs such as ACC levies, sick leave, annual leave and statutory holidays, which may add \$2–3 per hour to the direct cost of employing a teacher aide or therapist. Nor are schools compensated for additional management time, professional development, relief or redundancy costs.
- The key issues relate to both the *quantum* of funding for pupils with special needs (including both moderate and high/very high needs), and delivery *mechanisms*. In many cases, the provision of specialist services/teacher-aide time and resources is *budget-driven* rather than based on *actual needs* as evaluated by school staff and other professionals working directly with special needs children.

37 It is clear that it will be difficult to develop a model that meets NZEI members’ and schools’ needs/expectations without incurring significant extra costs for the Ministry. In part this is a reflection of how greatly the roles of principals and support staff have changed since Tomorrow’s Schools and the fact that funding formulae have not been changed to acknowledge this.

KEY ISSUES FOR SUPPORT STAFF AND SCHOOLS

“Expectations from community, Ministry, other agencies continue to increase. More children are requiring support as a result of demographic changes, mainstreaming etc. Schools receive vastly inadequate funding to meet these expectations. I’m sick of fundraising, sick of seeing people burn out, sick of suffering pathetic remuneration. Schools need a massive increase in funding. Thank God for the big generous hearts!”

– Survey response

- 38 The case study research and survey responses identified a great many problems for both school managers and support staff which are directly attributable to the current funding system and the uncontrolled and ad hoc way in which support staffing in schools has evolved over the past 15 years. Many of these issues have been of longstanding concern, but there is a widespread perception that the problems are now critical. There is a clear consensus that the current system for funding support staff out of a stretched operations grant is no longer sustainable. Larger schools, and particularly secondary schools which have access to other funding sources and enjoy certain economies of scale, have traditionally been more inclined to favour bulk funding. However, even principals and executive officers in these schools said some degree of central funding of support staff was necessary and inevitable, as the very real costs of having maximum flexibility in the funding of support staff is starting to outweigh the benefits.
- 39 The issues relate both to the *amount* of funding available, and to the *mechanism* by which it is delivered, as well as to the increasing size, range and complexity of support staff functions in schools. As discussed earlier, there has been an exponential growth in support staff numbers and roles in schools of all types and sizes over the past decade. However, neither the operational funding nor human resources systems for support staff have been critically reviewed or modified to keep pace with these changes.
- 40 This is not surprising if we consider that the steady devolution of management to schools appears to have happened without any significant monitoring of (non-teaching) staffing trends by the Ministry of Education. Although a large amount of raw financial, staffing and payroll data is routinely gathered from schools, this has not been systematically collated or analysed at a national level. The Ministry was unable, for instance, to provide the working party with any statistics on how many support staff are employed nationally, or how much money is spent annually on their employment, either in dollar terms or as a proportion of overall operations grant expenditure. The only information they could provide came from a small survey on ‘Ancillary Staffing in Schools’ conducted in 2002. While giving some useful baseline information, this survey covered only 16 possible support staff roles (excluding caretakers and grounds staff), and thus cannot be expected to provide a representative picture. (See Annex D 2 for a list of 233 support staff job titles from the NZEI’s February survey and Annex D 1 for a breakdown of these into various categories).
- 41 The funding of learning support for ‘high’ and ‘very high’ needs pupils provides another example of the ad hoc way in which support staffing in schools has developed. Group Special Education has acknowledged that the delivery of so-called ‘inclusive education’ in mainstream schools relies on an enormous pool of part-time fixed-term teacher aides, largely funded by GSE on a contestable basis.¹⁷ These workers are usually employed directly by schools from their local communities, and receive little or no formal preparation or specialist support for their demanding jobs. Not surprisingly, many schools report a high turnover of teacher aides. This also leads to a lack of programme stability as schools can often only guarantee a term’s part-time work at a time.
- 42 Luckily for children and schools, a significant number of these staff are highly skilled and do stay in the job for long periods because, like teachers, they are dedicated to working with children. In some cases, support staff work also happens to suit their own family or lifestyle needs. However, there is a growing body of research which questions the growing dependence on teacher aides in the New Zealand education system to facilitate the so-called inclusion of children with disabilities in the mainstream. A recent report by Gill Rutherford which reviews teacher aide support of students with disabilities in New Zealand points out that in too many cases the teacher aide is used to absolve the classroom teacher of responsibility for teaching those students who present the greatest challenges to the education system. This puts support staff in a

position where they have to take responsibility for tasks which are beyond the scope of their experience and training. Rutherford argues that “..we need to maintain our focus on the big picture, and explore alternatives to the successful inclusion and education of children with disabilities in our schools.”¹⁸

“I do a remedial programme two days a week. There again, we’re making up our own programmes, our own resources. We’re never taught how to do these things are we? We’re given guidelines because we meet with the teachers and they tell us what they want the children to do, but then it’s up to us to go and find the resources and organise the lessons for them. This year I have 9 in one group and 8 in the other so smaller groups. But I’ve made up my own unit boxes, own programmes, and I’ve done ESOL as well. I mean you’re supposed to be given a programme. But I don’t blame the teachers.”

– Teacher aide

- 43 The key issues identified by support staff and school management who participated in the research are summarised below under three broad headings: (1) ‘Balancing the books’ (the financial realities and consequences of the current funding system); (2) ‘The nature of the job’ (what support staff do and under what conditions and employment arrangements); and (3) the downstream consequences for both support staff, schools and students of the present unsatisfactory funding system.

‘Balancing the Books’ – the Financial Realities

- 44 *Inadequacy of operational funding.* This was a recurring theme across all the case study schools and many of the additional comments included with survey responses. More funding was not seen as a total solution to the problems surrounding the funding of support staff; it was acknowledged that schools ‘can always do with more’, whether to employ support staff or to provide other resources. However, there is no doubt that many schools face a situation where support staff employment effectively constitutes one of the few discretionary expenditure items in an increasingly tight budget. This leaves staff, teachers, children and programmes vulnerable to the effects of steady rises in fixed costs, wages and administrative or legislative compliance costs. As already noted, many schools also relied heavily on unpaid work and goodwill from teachers and support staff, board members and parents in order to deliver their core services. Although boards and principals considered this

Table 2: Summary of issues identified by school staff and managers

‘Balancing the books’ – the financial realities

Inadequate operational funding
Reliance on volunteers/unpaid work
Cost of special education delivery
Indirect employment costs
Planning difficulties
Financial management issues

‘The nature of the job’ – the ‘what, when, how, where, why’ of support staff work

Inadequate pay and conditions
Lack of job security
Workload and job size
Job descriptions, roles and status
Relationships with colleagues
Professional development

Consequences for support staff and schools

Recruitment and retention of skilled staff
Employment and pay equity
Complexity of human resources management
Employment and workplace relations
Health and safety issues
Implications for quality of education

to be undesirable from a management perspective, they often felt they had little alternative.

“We have a huge amount of hidden services that are really just dependent on the goodwill of the staff. Our office manager and our teacher aides work many more hours than they are paid for and they do many more things than they technically should because they are just that kind of person. And our computer person (a teacher) puts many more hours in than he is paid for. It would be very interesting if they all went on strike and were replaced by people who just worked to their job description. I think we would find that the place fell apart.”

– Area school principal

- 45 *Special education.* Funding for special education and learning support is another major issue and one which came up in every school visited. There is no doubt that schools receive substantial additional funding to support children with identified special needs in addition to the special education grant component of the operations grant. And as already noted, expenditure by the Government has also increased hugely over the past 15 years. However, concerns were repeatedly expressed about the under-funding of this support in relation to the actual needs of

schools and children. This left schools ‘robbing Peter to pay Paul’ as they attempted to provide a safe and constructive learning environment for all students and staff. The problem is a complex one; it is due in part to insufficient funds being allocated to individual students and/or schools to meet needs overall, and in part to the unrealistic level at which the ‘grant-in-aid’ to schools has been struck, which means that schools can be left with a significant shortfall.

“Support staff are now essential to the smooth running of both school offices AND classrooms. With more and more special needs children mainstreamed, teacher-aide assistance is vital. GSE does not seem to have enough funding to cater for the needs of children with high medical needs – these children need supervision 6 hours a day – we’re lucky if the ORRS give us 3 hours a day!”

– Survey response

“We feel with the special needs students we look after (who have significant learning and behavioural issues)...we need to provide a teacher aide for them to learn and have positive educational experiences, and for them not to disrupt the classes and distract the teacher. We have tried repeatedly to get tagged funding for these students, and if it was there, we could spend the money on something else. But at the moment that has to be our priority...it is part of our budget. I think our Special Education Grant is \$4000 and we actually budget \$20,000 for teacher aide time.”

– Area school principal

46 *Indirect employment costs.* Another budgetary pressure regularly cited by school management is the impact of direct and indirect employment costs relating to support staff. These are not covered in the hourly rates paid to schools by other agencies such as ACC or GSE and they add significantly to the real costs incurred whenever there is an increase to support staff rates of pay. These additional overheads include ACC levies, annual and sick leave provisions, notice and redundancy costs, administrative and other overheads, as well as the cost of professional development and training. (See Tables 3 and 4 in Annex B 2 for a detailed example of this problem)

“Over recent years there have been considerable increases in salary rates and that is impacting on our ability to employ enough people for enough hours. It’s not just the annual salary but the other costs that go with the position that are part of the CEA. We have had a number of discussions on this issue and we know we need more staff – we just haven’t got the \$\$ to employ them. We have also seen a change in working expectations i.e. the skills needed today and staff who were satisfactory in previous environments where the pace was slower, the workload lighter, not performing at the desired level. There is a huge amount of support and training needed which is another cost.”

– Survey response

47 *Planning and management issues.* Various issues which can be best summarised under the heading of ‘financial management’ were also regularly raised by both schools and support staff. Factors which particularly impacted on the employment of support staff were uncertainty about the level of funding from term to term or from year to year (due to fluctuations in roll size or pupil-generated special needs support); barriers to, or dependence on, obtaining additional funding; and anomalies in decile-based and targeted funding formulae.

“Teacher aides have received increases every year (well-deserved) but our funding hasn’t kept up with this. ORRS and BEST rates have remained the same, and as we have gone from Decile 7 to 8 our SEG and TFEA have also gone down. We are really struggling to give our children the best they deserve, especially this year.”

– Survey response

48 Many support staff, executive officers and principals also noted that a school’s ability to employ adequate numbers of support staff, and to offer continuity and consistency of employment, is heavily dependent on the financial expertise and priorities of school management and boards. Support staff are especially vulnerable in a context where their employment is seen as directly competing with other calls on a school’s income. As one survey respondent commented: “It is outrageous that teachers are paid from a protected funding mechanism, while support staff are at the whim and fancy of school management”.

“... and that I guess is one of the things that worries the Board of Trustees anyway, when they sit down and do their budgets... if we haven’t got much money left over, can we get a support staff member for half a week? And it comes down to that, and they are the bottom of the pile most of the time, our support staff. In fact when I came here two years ago, there was no support staff in the school, there had been, but they had got rid of the lot, because they didn’t have any money.”

– Area school principal.

The Nature of the Job’ – the ‘What, When, How, Where, Why’ of Support Staff Work

“I had glandular fever and ongoing chronic fatigue problems a few years ago which got me out of teaching for obvious reasons so this job, which I started last year... was a return to the workforce. What attracted me was that it was 30 hours a week, a part-time job. It kept my finger on a school. I’ve picked up some (part-time) teaching work as well now which is good but originally it was a return to the workforce... What will make me leave, I mean I really like this job, what will make me leave is yeah, the financial restrictions that it brings. In saying that, it is my choice to be working in a school like this rather than a

professional job. I think I get paid well enough for what I do – 15.28 per hour or something like that, but in an ideal world I would love to get a salary over the whole year.

– Secondary school science technician

49 **Inadequacy of pay and conditions.** A key issue for support staff is the inadequacy of their pay rates and a number of systemic problems with their conditions of employment. Most support staff interviewed expressed high levels of satisfaction with the nature of their jobs. They enjoyed working with children in a school environment and they were often appreciative of the opportunity to work flexible part-time hours, thus allowing them to balance paid work with family responsibilities or other lifestyle choices. However, many expressed frustration with certain aspects of their jobs such as having to work fragmented hours, unpaid school holidays, the lack of job security, and pay rates which did not recognise their level of skill and qualifications. They were often reluctant however to seek improved conditions (even their legal entitlements) because they were aware of the funding pressures their schools faced.

“...Funding is definitely an issue; I’m aware that I wouldn’t like to go and say, well actually I’m doing all these extras and you find it for me, because they just haven’t got it there.”

– Teacher aide in small school

50 **Job security.** Office managers and executive officers in the larger centres in particular reported that it is becoming increasingly difficult to attract high-calibre staff in certain occupational groups with the pay rates schools can offer. Support staff also cited the lack of job security as the biggest factor in why they leave for other jobs. A substantial number of support staff who were primary breadwinners also faced difficulties making ends meet, and many older staff whose children had grown up commented that while they enjoyed their jobs, they could not justify staying on once their need to organise their employment around their family’s needs had reduced.

“For the ones that are married it’s okay, but because I’m single I have no other income, so I have to take time off here which they are really good about, and go down to WINZ (to apply for a benefit), make an appointment and go over the same thing...it’s just a pain going down there every so many weeks”.

– Teacher aide employed part-time for 40 weeks per year

51 **Workload and job size.** Workload and job size were also commented on by every support staff member interviewed. Most support staff routinely work many more hours than they are paid for, and/or find it

difficult to fit their work into the hours per week, or weeks per year, for which they are paid. Sometimes this mismatch is quite explicit, as pointed out by one executive officer who is not officially employed over the summer holidays, but is expected to have the school’s accounts prepared to an auditable standard by the end of March: “In our school’s timetable the EO is actually preparing the accounts in January – when I’m not here.” In some cases this is acknowledged by employers through additional payments or time in lieu. In many other cases, staff have struck various informal arrangements such as working variable hours throughout the year, working ‘unders and overs’ to make up for extra hours worked, or simply being given the flexibility to take ‘guilt-free’ time off to attend to family matters or attend appointments as required.

(Would there be a case for teacher aides working more than just in term time?) “It depends really. I see a lot of the teachers here too, they have a backlog of work to do, and I will help them too, paid or not paid. It makes my job easier when I come back, otherwise I will be doing it when I come back”. (So there is a lot of goodwill here?) “I think so. As I say, I finish my day at 12.30, take for example like we were going to the museum and we were due back at quarter to three, and this week we’re going to our school picnic, and I’m not going to walk out at half past twelve and say ‘I’m going now, see ya’. I wouldn’t do that, I’m actually with them until half past two, quarter to three, I don’t ask to be paid for it...I think to myself, a couple of weeks ago I had a really sore throat and ear and I took off at ten to twelve instead of half past twelve...or the teacher has said to me [child] is not here today, come in at eleven.”

– Teacher aide

52 What was most striking, was the willingness of the majority of support staff interviewed to work whatever hours were required to get the job done and meet the needs of the children with whom they worked. This is despite being paid on an hourly rate rather than a salary. In a number of cases, longer-serving staff reported that they used to work longer hours, but now refused to do so. However, this often increased stress and reduced job satisfaction.

“Probably 98% of our children come from a low socio-economic background which brings lots of issues to school not normally found in such a high proportion of other schools. We have refugee and immigrant families. Time is taken away from the administrative role dealing with absences that haven’t been notified, then finding contact numbers disconnected, behavioural issues, lunches or lack of and the list goes on. Our secretary could well work extra paid hours but doesn’t. She generally will work over or take work home. This is her choice and she says it helps her stress level. Our roll size versus secretary hours does not equate with suggested hours of work required as quoted by the Ministry.”

– Survey response

- 53 *Job descriptions and status.* Many people commented on the changes they had experienced to their own job descriptions, or more generally to the roles and status of support staff in schools. Points raised included the increasing complexity and specialisation of many support staff roles, the wider range of roles undertaken by non-teaching staff; the blurring of boundaries between administrative and associate staff, and between support staff and teachers and other professionals working in schools.

"We have a meeting every Tuesday night sometimes till 5pm, usually till 4.30. We have historically never been paid for those. That was part of your job description when you applied for the job, it stated quite clearly that you were expected to attend an after-school meeting. When you sign it, that's tacit approval of it. It never actually states that you are unpaid for this. But therefore we have it that half the staff are paid and half aren't paid during these meetings because some of them are on salaries."

– Special needs unit teacher aide

- 54 *Professional development.* Support staff also have to be very adaptable with many reporting an ongoing need to upskill, either through 'learning on the job' or via professional development courses (if these are in fact available). Another frequent theme was the marginalisation support staff often felt. This was especially so in secondary and some larger schools. Support staff felt there was often a 'them and us' relationship between teaching and support staff. But even in schools where the atmosphere is inclusive and support staff were clearly valued, support staff and teachers are often addressed differently by students (eg first names or 'Whaea X' as opposed to Mr, Ms or Mrs Y). It was also common to find that support staff were not invited to, or paid to attend, staff meetings, and did not routinely take part in whole-school professional development. They also often felt excluded from informal communication channels within the school, a common complaint of part-time staff everywhere. Teacher aides, librarians and technicians were also frustrated at the lack of opportunity in their paid work time to plan or work collaboratively with their teacher colleagues.

"I suppose we've probably acquired more skills as we've gone along... there is always something new that comes up that we haven't done before and things like that. I don't think the expectation was there when I was first employed, but I think it has just grown."

– Principal's secretary in secondary school

Consequences for Support Staff and/or Schools

"The main problem facing management is one of 'burn out' and recruitment. Staff are leaving due to increased pressure and declining pay parity with the private sector. It is becoming harder to get quality applicants to replace them. There is no funding for training or professional development for support staff. It must all come out of the Operations Grant."

– Survey response

- 55 *Recruitment and retention.* It is increasingly difficult for schools to attract support staff to fill more specialised roles at the wage or salary levels they can afford. This especially applies to professionally qualified people such as administration managers, IT staff, librarians, sports coordinators and therapists.

"...Before, teachers were always the highest-paid people in the school. But when you need a business manager, or a highly trained computer systems administrator, then you've got to start looking at salaries that are almost at the level of senior management. They are not people who are clerical, who are paid clerical rates."

– Secondary school principal

Even roles further down the qualifications ladder require a much higher level of skill than in the past. Schools in provincial or rural areas can struggle to find suitably qualified staff, while schools in urban centres are often competing with the private sector.

"The complexity of the data entry has increased enormously. It needs a very capable person to do it – and you can't pay them peanuts."

– Survey response

- 56 *Employment and pay equity.* The majority of support staff are women. As a group their employment is characterised by many of the hallmarks of inequity in employment. Many are paid at low rates, or at a rate that does not reflect the skills and responsibilities they have, and they are often part-time and in precarious employment. There is also no clearly defined career path for most occupational groups in this sector. Because of the ad hoc and decentralised way in which support staff employment is managed in the New Zealand education system, there are also many anomalies and inequities between support staff in different schools and in different parts of the country.

"The principal also wants a PA, but the board hasn't agreed upon it yet because we don't have enough tamariki on our roll. But it is hard because in saying that, the PA work still has to be

done. I think there is an injustice done on us because we don't get paid at that level, and, yeah, there is PA stuff that we do."

– School secretary

- 57 **Human resources (HR) management.** Schools report that they are finding the current funding arrangements increasingly difficult and expensive to manage in terms of human resources and payroll administration. This is significantly changing and adding to the type of work undertaken by principals and executive officers, as well as incurring additional clerical overheads. One school in the sample with several attached units and satellite classes employed about 60 mostly part-time support staff on their payroll, which necessitated the employment of an additional data-entry assistant and occupied a significant amount of the bursar's time.

"Those human resources issues are huge now. Principals never had to do that work before. But in fact, I would say in a school this size, one of the things I need most help with is HR, input in interpretation of CEC's, of employment law, tracking all of those things." (You have a large staff here?). "We're up to about 84 teachers and staff including part-timers, and then a team of about another 20 or so administrative staff plus other support staff as well, librarians and technicians. It's a huge burden of workload."

– Secondary principal

- 58 **Employment and workplace relations.** Many schools and support staff also report that the pressure on funding is having a negative impact on employment and workplace relations in their schools. Funding uncertainty also affects their ability to plan for professional development and to undertake innovative changes.

"As support staff win pay increases we have to reduce their hours per week little by little as the ORRS funds don't increase as much as the wages creep up over 37 teacher aides, physio, OT and SLT etc. Because the professionals are on a salary we have to allow for their salary increase. If we lose ORRS students over the year we have to reduce TA hours. The fairest way of doing this is to spread the hours across everyone. We have a high regard for our support staff and think that we are put in a difficult position by the MOE. When there is a wage increase we should get the equal amount in ORRS."

– Comment from special school principal

- 59 **Health and safety.** Changes to workplace health and safety requirements are also beginning to add to costs. For example, recent legislative changes will have a big impact on the amount of work done by technicians in particular. There are also risk-management implications for staff working with

computers, and for teacher aides and other staff working with behaviourally challenging students.

An area school employs a teacher aide for three hours per week to support a special-needs student attending workshop technology classes with a small group from another school. However, the student concerned only generates the equivalent of two hours' worth of funding, and the student's small rural primary school is unable to pay more. The host school therefore feels obliged to top up the difference to ensure the safety of the student concerned, the teacher and the rest of the class in a potentially high-risk environment. The only other alternative would have been to deny the student access to the technology class. The same school also employs a teacher aide from its operations grant to assist with students identified as having high learning and behaviour needs, but who have not been successful in gaining ORRS verification or BEST funding. This spending is over and above the funds available in the SEG grant, which is fully committed to other learning support programmes and resources within the school.

– Case study example

- 60 **Educational and professional implications.** The support staff funding issues identified above also impact both directly and indirectly on the quality of education and on teaching staff. For instance, it is difficult for schools to effectively manage modern information and curriculum resources or learning support if they cannot employ sufficient support staff with the appropriate qualifications and experience. This is also the case if there is high staff turnover.

"The low wages and the inadequate amount of hours for students means high turnover of teacher aides. We have lost some good TA's because hours have been reduced – a shame because children get attached and have a productive, successful relationship happening and then the TA leaves – especially upsetting when child has behavioural needs (extreme). This area is very under-funded."

– Survey response

Teacher workloads and stress are also affected by the amount and quality of the support available in a school, and this in turn has an impact on the quality of teaching and learning, and on the richness of the extra-curricular programmes schools are able to provide.

"Increased demands for Ministry returns, NZQA/NCEA assessment results and other compliance requirements continue, but with very little or no recognition for, or increase in administration financial support. Senior teaching staff, form-level deans etc have extra demands placed on them – as a consequence more and more of their traditional responsibilities need to be reallocated to admin staff. The focus is so often on the 'teaching' aspects of a school, with little or no real consideration for the support mechanisms needed to service and complement the teaching profession."

– Survey response

'BLUE SKIES' – ASPIRATIONS AND VISION

61 The shared vision which has emerged from the research is founded on a desire to provide the highest possible quality of education to students, based in the first instance on locally-determined needs, rather than by an arbitrary quantum of available funding. Central to this vision is the development of a unified and integrated education service, where all staff in a school are empowered to work together as a team with complementary skills. A strong consensus has emerged across the main stakeholder groups in schools that the qualifications and professional status of support staff must be recognised and enhanced, along with improvements in pay and employment conditions and the development of a genuine career structure. There is also a growing recognition that there is no good reason why support staff should not be employed on a similar basis to teachers. Not only would this be much more equitable, but it would

ultimately deliver greater staffing stability and more constructive staff relationships in schools.

62 A number of common themes or goals were articulated by different groups and individuals as being essential to the development of a successful new funding model. These are summarised in Table 3.

DESIGNING A NEW MODEL

GUIDING PRINCIPLES – CRITERIA AND CONSTRAINTS

63 The following guidelines were developed by the working party on the basis of the research evidence summarised above to guide them in the design and evaluation of an alternative 'best practice' funding model which meets the requirements set out in the terms of reference:

"That any proposed model developed by the working party

- i. Does not disadvantage any current support staff member;

Table 3: Summary of 'blue skies' themes

Certainty and consistency

School boards and principals want, and need, a more stable system for employing support staff, thus allowing them to be good (or better) employers, as well as more strategic managers of resources (both people and money). Support staff want the benefits of stable employment and the ability to develop a career path;

Adequate funding

Schools need enough government funding to cover all the basics they are required to deliver, plus the cost of increasing central administrative and legislative demands. Support staff deserve to be valued properly for the essential work they do in schools without having to compete for a share of scarce operational funds;

Flexibility and autonomy

Schools need to be in a position to respond quickly and appropriately to changing needs and priorities. Support staff as a group also value the ability to make flexible and mutually beneficial employment arrangements;

Transparency and accountability

Support staff have a right to be treated fairly by employers and the government and to have their interests protected. Schools want a straightforward system so that they know exactly where they stand;

Equity

Support staff no longer want to feel vulnerable, marginalised and undervalued, while schools want to be in a position to recruit and retain the best people for the job (their 'luck' may run out eventually);

Professional development

Both support staff and schools see benefits in structuring support staff work as a viable career option. The majority could be permanent positions and staff could be encouraged to gain relevant qualifications and to participate in school-wide professional development alongside their teacher colleagues;

Adaptability

It is essential to recognise the unique contributions and needs of minority sectors and types of schools (eg small schools, kura, special schools, area schools, schools of special character), as well as the mainstream bigger urban primary and secondary schools;

Opportunity to make positive changes

Implementing changes to the funding mechanism for support staff will also provide an important opportunity to address current issues in special education, to rethink the provision of teaching and learning support within schools and local networks, and to foster the development of a unified and well-integrated education service.

- ii. Does not leave any school in a position where its ability to deliver on its other obligations from within its operations grant have been compromised;
- iii. Enables schools to employ adequate numbers of support staff without losing the flexibility to address local demands;
- iv. Recognises the need for schools to be able to recruit and retain appropriately skilled and trained staff;
- v. Enhances the job security and professional status of support staff; and
- vi. Addresses the current potential conflict for Boards and support staff created by the differences between operations grant increases and negotiated collective agreement increases.”

ANALYSIS AND EVALUATION OF MODELS 3, 4 AND 5

64. This section of the document provides a brief review of the desirability and viability of Models 3–5, with reference to the six agreed guidelines above, and taking into account the key issues and vision identified by support staff and school managers/principals in the course of the research. Specifically, the analysis sets out to answer two questions:

- (1) To what extent would each model (theoretically)
 - (a) solve the immediate industrial and professional issues identified in the research (and previously) for support staff and schools? and
 - (b) meet NZEI’s longer term objectives for support staff, principals and teachers; for ‘best practice’ (employment and professional/ educational); and for a unified education service?
- (2) How viable would each model be to implement?

The main points for and against each model are summarised in Table 4 below. A brief commentary and explanation of the key arguments is provided next.

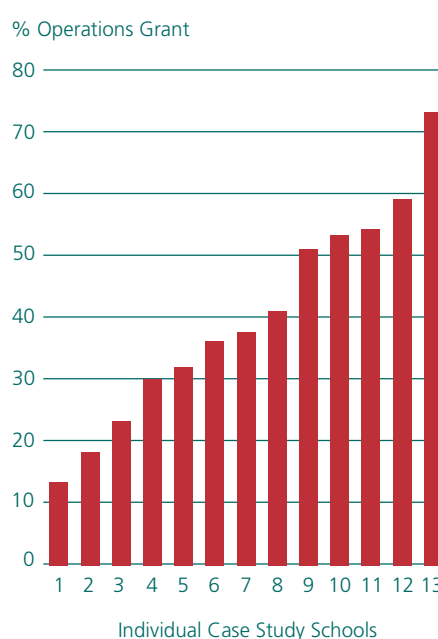
■ Model 3 (Ring-fence % of Operations Grant for support staffing and adjust with pay rises)

65 The general conclusion to be drawn from the research is that while ‘ring-fencing’ a proportion of the operations grant would be better than doing nothing (i.e. retaining the status quo), it would not in itself be sufficient to address the raft of complex and inter-related issues facing both support staff and schools outlined above. Nor would this model ultimately allow achievement of the long term vision of ‘best practice’ education and staffing of schools

articulated by the various stakeholder groups consulted as part of the research.

- 66 A ‘ring-fencing’ model is already in operation, in effect, for some categories of school operational funding such as ORRS and some other special education funding generated by individual pupils, and to an extent the SEG component of the operations grant. Another example is funding provided for positions which support particular programmes such as the sports coordinator funding provided to many secondary schools by SPARC. Schools are fully accountable for how they spend this money, but consistently report that despite regular increases via the Budget, the amount provided to schools is increasingly inadequate to meet the full costs incurred. (See Annex B, Tables 2 and 3 for a typical example from one of the case study schools).
- 67 In terms of the potential viability of Model 3, it is also difficult to see how, on the basis of the evidence gathered to date, an equitable formula could be devised for determining what proportion of the operations grant should be ring-fenced, and by what amount this component would need to be increased in order to make a real difference (see Figure 3 below and the more detailed table on which the graph is based in Annex B 2). The figures range from a low of 12% to around 50% in mainstream schools, and to a high of 73% in a small special school.

Figure 3: Variation in % Operations Grant Spent on Support Staff in 13 Case Study Schools



- 68 The case study research reveals that there are valid reasons for this wide variation, but the fact remains that it would be very difficult to establish any kind of workable or equitable formula. While Model 3 might offer schools and support staff some easing of the budgetary tension created by the present system, many other related issues would remain unresolved, with no clear way forward. At best, Model 3 offers a partial and interim solution. At worst, it could further disadvantage both support staff and schools.
- **Model 4 (Centrally fund core support staff positions (Balance paid from Operations Grant))**
- 69 On the basis of the research evidence, Model 4 as it was originally envisaged (i.e. the identification and central funding of a small number of core positions) would not be a viable option either. Although it is possible to identify a core set of support staff roles or functions, the way these are structured into individual positions varies extremely widely from school to school. It would therefore be quite impractical to centrally fund ‘positions’ linked to individual staff as such, without severely disrupting many existing arrangements which have evolved to meet the needs of both employer and employee.
- 70 Moreover, schools would also have to forego a proportion of their operations grant as a quid pro quo for central funding of core positions, and support staff positions remaining outside the core would be subject to the same funding pressures as under the current system, although not to the same degree as currently.
- 71 It is also clear from the research, that the ‘core’ is considerably larger than the suggested starting point of basic roles such as office management/ school secretary, library and kaiarahi i te reo. (See summaries of job categories in Annex D 1). In fact, evidence from the survey suggests that in the administrative area, up to 80% of support functions could arguably be designated as part of the core. The picture is more complex for associate staff, whose roles are far more varied, both within and between different school sectors. Nevertheless, many of these roles are also clearly ‘core’ functions in the sense that schools would be unable to operate without support staff in place to carry them out.
- **Model 5 (Full central funding of Support Staff at adequate level (extra from Operations Grant))**
- 72 To the extent that it allows for adequate and full central funding of support staff positions, Model 5 is probably the most in tune with the aspirations of support staff themselves, and in fact, with the ‘blue skies’ vision as articulated by many principals and teachers. It also represents the best fit with the current model for funding teacher salaries.
- 73 However, support staff are a much more occupationally and educationally diverse group than teachers, and their employment structures have evolved in a very ad hoc way over the past 15 years. This degree of variation in the employment patterns and roles of support staff from school to school will, initially at least, make it very difficult, if not impossible, to sensibly define what ‘adequate’ support staffing would be for the purposes of coming up with a workable and equitable formula or set of formulae that could be applied nationwide.
- 74 There are also some inherent dangers in such a model which would need to be considered carefully if it were to be adopted. There is a fear from both schools, and from some support staff, that a model along these lines would come at too great a price in terms of loss of local autonomy and flexibility, and an increase in central bureaucratic control. Although such a model may well work to the advantage of smaller, less complex schools, there is also a risk that many schools would be left with an inadequate support staff entitlement, with little or no possibility of ‘topping up’ from a much-reduced operations grant. From a strategic perspective, a (nearly) full central funding model is also unlikely to find favour with the Ministry or with many school trustees (as represented by NZSTA).
- 75 Because none of the three models investigated by the working party offers a completely practical or satisfactory solution on its own, the working party has determined that an alternative model is required which draws on and refines the best elements of Models 4 and 5, while minimizing the problems and risks outlined above. The next section sets out the working party’s conceptual framework for a proposed alternative model.

Table 4: Summary of Pros and Cons: Models 3, 4 and 5

Pros	Cons	Comments
Model 3: (Ring-fence % of Operations Grant for Support Staff (adjust with pay rises))		
<ul style="list-style-type: none"> • Maximum flexibility for schools • Jobs retained as per local needs and priorities • Larger schools may be advantaged • Administratively simple • Pay increases more affordable for schools 	<ul style="list-style-type: none"> • Doesn't address majority of current support staff employment issues • Not consistent with 'vision' • Difficult to find a fair formula to fit all schools • Would not address other employment-related support staff costs • May limit number of support staff employed • Would continue to disadvantage many support staff/schools 	<ul style="list-style-type: none"> • Retains the bulk funding model for this group of school staff • At best only a partial solution, but perceived as being 'better than nothing' • Possible merit as an interim model for some groups of support staff e.g. 'externally funded' positions such as ORRS/ACC, sports and arts coordinators
Model 4: (Centrally fund core Support Staff positions (Balance paid from Operations Grant))		
<ul style="list-style-type: none"> • Retains flexibility while providing a baseline to cover universal support functions • Greater equity for core support staff • Actual cost of core staffing needs met by government • Some scope to build career paths for core support staff • Schools would save on GST component of Operations Grant previously spent on core support staff wages 	<ul style="list-style-type: none"> • Could be divisive for staff who are funded differently • Wide variation in employment structures and practices makes it difficult to identify consistent core positions as such • Some of the Operations Grant would need to be retained centrally – could disadvantage some schools • Any support staff positions remaining outside the core would be subject to the same or greater funding pressures as currently 	<ul style="list-style-type: none"> • High level negotiation required to make a case for a model based on central funding of support staff (policy change/not fiscally neutral) • The 'core' is now considerably larger than that originally conceived of for this model on the basis of staffing surveys carried out in the late 90s. In addition, significantly more support staff are now employed both overall, and in more specialised roles • Funding of support staff positions outside the core funding could still be ring-fenced as per Model 3
Model 5: (Full central funding of Support Staff at adequate level (extra from Operations Grant))		
<ul style="list-style-type: none"> • Schools retain some flexibility to meet local needs via over-entitlement staffing (as for teachers) • Salary increases, increments and entitlements assured – no longer a cost on the Operations Grant • Schools relieved from carrying out many employment-related functions • Would address many support staff issues e.g. job security; variable hours, 'competing' for % of Operations Grant • In tune with the aspirations of support staff and the vision articulated by many principals and teachers • Equity – relativity between similar jobs across schools • Consistency – same system as for teachers • Should generate improvements in HR practices, professional development and qualifications • Schools/government would save on GST component of Operations Grant previously spent on support staff wages 	<ul style="list-style-type: none"> • Schools would lose some autonomy and flexibility in deployment of support staff • Many schools fear this model could prove counter-productive – possibly too prescriptive, increase in centralized bureaucratic control, loss of resourcing from the 'front line' ('leaky bucket'). • May result in a reduction of support staff positions in some schools • Difficult to establish exactly what support staff positions schools require – what does 'adequate' mean? • Unlikely to find favour, initially at least, with the Ministry or NZSTA 	<ul style="list-style-type: none"> • How much was lost or gained would depend on how tightly or loosely any entitlement was defined. • These reservations are based on experience of the prescriptive staffing formulae in place pre-Tomorrow's Schools. However, a modernised version of a full central funding model could be developed to minimise these risks and maximize local flexibility and autonomy • Implementation of this model would have to be phased in gradually and carefully monitored during the transitional period to reduce anomalies • High level negotiation required to make a case for a model based on central funding of support staff (policy change/ not fiscally neutral)

A 'FLEXIBLE MIXED FUNDING' MODEL FOR SUPPORT STAFF IN SCHOOLS

'Specifications'

76 Given the complexity of the issues and the nature of the feedback received, the working party has determined that a new funding model will have to comprise a flexible mix of central funding and operations grant funding based on a modernised set of formulae and pay scales which minimise the risks to individual support staff and schools while maximizing local flexibility and autonomy. This model will need to meet the following criteria in addition to the guiding principles listed in Paragraph 63 above:

- It must be sufficiently 'spacious' and flexible to accommodate the increasingly wide diversity of support staff functions and the needs of different schools;
- It must be compatible with a shared vision of 'best practice' management of school staffing in the context of a unified education service;
- The implementation of a new funding model will have to proceed in stages to facilitate the development of equitable and robust formulae and systems – these must be both transparent and simple to administer;
- Transitional arrangements will be required to address and minimise the impact of the inevitable anomalies and teething problems which will arise as the new arrangements are established;
- Additional funding will have to be made available by the Government to support the transition to a new funding system, and to underwrite the current shortfall in support staff funding to schools.

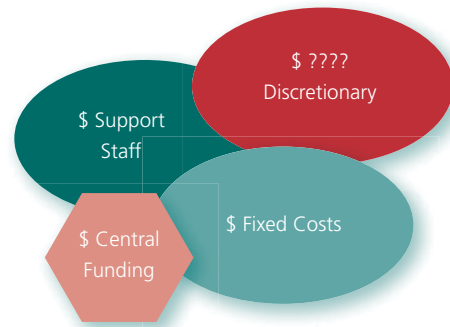
The Proposed Model: a Conceptual Overview

77 Currently, spending from a school's operations grant can be loosely characterized as comprising three 'pots' of money, as represented by Figure 4 below. These are firstly, fixed costs such as power, property maintenance and so forth, over which a school board has little control; secondly, the cost of employing support staff; and thirdly all other

discretionary spending, including curriculum resources and the cost of funding additional initiatives or facilities.

The Operations Grant may be supplemented by central funding for specific purposes (e.g. special education, new initiatives etc).

Figure 4: Division of operations grant expenditure

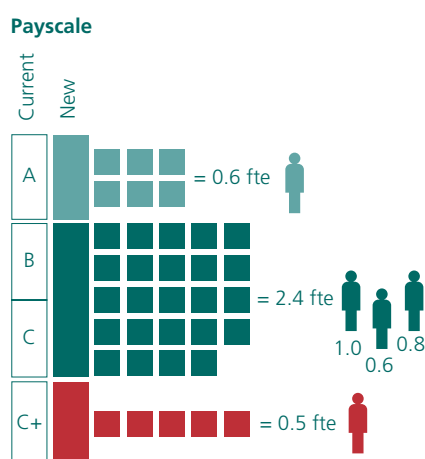


78 The main features of the proposed flexible mixed funding (FMF) model are summarised next.

(1) Funding of Full Time Equivalents (FTE's)

- The FMF model proposes funding FTE's in schools in order to preserve the flexibility for schools to employ and deploy support staff in the configuration that best meets the school's needs, while enhancing the job security and employment conditions of support staff;
- The FMF model does not propose centrally funding individually identified support staff positions;
- The FMF model proposes central funding of an identified level of core FTE's with sufficient funding retained in the operations grants to enable the employment of additional support staff as schools see fit;
- The FMF model envisages the level of centrally funded core FTE's would be determined by a base funding entitlement for different types of school, combined with a roll-based formula to be developed in conjunction with the Ministry of Education;
- The FMF model envisages a staged process of implementation, with a gradual expansion of the number of FTEs funded on an entitlement basis as the new system beds in.

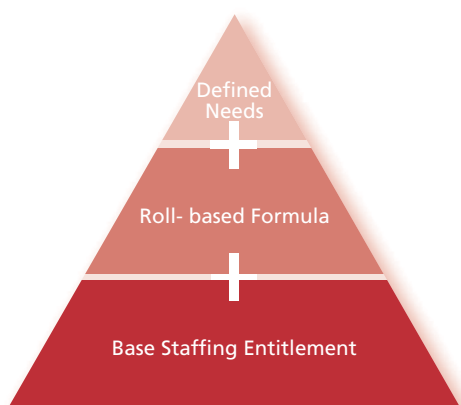
Figure 5: Example: Local Management of FTE's



(2) Further funding available on application

- The FMF model acknowledges the need for schools to have access to additional funding, on application, on a needs-driven basis. Examples of this would be support for NESB students or students with special learning needs who met defined criteria;
- Any base formula must also retain the flexibility to be adjusted where schools have clearly identified individual characteristics or needs (e.g. magnet schools for special needs students, schools with high security needs, schools with transient rolls, isolated schools).

Figure 6: Components of FTE Formula



(3) Funding Streams

- The FMF model proposes that schools would receive their funding through four separate funding streams i.e. 1) administrative, 2) teaching/learning support, 3) library/information technology and 4) property/maintenance;
- The separation into four streams is designed to

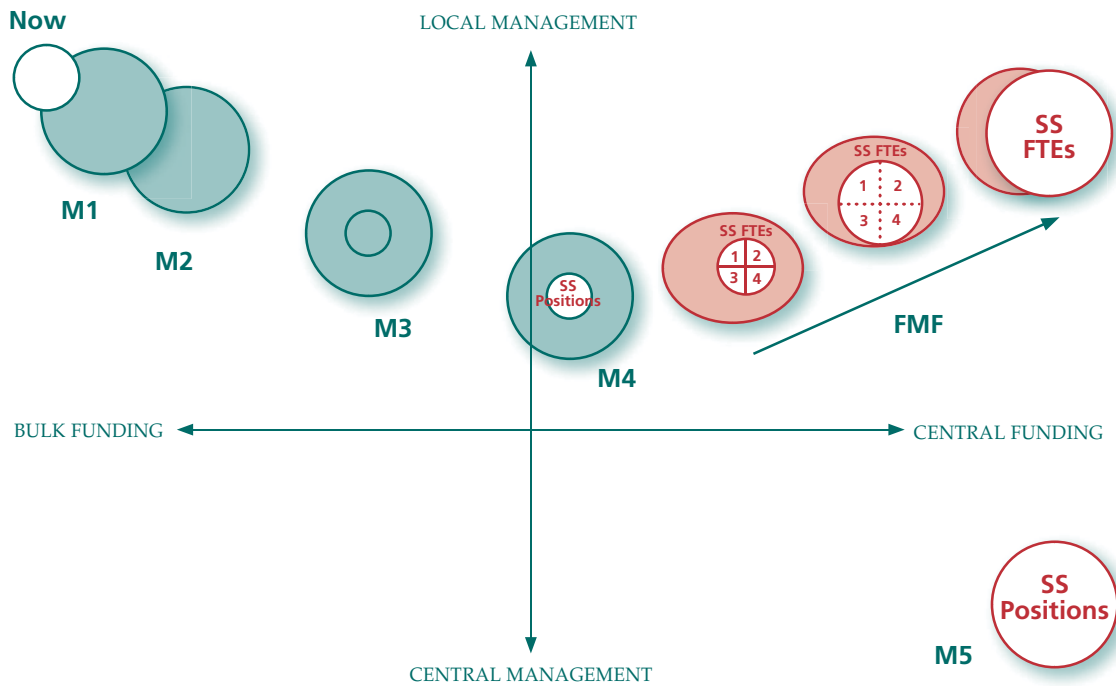
ensure that equity is preserved. The teaching/learning stream would cover such roles as teacher aides and lab technicians. There is clear support for establishing roll-based entitlements, and having a separate funding stream for such staff would make it easier to lobby the Government for additional resourcing to make this possible. It has been suggested that a further separate stream should also be created to cover external funding (in particular ORRS and ACC);

- The separate stream for library/information technology is designed to highlight the recruitment and retention difficulties schools face in attempting to employ suitably qualified staff in these fields within the constraints of current funding and collective agreement entitlements. It will also stimulate debate about the lack of correlation between the Ministry's encouragement of schools to embrace technology and the reality of dealing with the costs of doing so;
- The property stream covers caretakers and ground staff. While NZEI does not represent these employees, the case study and survey schools have made it clear that they should be encompassed in any proposed alternative model.

(4) Industrial implications

- It is difficult to envisage any central funding based model working with the current three-grade support staff pay scales;
- The FMF model signals a linear unified pay scale for support staff with varying entry and exit points based on job content and on the skills, qualifications and experience of the employee, with core FTEs concentrated on the equivalent of the current B and C grades;
- Funding could be adjusted to allow for higher or lower level type roles (e.g. executive officers/data entry people) as schools increase in size and complexity;
- The FMF model is intended to ensure that most support staff rates of pay would automatically increase (subject to satisfying the collective agreement requirements) at the Ministry's expense in the same manner as applies to teachers;
- Transitional arrangements such as grand-parenting of current above-collective agreement rates would be needed;
- Because of its specific nature, the therapists' pay scale may have to be retained separately;
- The model could become the catalyst for a future move to salarised support staff.

Figure 7: Flexible Mixed Funding Model (FMF): Schematic Overview



- 79 A schematic overview of the flexible mixed funding model is provided in Figure 7. This represents the position of the FMF model along the two key dimensions of bulk versus central funding (x-axis) and local versus central management of staffing (y-axis) as compared with the status quo and with Models 1–5 as originally proposed in 2002.
- 80 The key elements of the proposed flexible mixed funding model are summarised in Table 5 below.

Table 5: Key elements of the Flexible Mixed Funding Model

- A mix of central and operations grant funding;
- ‘Cost-plus’ – will require a funding increase;
- Centrally funded FTEs to cover *core functions* not positions;
- FTE’s to be deployed as schools see fit;
- Modernised formulae tailored to needs;
- Initial separation into four broad funding streams;
- Linear, unified pay scale for support staff;
- Implementation phased in gradually;
- Minimise risks to support staff and schools;
- Maximise local flexibility and autonomy.

STRATEGIC ASSESSMENT

RESULTS OF CONSULTATION

- 81 As outlined in the introduction, wide consultation with members and other stakeholders has been built into the research process by the working party from the beginning, and the direction of the research and model development has been progressively shaped by this input.
- 82 Once the analysis of the case study research and survey data were complete at the end of April, the findings were summarised in an open-ended discussion document along with the working party’s thinking to date on what a ‘best practice’ model and ‘blue skies’ vision might look like. This was circulated to various NZEI advisory groups, and support staff reference groups were convened in each of the 12 District Council regions to provide feedback on the content of the discussion document. (A full summary of the consultation feedback is attached to this report as Annex E).
- 83 The majority of members involved in the reference group process were in broad agreement with the conclusions of the research and with the policy direction that is emerging, namely, that NZEI promote a change to a new flexible entitlement

funding model, to be phased in over time. This model was seen as having the best potential to resolve the immediate industrial and budgetary issues facing support staff and schools, as well to achieve the blue skies vision of a unified education service where support staff are valued as core personnel in schools.

84 There was general support for the notion that a simplified and transparent standardised pay scale be developed. This was seen as a logical progression from the current system. It would also help support staff to develop a career path and to pursue pay and employment equity.

85 In short, with the proviso that the funding formulae are thoroughly researched and designed with full input from NZEI, all reference and advisory groups enthusiastically received the discussion document and endorsed the proposed new model at a conceptual level. The feedback reflects a desire to incorporate the best features of Models 4 & 5 (e.g. funding certainty, transparency, accountability, security for support staff etc) while making sure any formulae developed retain as much flexibility and autonomy at the local level as is possible and desirable within these parameters.

"I ask that the Ministry of Education look seriously at staffing for support staff using a schedule of staffing as they do for teachers. There must be sufficient research and experience gathered since 1990 for the Ministry of Education to be able to put in place a base support staff structure for schools and if BOTs wish to go beyond this, then that is their choice. Every year the Board is faced with a salary increase for support staff and this reminds the Board of the inequities built into our state schooling system. When a Board has to question whether making a staff member redundant or not because of escalating costs not being met by increased income, then this is a situation that "tomorrow's schools" never envisaged."

– Excerpt from Chairperson's Report to Board of Trustees Annual Meeting May 2004 Pukekohe Intermediate School. Quoted with the permission of the author, Abe Kloeten, outgoing Chairperson.

86 Below is a summary of some of the most frequently suggested strengths/opportunities and risks associated with the proposed model by reference group participants.

87 **Some strengths/opportunities:**

The recommended model offers the potential to achieve:

- Greater certainty of funding while retaining flexibility at a local level;
- Greater job security for support staff;

- More equitable and consistent pay and conditions nationally;
- Pay increases no longer a difficulty for either schools or staff;
- Greater stability of staffing and programmes;
- More experienced, better qualified support staff;
- Reduced workloads for principals, boards and possibly teachers;
- Opportunity to move towards salarisation/ 52 weeks per year employment;
- A step towards a unified education service;
- Removal of a major source of employment/ workplace relations conflict (positive for principals, support staff and Boards);
- Less pressure on other discretionary budget areas (e.g. curriculum).

88 **Some risks:**

- Formulae may not deliver enough staffing or may leave insufficient funds to cover other calls on operations grants in some cases i.e. the viability of model depends on the careful working out of formulae and pay scales, and monitoring of the implementation process;
- Some schools may employ only staff covered by entitlement FTEs, thus leading to possible job losses;
- May create divisions between formula funded and operations-grant funded staff;
- The system could become overly complex and generate anomalies.

89 **Other comments:**

- The proposed flexible mixed funding model will almost certainly be 'cost-plus'. Its introduction will therefore require high level negotiation with the Government;
- Regardless of which particular model or funding mechanism is chosen, other work will need to continue in parallel with its implementation. In particular:
 - Educating support staff and schools as to their rights and obligations with respect to the collective agreement;
 - Developing more consistent and equitable human resources and employment frameworks, policies and practices across the school sector (including issues such as professional development, qualifications, pay equity, relief staffing);

- Ongoing discussion will also be needed within NZEI, and in the compulsory education sector more generally on related policy/professional issues such as the shape of a unified education service; the changing roles and relationships between teachers, other education professionals, para-professional and support staff; and the future funding and delivery of special education.

WHAT FURTHER, MORE DETAILED WORK IS NEEDED?

- 90 The Support Staff Funding Working Party has identified the following steps required to further develop the proposed flexible mixed funding model:
- Define the core functions of support staff in schools;
 - Design equitable and workable funding formulae and pay scales;
 - Determine transitional arrangements required to ensure that existing support staff and individual schools are not disadvantaged by the introduction of a new funding model;
 - Design a strategy and timeline to achieve progressive implementation from 2005.

RECOMMENDATIONS:

- 1 *That the Special Report to Annual Meeting 2004 of the Support Staff Funding Working Party be received.*
- 2 *That the Flexible Mixed Funding Model for support staff in schools be endorsed at a conceptual level with the aim of negotiating with the Government to begin implementation of the new model as part of the new support staff collective agreement in 2005.*
- 3 *That the Support Staff Funding Working Party proceed with further development of the Flexible Mixed Funding Model, including the devising of workable formulae and transitional arrangements in collaboration with other stakeholders.*
- 4 *That the Final Report of the Support Staff Funding Working Party be endorsed.*

NOTES

- 1 See also 'Progress Report to Annual Meeting (2003): Support Staff Funding Options', *NZEI Te Riu Roa Special Reports to the Annual Meeting 2003*; and 'Interim Report to Annual Meeting 2002: Support Staff Funding Options', *NZEI Te Riu Roa Annual Meeting 2002 Report*.
- 2 Butterworth, G., & Butterworth, S. (1998). *Reforming Education: The New Zealand Experience, 1984–1996*. Palmerston North: Dunmore Press; Wylie, C (2001) *Impact of Education Reforms (1989–1999)*, Wellington: NZCER.
- 3 See the following reports for further detail: (1) *Breaking New Ground. Support Staff in Today's Schools. Results of a National Survey and Case Studies on the Innovative Use of Support Staff*. Wellington: NZEI Te Riu Roa (1995); (2) *Support Staff in Schools Qualifications and Training*. Wellington: NZEI and NZSTA, (2000); (3) Vaughan, K and C Wylie (2002), *Report for NZEI: Support Staff Funding*. Wellington: NZCER.
- 4 Wylie, C. (1999). *Ten Years On. How Schools View Educational Reform*. Wellington: NZCER.
- 5 See for example the report of the Ministerial Taskforce *Survey of Issues Relating to Secondary Teacher Remuneration (Now and Looking Ahead)*: (August 2003) and the final report of the MTF in November 2003. The MTF report comments on this as a major factor in workload problems for secondary teachers, and suggests that an increase in support staffing is required to address the consequent recruitment and retention problems faced by the secondary sector.
- 6 See Annex A for a glossary of abbreviations used in this document.
- 7 Wylie, C. *ibid.* reports that the workloads of teachers, principals and trustees jumped markedly between 1996 and 1999, with principals averaging 60 hours per week, teachers 51.5 hours, and trustees half a day. Paperwork and administration were cited as a key factor. The collective agreement claims for primary teachers and principals presented to the Ministry by NZEI in June 2004 highlight the fact that workload issues remain a major concern five years on.
- 8 NZEI Draft Response to *A Schooling Strategy Discussion Document*, (May 2004).
- 9 Fancy, H. (2004). *Education Reform: Reflections on New Zealand Experience*. Wellington: NZ Ministry of Education: p. 27.

- 10 Fancy, H. *ibid.* p. 11.
- 11 Wylie (1999) *ibid.* p. 59.
- 12 Reply from Ministry of Education to NZEI Official Information Request (March 2004): (i) Q How were the costs of employing ancillary staff originally calculated and averaged out when determining the size of operations grants to self-managing schools? A “There was no process for averaging out the cost of support and ancillary staff when determining the formula for operational funding. Instead the Funding Working Group (established in 1988) worked from the premise that the total available funding should be delivered as a single per-pupil rate...” (ii) Q Have these formulas been adjusted subsequently at any time to take account of changes to the types/numbers of support staff employed by schools over the past decade? A “There is no specific funding component or formula for support staff. However the base and per-pupil operational funding components have been regularly increased in recent years and support staff wages are taken into account when the decision about the annual adjustment to schools operational funding is being considered.”
- 13 Updated figures from NZEI Central Region Office Internal Report to National Executive: *Support Staff Checks* (April 2004) (with approximately 60 individual checks outstanding as at 21 July 2004).
- 14 NZEI ROUROU, Vol 16, 5, 1 June 2004: p. 5.
- 15 Field officers were asked to nominate schools that they considered to exemplify good employment practices with respect to support staff.
- 16 See also Annex C 4 and Annex B 3–4 for more detailed data and examples which illustrate this point.
- 17 A Ministry official (personal communication) noted that in 1989 when the Ministry was first set up, approximately \$3.2 million was spent on teacher aide funding. In 2004 this has grown to circa \$80–90 million.
- 18 Rutherford, G. (2001). *Winston Churchill Fellowship Report USA Study Tour October–December 2001*. p. 16.

ANNEX A
GLOSSARY OF ACRONYMS

ACC	Accident Compensation Corporation	NEG	National Education Guidelines
BEST	Behaviour Education Support Team	NESB	Non-English Speaking Background
CIG	Careers Information Grant	NZCER	New Zealand Council for Educational Research
EO	Executive Officer	NZQA	New Zealand Qualifications Authority
EPF	Enhanced Programme Fund	NZSTA	NZ School Trustees Association
ERO	Education Review Office	ORRS	Ongoing Reviewable Resourcing Scheme
FMF	Flexible Mixed Funding	PPTA	Post Primary Teachers Association
FTE	Full Time Equivalent	RTLB	Resource Teachers Learning and Behaviour
FTTE	Full Time Teacher Equivalent	SEG	Special Education Grant
GSE	Group Special Education	SHHNS	Students with High Health Needs
GST	Goods and Services Tax	SPARC	Sport and Recreation New Zealand
HR	Human Resources	SSCA	Support Staff Collective Agreement
ICT	Information Communication Technology	SSFWP	Support Staff Funding Working Party
MLPF	Maori Language Programme Funding	STAR	Secondary Tertiary Alignment Resource
NAG	National Administration Guidelines	TFEA	Targeted Funding for Educational Achievement
NCEA	National Certificate of Educational Achievement	TFI	Targeted Funding for Isolation

ANNEX B

CASE STUDIES

1 SAMPLE DESIGN AND PROFILES OF THE CASE STUDY SCHOOLS.

Table 1: Case Study Sample Overview

	School type	School size	Decile	Location
CS#1	Full Primary	U1	Mid (5)	Rural North
CS#2	Full Primary	U2	High (10)	Semi-rural South
CS#3	Full Primary	U5	Low (1)	Urban (City) Central
CS#4	Primary	U6	Mid (7)	Urban (Town) North
CS#5	Full Primary	U5	High (10)	Urban(City) Central
CS#6	Intermediate (Attached Units)	U5	Low (1)	Urban (City) North
CS#7	Intermediate	U4	Low (2)	Urban (City) Central
CS#8	Special School	U3	Low (2)	Urban (Town) North
CS#9	Kura Kaupapa/Area School	U4	Low (1)	Urban (City) North
CS#10	Primary (Bilingual/immersion)	U5	Low (1)	Semi-rural North
CS#11	Area School	U3	High (8)	Rural South
CS#12	Secondary (Recently merged)	U5	Mid (4)	Urban (Town) Central
CS#13	Secondary	U8	Low (2)	Urban(City) North
CS#14	Secondary (Attached units)	U6	Mid (5)	Urban (City) South
CS#15	Secondary	U7	High (10)	Urban (City) Central

2 'BALANCING THE BUDGET'- SELECTED CASE STUDIES.

Table 2: Support staff costs as a percentage of Operations Grant in selected schools¹

School Type	Total \$ Operations Grant	\$ Support staff wages ²	% of Ops Grant spent on SS	Hrs pw Administrative	Hrs pw Associate	Hrs pw Maintenance	Teaching Staff Entitlement	Teaching Staff Actual	Comments
1 Intermediate U5-D1-Urban	1,834,713	233,911	13%	67.5	223.5	52.0	26.2	28.0	64% Maori roll; SN Unit n=15 1=ORRS; 9 attached teaching positions
2 Primary U5-D1- Semi-Rural	675,016	121,500	18%	57.5	145.0	30.0	14.8	17.0	100% Maori roll/some immersion classes
3 Primary U1-D5-Rural	40,468	9,330	23%	11.0	12.5	4.0	1.0	1.0	Support staff hours very stretched. BoT, principal, volunteers make up shortfall
4 Intermediate U4-D2-Urban	312,916	92,654	30%	65.0	50.0	Contracted	*	11.0	Many regular volunteer hours weekly-library, literacy, kia kaha; 2 attached teachers.
5 Primary U5-D1-Urban	528,000	168,000	32%	59.5	161.5	69.5	19.6	22.2	40% Maori, 50% Pasifika, high % of pupils with special needs
6 Secondary U7-D10-Urban	1,258,860	449,612	36%	338.0	195.0	*	61.4	*	No formally identified special needs pupils. Support staff doubled since 1990.
7 Primary U5-D10-Urban	303,210	113,000	37%	58.5	79.0	20.0	17.5	*	Accounting contracted out
8 Area U3-D7-Rural	315,946	132,050	41%	48.5	79.5	70.0	*	*	Support staff costs as % of Ops Grant have increased disproportionately
9 Primary U6-D5-Urban	425,688	217,150	51%	91.0	114.5	102.5	22.6	20.0	Big emphasis on learning support of various kinds- very mixed catchment.
10 Primary U2-D10-Semi-Rural	98,528	52,667	53%	25.0	32.0	32.0	5.1	6.0	Teaching principal. Learning support a priority -many extra volunteer hours. Limited fundraising ability.
11 Area U3-D8-Rural	251,241	135,800	54%	47.5	Est 46.0	30.0	*	18.0	25% Maori roll, 5% ESOL. Cleaning & grounds contracted, large split site. (incl 10 p/t teachers)
12 Secondary U8-D2-Urban	1,872,340	1,112,477	59%	Est 375.0	*	240.0	81.7	81.8	50 non-teaching staff, include 3 security officers. SS wages total excludes 10 part-time ORRS-funded teacher aides.
13 Special U3-D2-Urban	Est 400,000	291,000	73%	27.5	341.5	22.5	10.0	10.0	Special School with satellite classes

1* indicates information not available.

² Includes ORRS/ACC funded-staff unless otherwise specified.

Table 3: Sample Special Education Budget - High/Very High Needs (CS#14)

Budget 2004 ³ [Prepared by Executive Officer September 2003]																
Dept	Students	\$ each	Change variables in shaded boxes													
Income			Pay Scale	Weeks holiday	Rate/hr	Sick days available	Hours/wk	Weeks/ann	Ann. Sal/Wage	Sick Leave (5-6 days)	Holiday (Ann) (3-4)	Holiday (Stat) 5	Total Pay before ACC	Acc Rate	Total (incl ACC)	
ORRS Funding															Per hour	
VHN	1	\$12,168.00	ASRB/4	4	\$12.85	6.0	25.00	40.00	\$12,850.00	\$385.50		\$321.25	\$14,841.75	\$53.43	\$14,895.18	\$14.90
HN	12	\$7,056.89	ASRB/4	4	\$12.85	6.0	25.00	40.00	\$12,850.00	\$385.50		\$321.25	\$14,841.75	\$53.43	\$14,895.18	\$14.90
ACC		NIL	ASRB/4	3	\$12.85	5.0	25.00	40.00	\$12,850.00	\$321.25	\$963.75	\$321.25	\$14,456.25	\$52.04	\$14,508.29	\$14.51
		NIL	ASRB/4	3	\$12.85	5.0	25.00	40.00	\$12,850.00	\$321.25	\$963.75	\$321.25	\$14,456.25	\$52.04	\$14,508.29	\$14.51
			ASRB/4	3	\$12.85	5.0	25.00	40.00	\$12,850.00	\$321.25	\$963.75	\$321.25	\$14,456.25	\$52.04	\$14,508.29	\$14.51
			ASRB/4	3	\$12.85	5.0	25.00	40.00	\$12,850.00	\$321.25	\$963.75	\$321.25	\$14,456.25	\$52.04	\$14,508.29	\$14.51
			ASRB/4	3	\$12.85	5.0	25.00	40.00	\$12,850.00	\$321.25	\$963.75	\$321.25	\$14,456.25	\$52.04	\$14,508.29	\$14.51
			ASRB/4	3	\$12.85	5.0	20.00	40.00	\$10,280.00	\$257.00	\$771.00	\$257.00	\$11,565.00	\$41.63	\$11,606.63	\$14.51
Communicator								195.00								
Speech Language therapist									\$11,200.00	\$280.00	\$840.00	\$280.00	\$12,600.00	\$45.36	\$12,645.36	\$22.58
Advisor for the deaf									\$2,400.00	\$60.00	\$180.00	\$60.00	\$2,700.00	\$9.72	\$2,709.72	\$67.74
Tracking									\$1,200.00	\$0.00	\$0.00	\$0.00	\$1,200.00	\$4.32	\$1,204.32	\$75.27
Medication									\$6,168.00	\$154.20	\$462.60	\$154.20	\$6,939.00	\$24.98	\$6,963.98	\$14.51
Reader writer									\$514.00	\$15.42	\$38.55	\$23.13	\$591.10	\$4.14	\$595.24	\$14.88
									\$668.20	\$200.46	\$0.00	\$300.69	\$1,169.35	\$8.19	\$1,177.54	\$22.64
Totals									\$488.00	\$3,344.33	\$9,680.90	\$3,323.77	\$138,729.20	\$505.41	\$139,234.61	
Consumables	VHN	1	students					allowance per term	\$100.00						\$400.00	
Consumables	HN	12	students					allowance per term	\$50.00						\$2,400.00	
															\$142,034.61	
															(45,183.94)	Surplus (Deficit)

³ This budget was prepared before the new Support Staff Collective Agreement was negotiated and hence does not allow for the 2.5% increase which took effect in January 2004. This increases the forecast deficit by \$3054.95 to (\$48,238.89). Neither figure allows for increments or additional sick/annual leave to which individual staff may become entitled in 2004.

Table 4: Sample SEG Budget - Moderate Needs (CS#14)

Learning Centre Budget 2003 ⁴		prepared 19/02/2003										\$20,444.44
INCOME												
SEG												
Income												
Student No.s												
Expenditure	Rate/hr	Hours/wk	Weeks/ ann.	Ann. Sal/Wage	Sick Leave (5-6 days)	Holiday (Ann) (3-4 weeks)	Holiday (Stat) (9 days)	Total	Acc 0.70%	Total (incl ACC)	Per hour cost	
T. Aides	\$11.66	25.00	40.00	\$11,660.00	\$349.80	\$1,166.00	\$524.70	\$13,700.50	\$95.90	\$13,796.40	\$13.79	
		25.00								\$13,796.40		
Speech Language therapist	2 \$60.00	1.00	40.00	\$4,800.00						\$4,800.00		
Tracking	2 \$11.66	6.00	40.00	\$2,798.40	\$83.95	\$279.84	\$125.93	\$3,288.12	\$23.02	\$3,311.14		
Medication	2 \$11.66	2.00	40.00	\$932.80	\$27.98	\$93.28	\$41.98	\$1,096.04	\$7.67	\$1,103.71		
Reader/writer	10 \$11.66	20.00	4.00	\$932.80	\$279.84	\$932.80	\$419.76	\$2,565.20	\$17.96	\$2,583.16		
Testing	2									\$500.00		
Totals			164.00	\$21,124.00	\$741.58	\$2,471.92	\$1,112.36	\$20,649.86	\$144.55	\$26,094.41		
										\$26,094.41		
										Surplus (Deficit)	(\$ 5,649.96)	

⁴ This budget was prepared before the new Support Staff Collective Agreement was negotiated and hence does not allow for the 2.5% increase which took effect in January 2004.

ANNEX C

SELECTED SURVEY RESULTS

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- 1 Survey questionnaire**
- 2 Sample composition**
 - a) Distribution by school type
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 - Figure C1: Distribution of school types nationally/in returned surveys
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 - Table C2: Returned surveys by region and school type
 - Figure C2: Returned surveys by region.
- 3 Delivery of Funding Support (Question 9)**
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 - Figure C3: Responses to Question 9 by school type
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 - Table C4: Responses to Q8a by school type
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 - Table C8: Schools reporting some use of volunteer hours (by type and decile)
 - Figure C8: Percentage of schools using volunteer hours for support functions
- 6 Administrative compliance costs**
 - Table C9: Responses to Q12b by school type and decile
 - Figure C9: Percentage of schools reporting increased administrative workload and resultant increase in support staffing

1 SURVEY QUESTIONNAIRE

SURVEY QUESTIONNAIRE: SUPPORT STAFFING IN SCHOOLS

Thank you for taking the time to participate in this survey.

Please answer ALL questions by *circling* the most appropriate number/word or writing in the space provided.

SECTION A: SCHOOL PROFILE

Q1 What is your type of school?

- 1 Primary 3 Secondary 5 Kura Kaupapa 7 Area
2 Intermediate 4 Composite 6 Special

Q2 In which NZEI district council region is your school?

- 1 Auckland 5 Nelson 9 Waikato
2 Bay Of Plenty 6 Otago 10 Waitaha Canterbury
3 Central East 7 Taitokerau 11 Wanganui
4 Murihiku 8 Taranaki 12 Wellington

Q3 What is your school's current decile rating? _____

Q4 What was your school roll on 1 February 2004? _____

Q5 How many students in your school are formally identified as having special needs?

- Moderate High/Very high

SECTION B: CURRENT SUPPORT STAFFING

Q6 How many support staff are currently employed at your school? (Exclude volunteers)

(a) total number of people _____

(b) number of full time support staff (37.5 hours or more) _____

Q7 Please provide the following information for all support staff employed in your school.

(Continue on a separate sheet if required).

Note- Our aim is to establish how many "person hours" are required to fulfil particular support functions or roles at different levels, rather than identifying individual positions as such. A role may be filled by several people and/or one person may fill a multi-role position.

(a) Maintenance/security staff (Include only if directly employed by school).

Job title/role	Hours per week	Weeks per year	Duties a) Caretaking b) Cleaning c) Grounds d) Security	Permanent (P) or fixed term (FT)
Eg Caretaker	40	52	a, c, d	P

SECTION C: ADDITIONAL QUESTIONS

Q8 Do you consider your school currently receives sufficient government funding to meet minimum staffing requirements for:

(a) administrative support? Yes No (b) teaching/learning support? Yes No

Comments _____

Q9 Do you think there is a need for a change to the way funding for support staff in schools is delivered?

Yes No

Comments _____

Q10 a) Are locally-raised funds used to pay or 'top up' the wages or salaries of any support staff in your school?

Yes No

If yes, please provide an estimate of what percentage of your support staff expenditure is met from locally raised funds. _____

b) Does the money provided by funding agencies such as GSE or ACC to employ support staff for pupils with special needs cover the full employment costs incurred by the school?

Yes No

Comments _____

Q11 On average, how many hours per week of essential support work are contributed to your school by parents or community volunteers (eg library or clerical assistance, literacy support, financial or other management services)? (Include only regular or rostered hours which would otherwise have to be worked by paid staff).

1. None 2. 1-5 3. 6-10 4. 11-15 5. 16-20 6. More than 20 (Please specify)

Comments _____

Q12 a) How many hours per week on average would you estimate support staff in your school spend on complying with Ministry of Education and/or NZQA reporting requirements? (i.e. financial, payroll/HR and administrative returns, assessment information etc?)

1. 1-5 2. 6-10 3. 11-15 4. 16-20 5. 21-30 6. More than 30 (Please specify)

b) Has the workload associated with such data returns increased in the past two years?

Yes No If Yes, has this resulted in any increase in support staffing? Yes No

Comments _____

Q13 We would welcome any additional comments you may have on the employment/funding of support staff in schools. For example, have you observed any trends over the past 5 years or so in the employment of support staff? Are there any factors which have significantly impacted on your school's employment of support staff over the past two years? (eg major increases or reductions in hours or funding, changes to roles, new positions etc?). (Please continue overleaf).

Thank you again for taking the time to read and complete this questionnaire.

Your input is greatly appreciated.

Please return this questionnaire by 12 March 2004

2 SAMPLE COMPOSITION

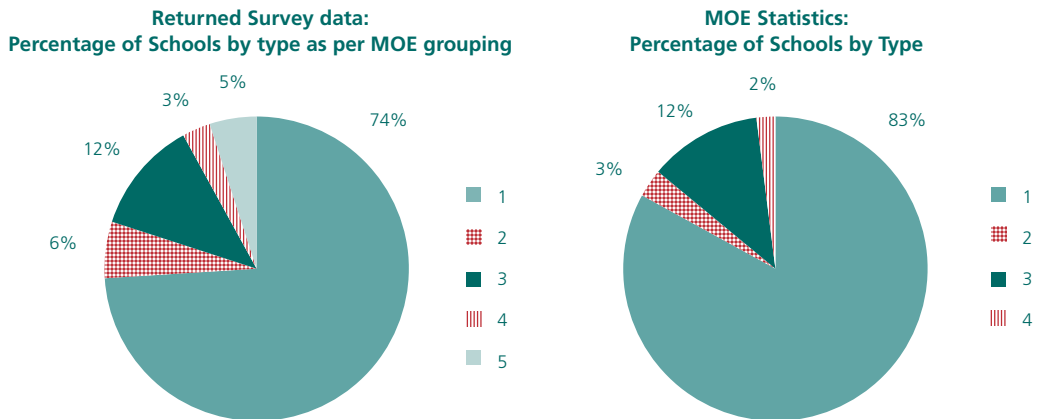
a) Distribution by school type

Table C1: Distribution of school types nationally/in returned surveys*

	Ministry data	% of total	Surveys returned	% of total
1 Primary and Intermediate	2132	83%	178	74%
2. Composite	86	3%	14	6%
3. Secondary	316	12%	28	12%
4. Special	46	2%	7	3%
5. Kura/Area	N/A	N/A	13	6%

* Note: Ministry of Education data does not include Area Schools and Kura

Figure C1: Distribution of school types nationally/in returned surveys

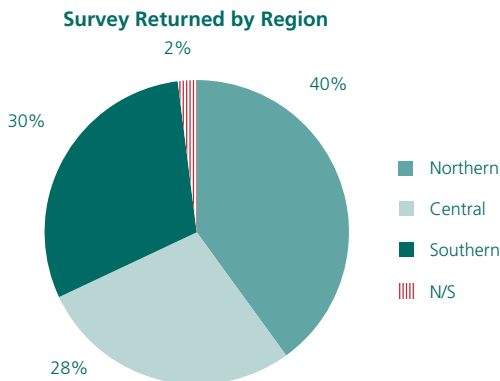


b) Geographical distribution of returned surveys

Table C2: Returned surveys by region and school type

	Northern		Central		Southern		All regions	
	Total	% Total	Total	% Total	Total	% Total		
Primary	63	39.1	44	27.3	52	32	67%	
Intermediate	5	27.8	7	38.9	5	28	8%	
Secondary/Composite	17	43.6	12	30.8	9	23	16%	
Area	4	44.4	1	11.1	4	44	4%	
Kura	2	50.0	2	50.0	0	0	2%	
Special	5	62.5	1	12.5	2	25	3%	
Unspecified	1							
Total	97	40	67	28	72	30.00	240	100%

Figure C2: Returned surveys by region



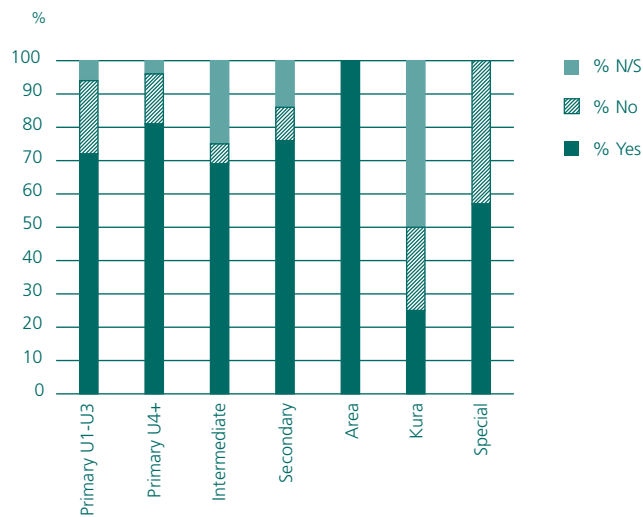
3 DELIVERY OF FUNDING SUPPORT

Q9 Do you think there is a need for a change to the way funding for support staff in schools is delivered?

Table C3: Responses to Q9 by school type and decile

	Low Decile			Mid Decile			High Decile			Total Returned	Total Yes	% Yes
	Yes	No	N/S	Yes	No	N/S	Yes	No	N/S			
Primary U1-U3	15	3	0	26	8	3	19	7	1	83	60	72%
Primary U4+	16	3	0	27	8	2	20	1	1	78	63	81%
Intermediate	0	0	1	7	0	0	4	1	3	16	11	69%
Secondary	7	1	2	183	2	3	7	1	1	42	32	76%
Area	4	0	0	3	0	0	2	0	0	9	9	100%
Kura	1	1	2	0	0	0	0	0	0	4	1	25%
Special	1	0	0	3	2	0	0	1	0	7	4	57%
Total	45	8	5	84	20	8	52	11	6	240	181	75%

Figure C3: Responses to Q9 by school type



4 ADEQUACY OF AMOUNT OF SUPPORT STAFF FUNDING (QUESTIONS 8 & 10)

a) Administrative support.

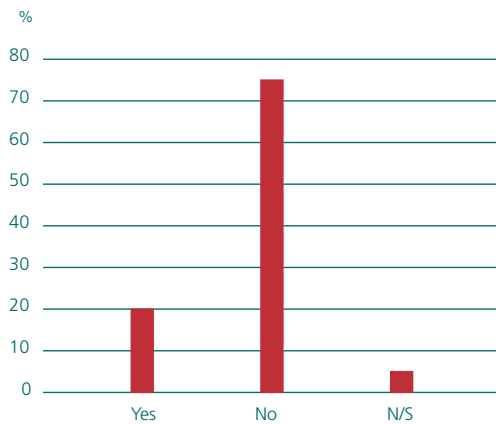
Q8(a) Do you consider your school currently receives sufficient government funding to meet minimum staffing requirements for administrative support?

Table C4: Responses to Q8a by school type

	Total responses	Yes	No	% No
Primary U1-U3	83	24	55	66%
Primary U4+	78	11	63	81%
Intermediate	16	2	13	81%
Secondary	42	2	39	93%
Area	9	1	8	89%
Kura	4	3	1	25%
Special	7	2	4	57%
Total	240	46	183	76%

Figure C4: Overall responses to Q8a

Sufficient Funding for Administrative Support?



b) Teaching and learning support.

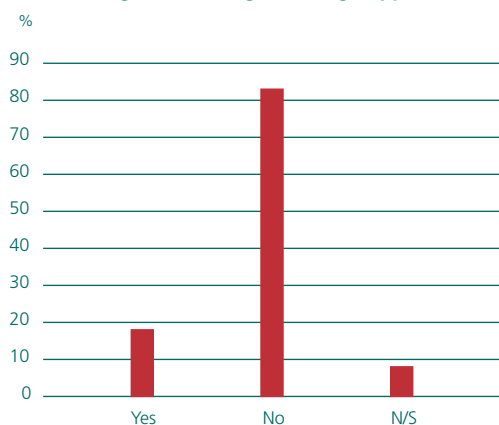
Q8(b) Do you consider your school currently receives sufficient government funding to meet minimum staffing requirements for teaching and learning support?

Table C5: Responses to Q8b by school type

	Total responses	Yes	No	% No
Primary U1-U3	83	12	64	77%
Primary U4+	78	1	71	91%
Intermediate	16	1	13	81%
Secondary	42	1	39	93%
Area	9	0	9	100%
Kura	4	2	0	0%
Special	7	3	3	42%
Total	240	20	199	83%

Figure C5: Overall responses to Q8b

Sufficient Funding for Teaching/Learning Support?



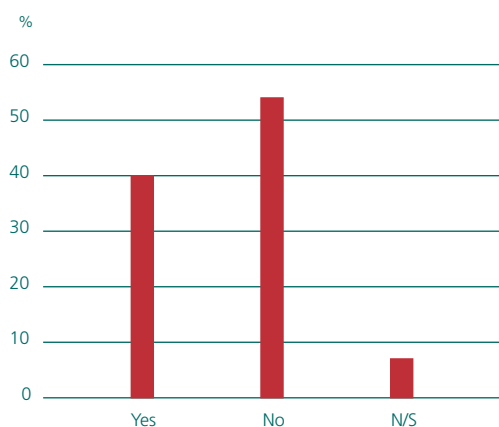
c) Use of locally-raised funds

Q10(a) Are locally-raised funds used to pay or 'top up' the wages or salaries of any Support Staff in your school? If yes provide an estimate of what percentage of your support staff expenditure is met from locally-raised funds.

Table C6: Responses to Q10a by school type

	Total responses	Support staff costs 'topped up'					Estimated % top-up	
		N/S	No	No %	Yes	Yes %	Average	Range
Primary U1-U3	83	7	56	66%	20	24%	32%	10-100%
Primary U4+	78	5	34	44%	39	50%	26%	2-100%
Intermediate	16	1	4	25%	11	69%	15%	2-35%
Secondary	42	5	18	43%	19	45%	22%	2-50%
Area	9	0	6	67%	3	33%	65%	50-80%
Kura	4	0	2	50%	2	50%	14%	8-20%
Special	7	0	6	86%	1	14%	n/s	n/s
Total	240	18	126	53%	96	40%	29%	

Figure C6: Percentage of schools using local funds to pay support staff



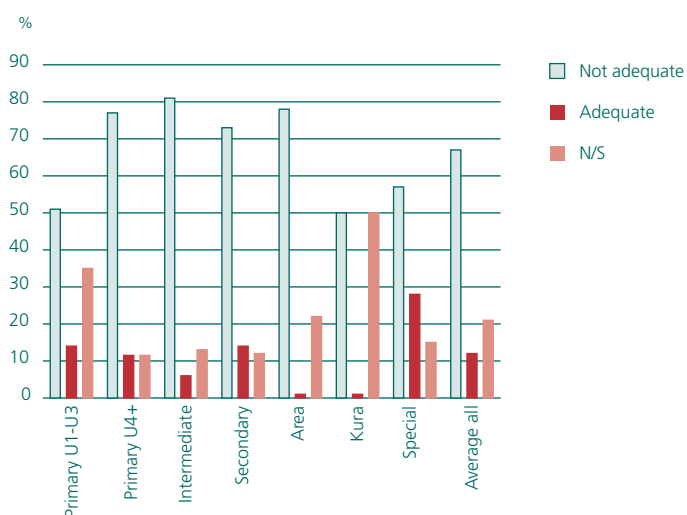
d) Adequacy of targeted special education funding

Q10b Does the money provided by funding agencies such as GSE or ACC to employ support staff for pupils with Special Needs cover the full employment costs incurred by the school?

Table C7: Responses to Q10b by school type

	Total responses	No	Full support staff costs covered		N/S
			No %	Yes	
Primary U1-U3	83	42	51%	12	29
Primary U4+	78	60	77%	9	9
Intermediate	16	13	81%	1	2
Secondary	42	31	73%	6	5
Area	9	7	78%	0	2
Kura	4	2	50%	0	2
Special	7	4	57%	2	1
Total	240	159	67%	30	50

Figure C7: Adequacy of pupil-generated special education funding



5 HOURS OF VOLUNTARY WORK CONTRIBUTED

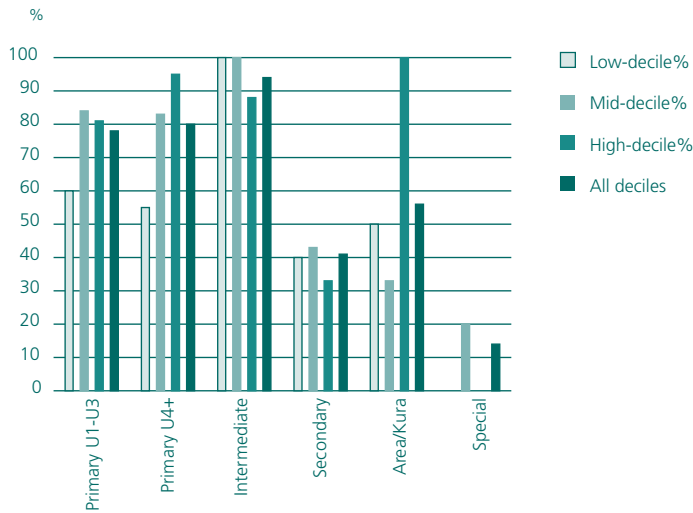
Q11 On average, how many hours per week of essential support work are contributed to your school by parents or community volunteers? (eg accounts and administration, library, classroom support).

Table C8: Schools reporting some use of volunteer hours (by type and decile)

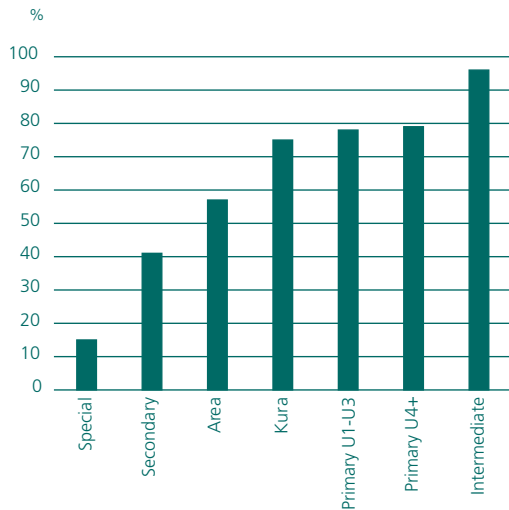
	Low decile		Mid decile		High decile		All surveys	
	N	%	N	%	N	%	N	%
Primary U1-U3	12/20	60%	31/37	84%	22/27	81%	65/83	78%
Primary U4+	11/20	55%	30/36	83%	21/22	95%	62/78	80%
Intermediate	1/1	100%	7/7	100%	7/8	88%	15/17	94%
Secondary	4/10	40%	10/23	43%	3/9	33%	17/42	41%
Area	2/4	50%	1/3	33%	2/2	100%	5/9	56%
Kura	2/3	75%	1/1	100%	0/0	0%	3/4	75%
Special	0/1	0%	1/5	20%	0/1	0%	1/7	14%
TOTAL	33/60	55%	81/114	71%	55/69	80%	168/240	70%

Figure C8: Percentage of schools using volunteer hours for support functions

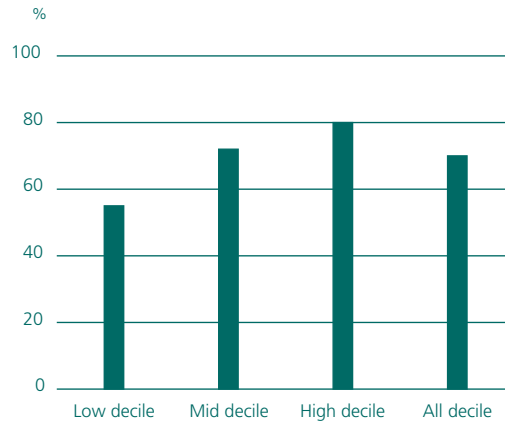
% Schools using volunteer hours for support functions (by school type and decile)



% Schools using volunteer hours for support functions (by school type)



% Schools using volunteer hours for support functions (by school decile)



6 ADMINISTRATIVE COMPLIANCE COSTS

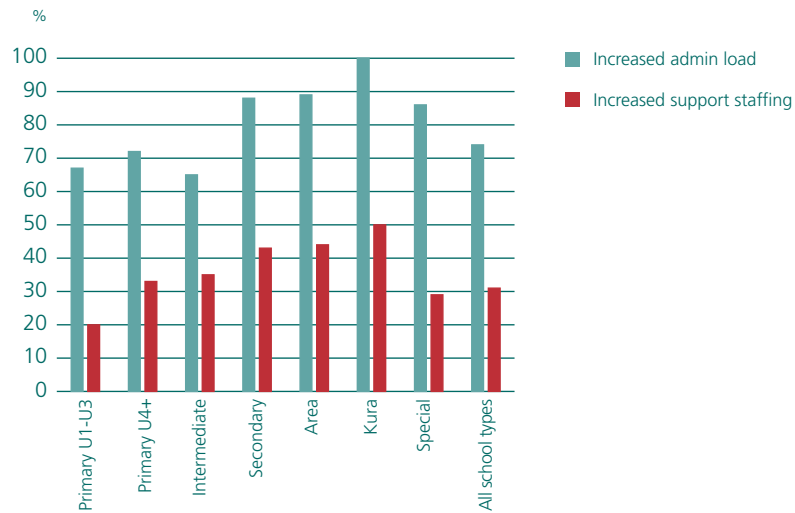
Q12 (b) Has the workload associated with such data returns (Ministry and NZQA) increased in the past two years?
If yes, has this resulted in any increase in support staffing?

Table C9: Responses to Q12b by school type and decile

	Low Decile			Mid Decile			High Decile			Total	
	WL Y	SS Y	SS N	WL Yes	SS Y	SS N	WL Yes	SS Y	SS N	WL %Y	SS %Y
Primary U1-U3	14/20	3	10	23/37	8	14	19/27	6	12	67	20
Primary U4+	12/20	7	5	25/36	13	10	19/22	6	11	72	33
Intermediate	0/1	0	0	6/7	5	1	5/8	1	3	65	35
Secondary	8/10	2	5	22/23	11	9	7/9	5	2	88	43
Area	4/4	2	2	3/3	1	2	1/2	1	0	89	44
Kura	3/3	2	1	0/1	0	0	0/0	0	0	100	50
Special	1/1	0	1	4/5	2	2	1/1	0	0	86	29
Total	42/60	43	16	83/114	40	38	52/69	19	28	74	31

WL = Workload SS = Support Staff

Figure C9: Percentage of schools reporting increased administrative workload and resultant increase in support staffing



ANNEX D

SUPPORT STAFF FUNCTIONS AND JOB TITLES

1 Analysis of support staff functions/ roles

The analysis of support staff functions below is based on responses provided in Section B of the NZEI Support Staff Survey conducted in February 2004. It provides a logical breakdown of different categories of support staff, classified according to the duties or roles listed for each position. These functions do not have a one-to-one correspondence with actual positions or job descriptions.

ADMINISTRATIVE STAFF

AD1: Core administrative functions

These include:

- Administrative/clerical assistance (e.g. reception/phone, data entry and collation, word-processing, filing, correspondence, cash handling, secretarial/PA support, student records, office management);
- Student services (e.g. first aid, lunches, attendance, enrolment, student records);
- School-community liaison;
- Financial administration and management (accounts, payroll, budgets);
- Technical/resource assistance (e.g. reprographics, resource management);
- Staff management;
- Property management.

AD2: Variable (non-core) functions

These include:

- 'Extra' student/community liaison services (e.g. truancy/attendance, after-school care);
- 'Business' operations (eg canteen, uniform shop etc);
- Special or separately funded programmes (eg transition, careers, international students, special education fund-holding, community education).

ASSOCIATE STAFF

AS1: Teacher Aide (Teaching and learning support)

These include:

AS1a: General teacher aide

- Includes: resource preparation/classroom support/student support.

AS1b: Language/cultural/literacy support

- Includes ESOL, Maori language, literacy programmes.

AS1c: Special education

- Includes: teacher aides, special education assistants etc working with moderate-high/very high needs children.

AS2: Library/information management/ICT support and network management

- Librarians, library assistants;
- Resource room managers;
- ICT desktop/network support.

AS3: Technical support

- Laboratory and workshop technicians;
- AV/specialist equipment technicians.

AS4: Community/student liaison and support

Truancy officers, whanau liaison;
Social workers;
Homework centre supervisors.

AS5: Programme/facility coordinators

- Sports/Arts coordinators;
- Hostel, sports facility, therapeutic facility, theatre etc coordinators;
- Careers/STAR/Transition coordinators;
- Special programme coordinators (eg homestay, cultural, health).

AS6: Specialists

- Occupational Therapists;
- Physiotherapists;
- Nurses.

MAINTENANCE STAFF¹

M1: Caretakers/property managers

M2: Cleaners

M3: Grounds and security staff

M4: Hostel/canteen workers

¹ Although these staff are not covered by the NZEI Support Staff Collective Agreement, schools tend to classify them under the general category of support staff, as they are funded in a similar way to administrative and associate staff.

2 Support staff job titles as listed in 2004 survey

The 233 job titles listed below and their classification into administration and associate staff positions come directly from the survey forms returned by schools, and were used to describe actual positions held by individual support staff in the schools concerned.

Key: *Administration Staff*

Associate Staff

Accountant (part time)

Accountant/Admin Manager

Accounts Assistant

Accounts Clerk

Accounts Officer

Admin Assistant

Admin Assistant/class help

Admin Manager

Admin Officer

Admin Support

Administration Manager

Administrative/Cashier

Administration Clerical

After School Care Assistant

After School Care Supervisor

Art Assistant

Arts Co-ordinator

Assistant Cashier

Assistant Facilities Manager

Assistant School Secretary

Assistant Sports Co-ordinator

Attendance Officer

Attendance Officer

Board Caterer

Board Secretary

BOT Secretary/Finance Officer

Bursar

Bursar/Executive Officer

Bursar/Principal's Secretary

Bus Driver

Canteen

Canteen Assistant

Canteen Manager

Career Secretary

Careers Assistant

Careers/Transition Assistant

Cashier

Cashier/Accounts Clerk

Chaplain

Chaplain's Assistant

Clerical

Clerical admin/accounts

Clerical Assistant

Community Education Clerk

Community Education Coordinator

Community Liaison

Computer Technician

Coordinator

Coordinator

Coordinator - Reading

Cultural Group

Data Entry Manager

Data Entry Operator

Data Entry/Support

Data Operator/Office Supervisor

Enrolments Clerk

ESOL

Executive Officer

Executive Secretary

Facilities Manager

Finance Assistant

Finance Manager

Finance Officer

Financial Assistant/Resource Manager

Gateway Admin

Gateway Coordinator

Gateway/SPARC/IT

General Clerk

Guidance Manager

Health Promoting Schools

HOD/Admin Support

Home Economic Technician

Home Economics Teacher

Homestay Coordinator

Homestay Co-ordinator

Host Family Co-ordinator

Hostel Manager

HR/Property Manager

ICT Assistant

ICT Technician

Information Centre Manager

International Student Officer

International Co-ordinator

International Dean

International Student Manager

International Students

International Students Administrator

International Students Coordinator

IT Network Administrator

IT Network Manager

IT Technician

Kaiarahi i te Reo**Kaiarahi/Home room/ICT/ Pangarau teacher****Kaiawhina****Laboratory Assistant****Language Assistant***Librarian***Librarian (Admin)****Librarian / Resource Teacher****Librarian/IT/Assets****Librarian/Special Needs***Library Assistant***Library Assistant***Library Officer**Lunch Assistant***Maori Tutor****Morning Tea Assistant****Nurse****Nurse/Attendance Officer***Nurse/AV Person***Nurse/Stationery****Occupational Therapist***Office Admin**Office Assistant**Office Manager**Office Manager/School Secretary**Office Supervisor**Outdoor Education Assistant**Overseas Administrator**Overseas Student Clerical/Pastoral**Payroll Assistant***Physiotherapist***Principals PA**Principal's Secretary**Principals/BOT PA**Project Manager**Property Manager**Public Receptionist**Publications Officer**Reception/Absentees**Reception/Data Entry**Reception/Reprographics**Receptionist**Receptionist/Cashier**Receptionist/Word Processor**Reprographics Assistant**Resource Assistant***Resource Manager***Resource Manager***Resource Room Assistant***School Secretary**School Secretary (principal)**School Secretary/bursar**School Secretary/Business Administrator**School Secretary/Enrolment Clerk**School Secretary/finance manager for BOT**School Secretary/Office Manager**School Secretary/Teacher Aide**School Supervisor**Science Technician**Secretary/PA**Secretary/Reception***Shop Assistant- Stationery/Uniform****Shop Manager - Stationery/Clothing****SLT***SMT Secretary***Special Education****Special Education Assistant****Special Needs****Special Needs Assistant****Speech Therapist****Speld Teacher***Sportfit Coordinator***Sports Co-ordinator***Staff room hostess**Staff typist***Star/Careers Assistant***Student Receptionist**Student Records Officer**Student Services***Support Tutor****SWIS****TARP/LAT***Tea Assistant/First-aider**Teacher Aide***Teacher Aide****Teacher Aide - ESOL****Teacher Aide - Internet****Teacher Aide - Librarian****Teacher Aide - special needs***Teacher Aide - Special Needs***T-Aide /Home Economics****Teacher Aide GSE****Teacher Aide Kaiawhina****Teacher Aide Lab****Teacher Aide Learning Development****Teacher Aide Maori Dept****Teacher Aide Music****Teacher Aide ORRS**

Teacher Aide Outdoor Education
Teacher Aide Reading Support
Teacher Aide/ Librarian / ESOL
Teacher Aide/ACC
Teacher Aide/Admin Assistant
Teacher Aide/Computer
Teacher Aide/Librarian
Teacher Aide/Library Asst
Teacher aide/Special Needs
Teacher Aide/Library/Resource Room
Teacher Aide/Staffroom
Teacher Assistant
Teacher Assistant International Students
Teacher Asst Learner Support
Technician
Technician - AV
Technician - Computer
Technician - English
Technician - Home Economics
Technician - ICT
Technician - Music
Technician - Science
Technician - Textbook
Technician ICT / IT
Technician IT
Technician Lab
Technician Music
Technician PE/Sport
Technician Technology
Technician Workshop
Technician/AU
Technology Assistant
Theatre Manager, AV Technician
Transition Administrator
Transition WR EX
Truancy Officer

Uniform shop assistant
Uniform Shop Manager
Uniform Stationery Manager

Web designer
Withdrawal Room Supervisor

ANNEX E: CONSULTATION FEEDBACK

SUMMARY OF FEEDBACK FROM REFERENCE GROUP CONSULTATIONS 21 MAY – 11 JUNE

Support Staff National Caucus Kaiawhina Tautoko (SSNCKT) and District Council Support Staff Reference Groups

- 1 A two-hour reference group session was held as part of the SSNCKT meeting on Friday, 21 May. This provided an opportunity to brief the caucus as a group, to trial the reference group consultation process, and to seek the group's feedback on the model presented in the discussion document. The responses from this session were used to fine-tune the presentation and feedback materials for the subsequent reference groups.
- 2 In the two weeks following the Support Staff Conference, support staff reference group sessions were held in the 12 District Council regions, organised by the local SSNCKT representative and a field officer. Each meeting was attended by between 6–16 support staff members drawn from a range of occupational groups and school sectors. Most participants had a good understanding of funding issues and/or school management. As planned by the working party, these meetings were run as interactive sessions, involving in-depth discussion and analysis of the proposed model and related issues. Individual feedback sheets were also distributed to be filled in after the session. Approximately half of these were returned. This reference group process has provided a wealth of valuable information, ideas and constructive criticism of the proposed model.
- 3 Overall the majority of support staff who participated in the reference groups were in broad agreement with the conclusions of the research and with the policy direction that is emerging i.e. that NZEI promote a change to a new flexible entitlement funding model, to be phased in progressively over a period of time. This was seen to be a productive way forward, both in terms of its potential to resolve the immediate industrial and budgetary issues facing support staff and schools, and as a basis for achieving the blue skies vision of a unified education service where support staff are valued as professionals working alongside teachers and principals.
- 4 'Model 4½' (i.e. a modified version of Model 4 based on a core of support staff FTEs (defined according to functions rather than identified positions) was seen as a viable starting point for phasing in central funding of a progressively expanding core of support staff FTE entitlements. The ultimate aim as expressed by most participants would be central funding of an adequate but flexible centrally funded support staffing entitlement in each school which would operate in much the same way as the current FTTE entitlement for teaching staff.
- 5 This position was qualified with the proviso that NZEI will need to take great care to get the precise formulae and transitional processes right, to minimise disadvantage to individuals or certain groups of support staff and to individual schools or types of school, and to avoid the inadvertent development of an unhelpfully prescriptive and restrictive regime. The reference groups did not want the process to be rushed. Those individuals dissenting from the majority view suggested that they would probably accept a shift to a mixed operations grant/central funding model provided they could be reassured that such a model would not see a return to 'the bad old days' pre-Tomorrow's Schools i.e. that any new model will deliver sufficient flexibility and adequate staffing levels, plus protection of existing jobs and conditions.
- 6 There was mixed support for the idea of initially dividing an FTE entitlement into three or four separate funding streams. Those in favour felt it would provide an essential set of parameters for schools which would protect support staff jobs and ensure that the core funding was not all directed into a single area (e.g. administration at the expense of teacher aides). Those opposed felt it could be unduly restrictive for schools, and that it might also lead to loss of jobs or hours for some staff. There was general agreement that if separate funding streams were established initially, these could, and probably should, be merged as the proportion of centrally-funded SS FTEs increased relative to the FTEs for support staff paid out of Board funds.
- 7 The reference groups were also made aware that a change to an entitlement funding system would inevitably require a redesign of support staff pay scales. There was general support for the notion that

a simplified and transparent standardised pay scale be developed. This was seen as a logical progression from the current system, and one that would enhance the ability of more support staff to develop a career path and to pursue pay and employment equity.

- 8 A majority were in favour of eventually merging the current administrative and associate scales into a single unified scale, again with the proviso that this should not disadvantage current support staff, including those currently in a position to negotiate a higher rate.
- 9 Overall, the feedback reflects a desire to incorporate the best features of Models 4 & 5 (e.g. funding certainty, transparency, accountability, security for support staff etc) while making sure we design formulae which retain as much flexibility and autonomy at the local level as is possible and desirable within these parameters.
- 10 Model 3 received very little support, even for clearly identifiable groups such as ORRS teacher aides or sports coordinators where funding is already effectively ring-fenced. (However, there was agreement that in the meantime, there is no reason why NZEI should not lobby for an increase to the hourly rate paid to schools for ORRS teacher aides. It was pointed out that ACC has just increased their hourly rate).
- 11 Participants did recognise that no model will ever be perfect, and that there will inevitably be changes to current employment patterns and practices. They were clear that changes to the funding system will have to be carefully implemented and monitored, and fine-tuned as it evolves, but clearly see this as an opportunity to deliver something which is much better than the system we have now.

Te Reo Areare

- 12 The discussion document was presented to the meeting of Te Reo Areare on 15 May, and their responses were sought to the research findings and the conceptual model being proposed by the working party. The response was positive, and endorsed the overall findings of the research. The representatives present expressed some surprise at the apparently contradictory findings from some of the small number of kura kaupapa who responded to the survey, and indicated that these responses were not in line with the experience of their schools. There was concern expressed that any model or formulae developed must take account of the special circumstances facing kura, wharekura, and schools with immersion/bilingual classes in

general, as well as the diversity between individual schools and communities more generally.

They requested that further attempts be made to canvass the opinions of support staff and principals of kura kaupapa and wharekura, and suggested that Hui-a-Tau in July would be a suitable forum to do this.

NZEI Principals' Council

- 13 A presentation was made to the NZEI Principals' Council on Friday, 11 June. Their response was basically supportive. Those present were interested in the research, asked lots of questions, and made a number of comments indicating that they thought the working party was going in the right direction.
- 14 The concerns expressed were in line with the feedback from the other reference groups, namely:
 - The need to retain local flexibility and autonomy (there was some concern voiced that this model would reduce flexibility);
 - The importance of getting the formulae right (i.e. attention to detail in devising formulae/ pay scales to guard against negative and/or unintended consequences; the need to take the needs of different types of schools into account);
 - No one present took issue with the 'Lego block' style FTE approach (see Figure 5), although there was a concern expressed that the Ministry might try to control costs by 'downgrading' job descriptions;
 - The risk of the Operations Grant being reduced by too large an amount and/or not enough being left in the Operations Grant to cover remaining support staff costs as well as other calls on funds.
- 15 Several principals expressed a hope that a new funding system would provide an opportunity to sort out the untenable situation currently with respect to GSE's term-by-term funding of special needs teacher aides. A suggestion from the floor that ORRS teacher aide entitlements could possibly be funded centrally in a similar way to the 0.1/0.2 teacher entitlement also got some support.
- 16 The chair of the Principals' Council closed the session with an endorsement of the quality of the work that had been done by the working party and commented that the Principals' Council would be supportive of any initiative that would reduce the tension for principals between balancing the budget and being fair to support staff in their schools.