

Review of Schools' Operational Funding

Non-Teaching Staff Workforce - Final Report

1 October 2007

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Executive Summary

New Zealand schools in the 21st century need to be supported and resourced in ways that best contribute to the achievement of all students. Non-teaching staff have an important role to play in supporting our 21st century schools whether through:

- a) directly supporting individuals, or groups of students
- b) supporting teachers in classroom administration, and
- c) supporting the efficient running of the school, both administratively, and
- d) managing and maintaining the physical environment of the school.

The purpose of this report is to inform advice to the Minister of Education on:

- a) the current shape of the non-teaching staff workforce, the drivers behind the changes in this workforce since 1989, and how this workforce is expected to develop in the near future, and
- b) what the future role of non-teaching staff in New Zealand schools could be, and how this workforce might best be supported and resourced in schools.

The report was developed in consultation with an advisory group, with representatives from: the New Zealand School Trustees' Association (NZSTA), the Secondary Principals' Association of New Zealand (SPANZ), the New Zealand Principals' Federations (NZPF), the New Zealand Education Institute (NZEI), the New Zealand Secondary Principals Council (NZSPC), the Post-Primary Teachers' Association (PPTA), and the Service and Food Workers Union (SWFU).

Schools' non-teaching staff are resourced through a number of funding streams including government sources such as operational funding and resourcing for special education, and other sources such as local fundraising. For the majority of state schools, operational funding is the primary resource stream relied upon to fund non-teaching staff.

Objectives and principles

The report suggests that two key objectives underpin the resourcing of non-teaching staff in 21st century schools:

- a) all students achieving their potential, as set out in the Schooling Strategy, and
- b) the effective and efficient management of New Zealand schools, operating in a self-managing environment.

These objectives recognise that students are at the centre of all efforts in schooling, and that in order to ensure that resourcing to schools supports student outcomes, schools need to be effectively and efficiently managed. Five principles have also been identified as those that should guide decisions on the support and resourcing of non-teaching staff in schools:

- a) principals and boards should have timely access to the skills and capabilities they require for the efficient and effective management of a school and for the provision of support to ensure all students are achieving their potential
- b) principals and boards are best placed to make decisions in regard to meeting their needs, and should have the flexibility to do so
- c) schools should be supported to deliver the curriculum and meet government and community expectations

- d) students should learn in a safe physical and emotional school environment, and
- e) principals and boards are expected to meet their responsibilities as good employers.

Growth in non-teaching staff workforce

This report has found that the non-teaching workforce has changed over the last seventeen years. There has been a significant growth in the size of the workforce (16,000 in 1990 to 26,000 in 2006), and the numbers of hours worked by non-teaching staff in our schools. This growth can be partly attributed to an expansion of the roles that are considered core for the running of a school (for example technicians, sports coordinators and qualified librarians). The additional costs of this increase in the size and nature of the non-teaching workforce have been partially offset by increases in operational funding over time.

Drivers behind these developments include the impact of the new curriculum framework, school planning and reporting requirements, including student assessment and reporting, the national qualifications framework, and more sophisticated data management on the work of teachers, principals and administrators. The report also finds that pressure on school budgets can be attributed to the growth in the number of teacher aides, technical support for schools, and the increased costs of employing executive / clerical staff and groundskeepers.

Reviews of school management and research into areas of principal and teacher workload are considered and compared to patterns of expenditure on the non-teaching staff workforce. This analysis found that schools have tended to economise in the area of administration and management support, despite pressures on management workload and capability. The report considers why this might be, but also suggests that increased resourcing in this area, along with guidance and support, would assist schools to improve management of, and support for effective teaching and learning in, our schools.

Analysis of payroll data further found that teacher aides have increased in number by 29% since 1999, and now comprise the largest proportion of the total non-teaching staff workforce. These staff perform a range of tasks, from photocopying and assisting school trips to targeted work on students with learning difficulties. This report identifies a need for further research into current practice in New Zealand (hours, pay, qualifications, tasks performed) and the collation of evidence of good practice here and overseas.

Key messages from the sector

The advisory group identified the following issues as those they consider the government needs to address in considering the resourcing of non-teaching staff:

- the adequacy, and complexity, of resourcing provided
- sustainability of the resourcing provided, and the ability of schools to meet increased staffing costs (arising from collective agreement settlements and more general shifts in the labour market), and
- the impact increased labour costs can have upon management decisions about the staffing of a school.

The advisory group members have suggested that these issues could be addressed by indexing increases to operational funding, which would take into account increases in labour market costs (as well as other shifts in the economy), or changing the way schools are resourced for non-teaching staff. Some members of the group recommended that the

current model be amended to provide for an entitlement system (based either on hours or position types) which would be centrally funded.

The advisory group has asked that the Minister of Education note the following key messages:

- schools were under funded during the 1990s, and therefore had to make compromises in the area of non-teaching staff and schools require catch-up funding to compensate for this historical short fall
- additional resourcing is required to meet increased costs driven by growth of and shifts in the nature of the non-teaching workforce and implementation of collective agreements, and
- the majority of members of the group recommend that the resourcing model be revisited.

Review of Schools' Operational Funding: Non-Teaching Staff Workforce

Background

1. The Review of Schools' Operational Funding (the Review) was commissioned by the government in November 2005, in response to concerns articulated by the sector about operational funding provided to schools and the mechanisms by which it is delivered.
2. In the course of the Review officials worked with sector representatives to explore issues that are creating pressures for state schools. The Review identified a range of pressures on the management of operational funding, including information communications technology and non-teaching staff in schools.
3. With regard to the latter, five specific issues concerning non-teaching staff in schools were identified:
 - an increase in the number of non-teaching staff in schools
 - the changing needs of schools over time (due to increased hours and changes in skill sets)
 - the impact of collective agreement settlements in the sector
 - implementation of collective agreement terms and conditions of employment, and
 - the flow-on costs of employing non-teaching staff.
4. The Review further found that:
 - societal expectations about the need for greater support and assistance for students has led to a greater diversity in the staff needed to support learning, including a huge increase in the numbers of teacher aides employed in schools
 - the skill levels required of many administrative staff have increased in response to growing technological and management demands on schools
 - the broadening of the curriculum has led to the creation of new 'core' roles in schools such as sports coordinators
 - the expanding use of information and communications technology (ICT) in schools has created a new classification of non-teaching staff in schools, including technicians and network co-ordinators
 - libraries have increasingly become the information hub of schools, which has significantly increased the need for schools to employ qualified librarians, and
 - a diversity of roles has been created to support the pastoral needs of students, for example social workers.
5. In response to the Review findings the Minister directed the Ministry of Education to report on how the non-teaching staff workforce has developed over time and consideration of how the support staff workforce might best be supported and resourced to fulfil their roles in New Zealand schools. This report details the Ministry's findings with regard to the current shape and nature of the non-teaching staff workforce, and provides advice on how this workforce might best be resourced and supported in the future.
6. The terms of reference for the workstream are attached in Annex One.

Methodology

7. The non-teaching staff workstream examined trends in school's employment of non-teaching staff over time (as collected by the Ministry of Education payroll) in consultation with representatives from seven sector groups:
 - the New Zealand School Trustees' Association (NZSTA)
 - the Secondary Principals' Association of New Zealand (SPANZ)
 - the New Zealand Principals' Federation (NZPF)
 - the New Zealand Educational Institute (NZEI)
 - the New Zealand Secondary Principals Council (NZSPC)
 - the Post-Primary Teachers' Association (PPTA), and
 - the Service and Food Workers Union (SWFU).
8. Officials met regularly with the sector advisory group to discuss the findings presented by officials. Further consultation with schools was also undertaken to gain a better understanding of how non-teaching staff practice differed across school contexts. The following table details the range of schools consulted:

Table One – School Consultation, March – May 2007

Type	Roll	Decile	Location
Primary	330	9	Wellington
Secondary	1220	10	Wellington
Primary	226	9	Cambridge
Kura	39	2	Cambridge
Primary	260	5	Hamilton
Secondary	1689	8	Christchurch
Intermediate	185	2	Christchurch

9. Non-teaching staff are funded from a number of resourcing streams, including operational funding, special education and contestable funds. As this report is a result of a recommendation from the Review of Schools' Operational Funding, it does not consider issues associated with special education or contestable funding. The sector group has noted, however, that the impact of these other streams of funding is to increase complexity in relating funding to the employment of staff.
10. This report was prepared by officials and incorporates the collective views of the sector advisory group.

Developments in the non-teaching workforce

11. In order to explore the findings of the Review, the non-teaching staff workstream explored key trends and drivers behind the development of this workforce following the shift to self-managing schools.
12. Due to issues associated with coding of data, this paper is unable to show long term trends since the introduction of the self-managing schools model. The following figures therefore reflect key trends from 1999 to 2006.

Context

13. In considering the developments in the non-teaching staff workforce, it is important to consider the context within which these developments have taken place. Since 1999:
 - the number of state schools has decreased from 2,638 to 2,468 in 2006, a decrease of 6%
 - the total school roll has increased by 4% from 702,935 students to 730,866 in 2006.¹ The increase in roll was significant for schools with a roll of 750 or more, with an average increase in students of 13%
 - the number of full time teacher equivalent staff² employed has increased from 40,114 to 45,393 in 2006, an increase of 13%, and
 - the baseline for schools' operational funding has increased from approximately \$750 million to \$1,063 million in 2006, a nominal increase of 42%.
14. In addition, a number of policy developments have shaped demand for non-teaching staff. First and foremost, the Tomorrow's Schools reforms devolved much autonomy to schools, placing responsibility and accountability for the day to day running of the school on the board of trustees and the school principal. This has resulted in schools needing a range of expertise, including property and finance managers, personnel and systems administration as well as ICT technicians, to better manage and meet the needs of a modern state school.
15. Administrative reform of the sector has in turn been accompanied by developments in school curriculum and assessment practice, including the development of schools planning and reporting databases, the introduction of a new curriculum framework, and the corresponding impact on the use of ICT for data management.
16. This has been paralleled by increased compliance, monitoring, accountability and reporting requirements, which have impacted on the number and nature of administrative tasks now managed by a school.
17. Special Education 2000 has resulted in an increase in resourcing for special education. For example, the total spend on Ongoing and Reviewable Resourcing Streams (ORRS) has increased from \$67.000 million in 2000 to \$75.000 million in 2006 (a nominal increase of 12%) and the number of ORRS students in schools has increased by 7% from 7,052 to 7,570 in 2006.
18. This policy was designed to support high and very high special needs students to receive their education in mainstream classrooms. As each student is resourced with teacher aide time and staffing, this has increased in the number of specialist staff employed in a school, and the number of teacher aides employed in all schools.

¹ The student roll peaked in 2004 at 735,504, and has since declined. See Figure One in Annex Two for a break down by year.

² Includes principals, management, teachers, resource teachers, community education, guidance counsellors and therapists.

19. ACC funding, Special Education Grant funding, ESOL funding, RTLB cluster funding and discretionary funding from special education services for behaviourally challenged students all provide targeted assistance which schools can use to support categories of student learning. Mostly this is directed to employ teacher aides for student support. Often the funding is a short term allocation leading to employment of fixed term staff with pay rates limited by the quantum of the resource.
20. School decile grants are another significant funding stream which is differentially available to schools. Schools also use this to resource and supplement specific learning programmes.
21. ICT has developed as an administrative tool (roll/absences records, assessment records), as a tool for teachers (e.g. the laptops for teachers scheme) and as a learning tool for students (e.g. data projectors, internet). This has made expertise in ICT a core capability/competency necessary for schools, both in terms of maintaining and extending the infrastructure, and in terms of professional development for staff.
22. Perhaps less obvious is the impact of external legislation and regulation on the workforce. For example, occupational safety and health requirements has required in an up-skilling of caretakers, cleaners and groundskeepers to ensure standards are maintained across all school sites.
23. The New Zealand Education Institute (NZEI) paper *Development of Learning Assistant Proposal* notes that the twin demands of supporting the participation and engagement of diverse learners and the policy of personalising learning are likely to increase the need for teacher support in schools.
24. The increase in skills and knowledge extends to librarians, administrators and technicians. The change in skill sets required of non-teaching staff has impacted on their pay rates, both in terms of career development, pay progression and through the need to offer competitive rates for qualified staff (especially for urban schools). Low unemployment further pushes schools to offer wages that will attract and retain the non-teaching staff they need. These rates have further been influenced by increases in collective agreements over time.
25. Finally, school consultation has made it clear that schools are becoming increasingly sophisticated, and innovative, in how they ensure that all students are achieving their potential. This is evidenced by the growing use of ICT in the classroom, and also the increase in teacher aides employed in schools.
26. The combination of these drivers has resulted in an increase in the number and need for skilled non-teaching staff necessary for the running of a modern state school. The following sections outline where these increases are most apparent, and where pressures on schools are most apparent.

Growth of the non-teaching staff workforce

27. A 1992 survey of Education Services payroll data found that there were about 16,000 non-teaching staff employed in 1990.³ The Ministry of Education's payroll data presently records approximately 26,000 full and part-time non-teaching staff.⁴ This reflects an approximate increase of 10,000 staff over 17 years.

³ Extract date 31 August 1990. Excludes employees who received no income between 1 April and 31 August 1990. The report warns that this may have excluded a disproportionate number of non-teaching staff. See Table Nineteen in Annex Three for a breakdown by school type.

⁴ It is estimated that another 5 to 15% of non-teaching staff are employed outside of the Ministry payroll service.

28. Tables Two and Three further demonstrate this increase by comparing the number of full and part-time non-teaching staff employed in schools between 1999 and 2006.⁵ Secondary schools on average employ a larger workforce than other school types. The tables also show that schools are favouring employment of part-time staff.

Table Two – Average head count per school of non-teaching staff by school type

School type	1999		2006	
	Part time	Full time	Part time	Full time
Primary	6.2	1.6	7.5	1.8
Secondary	19.4	4.4	24.0	6.0
Composite	9.2	2.5	10.5	2.9
All schools	7.7	2.3	9.7	2.8

Table Three – Average FTE per school of non-teaching staff by school type

School type	1999		2006	
	Part time	Full time	Part time	Full time
Primary	2.7	1.7	3.6	1.9
Secondary	9.6	4.8	12.8	6.2
Composite	4.3	2.5	5.2	3.0
All schools	3.5	2.3	4.8	2.9

29. The total number of non-teaching staff has increased by 19.9% by headcount, or 28% by full time equivalent (FTE) between 1999 and 2006. Numbers of full time staff have increased by 23% (or 23.5% FTE), compared with an increase of 19.5% (or 29.5% FTE) for part time staff.

Table Four – Percentage change in FTE by role and school type, 1999-2006

Non-teaching role	Primary		Secondary		Composite		Total
	Part time	Full time	Part time	Full time	Part time	Full time	Full and part time
Caretaking, cleaning and groundskeeping	3.1	-4.6	20.2	5.1	22.0	48.7	4.6
Administration	-8.7	0.7	20.5	17.2	29.3	27.8	5.3
Teacher aides	38.3	122.6	48.4	257.0	34.8	158.3	45.7
Technical Trades	324.0	.	181.7	821.3	725.0	.	273.4

30. All school types have experienced a significant decrease in numbers of full and part-time executive/clerical staff whilst secretarial categories of staff have increased (see Table Sixteen in Annex Two). It may be that staff categorised as secretarial are being substituted for staff categorised as executive/clerical. Whether this represents a re-labelling or a substitution of one type of employee for another is unknown. Overall, administrative staff (combining executive, clerical and secretarial categories) have risen much less strongly than teacher aides (46%), showing a 5% increase in FTEs.

31. Caretaking, cleaning and groundskeeping staff show a 5% increase in full and part-time FTEs, again much less than for teacher aides. There has been a minor decrease

⁵ Due to shifts in the way data has been captured our analysis is based upon payroll data captured between July 1999 and July 2006. It excludes Correspondence School staff and staff with missing school type information. Further notes contained in Annex Four. Data does not include staff not presently on the Ministry payroll service.

in cleaning staff employed in primary and composite schools, and this may reflect a move to contracting out cleaning services, a reduction in cleaning staff, or both.

32. Growth in technical/trades staff is heavily weighted towards secondary schools, with a total FTE increase of 178%, compared to increases of 15% and 12% for primary and composite schools respectively. The total percentage increase of 273% suggests an increased reliance on the skills and capabilities of technical and trades staff since 1999.

Table Five - Average number of teacher aides per school, by school type, decile and roll size in 1999 and 2006

1999							
School Type	Decile			Roll size			
	1-3	4-7	8-10	<250	250-500	501-750	>750
Primary	4.8	4.3	3.8	3.1	5.9	7.5	7.7
Secondary	9.6	11.2	10.1	4.1	7.8	9.1	14.2

2006							
School Type	Decile			Roll size			
	1-3	4-7	8-10	<250	250-500	501-750	>750
Primary	6.0	5.0	4.9	3.8	7.0	10.1	12.9
Secondary	12.7	13.7	12.7	4.1	8.6	13.0	17.2

33. In terms of roles performed, teacher aides have increased as a proportion of the non-teaching staff workforce across all school types.⁶ A 29% increase (head count, 46 by FTE) in their total number since 1999 has resulted in teacher aides comprising over 50% of the total non-teaching staff workforce. Teacher aides also comprise over 50% of the part-time workforce in primary and secondary schools. The data also suggests that secondary schools on average have a higher number of teacher aides, an average which increases by school roll size. Numbers of teacher aides hardly vary with decile in either school type.

Hours worked by non-teaching staff

34. The number of staff employed in these areas also needs to be set against the number of hours worked by those staff. Our data shows that there has been a significant increase in the total hours worked per week by non-teaching staff (an increase of 28% since 1999). Broken down by type: primary schools have experienced an increase of 20%, 42% for secondary schools, and a 49% increase in total hours worked for composite schools.
35. Tables Ten to Twelve, in Annex Two demonstrate the percentage change in median hours worked per week by non-teaching staff between 1999 and 2006. The tables show that, for the majority of roles, the median hours worked by non-teaching staff have increased since 1999, regardless of school decile, size or type. The increase in median hours worked is, however, greatest for low decile schools and primary schools.
36. The tables also show considerable volatility in the median hours worked by decile, roll size and type of school for the various designations of staff, with different designations showing different trends. There is also volatility in the numbers employed. These variations are liable to be greater when one school is compared to another than when many schools are combined together in broad categories.

⁶ For composite schools, teacher aides have decreased as a proportion of the part-time workforce, but have increased as a proportion of the full-time workforce.

37. Total hours worked can be estimated by multiplying median hours by number of FTE staff. For administrative groups of staff overall (executive and secretarial categories of staff combined), these appear to be virtually unchanged for primary schools (-1% from 1999 to 2006) and show a slight increase for secondary schools (+12%).⁷ For technical/trades staff, total hours worked have risen by some 128% for secondary schools (primary schools employ few technical/trades staff).
38. The data suggests that total hours worked by groundskeepers have remained little changed at secondary level but appear to have fallen at primary level. The data attributed to primary groundskeepers in the payroll data, does not reflect the employment arrangements whereby caretakers are required to maintain grounds. Shifts in the payroll data in this instance could well reflect a simple change in job description to more appropriately reflect the collective agreement position.
39. The total hours worked by caretakers and by cleaners at both secondary and primary levels have remained reasonably constant. Anecdotal comment from the Service and Food Workers' Union suggests that this data may need further consideration. Thus the main area of growth in overall hours worked are teacher aides and, for secondary schools, technical and trades staff.

Hourly rates paid to non-teaching staff

40. The median hourly rate paid to non-teaching staff has increased between 1999 and 2004, irrespective of school decile, size or type. This increase is generally between 14 and 30%, with the exception of executive/clerical staff, who experienced an increase of at least 41.5%, again irrespective of school decile, size or type (see tables Thirteen to Fifteen in Annex Two). This may lie behind the substitution of secretarial for executive and clerical staff.
41. These increases are, in part, driven by cost increases arising from settlements of the various collective agreements that are in operation across the sector. However, increases have also occurred as schools have met labour market shifts or the cost of employing higher levels of skill than was used previously. These increases should be seen in the context of increased funding for support staff, through various funding streams including operational funding and resourcing for special education. Settlements of collective agreements have tended to occur at a level lower than any adjustments made to operational funding (less than 2%)⁸, but have not reflected the costs associated with annual increases for pay progression or qualifications payments, which tend to rest at between 2% and 3%.
42. The data also suggests that there is a relationship between school size and median hourly rates – in general the larger the school size the higher the median hourly rate. This may be attributed to a several factors: staff in larger schools have more responsibilities, larger schools benefit more from economies of scale, and/or that larger schools tend to be located in urban areas where wages are higher.

Specialisation of roles performed by non-teaching staff

43. The Review of Schools' Operational Funding found that the skill sets of non-teaching staff have changed over time, with a corresponding impact on costs faced by schools. The following tables have been produced with the assistance of sector representatives. They illustrate the range of roles now performed by non-teaching staff in schools. The lists are by no means exhaustive – the lists contained in the 2004 NZEI *Final Report of the Support Staff Funding Working Party* cover several pages.

⁷ Estimates based on data from Table Twenty Three of Annex Three.

⁸ Refer to Paper 03/03 Non-Teaching Staff of 4 April 2006

Table Six – Roles performed by non-teaching staff in primary schools

Management	Administration	Property	Technical	Curriculum	Student Support
Executive Officer	Secretary	Caretaker	ICT Tech	Librarians	Nurse
Principals PA	Office Manager	Cleaners		Teacher Aides	Therapist
Finance Manager	Truancy Officer	Ground Staff		ESOL	Canteen
				Kaiarahi Reo	Coaches

Table Seven – Roles performed by non-teaching staff in secondary schools

Management	Administration	Property	Technical	Curriculum	Special Needs	Student Support
Executive Officer	Secretary	Caretaker	ICT Tech	Librarians	Therapists	Nurse
Principals PA	Office Manager	Cleaners	Lab Tech	Teacher Aides	Special Ed Aides	Dentist
Finance Manager	Truancy Officer	Ground Staff	Workshop Tech	ESOL	ESOL	Therapist
Property Manager	Archivist	Security		Kaiarahi Reo	Teacher Aides	Social Worker
Fundraiser	Office Assistant			Language Assistants		Community Liaison
Hostel Manager				Behavioural Assistants		Dean
Cultural Aide				Careers		Coordinator- Intl. Students
Sports Co-ordinator				Arts Coordinator		Coaches
Legal Services						Bursar
						Cooks
						Canteen
						Sales – Uniform and Stationery
						Chaplain

Summary

44. Since 1990, the number of non-teaching staff has increased by 10,000. The data further shows that for the period 1999-2006:

- the total number of non-teaching staff has increased by 19.9% by headcount, or 28% by full time equivalent (FTE), in the context of an increase of 4% in students (1999 to 2006) and 13.1% in FTTE teachers over the same period
- an increase of 27.8% in total hours worked per week by non-teaching staff (19.5% primary; 41.5% secondary and 48.7 composite)
- a change in the median hours worked of between 6.5 to 40% for executive/clerical staff and 25 to 121% for technical/trades staff since 1999
- a general increase in the hourly rate paid to non-teaching staff of between 14 and 30% across roles, with a particular increase of over 40% for executive/clerical staff since 1999
- a nominal increase of 41.8% in operational funding and 12% (2000 – 2006) in ORRS funding
- high levels of variation in the numbers employed by school decile, size and type and high levels of variation over time in pay rates and hours worked by different staff designations by school decile, size and type
- that non-teaching staff in small schools, low decile schools and primary schools have experienced the greatest increase in median hours worked, while at the same time their hourly rate in general has increased less than for larger schools and for higher decile schools
- that non-teaching staff working in schools with a roll of 500 or greater are in general employed at higher rates than those working in schools with a roll of less than 500, and
- school trustees and managers are drawing on a broader range of skill sets for the running of a modern state school.

Support to assist in improved management and administration

45. Data in the previous section suggests that whilst executive and clerical support has increased in cost, schools have tended to carefully manage the hours worked by non-teaching staff with these skill sets. However, recent reports suggest management capability and workload in schools could benefit from some additional focus.

Management Capability in Schools

46. A key finding in the Review of Schools' Operational Funding was that, in addition to addressing cost pressures for schools, reducing complexity in funding streams and assisting in the management of increased expectations, the management capability of schools needs to be better supported. Two recent reports on schools financial decision making support this finding.

47. The Education Review Office's (ERO's) review of schools' use of operational funding in 2006 found that most schools had satisfactory financial systems and were in a satisfactory financial position. However, many had gaps in the financial and strategic expertise of their school managers and trustees. The report found that this was typically exemplified by weak links between financial and strategic planning, management and reporting. This could lead to a tenuous relationship between allocation of resources and the strategies and priorities for enhancing student achievement.

48. The New Zealand Council for Education Research (NZCER) has undertaken a three year study of 18 effective New Zealand schools. The study focuses on schools' financial management to identify factors that influence decision-making, and considers the use of government operational funding and locally raised funds to meet students' needs. The first report (2004) found that:
- effective schools had robust systems of budget development and monitoring - school boards and management worked well together within shared frameworks created by their strategic planning
 - rising or stable rolls were key to a school's financial health
 - pressures on school budgets were coming mainly from rising costs of non-teaching staff, ICT provision and maintenance, the employment of teachers beyond entitlement, and property maintenance
 - good administrative staff were considered essential to good financial management, and
 - many of the effective schools could not maintain their programmes without non-government funding.
49. A follow up report in 2005 found that these pressures had escalated. As a consequence, schools were found to be reducing spending on some non-teaching staff hours to maintain programmes, usually relying on additional unpaid effort by existing management, teaching and support staff.
50. A 2002 analysis of Ministry data by the New Zealand Institute for Educational Research (NZIER)⁹ found that secondary schools spend more per student on administration than primary schools, with intermediate schools closer to primary than secondary schools in their pattern of expenditure. A second report found that there were some fixed costs for all school types but also some economies of scale in administration for all school types.¹⁰
51. Together, these reports suggest that schools have to manage budgets tightly to ensure spending is sustainable. Most schools have satisfactory financial systems and are in a satisfactory financial position. However, many had gaps in financial and strategic expertise or were limited by the financial and strategic expertise of school managers and trustees. Hence, they were limited in their ability to plan and prioritise effectively. Good administrative staff were considered essential to good financial and strategic management.

Management and administrative workload

52. These reviews need to be placed against other research, looking at the administrative workload of New Zealand principals compared internationally, which show a greater amount of time being spent on administrative duties than principals in other OECD countries at both primary and secondary level.¹¹
53. Separate research conducted by the Australian Council for Educational Research (ACER) reinforces these findings. In their 2005 report 'Primary Teacher Work Study'¹²

⁹ NZIER (2002a) *School cost drivers, Phase One: Statistical analysis of school operational resourcing data: Report to Ministry of Education*, Wellington. See Figure One, Annex Three.

¹⁰ NZIER (2002b) *School cost drivers, Phase Two: Regression Analysis: Report to Ministry of Education*, Wellington.

¹¹ See OECD TIMSS reports for 1995, 1999 and 2003 and PIRLS report for 2001.

¹² A total of 372 primary schools were surveyed, including 25 interviews and the collection of 22 teacher diaries. For a summary visit:

and 'Secondary Teacher Workload Study'¹³ ACER found that principals in primary schools were working on average about 58 hours each week, teaching principals working an average 57.7 hours and released principals working 58.7 hours.¹⁴

54. The report found that:

for principals (and senior staff), a large contributor to workload was often analysis and recording of compliance data. This reduced the paperwork load for staff but added to management workload. Principals could probably all use extra clerical and office assistance to free them from non-learning related distractions.¹⁵

55. Management in secondary schools were also found to work long hours, with pressures identified as the number of hours worked, the amount of non-contact time, the amount of paper work required, the level of resources, development of new assessment procedures and relations with parents.

56. The ACER report also asked secondary school principals and managers what would make their workload more manageable. Principals indicated that simplified compliance requirements, more good teachers, and guaranteed planning time would assist in making their workload more manageable. Senior management saw additional staff (teaching, clerical and administration), guaranteed planning time, reduced compliance requirements and the capacity to attract good teachers as most likely to assist in improving their workload.

57. Similar issues, relating to 'paperwork', were identified in ACER studies around teacher workload. Teachers saw more support from administrative staff and teacher aides as responses that would help relieve their workload.

58. Since 2001 the Ministry has progressed several related initiatives. This includes the introduction of classroom release time in schools, and the provision of approximately 2,850 extra teachers (full-time teacher equivalents) through the school staffing improvements.

Issues with School Expenditure on Management and Administration

59. The evidence presented above suggests that many schools struggle with management and administration issues that impact on their effectiveness, and that principals, senior professional staff and teachers may benefit from improved administrative support. The Ministry has implemented a variety of policies in attempting to assist in meeting these needs, but it is not clear what the response of schools has been to the management and administrative pressures outlined above.

60. School expenditure on non-teaching staff has increased from approximately \$484.500 million in 1999 to approximately \$682.700 million in 2005, an increase of 41%. Over the same period, the baseline of operational funding has nominally increased by 41.8%. Therefore, expenditure on non-teaching staff has risen almost exactly in parallel to the rise in operational funding.

<http://bbb.minedu.govt.nz/index.cfm?layout=document&documentid=11350&indexid=5871&indexparentid=2107>

¹³ Based on responses from 357 surveyed schools. Surveys were sent to the principal, up to five teachers and up to four managers within each school. Responses were received from 1150 teachers and 936 managers and 235 school principals. For a summary visit:

<http://bbb.minedu.govt.nz/index.cfm?layout=document&documentid=10487&indexid=5874&indexparentid=5871>

¹⁴ These figures are based on self reported data and its accuracy is unable to be validated.

¹⁵ ACER (2005) *Primary Teacher Workload Study* pg 76

61. When comparing the change in the combined total hours worked by executive/clerical and administrative staff in primary schools (-1%) and secondary schools (+12%) against overall hours worked by non-teaching staff (primary +19.5% and secondary +41.5%), both primary and secondary schools are focussing additional non-teaching staff time and expenditure outside the administration field.
62. This could suggest that schools have achieved satisfactory administrative support and thus can focus additional resources elsewhere. However, as the preceding paragraphs have shown, there is evidence of problems in financial and strategic management in some schools, and of administrative pressures on principals, managers and classroom teachers. Yet, schools seem to be tending to economise on administrative staff that could assist in these areas.
63. Anecdotal evidence, and the detailed information provided by ERO reviews, suggests that there may be two reasons for this behaviour on the part of schools:
- School management may not believe additional expenditure on administration staff will help. This may be because appropriate staff cannot be obtained at an affordable cost, or because there is a lack of understanding of how to utilise or delegate to them effectively, or there is a lack of appreciation of the contribution that can be made by such staff to the achievement of teachers and students.
 - The emphasis by schools and the Ministry on helping students may have led to a focus away from administration. With limited resources, the choice has been made in favour of expenditure at “the sharp end”.
64. None of these issues are new. In the United Kingdom, policy decisions have led to an increased focus on the employment of those with executive skill sets to perform a variety of tasks associated with the management of finances, including school premises, human resources, information technology, and management of the administrative infrastructure of the school.

Ancillary staff

65. Section one highlighted a significant increase in the number of teacher aides employed across our schools, as well as increases in hours worked by technical / tradespeople and groundskeepers. This section canvasses these trends in more depth.
66. Looking towards 21st century schooling the diverse roles of teacher aides and those employed under the heading of ‘technical’ tradespeople are likely to continue to increase in number. This may also be where we see the greatest shift in skill set requirements.

Teacher aides

67. Teacher aides are employed to undertake a range of roles within a school. These roles may include support for:
- academic learning, e.g. practice on essential skills
 - engaging the student, e.g. refocusing a student using a planned programme so the students learn how to work on their own
 - mobility needs, e.g. transferring students in and out of wheelchairs, exercises to help muscle strength and maintain flexibility
 - communication programmes, e.g. practising language concepts, helping students to use communication devices and special techniques, and
 - personal care needs, e.g. help with toileting including changing nappies and pads, help with eating programmes.

68. In addition, analysis of payroll data has found that:

- teacher aides have increased in number by 29% since 1999
- teacher aides comprise over 50% of the total non-teaching staff workforce
- teacher aides comprise over 50% of the part-time workforce in primary and secondary schools
- in 2006 primary schools had on average 5.3 teacher aides per school, compared to secondary schools having an average of 13.1, and
- a median increase in hours worked by teacher aides per week from 15 in 1999 to 17.5 in 2006 in primary and 16.5 to 21 in secondary.

69. This growth is closely tied to the range of targeted grants available to schools which are designed to provide support for students who require significantly differentiated programmes to access education in general classrooms. Teacher aides are typically employed for such targeted work with students with learning difficulties.

70. Research suggests that when used well teacher aides can make a positive contribution to student outcomes, but, when used ineffectively, teacher aides can undermine student achievement. In responding to this research, it has been suggested that general principles about what constitutes good teacher aide practice include:

- the presence of a teacher aide in a classroom with a teacher requires a clear definition of roles and responsibilities:
 - a teacher should function as the team leader within the classroom
 - it is the teacher's responsibility to design strategies and curriculum programmes – the teacher aide is a support but not another teacher
- a teacher aide should make a teacher's job more efficient and more effective but not necessarily reduce the overall amount of work a teacher has to do, and
- teacher aides work most effectively when they receive good support and supervision from the classroom teacher with whom they work.

71. These findings can be shared with schools. However to support increased effectiveness in developing the use of teacher aides, further research on the impact of teacher aides on student outcomes and the factors that contribute to positive outcomes is required.

72. There is also a need to provide greater clarity about the roles teacher aides can play in supporting the teacher and supporting the student. As the list of roles in paragraph 66 suggests, teacher aides are asked to take on a variety of roles in our schools. These differing roles bring with them the need for differing skill sets and diverse abilities.

Technical, specialist and property related roles

73. Tables Six and Seven illustrate the diverse nature of skills employed in our schools. The expansion of technical and specialist roles employed and accessed by schools can be seen in the employment of non-teaching staff such as ICT technicians, and librarians, although laboratory and workshop technicians, nurses and school counsellors are more prevalent in the secondary sector. However, as society continues to change demands for such services will continue to surface within primary schools.

74. The use of such staff varies widely, even between schools of similar type, size and location. For example, some schools may emphasise the availability of counselling and nursing support on site and others may not. Similar schools may buy ICT technical expertise in, or employ specialist staff, or rely on teachers or the community to undertake some specialist tasks.

75. Developments in ICT have had a particular impact on schools, leading to the employment of new skill sets, for example ICT technicians, and the reshaping of skill sets for those in librarian and administrative staff positions. In general, the impact is to increase rather than simplify the complexity of roles.
76. The data outlined above indicates that there has been both an increase in the numbers of hours worked by technical staff, and an increase in the median hourly rate for these staff. Pay has risen less strongly for schools with a roll of under 250.

Groundskeepers, caretakers and cleaners

77. Considerable variance in the use of different skill sets is also illustrated in relation to the employment of caretakers and cleaners. For example, with schools of similar square metres or hectares, the hours worked per metre or hectare by cleaners or caretakers can vary by more than 50% between the 25th and 75th percentile of schools (i.e. the middle 50% of schools, excluding the lowest and highest 25% by hours worked per square metre or hectare).¹⁶ Trends in total hours worked by cleaning and caretaking staff and by groundskeepers appear to differ between primary and secondary schools.

Objectives and Principles

78. This section considers what objectives and principles should support any resourcing of non-teaching staff in 21st century schools. The key objectives that have been identified are:
- a. all students achieving their potential, as set out in the Schooling Strategy, and
 - b. the effective and efficient management of New Zealand schools.
79. These goals recognise that students are at the centre of all efforts in schooling, and that in order to ensure that resourcing to schools supports student outcomes, schools need to be effectively and efficiently managed. Building from these, five principles have been identified as those that should guide decisions on the support and resourcing of non-teaching staff in schools:
- a. principals and boards should have access to the skills and capabilities they require for the efficient and effective management of a school and for the provision of support to ensure all students are achieving their potential
 - b. principals and boards are best placed to make decisions in regard to meeting their needs, and should have the flexibility to do so
 - c. schools should be supported to deliver the curriculum and meet government and community expectations
 - d. students should learn in a safe physical and emotional school environment, and
 - e. principals and boards are expected to meet their responsibilities as good employers.

Principle a. Principals and boards should have timely access to the skills and capabilities they require for the efficient and effective management of a school and for the provision of support to ensure all students are achieving their potential

80. Administrative reform, introduced guidelines, regulation and legislation, developments in the school curriculum and shifts in the expectations a school must manage have resulted in a need for principals to draw on both a broader and more specialised range of skills and capabilities than was the case prior to the shift to self managing schools.
81. It is important to recognise the range of skills and capabilities now considered necessary for the effective and efficient management of a school in a 21st century

¹⁶ Ministry of Education (2002) *Ancillary Staff Survey* (unpublished).

knowledge society. It is also important to consider how student learning can be supported given the diversity of learning needs.

82. Schools may face access issues in terms of purchasing capacity and/or market supply. A school's ability to purchase the skills and capabilities they require is determined by available funds and school priorities. However, purchasing capacity needs to be met by a labour market that is able to provide the required skills and capabilities. School consultation suggests that this is an issue in particular for rural schools, who can face sourcing, hiring or contracting difficulties.

Principle b. Principals and boards are best placed to make decisions in regard to meeting their needs, and should have the flexibility to do so

83. The introduction of Tomorrow's Schools devolved funding, governance and management responsibility to schools. While the role of the centre in administering schools has shifted since the early 1990s, support and resourcing to schools still takes place in the context of a decentralised system.
84. As the school managers and leaders, and as the direct link between communities and the school, principals and boards remain best placed to determine how best to meet the needs of their school. This involves discretion with regard to decisions on where to direct their resourcing and how this resourcing is utilised to meet their non-teaching staff needs.
85. Principals and boards presently employ a range of options to ensure the effective and efficient management of a school. These options include consideration of whether to employ a staff member or to contract for the services required, whether to employ full time or part time staff, whether to employ staff on a fixed term or permanent basis, and whether the resource is best provided through cooperation with other schools.
86. In making these decisions, due consideration is given to budgetary constraints. Principals and boards also factor in the shifting demands of their workload, a workload that is affected by school holidays, events and projects. These factors combined result in a diversity of practice for the management of non-teaching staff in schools. Given this diversity, it is necessary for boards and principals to retain the flexibility to continue to determine how best to ensure the effective and efficient management of their school.

Principle c. Schools should be supported to deliver the curriculum and meet government and community expectations

87. The Review of Operational Funding found that, over time, government's expectations of schools have shifted and increased. These expectations are voiced through inter- and cross-sector goals and priorities, guidelines, regulations and legislation. However, parents, boards, teachers and students also have expectations for what their school must deliver. Schools must balance the expectations of government and those of their local community.
88. Schools require access to support in order to ensure that boards and principals are able to manage and meet these expectations. Such support could and does include financial, human and information resources (for example, advice on best practice and the facilitation of clustering arrangements).

Principle d. Students should learn in a safe physical and emotional school environment

89. This principle reflects National Administration Guideline 5, where each Board of Trustees is required to:
- i provide a safe physical and emotional environment for students, and
 - ii comply in full with any legislation currently in force or that may be developed to ensure the safety of students and employees.

90. Evidence shows that teachers have a strong and direct influence on student learning. However, effective teaching for students cannot take place in an unhealthy school environment. Through the maintenance of facilities (by caretakers, cleaners and grounds keeping) and the provision of student support (e.g. health care), non-teaching staff have a key role to play in ensuring students learn in a clean and safe environment.

Principle e. Principals and boards are required to meet their responsibilities as good employers

91. This principle is consistent with National Administration Guideline 3, where each board of trustees is required in particular to:

[being] a good employer as defined in the State Sector Act 1988 and comply with the conditions contained in employment contracts applying to teaching and non-teaching staff.

92. This responsibility requires schools to comply with relevant labour legislation and regulation, as well as the terms and conditions set out in the collective agreements.

93. National Administration Guideline 3 further requires that each board of trustees is to:

develop and implement personnel and industrial policies, within policy and procedural frameworks set by the government from time to time, which promote high levels of staff performance, use educational resources effectively and recognise the needs of students.

Resourcing non-teaching staff

94. Schools are currently resourced by government for the employment costs of non-teaching staff through various components of the operations grant and through additional targeted funding streams provided by government. Whilst schools have complete flexibility in the number and type of staff they employ, there is an expectation that they will provide effective and efficient education with a deliberate focus on engaging all students in appropriate learning.

95. Terms and conditions of employment are set in centrally negotiated collective agreements. Schools are not automatically reimbursed for increased costs arising from the settlement of collective agreements, but increases may be taken into consideration in budget decisions on any annual adjustment to the operations grant.

Concerns expressed by the sector

96. During the course of the year, the advisory group has raised issues associated with the resourcing of non-teaching staff. These include:

- the adequacy, and complexity, of resourcing provided
- sustainability of the resourcing, and the ability of schools to meet increased staffing costs (arising from collective agreement settlements and more general shifts in the labour market), and
- the impact increased labour costs can have upon management decisions about the staffing of a school.

97. Members of the advisory group were clear in their view that current resourcing levels constrain their ability to employ the range of non-teaching staff they consider necessary for the effective management of a school. They also all suggested that greater sustainability of funding is necessary as we move into the future.

98. Some members of the advisory group also expressed a view that limited financial security can lead to the casualisation of employment, job insecurity and low pay for non-teaching staff (particularly teacher aides and cleaners). The employment of staff

on fixed term agreements, and reductions in hours and other terms and conditions of employment following collective agreement settlements were cited as examples of this behaviour, as was the impact on building and retaining a skilled and highly effective non teaching workforce.

99. The advisory group members identified two ways in which these issues might be addressed:

- indexed increases to operational funding, which would take into account increases in labour market costs (as well as other shifts in the economy), or
- a shift in the way schools are resourced for non-teaching staff.

Resourcing models

100. Three models for the resourcing of non-teaching staff were identified in the course of the advisory group meetings:

- status quo
- entitlement for 'core' hours, and
- entitlement for 'core' positions.

100. The status quo option provides schools with a high level of flexibility in the employment and deployment of different skill sets. The model also has low compliance costs for both schools and the Ministry. The model does not, however, ensure security of funding from the Crown, nor does the model provide for any greater level of security of employment, relying on schools meeting their legislative obligations to act as good employers and managing continuity of staff positions.

101. The entitlement options, which were supported by a majority of the advisory group, would provide schools with a guarantee of resourcing for either 'hours' or 'positions', with any increased labour market costs met by the Crown. Schools would still be able to employ over and above that entitlement. In both cases further work would be required to establish both a 'core' entitlement, and what the financial impact of this might be for the Crown.

102. Implementation issues that would need to be considered include: accountability for use of that resource (particularly if schools employed a staff member from both core entitlement and operational funding), and a mechanism for linking pay rates or hourly rates for schools to the rates currently established in the variety of collective agreements. The model would limit current levels of flexibility to meet individual school needs, and create increased compliance costs for both schools and the Ministry.

103. Those advisory group members supporting these options also argue that a centralised model would provide for increased security of employment, particularly for those staff who might otherwise be seen as 'vulnerable' workers. The extent to which this would be so would be dependant upon the size of the 'core' entitlement provided to schools. Security of employment would still be dependent upon schools meeting their legal obligations.

Financial implications

104. In assessing the models the ability of the Crown to manage any fiscal impacts has also been considered. Fiscal management requires that the government has some control over the costs of services it provides.

105. The government would face significant fiscal risk if an uncapped fund was used to cover the costs of the entitlement model. In order to reduce the fiscal risk to the Crown, some controls would have to be placed around resources – whether through the use of an average hourly rate or specification of rates (or ranges of rates) for the different positions to be funded.

106. Costs associated with implementation of an entitlement are likely to be significant. Given that schools are currently funded for the employment of non-teaching staff through their operations grant, the costs associated with an entitlement model could, in part, be met through a reprioritisation of current operations grant funding. Some sector groups suggested that any potential impact on operational funding could be mitigated through a gradual implementation of the entitlement model, by identifying current essential core positions and transferring them to entitlement staffing over time, and by considering new core positions as school needs change. Such positions could possibly be offset against future increases to the operations grant.
107. The proposed entitlement models are at a principled stage and would require more time to work through the detail.

The Future Shape of the Non-Teaching Staff Workforce

108. This report has presented findings which demonstrate the growing numbers of non-teaching staff in schools over the last seventeen years, and the expanded range of roles that they play, both in the day-to-day running of the school and an increasing focus on supporting teachers to deliver better outcomes for students.
109. The future shape of education for the 21st century is perceived as radically different, characterised by personalising learning, moving from getting knowledge for its own sake to being able to use knowledge skills creatively and effectively, learning focused partnerships and enabling students to take responsibility for their learning. Effective teachers will use the diversity of learners as a resource in teaching and learning, have high expectations of their students and have quality opportunities to learn and keep up-to-date, as well as knowing their subject, how to teach it and how students learn.
110. But the vision of personalising learning also recognises that teachers are not the only educators. Students learn from many other people, their family/whanau, peers and other adults either in their professional capacities or socially. Similarly, schools are not the only environment where students learn. Increasing access to digital sources in the home and on hand held devices means that students learn anywhere at anytime. These trends point to changes in the way we perceive schools and their role in supporting students in achieving their potential.
111. Within the school environment these drivers for change may alter what we expect from the non-teaching staff. It is unclear what new roles will be required in this environment. Indeed, the current roles appear to be in place to support this transformation for the main functions anticipated for schooling. The roles identified are:
 - a. directly supporting individual or groups of students (e.g. counsellors, sports coaches, teacher aides)
 - b. supporting teachers in classroom administration (e.g. ICT technicians), and
 - c. supporting the efficient running of the school, both administratively and the physical environment of the school (e.g. office administrators, property managers).
112. Looking forward, the main issues are whether the skill sets of non-teaching staff are keeping pace with changes in education, and whether there is capacity in the workforce, both within and across schools, to deliver that support effectively and efficiently. Further work is required to identify 'good practice' information about how the non-teaching workforce can impact on the diverse needs of students in the 21st century.

Conclusion

113. This report has illustrated an increase in costs for schools, as the result of increased numbers of non-teaching staff and shifts in the nature of the skills and capabilities required to support our schools in the 21st century. As our schools continue to evolve to meet the challenges posed by educational change and shifts in the community expectations of our schools, these trends will continue.
114. The report suggests that there is a particular need to focus on better supporting schools to meet not only the broad issues identified, but also the specific issues associated with management support and the role and use of teacher aides. To support effective use of these additional resources, there may also be a need to improve practice in schools to ensure that the employed/contracted services are used to best effect. This could involve:
- dissemination of good practice material by the Ministry or sector representatives, potentially utilising the Ministry of Education Best Evidence Synthesis and local research
 - raising awareness of issues concerning management and good employer practice and encouraging schools to collaborate and share ideas through existing mediums
 - the provision of illustrative material (case studies) on how the employment and effective use of key administrative staff releases both resources and professional staff time to be devoted to leadership and to students, and
 - ensuring that principals and senior professional staff have sound practical knowledge on strategic and management practice and procedures for school leadership, on effective delegation and the deployment of administrative staff.
115. The advisory group has identified the general level and complexity of resourcing, sustainability of resourcing, and the impact increased labour costs can have upon management decisions about the staffing of a school as issues that also need to be resolved. They further recommended that these issues could be addressed by indexing increases to operational funding, which would take into account increases in labour market costs (as well as other shifts in the economy), or changing the way schools are resourced for non-teaching staff. Whilst a majority of members of the group recommended that the current model be amended to provide for a centrally funded entitlement system (based either on hours or position types), there was no unanimous agreement on a preferred model
116. Looking forward, there is an ongoing need to consider how the demands of schooling in the 21st century are likely to impact on school support needs. Within the school environment these demands may alter what we expect from the non-teaching staff. It is unclear what new roles will be required in the 21st century environment. Indeed, the proliferation of current roles across schools indicates that schools are responding to their own needs for the main functions anticipated for schooling. The challenge is therefore likely to concern how support is provided and how evidence is generated to determine whether this is a “best value” approach in terms of achieving the goals of public schooling. Part of this is a consideration of the skills needed to support the broader concepts of effective management and effective support for teaching and learning, ensuring that these skills are accessible for every school
117. In drafting this report the Ministry has consulted with a sector advisory group. The group has asked that the following key messages be conveyed to the Minister:
- schools were under funded during the 1990s, and therefore had to make compromises in the area of non-teaching staff and schools require catch-up funding to compensate for this historical short fall

- additional resourcing is required to meet increased costs driven by growth of and shifts in the nature of the non-teaching workforce and implementation of collective agreements, and
- the majority of the members of the group recommend that the resourcing model be revisited.

Annex One: Terms of Reference – Review of Schools’ Operational Funding: Non-teaching Staff Workforce

Purpose

This project aims to provide advice to the Minister on:

- a. the current shape of the non-teaching staff workforce, the drivers behind the changes in this workforce since 1989, and how this workforce is expected to develop in the near future; and
- b. what the future role of non-teaching staff in New Zealand schools could be, and how this workforce might best be supported and resourced in schools.

Background

The proposal to investigate the role and cost of non-teaching staff across the schooling sector originates from the 2005 Review of Schools’ Operational Funding. This review was commissioned by the government in response to concerns articulated by the sector about pressures on operational funding provided to schools and the mechanisms by which it is delivered. Non-teaching staff was one area identified in the Review as creating pressure for schools in terms of their ability to manage their operational funding.

Prior to the introduction of Tomorrow’s Schools, schools were resourced for non-teaching staffing through a variety of formulae and centralised payment of salaries. This approach changed with the introduction of operational funding, on the basis that schools have a range of differing needs and approaches in how they support the teaching and management of staff in a school.

The Review has found that, since the introduction of Tomorrow’s Schools, the number of non-teaching staff employed in schools has more than tripled, which, combined with a change in the skill sets of non-teaching staff, has led to increased cost pressures for schools in identifying and providing for appropriate levels of non-teaching staff within a school. The Review cites a push for better support for students, broadening of the curriculum, increased assessment requirements and the expanding use of ICT as underlying drivers behind developments in the non-teaching staff workforce.

Work Programme

In developing a framework for resourcing non-teaching staff in schools, the following five areas of work will need to be undertaken:

1. Establishing a clear picture of the role and resourcing of non-teaching staff prior to the introduction of Tomorrow’s Schools.
2. Mapping the change in the make-up of the non-teaching staff workforce, with regard to introduced roles, the need for more highly skilled and specialised workers, the development of certain roles as careers and any increase in salary across all roles.
3. Identifying the drivers of change since 1989, and developing scenarios that may predict where these drivers are taking the workforce into the near future. This would involve consideration of, but would not be limited to:
 - the use of ICT in schools

- shifts in community, school and government expectations
- developments in the school curriculum and teacher workload, and
- school specific determinants, for example school size and type.

4. Consulting evidence with regard to use of non-teaching staff in schools through:
 - a literature search drawing on upon both academic debate and overseas practice, and
 - sector consultation, both in school and through an advisory group.
5. Developing several options for what the non-teaching workforce could be in the future, and how such a workforce might be supported.
 - identifying the principles that should guide the resourcing of non-teaching staff in schools, and
 - consideration of various levers for change.

Linkages

The Non-Teaching Staff in New Zealand Schools project has key links to two further work streams arising from the Review of Schools' Operational Funding. Efforts to improve management capability will help guide thinking on administrative and financial support for schools, for example executive officers and office managers. The second link is with the work on personalised learning in schools, which will help inform thinking on the role of non-teaching staff in the future of New Zealand schools.

The Ministry will also be conducting a pilot survey of the delivery of special education in schools, with a particular focus on the role of teaching and non-teaching staff on student outcomes.

Analysis

The development of the framework will be informed by:

- a review of the role and resourcing non-teaching staff prior to the introduction of Tomorrow's Schools
- a stocktake of the current roles, skills, hours and wages for the non-teaching staff workforce
- identification of the drivers of change in the non-teaching staff workforce since 1989
- scenario predictions for the role of non-teaching staff over the next 20 years
- consideration of the role of the Ministry and schools in supporting non-teaching staff
- consideration of evidence of best practice, as debated in academic literature and through practice in overseas contexts e.g. current practice in Victoria and the United Kingdom, and
- the contributions of an advisory group drawn from the sector (refer below).

Sector Advisory Group

An advisor group of representatives from the schooling sector will be established. It is proposed that the group meets as required until the completion of the project in August 2007. At these meetings the members will have the opportunity to:

- consider the methodology and approach to the work stream
- review material produced by the Ministry
- discuss issues, concerns and views on the material presented
- identify, consider and review any information that participants believe needs to be taken into account, and
- provide sector views as input into the final report of the workstream.

The advisory group will comprise representatives nominated by the sector groups, and will be chaired by a senior Ministry of Education official. It is proposed that the following groups be asked to participate:

- the New Zealand School Trustees' Association (NZSTA)
- the Secondary Principals' Association of New Zealand (SPANZ)
- the New Zealand Principals' Federations (NZPF)
- the New Zealand Education Institute (NZEI)
- the New Zealand Secondary Principals Council (NZSPC), and
- the Post-Primary Teachers' Association (PPTA).

The role of the advisory group is to provide sector input into the research and findings produced by the Ministry. All information presented in the context of the meetings will be considered confidential. The advisory group will not have the role of approving the final report. The final report will incorporate and identify the views of the sector advisory group collectively, as well any specific views of particular representatives. The Ministry of Education will prepare a report on the findings of the workstream and outline recommendations for the consideration of the Minister of Education.

Timeline

It is intended that the final report be provided to the Minister by 31 August 2007.

Description	Target Completion Date	Deliverables
Complete paper 1	7/3/07	Background paper
Advisory Group meeting 1	14/3/07	
Complete paper 2	25/4/07	Progress paper including: <ul style="list-style-type: none"> • picture of role and resourcing of non-teaching staff changes since 1989 • mapping changes in make up of non-teaching staff workforce, and • identifying drivers of change in the non-teaching staff workforce since 1989
Advisory Group meeting 2	2/5/07	
Complete paper 3	30/5/07	Progress paper including: <ul style="list-style-type: none"> • literature review • scenarios for the future, and • resourcing principles
Advisory Group meeting 3	6/6/07	
Complete First Draft	27/6/07	First Draft report
Advisory Group meeting 4	4/7/07	
Complete Final Draft	26/7/07	Final Draft report
Advisory Group meeting 5	1/8/07	

Final report to Minister	31/8/07	Final report
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Annex Two: Tables

This annex contains the following tables:

[Table 9 – Non-teaching staff by occupational group and type, 1990](#)

[Figure 1 – Average administration expenditure per pupil by school type](#)

[Table 10 – Percentage change in median hours worked per week by decile](#)

[Table 11 – Percentage change in median hours worked per week by roll](#)

[Table 12 – Percentage change in median hours worked per week by type](#)

[Table 13 – Percentage change in median hourly rates paid by decile](#)

[Table 14 – Percentage change in median hourly rates paid by roll](#)

[Table 15 – Percentage change in median hourly rates paid by type](#)

[Table 16 – Head count of non-teaching staff by type](#)

[Table 17 – Number of FTE non-teaching staff by type](#)

[Table 18 – Non-teaching staff median hours worked by type](#)

[Table 19 – Non-teaching staff hourly rates by decile](#)

[Table 20 – Non-teaching staff hourly rates by roll](#)

[Table 21 – Non-teaching staff hourly rates by type](#)

Table 9 – Non-teaching staff by occupational group and type, 1990

Occupational Group	Primary	Secondary	Area	Special, Advisory and Other
Clerical and Office	1323	990	55	24
Caretaking and Cleaning	4283	2020	161	79
Teacher Aide and Assistant	3260	1409	98	43
Health Service	54	89	-	130
Miscellaneous and Other	1227	665	34	292
Total	10147	5173	348	568

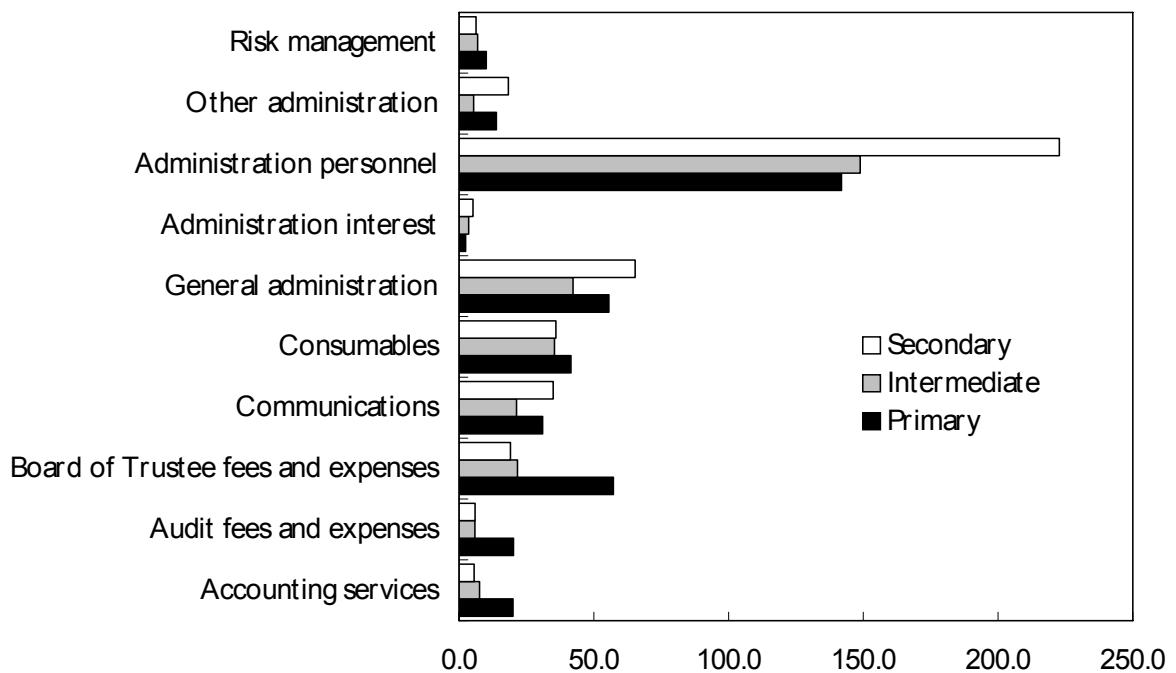


Figure One – Average administration expenditure per pupil by school type

Table 10 – percentage change in median hours worked per week by decile

Non-teaching staff designation	Deciles 1-3	Deciles 4-7	Deciles 8-10
	% change	% change	% change
Cafeteria/Hostel	0	44.3	-4.4
Caretaking	-1.4	-6.5	0
Cleaning (General)	15.4	6.4	6
Executive/Clerical	32.8	23.3	13.8
Groundskeeping	36.4	14.1	99.2
Institutional Welfare	0.1	8.3	.
Library	1.1	4.3	-16.3
School Secretaries	17.9	17	28
Secretaries/typing	-0.5	9	-4.8
Teacher - Aide/Assistant	22.6	22.5	7.1
Technical/Trades	33.3	48.5	33.3

Table 11 – percentage change in median hours worked per week by roll

Non-teaching staff designation	<250	251-500	501-750	>750
	% change	% change	% change	% change
Cafeteria/Hostel	90.5	30.9	30.4	2.9
Caretaking	-16.7	0	0	-0.4
Cleaning (General)	9.1	4	7.7	7.1
Executive/Clerical	37.9	23.1	14.7	6.5
Groundskeeping	300	22.5	31.7	0
Institutional Welfare	0	.	.	109.4
Library	-35.5	13.6	-8	8.4
School Secretaries	8.5	9.1	6.5	10.2
Secretaries/typing	-31.7	-5.3	-9.6	-0.2
Teacher - Aide/Assistant	20.7	9.4	18.1	15.4
Technical/Trades	25.5	43.1	31	0

Table 12 – percentage change in median hours worked per week by type

Non-teaching staff designation	Primary % change	Secondary % change	Composite % change
Cafeteria/Hostel	-8.4	26.4	18.1
Caretaking	-18.7	0	0
Cleaning (General)	4.2	10	7.2
Executive/Clerical	39.8	6.6	13.5
Groundskeeping	166.7	-0.4	-4.0
Institutional Welfare	0	109.4	.
Library	30.9	6.5	13.6
Nursing	31.3	0.2	.
School Secretaries	13.6	8.5	1.7
Secretaries/typing	16.7	-3.6	.
Teacher - Aide/Assistant	17.3	28.9	13.3
Technical/Trades	30.4	33.3	121.1

Table 13 – percentage change in median hourly rates paid by decile

Non-teaching staff designation	Deciles 1-3 % change	Deciles 4-7 % change	Deciles 8-10 % change
Cafeteria/Hostel	19.0	24.9	23.5
Caretaking	20.8	21.8	26.0
Cleaning (General)	17.2	17.2	17.2
Executive/Clerical	51.5	45.8	47.0
Groundskeeping	22.9	24.3	27.6
Institutional Welfare	14.1	31.0	.
Library	26.5	26.6	27.9
School Secretaries	26.0	27.1	30.0
Secretaries/typing	30.6	25.5	25.8
Teacher - Aide/Assistant	25.8	31.7	26.1
Technical/Trades	24.5	38.3	37.3

Table 14 – percentage change in median hourly rates paid by roll

Non-teaching staff designation	<250 % change	251-500 % change	501-750 % change	>750 % change
Cafeteria/Hostel	15.1	21.9	27.4	25.1
Caretaking	16.0	20.0	22.0	26.7
Cleaning (General)	17.2	17.2	17.2	17.2
Executive/Clerical	41.5	46.2	45.2	47.7
Groundskeeping	28.5	23.7	23.4	20.1
Institutional Welfare	17.8	.	.	.
Library	14.2	27.6	35.7	32.3
School Secretaries	25.7	24.8	24.0	31.0
Secretaries/typing	26.2	25.0	24.0	20.8
Teacher - Aide/Assistant	25.8	27.9	26.5	29.8
Technical/Trades	25.9	35.5	51.2	32.8

Table 15 – percentage change in median hourly rates paid by type

Non-teaching staff designation	Primary % change	Secondary % change	Composite % change
Cafeteria/Hostel	21.6	25.9	13.4
Caretaking	23.9	25	20.1
Cleaning (General)	17.2	17.2	17.2
Executive/Clerical	43.7	48.7	42.4
Groundskeeping	31.5	19.5	31.7
Institutional Welfare	20.4	.	.
Library	21.2	32.8	16.8
Nursing	.	42.2	.
School Secretaries	28.7	28.7	24.7
Secretaries/typing	35.5	23.1	.
Teacher - Aide/Assistant	25.8	29.8	24.2
Technical/Trades	66.7	35.7	40.1

Table 16 – Head count of non-teaching staff by type

Non-teaching staff designation	Primary								Secondary								Composite							
	Part time				Full time				Part time				Full time				Part time				Full time			
	Headcount		% of all non-teaching staff		Headcount		% of all non-teaching staff		Headcount		% of all non-teaching staff		Headcount		% of all non-teaching staff		Headcount		% of all non-teaching staff		Headcount		% of all non-teaching staff	
	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006
Cafeteria/Hostel	19	63	0.1	0.4	.	2	.	0.1	193	314	3.6	4.5	3	40	0.2	2.3	3	16	0.4	1.6	.	.	.	.
Caretaking	630	837	4.6	5.4	776	761	49.8	45.4	54	84	1	1.2	208	243	16.7	14.1	29	34	4.1	3.5	34	53	25.2	25
Cleaning (Dental Clinic)	10	4	0.1	0	3	.	0.2	.	2	.	0	.	.	.	.	.	1	.	0.1	.	.	.	.	.
Cleaning (General)	2120	1837	15.6	11.9	54	43	3.5	2.6	802	881	15.1	12.5	55	62	4.4	3.6	125	135	17.7	13.9	14	12	10.4	5.7
Executive/Clerical	1009	289	7.4	1.9	474	358	30.4	21.3	622	220	11.7	3.1	627	505	50.5	29.4	74	27	10.5	2.8	63	53	46.7	25
Groundskeeping	142	11	1	0.1	22	7	1.4	0.4	109	138	2.1	2	204	191	16.4	11.1	10	21	1.4	2.2	6	14	4.4	6.6
Institutional Welfare	55	95	0.4	0.6	124	174	8	10.4	1	2	0	0	.	.	.	.	.	.	.	.	.	.	.	.
Kaiarahi Reo	.	46	.	0.3	.	18	.	1.1	.	2	.	0	.	1	.	0.1	.	2	.	0.2	.	11	.	5.2
Kaiawhina	.	34	.	0.2	.	1	.	0.1	.	4	.	0.1	.	2	.	0.1	.	26	.	2.7	.	.	.	.
Library	46	260	0.3	1.7	.	8	.	0.5	193	338	3.6	4.8	11	44	0.9	2.6	20	53	2.8	5.5	.	3	.	1.4
Nursing	1	1	0	0	.	2	.	0.1	21	65	0.4	0.9	1	12	0.1	0.7	.	6	.	0.6	.	.	.	.
School Secretaries	1442	1678	10.6	10.9	43	154	2.8	9.2	344	681	6.5	9.7	47	220	3.8	12.8	35	92	5	9.5	6	23	4.4	10.8
Secretaries/typing	27	159	0.2	1	.	16	.	1	111	358	2.1	5.1	9	72	0.7	4.2	3	28	0.4	2.9	.	11	.	5.2
Task Force Green Worker	40	14	0.3	0.1	5	.	0.3	.	11	3	0.2	0	4	1	0.3	0.1	1	.	0.1	.	1	.	0.7	.
Teacher - Aide/Assistant	8019	10030	59.1	65.2	57	127	3.7	7.6	2687	3560	50.7	50.6	66	258	5.3	15	400	504	56.7	52	11	28	8.1	13.2
Technical/Trades	9	26	0.1	0.2	.	7	.	0.4	149	385	2.8	5.5	7	68	0.6	4	6	25	0.8	2.6	.	4	.	1.9
All non-teaching staff	13569	15384	100	100	1558	1678	100	100	5299	7035	100	100	1242	1719	100	100	706	970	100	100	135	212	100	100

Table 17 – Number of FTE non-teaching staff by type

Non-teaching staff designation	Primary								Secondary								Composite							
	Part time				Full time				Part time				Full time				Part time				Full time			
	FTE		% of all non-teaching staff		FTE		% of all non-teaching staff		FTE		% of all non-teaching staff		FTE		% of all non-teaching staff		FTE		% of all non-teaching staff		FTE		% of all non-teaching staff	
	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006	1999	2006
Cafeteria/Hostel	9.4	27.7	0.2	0.4	2.2	0.1	0.1	84.2	153.7	3.6	4.4	3.1	44	0.2	2.4	1.5	8.4	0.5	1.6					
Caretaking	285.3	377.7	5.1	5.9	790.1	781.8	48.7	44.6	27.6	47.6	1.2	1.6	217.8	250.4	16.6	13.9	17.2	18.5	4.7	3.6	34.4	54.7	25	25.1
Cleaning (Dental Clinic)	3.6	1.7	0.2	0.1	3.2	0.2	0.2	1.1	0	0	0	0	0	0	0	0.1	0.8	0.3	0.2	0.2				
Cleaning (General)	740	721.5	15.9	12.6	58.7	46.1	3.6	2.6	290.3	326.3	15.2	12.7	57.9	64	4.4	3.5	50.4	57.8	17.9	14.9	14.4	12.3	10.3	5.6
Executive/Clerical	598.3	188.5	7.4	2	489.9	365.9	30.5	21.1	403.9	152	11.9	3.2	641.1	512.2	50.2	28.9	49.4	19.1	10.1	2.8	64.5	53.7	47.1	24.7
Groundskeeping	42.3	3.4	1.1	0.1	23.3	7.3	1.4	0.4	54.9	75.7	2.2	2.1	209	195	16.2	10.9	3.7	10	1.3	2.6	6	14.5	4.4	6.5
Institutional Welfare	30.5	53.2	0.4	0.7	128	177.3	8	10.2	0.4	1.7	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Kaiarahi Reo	21.4	0.3	0.3	0.3	18	1	1	0.7	0	0	0	0	1	0.1	1.8	0.3	11	5.1						
Kaiawhina	17.2	0.3	0.3	0.3	1.1	0.1	0.1	2.6	0.1	2	0.1	12.7	2.5											
Library	19.9	115.7	0.4	1.8	8.4	0.5	123	213.6	3.7	4.7	11.2	46.5	0.9	2.6	11.7	30.6	2.7	5.3	3	1.4				
Nursing	0.4	0.3	0	0	2.1	0.1	13.1	37.1	0.4	0.9	1	12.4	0.1	0.7	2.6	0.6	9.2	6.1	25.2	4.4	11.2			
School Secretaries	814.7	1023.3	10.7	11	51.4	162.9	3.1	9.1	234.8	468.2	6.4	9.7	49.1	233.8	3.7	12.9	22.8	56.3	4.9	9.2	25.2	4.4	11.2	
Secretaries/typing	13.6	91	0.2	1.1	16.5	0.9	77.3	242.3	2.1	5	10.6	75.6	0.8	4.2	0.6	18.7	0.4	3	11.3	5.1				
Task Force Green Worker	32.5	8.4	0.3	0.1	5.2	0.3	9	2.2	0.2	0.1	4.2	1	0.3	0.1	0.9	0.1	1	0.7	0.7					
Teacher - Aide/Assistant	3411.8	4718.6	58.1	63.4	72	160.3	4.3	8.8	1242.3	1844	50.2	49.9	80	285.6	6	15.9	173.8	234.2	56.1	51.1	11.5	29.7	8.1	13.5
Technical/Trades	2.5	10.6	0.1	0.2	7	0.4	64.1	180.6	2.8	5.6	7.5	69.1	0.6	3.9	1.2	9.9	0.8	2.4	4	1.9				
All non-teaching staff	6004.7	7380.2	100	100	1621.8	1756.7	100	100	2626.1	3748.2	100	100	1292.4	1792.4	100	100	333.3	481.5	100	100	137.8	219.4	100	100

Table 18 – Non-teaching staff median hours worked by type

Non-teaching staff designation	Primary						Secondary						Composite					
	1999			2006			1999			2006			1999			2006		
	n	Median	P95	n	Median	P95	n	Median	P95	n	Median	P95	n	Median	P95	n	Median	P95
Cafeteria/Hostel	22	16.4	27.5	75	15	32.5	214	15	35	398	18.7	40	4	14.4	22	17	17	33
Caretaking	1529	39.8	43	1754	30	42.5	282	40	47.5	365	40	47.5	70	37.5	40	93	40	42.1
Cleaning (Dental Clinic)	27	4	40	18	3.1	11	2	22.5	30	2	1.8	3	2	16.5	30	2	16.5	30
Cleaning (General)	2382	12	30	2137	12.5	30	905	12.5	40	1011	13.5	40	149	14	40	169	14	40
Executive/Clerical	1616	28.3	40	701	39.8	40	1326	37.4	40	749	39.8	40	142	35.3	40	82	40	41.6
Groundskeeping	192	7.5	40	18	20	50	332	40	42.3	352	39.8	44	16	25	40	41	24	44
Institutional Welfare	201	40	40	316	40	42	1	16	16	2	33.5	35						
Kaiarahi Reo				69	22	40				3	18	40				14	37.5	40
Kaiawhina				43	15	30				6	30.6	40				26	22.5	36
Library	54	11.5	34.9	304	15	35	215	26.9	38.9	401	28	40	23	22	34.9	58	25	37.5
Nursing	1	17.5	17.5	4	23	43	24	25	37.5	79	25	40				6	15.8	30
School Secretaries	1629	21.9	37.4	1968	25	40	427	29.6	40	977	31.3	40.5	44	28.8	40	121	29.5	42.5
Secretaries/typing	31	19.5	32.4	190	22.8	40	127	30.5	40	454	30	41	3	5.3	14.9	43	30	40
Task Force Green Worker	47	35	40	14	27.5	36	17	35	42	5	30.8	40	2	37.5	40			
Teacher - Aide/Assistant	8678	15	30	10883	17.5	30.5	3022	16.5	35	4151	21	40	460	15	35	588	16.8	37.4
Technical/Trades	9	11.5	22	39	15	40	173	14.9	37.5	490	18.9	40	6	7.6	15.3	29	16.8	39.8

Table 19 – Non-teaching staff hourly rates by decile

Non-teaching staff designation	Deciles 1-3						Deciles 4-7						Deciles 8-10					
	1999			2006			1999			2006			1999			2006		
	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median
Cafeteria/Hostel	37	\$7.00	\$9.85	91	\$10.25	\$11.72	133	\$7.00	\$9.77	191	\$10.25	\$12.20	67	\$7.00	\$9.85	208	\$9.50	\$12.33
Caretaking	635	\$7.00	\$10.66	726	\$10.00	\$13.10	737	\$7.38	\$11.07	891	\$10.00	\$13.48	504	\$7.00	\$11.05	595	\$10.20	\$13.71
Cleaning (Dental Clinic)	12	\$9.77	\$9.82	10	\$11.11	\$11.45	14	\$9.36	\$9.88	7	\$11.11	\$11.11	5	\$9.77	\$10.15	3	\$11.45	\$11.45
Cleaning (General)	1090	\$7.00	\$9.77	1070	\$9.77	\$11.45	1537	\$7.00	\$9.77	1481	\$9.50	\$11.45	788	\$7.00	\$9.77	759	\$10.17	\$11.45
Executive/Clerical	1149	\$7.00	\$12.50	488	\$9.94	\$18.41	1207	\$7.00	\$13.50	564	\$10.30	\$19.47	716	\$7.00	\$13.55	479	\$9.59	\$20.41
Groundskeeping	130	\$7.00	\$10.51	110	\$10.25	\$12.50	256	\$7.00	\$10.55	189	\$9.60	\$13.28	150	\$7.00	\$10.57	112	\$10.25	\$13.61
Institutional Welfare	105	\$10.00	\$14.77	185	\$11.28	\$15.34	97	\$9.45	\$13.34	132	\$10.60	\$16.78	.	.	.	1	\$22.98	\$22.98
Kaiarahi Reo	.	.	.	59	\$12.94	\$15.36	.	.	.	25	\$12.62	\$15.36	.	.	.	2	\$14.38	\$16.28
Kaiawhina	.	.	.	59	\$11.49	\$12.42	.	.	.	15	\$12.20	\$13.91	.	.	.	1	\$20.00	\$20.00
Library	65	\$9.54	\$11.83	153	\$11.49	\$14.92	138	\$7.60	\$12.07	350	\$10.25	\$15.45	85	\$9.85	\$12.50	259	\$10.25	\$15.99
Nursing	8	\$12.00	\$15.42	20	\$12.51	\$21.26	10	\$9.85	\$12.27	39	\$10.82	\$20.47	7	\$13.36	\$14.62	30	\$11.89	\$20.00
School Secretaries	545	\$7.50	\$13.08	714	\$10.00	\$16.54	892	\$8.70	\$13.00	1349	\$9.92	\$16.54	658	\$7.00	\$13.50	1000	\$10.60	\$17.17
Secretaries/typing	33	\$7.50	\$11.83	202	\$11.11	\$15.45	70	\$9.55	\$12.41	268	\$11.50	\$15.92	56	\$9.89	\$13.57	217	\$11.00	\$16.54
Task Force Green Worker	33	\$7.00	\$8.80	10	\$11.00	\$12.03	24	\$7.00	\$8.50	3	\$11.48	\$12.30	9	\$7.00	\$8.33	5	\$11.11	\$11.84
Teacher - Aide/Assistant	3892	\$7.00	\$10.54	4989	\$9.59	\$13.26	5205	\$7.00	\$10.54	6465	\$9.59	\$13.91	3029	\$7.00	\$11.00	4157	\$9.59	\$13.91
Technical/Trades	32	\$10.19	\$12.29	92	\$11.84	\$15.30	100	\$9.53	\$11.57	276	\$10.50	\$15.99	55	\$9.85	\$12.00	189	\$11.49	\$16.48

Table 20 – Non-teaching staff hourly rates by roll

Non-teaching staff designation	<250						251-500						501-750						>750					
	1999			2006			1999			2006			1999			2006			1999			2006		
	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median
Cafeteria/Hostel	12	\$9.18	\$9.65	18	\$9.50	\$11.11	49	\$7.00	\$9.77	128	\$9.50	\$11.72	89	\$7.00	\$9.77	90	\$10.30	\$12.31	84	\$7.00	\$9.77	252	\$9.50	\$12.10
Caretaking	798	\$7.00	\$10.66	1037	\$10.00	\$12.00	559	\$7.67	\$11.62	683	\$9.50	\$13.68	219	\$8.45	\$11.73	288	\$10.00	\$14.18	131	\$7.60	\$11.83	226	\$10.50	\$15.00
Cleaning (Dental Clinic)	11	\$9.36	\$9.94	5	\$11.11	\$11.11	13	\$9.53	\$9.77	13	\$11.11	\$11.11	2	\$9.77	\$9.77	3	\$11.11	\$11.11	.	.	.	.	.	.
Cleaning (General)	1113	\$7.00	\$9.77	1240	\$9.50	\$11.11	1171	\$7.00	\$9.77	1015	\$9.50	\$11.11	516	\$7.00	\$9.77	515	\$10.00	\$11.11	503	\$7.00	\$9.77	592	\$9.50	\$11.11
Executive/Clerical	685	\$7.00	\$12.46	313	\$9.60	\$16.97	801	\$7.00	\$13.00	400	\$9.76	\$18.80	554	\$7.00	\$13.73	299	\$9.59	\$19.87	693	\$7.00	\$13.89	538	\$9.59	\$20.67
Groundskeeping	103	\$7.07	\$10.07	38	\$10.25	\$12.00	122	\$7.00	\$10.37	81	\$10.00	\$12.22	97	\$7.00	\$10.44	81	\$9.60	\$13.00	162	\$7.00	\$11.27	207	\$9.50	\$13.42
Institutional Welfare	209	\$9.45	\$13.15	363	\$11.28	\$16.64	3	\$10.00	\$10.00	.	.	.	.	.	.	2	\$12.14	\$18.62	2	\$17.98	\$20.48	.	.	.
Kaiarahi Reo	.	.	.	51	\$12.62	\$14.81	.	.	.	21	\$12.15	\$14.85	.	.	.	8	\$13.64	\$15.56	.	.	.	5	\$13.24	\$14.53
Kaiawhina	.	.	.	29	\$10.15	\$12.30	.	.	.	17	\$12.25	\$13.13	.	.	.	5	\$12.50	\$13.13	.	.	.	4	\$12.06	\$12.40
Library	51	\$9.41	\$11.57	171	\$10.25	\$13.50	78	\$9.85	\$11.83	210	\$11.49	\$15.30	51	\$10.00	\$11.83	137	\$10.51	\$16.00	107	\$9.85	\$12.46	245	\$9.50	\$16.15
Nursing	.	.	.	3	\$11.72	\$14.04	3	\$9.85	\$14.69	.	.	.	2	\$13.36	\$16.78	14	\$13.13	\$22.11	19	\$10.38	\$13.90	73	\$10.82	\$19.87
School Secretaries	900	\$8.00	\$13.03	1280	\$10.60	\$16.06	518	\$9.68	\$13.77	771	\$9.86	\$16.96	252	\$8.70	\$13.55	415	\$9.59	\$16.96	247	\$7.00	\$13.08	540	\$10.82	\$16.96
Secretaries/typing	12	\$8.00	\$11.72	76	\$10.00	\$15.00	25	\$7.86	\$11.61	146	\$10.00	\$15.00	24	\$9.00	\$12.89	112	\$11.11	\$15.22	60	\$10.30	\$13.72	366	\$9.66	\$16.38
Task Force Green Worker	25	\$7.00	\$8.50	6	\$9.50	\$12.31	23	\$7.00	\$9.00	11	\$9.50	\$11.84	4	\$7.60	\$8.50	4	\$11.48	\$12.56	5	\$7.60	\$8.00	2	\$11.72	\$11.72
Teacher - Aide/Assistant	3869	\$7.00	\$10.50	5182	\$9.50	\$13.13	3672	\$7.00	\$10.54	4468	\$9.59	\$13.21	1898	\$7.00	\$10.82	2516	\$9.59	\$13.77	1708	\$7.00	\$11.07	2574	\$9.59	\$14.04

Table 21 – Non-teaching staff hourly rates by type

Non-teaching staff designation	Primary						Secondary						Composite					
	1999			2006			1999			2006			1999			2006		
	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median	n	Min	Median
Cafeteria/Hostel	22	\$7.60	\$9.87	75	\$10.25	\$12.00	214	\$7.00	\$9.77	398	\$9.50	\$12.30	4	\$9.77	\$10.14	17	\$10.58	\$11.50
Caretaking	1529	\$7.00	\$10.66	1754	\$10.00	\$13.21	282	\$7.00	\$11.84	365	\$10.25	\$14.79	70	\$9.00	\$11.00	93	\$10.00	\$13.21
Cleaning (Dental Clinic)	27	\$9.36	\$9.86	18	\$11.11	\$11.45	2	\$9.77	\$10.39	.	.	.	2	\$9.77	\$9.83	2	\$11.11	\$11.11
Cleaning (General)	2382	\$7.00	\$9.77	2137	\$9.77	\$11.45	905	\$7.00	\$9.77	1011	\$9.50	\$11.45	149	\$8.00	\$9.77	169	\$10.25	\$11.45
Executive/Clerical	1616	\$7.00	\$12.77	701	\$10.25	\$18.34	1326	\$7.00	\$13.81	749	\$9.59	\$20.49	142	\$7.00	\$13.33	82	\$11.22	\$19.00
Groundskeeping	192	\$7.00	\$10.03	18	\$10.55	\$13.19	332	\$7.00	\$11.07	352	\$9.60	\$13.21	16	\$7.07	\$10.03	41	\$10.58	\$13.21
Institutional Welfare	201	\$9.45	\$13.93	316	\$10.60	\$16.38	1	\$22.37	\$22.37	2	\$17.98	\$20.48	.	.	.	.	.	.
Kaiarahi Reo	.	.	.	69	\$12.62	\$15.36	.	.	.	3	\$13.64	\$14.67	.	.	.	14	\$13.64	\$16.24
Kaiawhina	.	.	.	43	\$11.49	\$13.91	.	.	.	6	\$11.51	\$14.71	.	.	.	26	\$11.84	\$12.42
Library	54	\$7.60	\$11.70	304	\$10.25	\$14.18	215	\$9.54	\$12.41	401	\$10.25	\$16.48	23	\$10.08	\$12.14	58	\$11.84	\$14.18
Nursing	1	\$9.85	\$9.85	4	\$13.26	\$16.43	24	\$10.38	\$14.40	79	\$10.82	\$20.47	.	.	.	6	\$14.45	\$16.79
School Secretaries	1629	\$7.50	\$13.27	1968	\$10.00	\$17.13	427	\$7.00	\$12.86	977	\$9.92	\$16.54	44	\$9.85	\$12.51	121	\$11.49	\$15.45
Secretaries/typing	31	\$8.00	\$11.07	190	\$11.00	\$15.00	127	\$7.50	\$13.33	454	\$11.11	\$16.48	3	\$11.57	\$11.57	43	\$11.21	\$14.77
Task Force Green Worker	47	\$7.00	\$8.33	14	\$11.00	\$11.92	17	\$7.60	\$8.80	5	\$11.45	\$13.26	2	\$7.00	\$8.43	.	.	.
Teacher - Aide/Assistant	8678	\$7.00	\$10.54	10883	\$9.97	\$13.26	3022	\$7.00	\$11.07	4151	\$9.59	\$14.28	460	\$7.00	\$10.54	588	\$9.59	\$13.05
Technical/Trades	9	\$10.00	\$12.00	39	\$11.84	\$20.00	173	\$9.53	\$11.78	490	\$10.50	\$15.99	6	\$10.50	\$11.41	29	\$11.49	\$15.99

Annex Three: Notes on Payroll Data

Underlying assumptions

1. Records below minimum wage ignored (\$7.00 in 1999 and \$9.50 in 2006).
2. Records with hourly rate more than \$35/hr ignored.
3. Records with more than 50 hours worked in the week ignored.
4. Records with missing demographic information ignored in those tables showing that particular demographic breakdown (school type, decile, roll size).
5. Correspondence School ignored in all tables.
6. Headcounts: staff in more than one position includes just the highest FTE position.
7. FTE: staff in more than one position or in more than one school are counted separately.
8. FTE calculations use the typical weekly hours worked in each designation.
9. The highest full time teacher equivalent position is used for staff in more than one position at a school, or in more than one school.

Notes

1. The '.' character in the tables indicates missing data.
2. The '()' characters indicate numbers are not significantly different within the one category (decile or roll size) and school type
3. Designations 'Cleaner 52 weeks' and 'Caretaker 52 weeks' are included in the designations 'Caretaking' and 'Cleaning (General)' respectively.
4. Designations 'Board of Trustee', 'Rural Education Activity Programme', 'Annualised support staff' and 'No designation' are excluded from the analysis.
5. Header and footer information is shown when printed or previewed, but in the spreadsheet itself.
6. Profile information is for schools as at March 2007.