THE IMPACT OF TOMORROW'S SCHOOLS IN PRIMARY SCHOOLS AND INTERMEDIATES

1991 SURVEY REPORT

CATHY WYLIE

NZCER

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My heartfelt thanks to all those who took part in this survey, and so enabled all of us to gain such a comprehensive picture of the overall effects of the **Tomorrow's Schools** reforms during their first three years, and of the experiences of the reforms by those who are making them work in our primary and intermediate schools.

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Cathy Wylie
July 1992

THE END OF THE BEGINNING

The material presented in this report comes from NZCER's third annual postal survey of people's experience at school level of the radical **Tomorrow's Schools** reforms of educational administration, which began in 1989. Separate questionnaires were sent to principals, trustees, and teachers at 239 schools nationwide, and to parents at 26 of these schools in mid October 1991. Appendix A gives details of the survey sample, representativeness of response, and the statistical analysis used in this report.

Much as those at schools would like it otherwise, the seeds of further radical change have been sown in the nine months since our questionnaires went out. Writing this introduction now, just after the Government's announcement that teacher salary funding, covering senior staff, would be given to schools, unsought and indeed opposed by teachers and trustees alike, I find myself wondering if the picture which emerges from this report will in future years be regarded as evidence of a watershed in the history of New Zealand education.

When David Lange, the then Minister of Education launched the reforms, he puzzled some observers by saying that he did not expect children in classrooms to notice great change: learning would continue unaffected. This seemed strange to those who could see no point in the reforms unless there was some impact on the quality of children's education. But what he apparently meant was that the new administrative responsibilities taken on by schools would not intrude into the real work or purpose of schools. On the whole (but not always, and not at all schools), that has largely been the case so far. The adult workload carried by principals, teachers and trustees soared, and has remained for the last two years of our survey at a higher level than before the **Tomorrow's Schools** reforms. The voluntary input from school trustees remains quite considerable. Nonetheless, a high proportion of trustees remained on their boards for the full three year term, providing a useful stability during the changes.[1]

In shouldering their new roles, both volunteers and professionals have (largely) worked together in harmony rather than conflict. Few schools have been torn apart by problems in this relationship. The relationship is probably not the cut-and-dried model of governance and management which was conveyed to schools just after the initial trustee elections in May

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[1] The term of office for the initial trustees ended in June 1992, with election results announced in mid July. Numbers of potential trustees were somewhat down from the initial election, and for many schools, nominations just equalled the number of board positions, so saving them the expense of an election. It is not yet clear what continuity there has been from the initial boards, or whether the ability to elect non-parents to the board given in the Education Reform Act No. 2 of December 1991 has made a difference to the profile of those on boards.

1989. In many schools, trustees have taken a more hands on approach than the this business (for profit) model would allow, for practical and cost-saving reasons, and also for their own personal satisfaction. But they have, so far, (largely) seen their role as one of support for their professional staff within the school framework set by trustees, staff, and interested or contacted parents.

One fear expressed about the reforms was that trustees would patrol classrooms and curriculum with rigid and outdated beliefs of what should be taught, and how. That fear has not been realised. What has happened instead in quite a number of schools is that staff have been spurred to scrutinise what they were doing more carefully, and to look for more evidence that they are doing what they set out to do. What innovative effects the reforms have had on classroom practice have largely come from this professional reflection. But as in 1990, there appeared to be little major curriculum change emerging from schools: for the most part it was more use of (parentally popular) computers, the addition of a tool rather than a change in content.

There are several interpretations which could be given of the comparative stability of curriculum throughout the first two years of the reforms. One is that the workload of administration has so far prevented much development in this area. The question then is, whether one can expect this workload to remain as substantial, or diminish. The fact that it has remained stable over the last two years of this survey, past the initial busy stage of developing charters, setting up financial systems and budgets, and meeting other central requirements, indicates that the present workload is likely to remain. Indeed, it is likely to grow higher with the introduction of full bulk funding.[2]

Another interpretation is that there was no great or clear call for curriculum change at the primary and intermediate school level. Certainly there is no evidence of dissatisfaction with curriculum, or teaching methods, in the responses of trustees and parents over the three years of this survey. Parental satisfaction with the general quality of their children's schooling remained as high in 1991 as in 1990: 77%.

A third possible interpretation is that some central lead and support is essential for widespread curriculum development, particularly for a small country which has long had a national curriculum. This would appear to be the position of the present government, which has swiftly picked up the work on the national curriculum framework which was already being done, and and introduced a new subject, technology. The previous government's preliminary work on a national framework for assessment has also been very quickly developed. New national curricula for mathematics and science are now out in schools to be introduced this year. The proposed 'item banks' which teachers will use to choose the tasks by which they

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[2] This point is explored more fully in C Wylie (1992) 'Making It Work, or Making Work?' in *Thriving on Change?* papers from the Seventh NZ Education Administration Society conference

assess their pupils at the various curriculum levels provide scope for curriculum linked assessment, and teacher contributions from the local level to the national level. Nonetheless, the stress on accountability, if it takes the form of published results in a common format, is likely to make it very hard for schools to exercise much choice in their assessment practices. The majority of principals said in this survey that they believed schools should retain the option; most principals, trustees, and teachers also expressed opposition to the proposal which has been floated of tying part of a school's funding to the results of such assessment. It might well be that while those at schools see merit in well founded, flexible, national curricula, assessment is one area where they would like some ability to decide for themselves.

What changes have the reforms brought to schools? Those at schools are certainly more aware of their relationship with parents. Some parents are growing more selective in their choice of school - and some schools more selective of their pupils. There is probably more self-consciousness in schools. Responsibility for their own operational budgets has made school staff and trustees more aware of the cost of things, more keen to find quality at affordable prices. More effort has gone into fundraising, and many schools have raised the level of their voluntary donations/fees. Parents feel that they are being asked to give more money to their children's school, and it would appear from principals' reports of the sources of their locally raised funds that parents remain the major source of school income.

But there is also awareness that the level of government resources going to the schools cannot cover all that those in schools think it should. In 1990, this awareness manifested itself amongst the responses of some school trustees in a desire to cut central educational agencies and transfer the money to schools. In the 1991 survey, frustration had shifted somewhat more to the Government.[3] Adequate resourcing of schools is seen by those working in and for schools as the government's responsibility, and not their own.

It has become clear in the course of these annual surveys that there are already existing resource gaps between schools, which appear to be widening rather than closing. This is a serious concern, given that one aim of the **Tomorrow's Schools** reforms was to overcome some of the existing disparities. Some of the problems identified by earlier analyses of New Zealand's education system, for example, the need to improve the real opportunities available to children from low income homes, to Maori, to Pacific Island children, and those with special needs, the difficulty for some schools in attracting suitable staff, remain, and may well not be able to be dissolved by the system of school-based management brought in by **Tomorrow's Schools.** Data from this survey indicates that the schools which are best resourced are found in middle class areas, with a mainly European/Pakeha population. The schools with the least resources are mainly in working class areas, serving a high proportion

[3] Similar unintended 'consciousness raising' consequences of direct funding to schools have been noted in England recently.

of Maori children: the very groups which were commonly recognized[4] as being most in need of improved provision.

The Government's determination to proceed with bulk funding despite opposition from trustees and teachers also raises some questions about the validity of the model of local school management, if based on the premise put forward by the Picot advisory group that decisions are best taken by those most affected by them. At the school level, the ethos of partnership has pervaded the implementation of **Tomorrow's Schools** to date. It is the relationship between schools and central government agencies, responsible to the government, and between voluntary boards and elected government, and the roles which each should take, which remain unresolved, and often irritable.

One major and urgent challenge for the next phase of the reforms to education administration in New Zealand is to find a national framework which allows people at schools to make the sorts of decisions they would like to, and can best make, and not to be faced with decisions and responsibilities they do not see as rightfully or usefully theirs. The other is to tackle the unresolved issue of unequal educational opportunity.[5]

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[4] For example, in the Treasury's 1987 analysis of New Zealand education, *Government Management, Vol II*, and the Royal Commission on Social Policy's 1988 report, Vol IV.

[5] A cost-benefit analysis of the expense to a nation of not tackling unequal provision is made by Harry M Levin (1991) The Economics of Justice in Education in *Spheres of Justice in Education* edited by Deborah A Verstegen and James Gordon Ward USA: HarperBusiness, pp 129 - 148

The report is in four chapters, reporting the results of the separate questionnaires for principals, trustees, parents, and teachers. The questionnaires were comprehensive, designed to provide information which would be of both long-term and immediate use. For reasons of space, these questionnaires have not been included in this report, but are obtainable from NZCER on request. Only statistically significant results have been discussed, and attention has been focused on the larger differences. Appendix A describes the way in which statistical significance has been determined. All percentages noted and used in tables are percentages of the total group response, unless otherwise indicated. Some tables may include figures adding up to more than 100%, because the questions allowed more than one response; some less, because people did not answer the question. 'n/a' in a table means the question concerned was not asked in a particular year or of a particular group.

The three categories used in analysing any differences in school location are urban, small town, for example, Balcutha (corresponding to 'minor urban' in the categories used by the Ministry of Education), and rural. The category of 'secondary urban' has been omitted from analysis because the numbers of respondents here were too small to allow comparison; similarly, in most cases, with the dimension of school ownership (state or integrated). 'Very low' Maori enrolment refers to less than 8%, 'low' to between 8% and 14%, 'moderate' to between 15% and 29%, and 'high' to 30% or more. 'Smallest' schools refer to those with rolls under 35, and 'largest' to those with rolls over 300. Principals' descriptions of the socio-economic status of their schools have also been used in the analysis of material covered by trustees and teachers. The terms used in the question (developed from responses in the 1989 survey) were: wide-ranging, mainly middle class, mainly low-middle class, and working class.

I - PRINCIPALS

1 RESPONSE

Seventy-eight percent (186) of the 239 principals in the sample returned completed questionnaires, rather less than the 87% reponse rate in 1990, and slightly more than in 1989 (75%). Figure A.a in Appendix A shows a slight under-representation of rural schools compared to the survey sample characteristics (39% compared with 44%) and, linked with this, a slight under-representation of full primary schools (46% compared with 53%). Schools with very low Maori enrolment are slightly over-represented (50% compared with 42%), and those with low Maori enrolment slightly under-represented (13% compared with 19%).

While the overall profile of school size remains similar to that of the original sample drawn in 1989, there has been some movement in individual school size. Thirty percent of the principals said their rolls were slightly up on the previous year, 29% were slightly down, 6% had far fewer pupils, and 3% far more. School characteristics played some part here. Sixteen percent of schools with high Maori enrolment reported a substantial drop in roll since 1991, as did 14% of schools in working class areas, and 10% of contributing primary schools (compared to none of the intermediates). Fourteen percent of principals in small towns reported a substantial rise in roll. Twelve percent of principals reported that actions of other schools in their areas had led to a decrease in roll. Their schools were mainly intermediates, high Maori enrolment schools, and/or in working class, urban areas. While there were no corresponding rises in the rolls of those schools in the survey with low Maori enrolment or at full primary schools, there was a slightly, but not significantly higher proportion of schools serving a wide range of socio-economic groups which reported an increase (43%), compared to 28% of schools in low income communities. It may well be that these changes reflect the shift to school-based management, and emphasis on parental choice.

Twenty-four percent of the principals described their schools as serving working class communities, 16% low-middle income, 22% a wide range, and 37%, mainly middle class.

Ninety-two percent of the principals who responded were Pakeha/European, 4% were Maori, 1% were of Pacific Island origin, and 4% did not give their ethnic background. Comparable figures from the Ministry of Education's 1990 census were 82% Pakeha/European, 9% Maori, less than 1% each Pacific Island and Asian, and 10% who did not respond to the question. It is therefore likely that this survey under-represents Maori principals.

A quarter of the principals were female, almost identical to the 1990 Ministry census figure of 27% female. Sixty-two percent of the primary school principals were teaching principals, close to the 1990 Ministry of Education figure of 65%. Almost all rural principals were teaching (97%), compared with 36% of those in small towns, and 17% of those in cities. Seventy-two percent of those heading full primary schools were teaching principals, compared

to 44% of those heading contributing primaries, and none of those at intermediates. Thirty-five percent of the teaching principals, and 14% of non-teaching principals (at larger schools) were women. Figure B.a in Appendix B shows differences in the number of years women and men have been principals, with 68% of the women working as principals for five years or less compared with 26% of male principals.

2 RESOURCES

The most obvious resources available to a school are its funding, staffing, pupils, and accommodation. Parents are also important, as is the amount of voluntary help it can draw on from its community, and the advice or information available to it.

Staffing

Just over half the principals (55%) thought their staffing entitlement for 1992 would be enough to meet the needs of their school: a third thought not, and 11% were unsure. Satisfaction with the 1992 staffing entitlement decreased with size, from 81% of those in the smallest schools, to 42% in those with rolls over 300. Related to this was a much higher rate of satisfaction for principals of rural schools (70%) compared with 50% in small towns, and 42% in cities. Only 23% of intermediate principals thought their staffing entitlement would be adequate compared with 50% of those in contributing, and 64% of those in full primary schools.

Comments made here included concerns that the school would be unable to meet the needs of its children (7%), and that class size would rise (6%). Roll changes resulting in staff loss were mentioned by 5%, 2% specified staff losses in the special needs area, and of part-timers, and another 2% said the reason they would have adequate staffing in 1992 was because they would have a supernumerary staff member.

The proportion of those who said they had some difficulty finding suitable teachers for their school was 27%, much the same as in previous years (1990 33%, 1989 25%). One salient school characteristic associated with differences here was proportion of Maori enrolment (rising from 9% of those with very low Maori enrolment having difficulty to 65% of those with high Maori enrolment). In addition, 50% of principals in small towns had difficulty compared to 30% of those in rural areas, and 18% of those in cities; and while 50% of schools in working class areas had problems, only 8% of their colleagues in middle class schools had difficulty.

Main reasons were remote or rural location of the school and a limited number of suitable applicants (12% each), the low socio-economic status of the area served by the school (9%), and a shortage of Maori speaking teachers (8%). A few also mentioned a desire to get 'new blood' into the school, lack of suitable accommodation, or a shortage of Samoan teachers. These answers are much the same as in 1990, and identify pockets of need against which to chart the effects of, say, the 1991 Budget discontinuation of assistance to provide year one teachers with positions and the impact of any other future staffing or funding policies, such

as bulk funding.

One recent policy aimed at widening the scope of schools' appointments is the Government's decision to make teacher registration voluntary, and to allow schools to appoint non-registered teachers. Eleven percent of the schools were already employing non-registered teachers: 6% as relievers, 4% as specialists, and 1% had teachers with exempt status. Only 3% of schools with very low Maori enrolment employed non-registered teachers, compared with 30% of those with high Maori enrolment (19% as relievers, 8% as specialists, and 3% with exempt status). Urban principals reported a much lower rate, 2%, compared with 24% of those in small towns, and 19% of those in rural areas. Only 2% of middle class schools employed non-registered teachers as relievers or specialists compared to 14% of schools in working class areas, and 24% of schools in low-middle income areas.

While four-fifths of the principals said they were unlikely to appoint non-registered teachers in future, 16% said they might, and 5% said they would. The main reason given for considering taking on non-registered teachers (who may or may not be trained as teachers) was that it was hard to get registered teachers (12%). Other reasons were that local people with suitable knowledge were available (7%), and that the school wanted people with Maori language knowledge and skills (3%). Other curriculum areas mentioned by one or two principals were music, art or drama, science, and sports. Interestingly, Japanese and other languages with potential trade value were not mentioned. Four percent said non-registered teachers would only be employed short-term, and only one principal said the school's main reason in employing non-registered teachers would be to reduce costs. Principals in high Maori enrolment schools were more likely to indicate that they would employ non-registered teachers (19%). Those in middle class schools were less likely than others to say either that they would, or might (9% compared with 22% for others).

The desire to employ Maori speaking teachers in high Maori enrolment schools reveals both the continuing shortage of such teachers, and thus the attraction of employing teachers who may not otherwise be qualified. A disquieting conclusion, however, is that children in those schools are less likely than their peers in other schools to have the benefit of trained and qualified teaching staff.

Teacher Turnover

There has been a slight but steady rise in the number of principals reporting no teacher resignations during the year, from 24% in 1989, 30% in 1990, to 35% in 1991. There is a corresponding decline in the number of schools losing six or more teachers, from 6% in 1990 to 3% in 1991. Forty-nine percent of the principals reported one or two of their teachers leaving; and 13% between three and five. The decrease in teacher turnover may in fact be greater than the above figures suggest. Actual numbers as reflected in principals' reporting of the reasons for the departure of teachers show a substantial drop, even allowing for a slightly smaller number of responses to the 1991 survey (186) than in 1990 (207).

Table 1.1 gives some indication of one possible reasons for what appears to be greater teacher stability: fewer changes of career, perhaps reflecting the difficult employment situation in all

spheres of work.

Table 1.1
Teachers' Reasons for Leaving Their School

Reason	(1990) % (N=278)	(1991) % (N=141)
New position	28	29
Promotion	17	18
Maternity	15	13
Change of career	12	4
Retirement	10	8
Stress	9	4
Travel	9	7
Family reasons	5	8
Dismissal	1	3
School downgraded		3

NOTE: The percentages in this table are based upon the number of teachers leaving, using information provided by principals. In the remainder of the tables in this chapter percentages are based on the total number of principals responding (186).

Other reasons given included death (2%), work problems (2%), study, and community pressure (1% each).

More principals (55% compared with 40% in 1990 and 35% in 1989) also reported that none of their school's classes had had a change of teacher during the year, a factor associated with parental dissatisfaction with the quality of their child's schooling in this survey, and associated by the 1988 study of London primary schools with a negative influence on pupil progress.[1] Forty percent reported a change of teacher in one or two classes (46% in 1990), 8% in three to five classes (9% in 1990), and 1% in six or ten (2% in 1990).

Relief Staff

There was little change from 1990 in the pattern of use of relievers. Again, only one principal had not used any relief staff at all; and again, just over a fifth had employed relief staff on a long term basis (50 days or more). Figures for the numbers of days any class in the school lacked a teacher were also close to those in 1990: 84% of the principals could report there was no day when a class lacked a teacher. Ten percent reported one or two days only, 2% between three to five, and 3% between six to ten days.

[1] Mortimore, Peter et al (1988). *School Matters.* London: Open Books.

Given their reliance on relief staff, and the Budget 1991 decision that schools would have to cover any use of relief cover for less than five days out of their operating budgets, it is interesting to turn to principals' views of how this cutback would affect their schools.

Four-fifths of the principals made comments here. Twenty-six percent were unsure, and 19% thought it would have little or no effect. Sixteen percent thought it would mean cutbacks in other items in the school budget, 13% that it would mean a greater workload or stress on principal and staff, and 9% that it would have a negative effect on teaching and learning. Five percent anticipated teachers coming to school though they were ill, passing on their illness to others by trying to save the school money. Two percent thought they would reduce relievers' salaries. Principals in middle class schools were more likely to think it would have no or little effect (23% compared to 11% average for others), and those in schools in working class or low-middle income areas were more likely to think it would have a disruptive effect on classes, and would mean cutbacks for other items in their school budget.

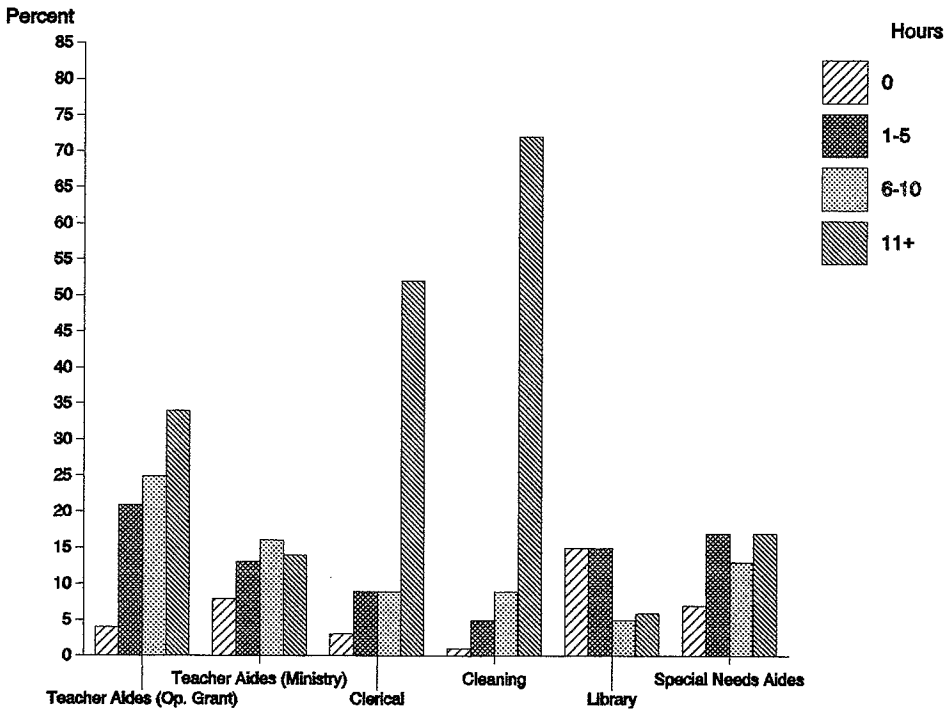
Likely effect was also related to school size, with 46% of principals in the smallest schools seeing the new provisions making little difference, in contrast to no principals in schools with over 300 pupils thinking it would have little effect. Principals in schools with 200 or more pupils were more likely than others to foresee greater staff workload and stress (22% compared with 4% for smaller schools). Principals in high Maori enrolment schools were more likely to cite a negative effect on teaching and learning (22% compared with 7% for others).

Thirty percent of the principals reported difficulty in finding properly qualified relievers, slightly down on the 41% in the 1990 survey. The main reason was a lack of qualified teachers in the local area (24%). There was a similar pattern here to that for difficulty in finding suitable staff, and use of non-registered staff. Middle-class schools had much less difficulty than others (13%), and difficulty rose with the proportion of Maori enrolment from 14% for schools with very low Maori enrolment to 62% for those with high Maori enrolment. Those in small towns had more difficulty (59%) than those located in rural (37%), or urban (17%) areas.

Ancillary Staff

Overall figures for the number of ancillary staff employed by schools were much the same in 1991 as in 1990. All of the schools employed some, 37% one or two only, 48% between three to five, 10% between six to ten (mostly schools with rolls over 200), and 1% (all schools with rolls over 300) eleven or more. Their distribution amongst the main responsibilities of ancillary staff is given below.

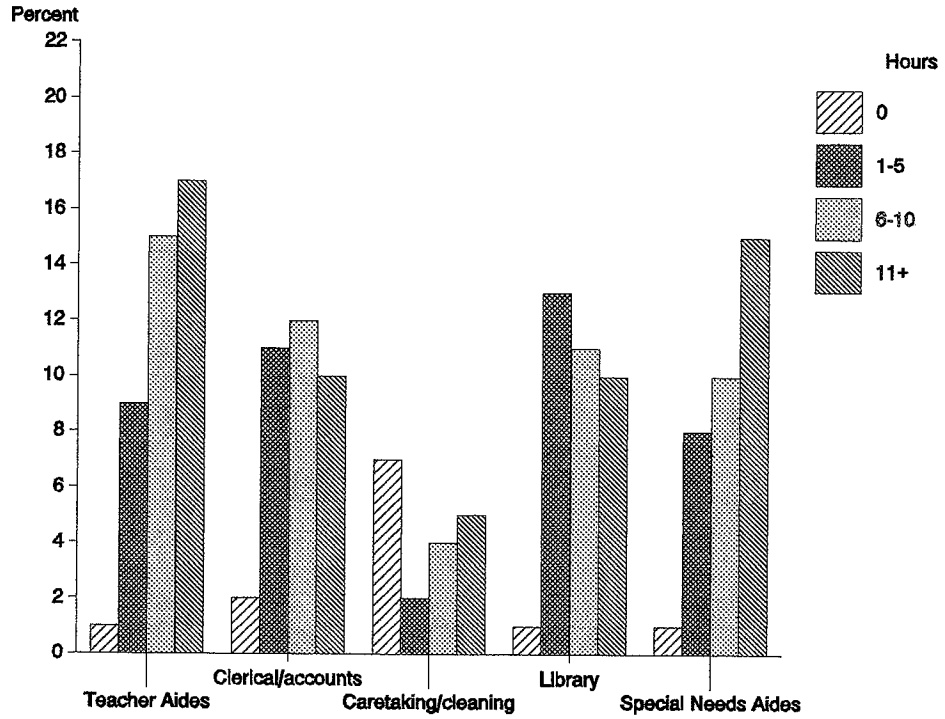
Figure 1.a
Distribution of Ancillary Staff



Principals' satisfaction with the school's amount of ancillary staffing was 41%, much the same as the 38% in 1989. Again, satisfaction was linked to proportion of Maori enrolment, with 51% of principals at schools with very low Maori enrolment saying their ancillary staffing was adequate compared to 32% on average for others. It also had some relationship with school size: 73% of principals of the smallest schools were satisfied that they had enough ancillary staffing compared with 37% of others. Most of the smallest schools employed one or two ancillary staff, but 19% had between three and five. The next figure shows principals' estimates of the additional ancillary help they need.

Figure 1.b

Principals' Estimates of the Additional Ancillary Help Needed at their Schools



Funding

In 1990 two-fifths of the principals were unsure about, or thought it too soon to judge the adequacy of their Ministry of Education operational grant funding to meet their school's needs. Only 9% now feel they cannot make a judgement; the proportion of those who feel it is adequate has remained much the same - and the proportion of principals who feel their grant was inadequate has doubled. Trustee assessments of the adequacy of their school budget are somewhat more sanguine.

Table 1.2

Adequacy of School Funding

Views	Trustee		Principal	
	1990 %	1991 %	1990 %	1991 %
Adequate	40	55	39	46
Inadequate	24	33	21	44
Too soon to tell/not sure	36	11	40	9

Principals of the smallest schools were most likely to find their Ministry funding adequate (73% compared with 41% for others). Those who judged their funding to be adequate were more likely to also think their staffing allowance, and ancillary staffing, were inadequate. Interestingly, there are no statistically significant relationships with socio-economic status and proportion of Maori enrolment have no associations. This may well be because equity funding was available to schools which met the appropriate criteria, which rest on socio-economic status of parents, and proportion of Maori, and English as a second language, pupils. It may also be that expectations differ in different schools.

Thirty percent of the schools in the survey had received some equity funding from the Ministry of Education.[2] This funding, which must be applied for, was received by 65% of the schools in this survey described as serving working class communities, 45% of those in low-middle income communities, 30% of those serving a wide range, and 1% of those in middle class communities. Seventy-six percent of the high Maori enrolment schools obtained equity funding, compared with 9% of those with low Maori enrolment.

The main uses of the equity funding were to supplement existing learning programmes (13%), and to provide extra staffing or resources (12% each). Nine percent increased the number of their teacher aides, 8% used the funding in the special needs area, 6% for reading, writing, or mathematics, 4% for teaching English as a second language, 3% mentioned Maori children or resources, and 1% had spent it on staff development. Given these answers to an open-ended question, it is hard to gauge whether or not the extra staffing and resources were also used for Maori and non-English speaking children who form two of the major criteria for equity funding. However, schools with equity funding were more likely to have developed programmes or policies for these groups.

Sixty-one percent of the schools had received some Ministry funding for their special needs children. Those less likely to receive this funding were the smallest schools (15%), rural schools (41%), and schools with very low Maori enrolment (48%). Those who received special needs funding were more likely to have developed programmes for mainstreaming pupils than others (56% compared to 22%).

Principals' reports of areas where their school spent more or less than the previous year indeed show more cut-backs than in 1990, even though 1990, as the first year of school-based budgeting, was approached very cautiously by many schools.

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[2] The Ministry of Education figures for 1991 equity funding show it was received by 33% of primary and intermediate schools.

Table 1.3
School Expenditure

Area	Spent less		Spent more	
	1990 %	1991 %	1990 %	1991 %
Administration	14	12	24	24
Property and maintenance	14	28	22	30
Special needs	14	15	18	13
Classroom resources	13	26	36	35
Ancillary staff	12	16	17	19
Staff development	12	17	29	30
Implementation of new school policies	8	10	11	10
Trustees' training/advice	8	13	11	3

Schools with high Maori enrolment were less likely than others to have spent more on classroom resources (16% compared with 46% for those with very low Maori enrolment, and 31% for those with low or moderate Maori enrolment). More schools in middle class areas increased their spending on new policies than others (19% compared with 9% of others). School size had no clear relationship to either increased or decreased spending. Rural schools were more likely to have increased spending across the board (16% compared to 4% of city, and none of the principals in small towns). Small town schools were more likely to have cut back their spending on classroom resources than schools elsewhere (41% compared to 23% for others). No intermediate principals reported cutbacks here in contrast to 28% of those in primary schools.

How did schools spend their money? Two-thirds of the principals gave approximate estimates of what proportion of the school's overall budget for 1991 had been apportioned to six key areas, and a third for the area of special needs aides. Spending on property and maintenance ranged from 2% to 40%, with a mean of 15%; spending on caretaking and cleaning ranged from 1% to 50%, with a mean of 19%. Administration showed a similar pattern, ranging from 1% to 42%, with a mean of 16%. Classroom materials also ranged from (a somewhat low?) 1% to 82%, with a mean of 16%. Teacher aides took from 1% to 39%, with a mean of 9%. School and staff development shared the smallest range with spending on special needs aides, ranging from 1% to 20%, with the mean at 5% for both.

There were some differences related to school characteristics. The smallest schools were less likely to spend high proportions of their budget on areas other than teacher aides and classroom materials. Rural schools were less likely to spend high proportions of their budgets on property maintenance, administration, and classroom materials. More schools in middle class areas spent 11% or more of their budget on staff development than others. The proportion spent on special needs rose with proportion of Maori enrolment. Only 8% of the high Maori enrolment schools spent more than 20% of their budget on classroom materials

compared to 18% average for other schools.

At this stage schools are responsible for their operating budgets only, and teachers' salaries continue to come from the Ministry of Education, though bulk funding of senior staff salaries was recently announced (initially for the actual amount for 1993, thence to a national average based formula, and after widespread publically expressed dismay from principals, teacher unions and trustees, for the actual amount for 1993 and 1994). One of the arguments for amalgamating operational and teacher salaries, as in the bulk funding trial which 49 primary and intermediate schools had joined as at 1 June 1992 is that schools would have more freedom to decide whether to employ more teachers (or not). Given that 44% of the principals felt their operating grant was already inadequate for the areas it was supposed to cover (which did not include the new responsibility for relievers employed for less than five days), it would seem that scope to use money from the operating grant to employ more teachers would not be possible for almost half the schools, unless they were able to raise a substantial amount themselves, or cut teacher salaries.

Schools already have the ability to request permission to use some of their operational grant to pay teacher salaries. Thirteen percent of the principals said they had done so, with 11% saying their request had been granted. Sums thus used ranged from $564 to $19,000, with an average of $4005. This probably indicates the appointment of temporary or part-time teaching staff. Fewer rural principals had sought permission to use the operational grant this way (5% compared with 21% of those in cities, and 18% of those in small towns).

How much could schools raise themselves? The proportion of those raising less than $6500 dropped from 61% in 1989 and 65% in 1990 to 45% in 1991; the proportion of those raising between $6501 and $15,500 is much the same in 1991 as in 1989 (though it is likely to be different schools now), and the proportion of those raising above $15,500 has almost doubled.

Table 1.4

Total Amount of Locally Raised Funds

	1989 %	1990 %	1991 %
$2000 or less	20	15	13
$2001 - $4500	21	32	16
$4501 - $6500	20	18	16
$6501 - $12000	21	18	27
$12001 - $15500	9	5	7
$15501 +	10	10	19

Schools raising more than $12,000 were more likely to be intermediate schools, located in cities, to have very low to moderate Maori enrolment, and have 200 or more pupils. Socio-

economic status of the school's community showed no clear links with amounts raised.

Where did this come from? Fundraising and school fees/donations were the main source of school-raised funds. The mean proportion raised by fundraising was 58% (ranging widely between 2% and 100%), and the mean proportion raised by school fees/donations, 22% (with the same range). Just under half the principals reported income from investment, including their Ministry grant. The mean proportion here was 28%, with a range from 1% to 80%. Thirty-one percent of the principals also reported income from donations, grants or sponsorships from organisations or business, with a mean of 9% (range: 1% to 100%),[3] and 27% of the schools hired their facilities out, for a mean of 9% also (range 1% to 50%).

A comparison with 1990 responses to the same question shows a slight increase in schools getting more than 40% of their locally raised funds from school fees (16% in 1991, 9% in 1990), and an overall increase in investments, with 16% getting more than 20% of their locally raised funds from this source, compared to 5% in 1990. Other sources, those more dependent on outside decisions to contribute, or not, to the school show no changes. Whether or not this represents a trend is as yet unclear, in part because the level of non-responses to this set of questions was quite high (ranging from 22% on proportion raised by fundraising, to 72% on facility hireage in 1991). However, the proportion of principals giving a response on both school fees and investments rose substantially between the two years, which gives more weight to the hypothesis that in general schools may have increased their funding from internal sources rather more than their funding from external sources.

A quarter of the schools (but no intermediates) had no school fee/donation; 18% had raised theirs for 1991, slightly fewer than the 28% in the 1990 survey. Location was the main school characteristic to show a relationship with changes in school fee/donations: 25% of urban schools had raised their fees in contrast to 10% of schools located elsewhere. Forty-four percent of the rural schools had no school fee/donation, in comparison with 9% in cities, 27% in small towns. The proportion of those who did not have a school fee/donation declined with size, from 58% of the smallest schools to 7% of the largest schools.

The proportion of parents who did not pay their (by law voluntary) school fee/donation remained much the same as in 1990, though the 5% of schools where 50% or more did not pay had risen slightly, to 8%, with an over-representation of high Maori enrolment schools (18%). More schools in middle class and wide ranging communities had 80% or more of their fee/donation paid (52%) compared with 32% of those in low-middle income or working class communities. School size was not related to levels of payment.

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[3] No national data exist on applications made by schools to the various philanthropic organizations and community trusts. The Illot Trust Fund has received more requests from schools than formerly, for help in continuing existing school activities, rather than for innovations, and the McKenzie Foundation notes a general increase in proposals from schools for computer equipment and teacher aides for special needs children, though it does not provide funding for either of these two areas. The implementation of mainstreaming or inclusion has probably increased the need for special needs aides over the last few years.

A third of the principals said their school had increased its fundraising effort this year (two thirds of the trustees thought there had been an increase in their school). A quarter of the principals said the school had made more money this way than in the previous year.

School Accommodation and Equipment

The next table shows principals' views of the adequacy of their school's accommodation. This is little changed since the 1990 survey, probably reflecting the lack of money centrally available to meet the large backlog of deferred maintenance identified by 1990. Earlier this year the Government indicated that it would provide some building/maintenance funding to schools, on the basis of matching dollar for dollar, a not too dissimilar scheme from former Education Board schemes for projects such as school halls. The difficulty with this policy is that it will advantage those schools with a greater ability to raise, or save, money.

Table 1.5
Adequacy of Schools' Accommodation

Facility	Very good %	Adequate %	Poor %	None %
Classrooms	21	63	18	n/a
Administrative space	15	36	49	n/a
Library	34	51	12	4
Resource rooms	13	34	37	15
Specialist classrooms	6	10	4	75
Hall	17	20	6	55
Marae	2	1	1	87
Sports facilities	31	47-	20	2
Swimming pool	14	48	13	24
Staffroom	18	42	38	2

NOTE: In this, and following tables, changes from the previous year of 10% or more are marked by corresponding figures in the table: + marks an increase, and - a decrease. N/a means that the question was not asked in a given year.

There was little change either in the availability of space for community consultation, with 48% of the principals saying they had adequate space for this, and 35% adequate space to hold discussions in private with parents and trustees.

School size showed some relationships with the existence of facilities, rather than their quality. Eighty-one percent of the smallest schools did not have a hall, compared with 24% of those with rolls over 300. None of the intermediates represented in the survey was without a hall. Yet it appeared that the smaller the school, the more likely it was to have a swimming pool: only 8% of the smallest schools did not have one, compared to 40% of the largest.

Most of the intermediates (77%) did not have one. Rural schools (naturally) followed the trend for smallest schools here.

Unlike school accommodation, school equipment does fall completely within the scope of school operating grants. Here there appears to have been some improvement since 1990 in the supply of books and classroom materials, classroom and administrative computers, and physical education equipment. However, there are still 41% of schools without a computer for administrative purposes (which could relieve the workload that comes with local school management on the principal, senior staff, trustees, and clerical/administrative staff), and gaps in Maori education resources, classroom computers, and musical instruments.

Table 1.6
Adequacy of School Equipment and Materials

Type of Equipment	Very good %	Adequate %	Poor %	None %
Books and classroom materials	28+	66	6	n/a
Art and craft materials and equipment	33	63	3	0
Audio-visual equipment	31	59	10	0
Medical/First Aid equipment	21	72	6	0
Science materials	14	67	19	0
Computers for classroom	33	38	24	5
Computers for administration	30	26	2	41 -
Physical education	29+	61	10	0
Musical instruments	17	62	20	1
Maori education resources	6	62	27	3

While 60% of rural school principals reported they had no computers for administration, fewer of them reported that their classroom computers were poor (14% compared to 31% of others). Sixty-two percent of intermediate principals thought their computer capacity for administration was very good, compared to 28% primary principals. Those who thought their Maori education resources were very good were likely to be located in cities, with no clear association with proportion of Maori enrolment.

Principals at schools with high Maori enrolment were more likely to report that their audio-visual equipment, musical instruments, and classroom computers were of poor quality. Principals in low-middle income, and working class areas were more likely to report poor quality audio-visual equipment, science materials and equipment, classroom computers, musical instruments and physical education equipment than those in middle class or wide ranging areas. Conversely, while an average of 37% of principals of middle class schools described the quality of their material or equipment as very good over the nine items other than Maori education in the table above, the average for principals in schools located in wide ranging socio-economic areas was 25%, and in both low-middle income and working class

areas, 20%.

Vandalism levels decreased between 1989 and 1990, but remained unchanged between the 1990 and 1991 surveys. Twenty-seven percent of the principals reported no vandalism. Half the schools had had some minor damage, 31% reported broken windows, 15% several break-ins, 6% major damage, 5% grafitti, and 5% one break-in.

Location played a part. Only 5% of urban principals reported no vandalism, compared to 32% of their colleagues in small towns, and 53% of those in the country. No major damage was reported by rural principals. School size showed a similar pattern, with no vandalism at 73% of the smallest schools; conversely, only 4% of the largest schools, and no intermediates, were untouched by vandals. More intermediate principals also reported major damage (15% compared with 6% of primary school principals). Although schools in low-middle income areas were as likely as others to have had no vandalism, they had a higher rate of break-ins (31% compared with 12% for other schools), and more major damage (12% compared to 5% for others).

Children and Parents

After the cuts to state benefits took effect in April 1991 and unemployment continued to rise, a number of schools in poor areas were reported to be providing free breakfast or lunch for children who were going hungry at home. Overseas research has shown that home circumstances can have a powerful effect on children's learning, and their behaviour at school. Such changes can have both direct and indirect effects on a school's programme, budget priorities, and resources. Principals were therefore asked if there had been any changes in the economic circumstances of the children attending their school. A quarter reported no change and 1% (in a middle class area) an improvement. Sixty-two percent reported a decline in their children's economic circumstances, and 12% a substantial decline. Not surprisingly, there was a link with the socio-economic status of the school community, with 34% of principals in middle class areas saying there had been no change, compared with 11% of those in working class areas. Twenty-seven percent of principals in schools with high Maori enrolment schools noted a substantial decline, compared with 4% of those in schools with very low Maori enrolment.

Had these declines affected the school and the children's learning in any way?

Table 1.7

Effect on Children's Learning of Changes in their Home Economic Circumstances

Effect	% (N=124)
None/very little	23
Negative effect on health	17
Unsettled home life	13
Negative behaviour	12
Less money available	12
Negative effect on concentration or attention	8
Tiredness	4
Absenteeism	4

More principals of schools serving low-middle income communities noted an increase in negative behaviour than others, and those in working class communities, negative effects on children's health. Of the seven negative effects described by principals in thei responses to the open-ended question here, principals of schools in middle class areas, and/or schools with very low Maori enrolment had a lower average than others. Those in rural schools also seemed less generally affected, with an average of 6% compared with 18% for those in small towns, and 12% of those in cities.

The negative effects of the changes on schools indicate cutbacks in education outside the classroom, reduction in financial resources available through parent fees/donations or fundraising, and increased staff workloads. The same patterns linking socio-economic status, proportion of Maori enrolment, and location were also found here.

Table 1.8

Effects on Schools of Changes in Children's Home Economic Circumstances

Effect	% (N=105)
Increased demands on staff	16
None/very little	12
School prepared to pay for pupil activities	11
Negative effect on payment of fees/debts/fundraising	11
Cutback in trips/camps	10
Kept funding/transport requests to a minimum	7
More discipline/control needed in classrooms	6

Truancy also made headlines in 1991. There are as yet no national truancy figures available to estimate the extent of the problem, and it has not been clear whether the rate of truancy has changed. Some of the recent concern arises from the renewed emphasis on education as a route to employment; some from the awareness of school trustees of their responsibilities to ensure pupil attendance at their school. School trustees have also voiced feelings that their school budgets could not meet the costs of following up truants, and encouraging them back to school.

Principals were therefore asked whether their school's truancy rate had changed over the last year. Twenty-four percent reported that there was no truancy at their school, with another 58% saying it was much the same as 1990. Five percent said it had decreased, another 5% that they did not know, and only 6% said it had increased. Increases were most likely in the largest schools, in urban locations, with moderate or high Maori enrolment. More principals of schools in middle-class areas (38%) reported no truancy, compared with 17% average for others). If boards were held strictly accountable for attendance, then the costs of countering truancy would be greater for some types of school than others.

Parent Help

Only 10% of the principals said they had problems getting parent help, although 43% said they did sometimes: this is much the same as the 1990 survey. As in 1990, proportion of Maori enrolment was associated with difficulty getting parent help (27% for those in the schools with high Maori enrolment). Nineteen percent of principals working in schools in working class areas reported problems also, compared with 3% of those in middle class areas.There has also been little change in the level of parent support and principal satisfaction with it, with some increase in classroom assistance, and decrease in fundraising, and fewer reporting increases over the previous year in parent participation in board meetings and policy development.

Table 1.9
Level of Parent Support

Activity	Satis factory %	Unsatis-factory %	Lower than 1990 %	Same as 1990 %	Higher than 1990 %
School concerts/special events	94	5	2	86	9
Sports days	89	10	8	84	6
Classroom assistance	82	16	10	72	16
Fundraising	77	17	15	71	11
Maintenance of school/equipment	72	19	9	78	11
BOT meetings	72	24	12	79	7
Policy development	52	40	25	70	2

The two school characteristics associated with differences here were socio-economic status and proportion of Maori enrolment. Principals of schools in working class areas were less satisfied with the level of parent support they received with school maintenance, fundraising events, board meetings, policy development and classroom assistance - a somewhat longer list than the three areas reported in the 1990 survey results. Dissatisfaction was lowest in the schools with very low Maori enrolment in the areas of school maintenance, classroom assistance, school concerts and special events, fundraising, and board meetings.

More principals of schools in working class areas reported decreases in parental support with fundraising and classroom assistance. Urban principals and those in schools with rolls over 100 also noted more decreases for fundraising events.

Most schools in the survey (81%) got some additional volunteer help from people who were not parents of children at the school, with 45% reporting this as occasional rather than regular. Thirteen percent got no free help from the wider community. Interestingly, schools in middle-class areas were more likely to say they had no help (22% compared with 6% in working class areas). More of the smallest schools had some non-occasional help (65% compared with 38% for others). Another 13% said the school had more help from this source in 1991 than in 1990. Just over half the principals (55%) considered the level of non-parental help satisfactory, with another 23% saying they were not sure. Satisfaction declined as school size or proportion of Maori enrolment rose (from 69% to 42% and from 71% to 30% respectively).

Community support, which can be more nebulous than volunteer help, was described as high by 45% of the principals, and enough by 31%. Ten percent said it was low, and 16% said it varied. Most principals said there had been no change in the level of community support since 1990, 10% that it had increased, and 4% noted a decrease. There were no clear relationships here with school size, or school type. Those most likely to say it was low or varied were schools in low-middle or working class areas, and moderate or high Maori enrolment. This picture of wider community support and involvement is very similar to that given in 1990.

Information and Advice

Schools have a range of people they can turn to, and they choose different sources for different aspects of school life and responsibilities. Advisors and others from Crown agencies (who are, so far, available free of charge to schools) feature highly in the sources of information on curriculum, asssessment, staff development and individual children's problems; education service agencies, trustees, volunteers, and private firms dominate in the resource areas of finance and building maintenance. The school's own teachers are a major source for most areas. Tables B1-3 in Appendix B set out the sources identified by principals for ten areas of school life. The main change since the 1990 survey has been a general decline of activity with relation to gender equity and the Treaty of Waitangi.

Most principals felt satisfied that they had access to useful advice on a range of topics, as

shown in Table 1.10.

Table 1.10
Schools' Access to Useful Advice

Topic	Satisfactory %	Not sure %	Unsatisfactory %
Art and craft materials	92	3	1
Staff development	85+	6	6
Communication with parents	84	10	4
Financial/accounting system	78	11	10
Budgeting/finances	78	11	8
Building maintenance/repairs	76+	8	13 -
Individual children's problems	76	6	14
Assessment	69	13	17 -
Gender equity issues	67+	21	8 -
Special needs children	66	17	14 -
Implications of full bulk funding	59	13	25
Treaty of Waitangi issues	55+	20	20 -
Maori issues	55	20	20

However, 30% of the principals, the same proportion as in the 1990 survey, felt there were particular topics their school needed information on, or advice about, and did not get. Another 15% were unsure. These topics included curriculum (13%), mediation or troubleshooting (12%), personnel matters (11%), school management and teaching style (9% each). Other additional comments included: good quality advice, school or staff development, and 'a supportive environment for education', (3% each), and staff appraisal, time or stress management, and training for trustees (2% each). Principals in high Maori enrolment schools had more interest overall in obtaining further information or advice. Overall interest also rose with school size.

3 STAFF DEVELOPMENT

Although 89% of the principals had received some training for their work in the year, the proportion of those who had not (10%) was more than double the 4% in 1990. Thirty-eight percent of the intermediate principals in the survey had had no training since 1990, compared with 8% of their primary school colleagues. Most (73%) had done some of this training in their own time. The main source of funding was their boards (82%), followed by themselves (48%). Ministry support for principal training had dropped from 37% in 1990 to 11%. More principals in the smallest schools had received financial support from other sources (19% compared with 2% for others). Rural and small town principals were more likely to pay for their training than their urban counterparts (55% compared with 34%), as were those from full primary schools (60% compared with 34% for others).

The lower proportions of principals reporting training in many areas may indicate that they felt sufficiently skilled or knowledgeable in these areas; or that they were targeting fewer areas than before.

Table 1.11
Areas of Principals' Training

Area	% 1990	% 1991
Staff appraisal	66	61
General training on principal's role	68	51
Curriculum area	60	47
Management/administration	75	45
Charter development	69	n/a
School self appraisal	n/a	43
Personnel matters	62	40
Policy development	n/a	36
Accounting/budgeting	55	26
Instructional leadership	n/a	19
Community consultation	33	15
Equity	n/a	9
Maori issues	n/a	9
Treaty of Waitangi	38	7

Most principals would prefer to train with other principals (84%). Half would like to train with their own staff. The advisory service was the most popular source of training (42%), followed by college of education lecturers (13%), and university staff (8%). Ten percent had no preference.

Most of the principals (89%) would like more training over the next two years. The next table shows the range of their interests. The emphasis on school review, development, and appraisal shows an appreciation of the principal's accountability as school leader-manager for the quality of teaching and learning, and a shift away from the more administrative skills that had to be picked up in the first two years of the **Tomorrow's Schools** reforms.

Table 1.12
Principals' Priorities for their Training Related to ***Tomorrow's Schools*** *Changes*

Area	1990 %	1991 %
School review/development	56	59
School self-appraisal	n/a	54
Staff appraisal	62	44
Staff development	51	40
Financial planning	42	32
Legal aspects	n/a	31
Instructional leadership	37	29
Administration	32	20
Equity provisions	35	n/a
Community consultation	18	n/a
School relationships	n/a	16

Rural principals had the most interest in administration (27% compared to 13% for others), and intermediate principals more interest in financial planning (62% compared to 29% for primary principals). Principals in moderate and high Maori enrolment schools showed more interest in administration (31% compared to 13% for others), and correspondingly less in instructional leadership (17% compared to 34%). This may reflect the general impression that these schools have fewer resources available to them for the demands of local school management. Principals' own desire for more training is matched by their desire for their staff to have further training.

Table 1.13
Principals' Priorities for Teacher Training

Area	1990 %	1991 %
School self-appraisal	n/a	60
Curriculum areas	67	56
Staff appraisal	71	55
Teaching methods	n/a	52
Charter/policy development	22	36
Relations with parents	26	28
Budgeting	23	25
Administration	12	17
Equity	25	15

4 DEALINGS WITH EDUCATIONAL AGENCIES

The one substantial change since 1990 in principals' assessments of their experience of the major Government agencies with which they deal is a decline in the proportion of principals who had had major problems in their dealings with the central Ministry of Education.

Table 1.14
Principals' Assessment of their Experiences with Educational Agencies

Assessment	Ministry of Educ'n Central		Ministry of Educ'n Regional		Educ'n Review Office		Educ'n Service Centre	
	1990 %	1991 %	1990 %	1991 %	1990 %	1991 %	1990 %	1991 %
Excellent - Very good	8	4	18	17	5	16	20	30
Good	13	18	29	27	11	16	13	18
Satisfactory	35	40	25	24	15	12	12	6
Minor problems	22	24	14	18	2	6	12	5
Major problems	12	3	9	12	2	1	3	2
No contact/use yet	n/a	n/a	n/a	n/a	58	45	46	54

Principals most likely to indicate problems with the central office of the Ministry of Education were those at intermediates, and those at schools with high Maori enrolment. There was no parallel pattern with the regional offices of the Ministry, though the incidence of problems rose with school size from 12% for the smallest schools to 38% for those with rolls over 300.

While satisfaction with Education Service Centres shows a rise, slightly fewer schools were using them (44% compared with 54% in 1990), and it may be that those who discontinued their use were those who reported problems in the 1990 survey. Most of those using service centres intended to continue using them; 10% would do so for some areas only, 3% said their future use was dependent on other factors, and 5% would not. Principals of schools in middle class areas were less likely to say they would continue to use their education service centre (30%), and principals of the smallest schools, more likely (77%). This is a further indication of differences between types of school in the resources available to them.

A third of the principals commented on the problems they had experienced with the central Ministry of Education. Eight percent mentioned problems with getting money for deferred maintenance, or negotiating the property occupancy agreement. The main criticisms were that staff were ignorant or out of touch (13%), indecisive, procrastinating, or confused (8% each), slow (6%) - yet wanting information or submissions in almost impossibly tight time frameworks (3%) - or that they produced poor written communication (4%). Five percent also felt that the Ministry was powerless to help because it lacked money, or was

understaffed.

Their solutions to the problems they outlined were: to improve staffing (9%), provide consistency in policies and advice (7%), give a quicker decision (6%), consult more with people in schools, improve the positions of liaison officers, or improve written communication (4% each). Five percent would cut central Ministry staffing and give the money saved to schools.

The criticisms of the Ministry of Education's regional presence (cutback since the survey with the closure of some district offices) followed much the same pattern as the criticisms of the central office, with some additions: staff could be rigid or unhelpful (6%), and hard to get hold of (5%). The solutions were also similar, with a divide between the 9% who thought money saved from trimming regional operations should go to schools, and the 11% who wanted increased staffing or more readily available staff.

Two-fifths of the schools had had their regular review from the Education Review Office (ERO). Most principals (32%) said it had confirmed what the school was already doing, and offered constructive suggestions for change (28%). None said it had suggested major change in the school. Five percent had some criticisms of their school's review: they felt some ERO staff lacked credibility, they expressed negative views on some of the ERO suggestions, or they felt it had been superficial, suggesting only cosmetic changes.

Whether or not their school had had a review, principals, teachers and trustees were asked how useful they thought the ERO process was.

Table 1.15
Views on Usefulness of ERO Process

Usefulness	Trustees % (n=322)	Teachers % (n=396)	Principals % (n=186)
Very useful	12	7	18
Of some use	30	43	43
Not sure	31	n/a	n/a
Not useful	7	11	11

Interestingly, 31% of those teachers whose school had been reviewed by the ERO had yet to see the report of the review. Views on the usefulness of the ERO process flavoured views on whether schools needed regular outside reviews: 88% who thought the ERO process was very useful, and 58% of those who thought it was of some use thought schools needed these, compared to 25% who thought the ERO review process was not a useful one.

The latest reformulation of the ERO's outputs, to take effect from 1 July 1992, appears to

assume that schools will have a self-review process in place that can be used by ERO.[4] Three-fifths of the principals reported that their school had a process of self-review in place, with another 5% saying it was in development. Rural schools were less likely to have self-review than others (44% did not compared with 25% of city, and 32% of small town schools). Related to this, size was also a factor in whether schools had a self review process, rising from 42% of the smallest schools to 71% of the largest. Only 8% of the intermediates were without a self-review process.

Only a minority of people in schools felt that schools did not need regular outside reviews, though around a fifth were not sure of their value, as Table 1.16 shows.

Table 1.16
Views of Schools' Need of Regular Outside Reviews

View	Trustees % (n=322)	Teachers % (n=396)	Principals % (n=186)
Needed	65	49	54
Not needed	12	12	17
Not sure	19	18	20

The Special Education Service SES) supplies specialist help to schools who have pupils with special needs pupils, and also allocates some teacher aide hours (funded by the Ministry of Education until July 1992, when funding passed to the SES). Its role was under review in 1991, with the prospect likely that some of its funding would become contestable, allocated to schools to spend as they saw fit. The next table sets out principal and teacher views of the SES.

[4] From a letter to schools from the Chief Executive of ERO dated 18/5/1992:
More information about a school will be gained by this office from the Ministry of Education and from a school's self-review documentation prior to an audit or review."
It would be interesting to monitor existing school self-reviews to see whether they are modified to fit the information sought by ERO, that is, whether local and central requirements of self-review are significantly different.

Table 1.17

Principals' and Teachers' Views of their Experiences of the Special Education Service

View	Principals %	Teachers %
Excellent - Very good	27	9
Good	22	23
Satisfactory	19	18
Minor problems	16	15
Major problems	9	9
No contact yet	9	19

Because of the review of the SES, and anecdotal information about shortages of resources available to schools in their efforts to implement the mainstreaming (inclusion) policy, principals and teachers were also asked about any problems they might have had in their dealings with the SES. The information below backs up the anecdotal reports of insufficient resources for children with special needs.

Table 1.18

Principal and Teacher Views of Problems with the Special Education Service

	Principals % (N=110)	Teachers % (N=180)
Insufficient hours for pupils' needs	44	32
Insufficient SES staff	33	n/a
Time lag in getting information/advice	19	20
Time lag in getting decision	17	18
Staff unable to give information/advice	13	10

Other comments on problems principals had experienced with the SES were criticisms of staff ability (6%), and that it came too late to be of any use (3%). Teachers also expressed some doubts about some SES staff (4%), and 3% noted that SES staff seemed to be working under stress.

Rather than contestability, the main suggestions offered by principals to remedy the problems experienced with the SES were increases in its funding (13%), or increases in its staff numbers (12%). Only 3% felt the SES should be disbanded and its money distributed to schools. Three percent emphasized that it should have a service rather than business orientation, and 6% suggested it employ more suitable staff.

5 PRINCIPALS' WORKLOAD AND JOB SATISFACTION

Principals' work hours showed a slight decrease over the high figures of 1990, though two-fifths were still working more than 60 hours a week.

Table 1.19
Principals' Average Work Hours per Week

Hours	1989 % (N=174)	1990 % (N=207)	1991 % (N=186)
41 - 50 hours	35	11	14
51 - 60 hours	39	34	47
61 - 70 hours	14	42	36
71 hours or more	4	10	4

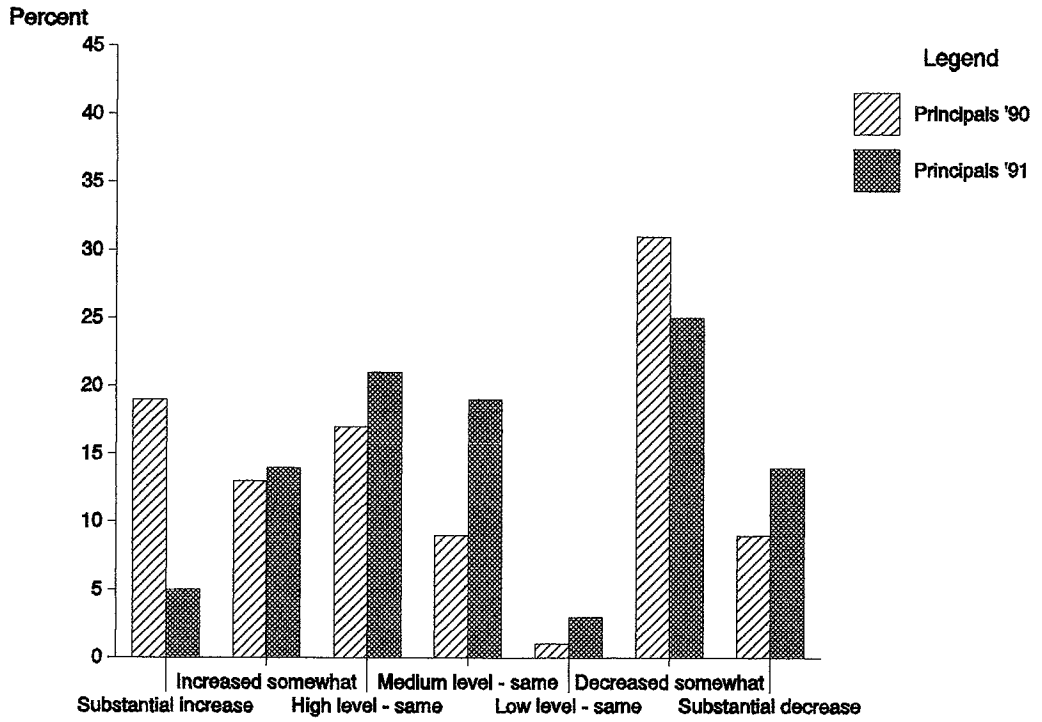
There were some relationships with school characteristics here: those working more than 60 hours a week were more likely to be in small towns (59%), and least likely to be those in the smallest schools (15%). Most principals (68%) thought their workload would stay stable during 1992, with 23% expecting an increase, and 3% a decrease. Most also thought they continued to do less teaching, and more administration, though a quarter felt able to provide more professional leadership. These figures are similar to the 1990 survey results.

Most principals thought the workload of their staff had increased during the past year, as a result of the changes to education administration. Twenty-three percent thought there had been a major increase in work for all their staff; 45% a minor increase, and 27% an increase mainly for senior staff.

Principals' levels of satisfaction have changed a little since the 1990 survey, as the next figure shows.

Figure 1.c

Changes in Principals' Levels of Job Satisfaction



As in the 1990 survey, principals described the most satisfying part of their job in response to an open ended question. Just under half the principals described more than one source of satisfaction in their work. The kinds of satisfaction they report are much the same as in 1990, with a greater emphasis in 1991 on teaching itself, and seeing positive results. This may indicate that some principals were beginning to find more satisfaction in the more diverse role which the reforms gave them.

Table 1.20

Most Satisfying Part of Principals' Work

Most satisfaction	% (N=174)
Teaching	31
Staff leadership	22
Relations with pupils	19
Seeing positive results from work	18
Making financial decisions/financial control	16
Relations with parents/community	13
Quality of school	6
Nothing	6

Teaching principals were more likely to cite teaching (51%), and contact with pupils (24%), and less likely to mention staff leadership (10%), and making decisions (5%). Those in rural schools were more likely to mention teaching, but less likely to mention contact with pupils or staff leadership, and making financial decisions. Principals from schools in working class areas were less likely to talk of relations with parents (2%), and those in low-middle income communities to mention the quality of the school (3%).

Here are a set of representative comments.

> Several major projects are coming to fruition (refurbishing). I rejoice in having a stable, loyal, hardworking and professional teaching staff. They are really committed.
>
> Being part of a team that is pulling together and achieving the best possible outcomes for our children.
>
> More control of finances, able to appoint own staff, develop policy and procedures to suit this school, involving the community.
>
> To address local needs as we see fit without having to prove one's case to another bureaucracy.
>
> Clearing the IN tray.
>
> Partnership with the BoT.
>
> Getting good working relationships amongst the staff.
>
> Freeing up teachers to offer alternative programmes
>
> Teaching.

Workload or intensity of work was mentioned by 12% in 1990 as a source of dissatisfaction. This year, it was not a feature identified by the principals. What is new are: constant policy changes, funding/budgeting, and the general direction of education, and the politicisation of education.

Table 1.21
Least Satisfying Part of Principals' Work

Least satisfaction	% (N=173)
Paperwork	36
Administration	19
Lack of teaching/contact with children	16
Dealing with education agencies/Minister	12
Dealing with board of trustees/parents	10
Constant policy changes	8
Meetings	6
Funding/budgeting	5
Direction of education/political atmosphere	5

The only school characteristics to be associated with differences in sources of dissatisfaction were location and proportion of Maori enrolment. Urban principals were more likely to mention dealing with educational agencies or the Minister, and rural principals were less likely to mention paperwork. Principals in high Maori enrolment schools were more likely to mention funding or budgeting, and dealing with educational agencies or the Minister.

A range of the comments made here:

> Sifting through irrelevant paper material to set and action priorities.
>
> Arguing interminably with the Ministry about lack of action regarding deferred maintenance and therefore unable to start real property development and maintenance. Finding that property agreements with the Ministry mean very little.
>
> Dealing with ignorance from BoT members where prejudice prevails.
>
> Attending meetings which are non-productive.
>
> Reading material which countermands previous instructions which entailed hours of work to implement.
>
> The daily battle to separate out sufficient time to do justice to a full time class responsibility.
>
> Too many poblems.
>
> Emphasis on bulk funding rather than curriculum.
>
> The general erosion of conditions and resources for teachers and children.

Change for change's sake. Change means a failure - are we as bad as all that?

The action required to respond to actions by MPs on educational matters they do not understand but 'grandstand' upon.

6 THE SCHOOL CHARTER AND SCHOOL POLICIES

In the **Tomorrow's Schools** reforms, the school charter was a key document in the contract between a school and the Ministry of Education. Each school was to set out its own goals and particular emphasis, within the context of national goals and principles, based on consultation with its community. Many schools found the task problematic in the short time allowed for it, and many neither carried out the extensive consultation some trustees and policymakers had, rather unrealistically, envisaged; nor returned their completed charter on time to the Ministry. The most frequent reply in earlier rounds of this survey to questions on the likely effects of the charter on their school was that it would have none, because it (simply) set out what was already occurring in the school. It was a document of record, rather than aspiration by which a school could be precisely measured.

This year, almost two years after the charters were due in, principals, trustees, and teachers were asked what effects the charter had had on their school. Its role as a base document which was not in daily use appears to be the most dominant. Just under half the principals (48%) said their charter was a working document in the school -in contrast to 79% of trustees and 65% of teachers in the survey. The views of all three groups, each with a different role and knowledge of the school are nonetheless similar - with the notable exceptions of two categories, curriculum and total lack of effect.

Table 1.22
Views on Effects of School Charters within School

Effects	Trustees % (n=322)	Teachers % (n=396)	Principals % (n=186)
None-school already doing what was in charter	48	49	45
Helped in development of school policies	46	39	4
More parent participation in school	22	18	14
Some curriculum changes	7	18	11
Changes to school administration	14	17	15
More equitable education	12	9	12
None	10	8	20

The next section looks at policy development relating to the aspects of disadvantage or equity which were particularly emphasised in the national charter objectives. Most progress has been made in relation to mainstreaming of special needs children (for which extra funding has been available), extending gifted children, and catering for children whose home language is not English. The picture is murkier with regard to countering prejudice related to race or sex: it would seem that between 1990 and 1991, while some schools whose policies were in the development stage in 1990 made definite steps to tackle this, almost as many decided not to proceed. [A + in the table indicates an increase of 10% or more from the 1990 survey figures, and a - indicates a decrease of 10% or more.]

Table 1.23

Special Programmes or Policies to Counter Disadvantage

Programme	Some %	In development %	None %
Maori pupils	39	20 -	39
Pacific Island pupils	4	7	87
English as a second language	24+	6 -	68
Mainstreaming pupils	42+	10 -	47
Gifted pupils	42+	18 -	40
Maori education programme for all pupils	57	19	24
Anti-racism	17	4	78
Anti-sexism	31+	6 -	36+

Not surprisingly, school characteristics had some bearing here. Schools most likely not to have programmes or policies for Maori pupils had very low Maori enrolment, served a middle class area, were in a rural location, and had less than 100 pupils. Schools most likely to have programmes or policies for Pacific Island pupils were urban, in working class areas, with over 300 pupils. Students from a non-English speaking background were most likely to have programmes designed for them in cities, at intermediates, and at the largest schools. Mainstreamed pupils were least likely to have programmes for their needs in full primary schools, the smallest schools, and those in rural locations. Gifted pupils were less likely to find programmes for them in rural schools, and most likely in intermediates. But school characteristics had no clear associations with the existence of anti-racist and anti-sexist programmes or policies, nor with that of Maori education programmes for all pupils,

Principals were also asked to indicate what part parents other than trustees had played in the development of policy in four key areas.

Table 1.24

Principals' Views of Parent Involvement in Policy Development in their School

Policy area	General %	Some %	Not yet %	Not interested %	Not appropriate %	Not involved %
Playground behaviour	16	27	18	10	16	13
Curriculum	7	42	10	12	16	13
Equity issues	13	30	16	19	6	13
School discipline	20	44	11	4	8	14

7 SCHOOL DECISIONMAKING AND RELATIONS WITHIN THE SCHOOL

Principals' views of the quality of relations between those responsible for a school have changed little since the 1990 survey. Their views are not dissimilar to those of trustees, pointing to the continued overall picture of good working relations at school level, with pockets of difficulty in 10 - 15% of schools.

Table 1.25

Principals' Views of Relations at the School

Relationship	Principal and trustees %	Between trustees %	Trustees and staff %	Principal and staff %
Excellent - Very good	68	44	54	65
Good	22	34	26	26
Satisfactory	5	12	10	3
Minor problems	6	11	7	4
Major problems	3	1	3	1

Principals noting either minor or major problems in their relationship with the school board were more likely to be rural. No principals in middle class schools or in schools with rolls over 300 said there were problems in this relationship; few principals at these schools noted problems between the board and school staff. Those most likely to note problems in working relations between trustees were in schools with rolls between 35 and 100, and those least likely to note problems in the working relations with trustees were urban. Small town

principals noted no problems in their relations with their staff. Those in schools in working class areas, and in high Maori enrolment schools were more likely to note such problems.

A quarter of the principals - rather more than the 9% who reported major or minor problems in their relations with trustees - analysed the problems they felt they had experienced with their board. The main comment was that trustees did not know their responsibilities, or lacked training (11%). Other sources of difficulty were personality clashes (6%), trustees not pulling their weight (5%), trustees with personal or ideological agendas (3%), insufficient sharing of information, or lack of understanding of education (2%).

Not surprisingly, training was the main solution suggested by principals (6%), followed by clarification of the role of the board of trustees (4%), and increased trustee accountability (2%). Six percent of the principals felt there was no solution other than their continuing to put up with individual trustees. Only 3% suggested that boards should be abolished.

A fifth of the principals described problems between the trustees on their school's board. The three main problems reported by principals were again that some did not pull their weight (8%), personality clashes (6%), and poor organisation or lack of understanding of their role (4%). Others were their workload, lack of objectivity, and failure to share information. The main solution offered was training. Some spoke of the need for a better commitment from trustees, and changes to the structure of their board.

Problems between the board and school staff were covered by a sixth of the principals. The main source identified was lack of contact (5%). Others were the unhappiness of a staff member with a board decision, interfering trustees, personality clashes, and personal relations between a board and staff member. Not surprisingly, more contact between board and staff was the main recommendation made here.

An eighth of the principals described problems between themselves and their staff. The main source mentioned was the demands of the **Tomorrow's Schools** changes (4%), with personality clashes and a policy splitting the staff also being mentioned. The main remedy suggested was more principal release time.

Principals' Views of their Board's Progress

A quarter of the principals described their board as on top of the task, 37% said they were making steady progress, 28% that they were coping, and 9%, struggling. Principals who described their board as only coping were more likely to be in small towns (55%). What issues did they see confronting their board?

Table 1.26
Principals' Perceptions of the Three Major Issues Facing their Boards of Trustees

Issue	% (N=154)
Property/maintenance	37
Bulk funding	31
Budgeting/finance/fundraising	30
Elections	24
Policy development	18
Staffing numbers/roll changes	16
Demands on trustee time	15
Understanding their role	15
Capability/effort of some board members	13
School-community relations	10
Constant changes in government policy/direction of education	10
Staff appointments	8
School direction	5
School transport	5

Other issues mentioned were relief teaching payment, audit, special needs, equity issues, and enrolment scheme.

9 THE IMPACT OF THE REFORMS

Many principals have yet to see any impact from the reforms in key areas of their school's work, on the relations between people in the school, and on their relations with parents. Those who noted some change were more likely to see it positively than negatively. The most noticeable change here since 1990 is that slightly more principals have judged that no impact has been made. Perhaps this indicates a plateau of change directly attributable to the reforms; perhaps it also indicates the stability of relationships at school level, and the supportive rather than antagonistic quality of those relationships.

Table 1.27

Principals' Views on the Impact of the Tomorrow's Schools Changes on Their Schools

Area	No impact %	Hard to tell %	Major +ve %	Minor +ve %	Minor -ve %	Major -ve %
Teaching content	52+	18	2	24	4	1
Teaching style	57+	16	4	17	4	1
Relations between teachers	53+	15	6	15	10	1
Relations between teachers and parents	43+	12	3	28	11	3
Relations between principal and teachers	42	16	8	16	14	1
Quality of children's learning	42	21	17	14	4	2
Relations with other local schools	40	13	8	24	12	3

Intermediate principals were more likely to report minor negative changes in relations with other schools (54%), relations between teachers (31%) and on their own relations with teachers (46%), and a negative impact on the quality of learning for some pupils (15%). Principals in middle class areas saw less of a major increase in their teachers' workload (10%). Those in the smallest schools were less likely to report a positive impact on relations between principal and teachers than others, and those in the largest, more likely to report a minor negative impact on their relations with other schools.

In another question, principals were asked whether the actions of other schools in their area led to changes in their own school. Most reported no change. Changes to rolls were the most frequent, with 15% reporting an increased roll as a result of other schools' decisions, and 12% a decreased roll. Fifteen percent had made minor changes to their assessment practices, and 13% to their curriculum. Only 2% had made major changes to their assessment practices, and 1% to their curriculum in response to other schools' actions.

Interestingly, there was no statistical relationship between those making changes in curriculum or assessment and those reporting changes in school rolls: their rolls were just as likely to decrease as increase.

School characteristics had some bearing here. Those most likely to report a decrease in rolls were intermediates, schools with high Maori enrolment and/or in working class, urban areas. More principals in rural schools had made minor changes to their assessment practices as a reaction to other schools. None of the principals in the smallest schools reported any increase in roll due to other local school actions.

Only a few principals noted increased competition between schools (4%), 2% mentioned recapitation, and 1% enrolment schemes. The reforms have, however, spurred some change in the schools' assessment practices, public relations, and their self-evaluation, with rather less change, however, in their communication to parents of what they are doing.

Table 1.28
Changes in Assessment, Reporting, and School Presentation as a result of the Tomorrow's Schools *Reforms*

Area	Major change %	Minor change %	Not Sure %	No change %
Pupil assessment	22	47	2	29
Internal monitoring and evaluation of school/class programmes	19	53	0	27
Public relations/advertising of school	19	51	1	28
Reporting of pupil achievement to parents	11	41	1	47
Presentation of school/class programmes to parents	6	42	2	50

Schools more likely to have made changes in their internal evaluation were in small towns. Rural schools were least likely to have made changes in their public relations or advertising (38%), and intermediates and schools with low proportions of Maori enrolment were most likely to have made major changes.

Principal estimates of the proportion of parents who discussed their children's reports with teachers was much the same as in 1990. As then, schools in working class and low-middle income areas, and those with high Maori enrolment were less likely to have 75% or more of their parents discussing children's reports with teachers. However, principals of schools in low-middle income areas were most likely to note an increase in the number of parents coming to discuss reports (31% compared with 9% for others). Just over half the principals (52%) felt that parents' interest in their children's work was unchanged from the previous year, 26% felt that a few parents were more interested, and 5% that most were. Sixteen percent were unsure.

The draft National Curriculum of New Zealand (now the New Zealand Curriculum) includes the aim of national monitoring at key stages. Three-quarters of the principals who responded thought that this should be optional if standardised assessment procedures are used, with 18% thinking it should be done in every school. Intermediate principals were more in favour of a compulsory system (46%), as were (with some overlap) those at the largest schools (42%).

The principals were also asked for their views on the effects of such a national assessment system on their pupils' learning, their school curriculum, their school, and New Zealand's educational performance.

Just under half the principals thought the main effect on their pupils' learning would be a narrowed school curriculum, and limits on their individual school practices. Other negative effects mentioned were on the children's learning, through such reponses as teaching to the test (12%), time taken away from learning to do the tests (8%), and on the children's motivation and self-esteem (8%). Ten percent thought there would be positive effects, and another 10% thought there could be positive effects, but expressed some reservations about the need for safeguards.

Similar themes came through in principals' comments on potential effects to their school curriculum. Main views of the impact of such a system on schools were: a negative effect on the direction of the school or morale of people working in the school (28%), a narrower curriculum (16%), through no impact at all (13%), a greater workload for school staff (11%), a positive impact (6%), a positive impact with reservations (5%), a negative effect on children's learning (5%), and on children's motivation and self esteem (4%).

Seven percent of the principals thought such a system would be beneficial for New Zealand's educational performance, and another 8% thought it could be, with some reservations. But the bulk of the principals did not think it would make an improvement, and 11% thought it would lower our national performance.

Principals, trustees and teachers were also asked whether they thought part of a school's government funding should be related to its pupils' achievement on national assessment tests or tasks, an idea which has been floated in relation to the Government's reform of assessment. The next table shows the rejection of this idea by the majority of those working in and for schools.

Table 1.29

Views on Linking Part of a School's Government Funding with its Pupils' Achievement on National Assessment Tests

Views	Trustees % (n=322)	Teachers % (n=396)	Principals % (n=186)
Not in favour	74	69	77
In favour	5	8	7
Depends/not sure	17	17	13

The main reasons for not favouring this link between assessment and school funding were: from principals, that variables other than the school (such as home life) affected school

performance, that it was inequitable, and would provide unfair differences in the learning opportunities available to children, and that it would not improve achievement or benefit the children, and a doubt that reliable or fair testing existed. Teachers put more emphasis than principals on differences between school populations, which they thought would make such a link unfair, and on the unreliability of tests, adding concern that the curriculum would be narrowed. Seven percent of teachers were in favour if it meant more resources for gifted children, or those with special needs. Trustees put most of their emphasis on the unfairness they saw in such a link, the role of factors other than school in children's performance, and a concern that elitist schools could be created.

10 LOOKING AHEAD

Principals' additional comments (from 100, or 54%) on the likely effects of the **Tomorrow's Schools** changes on their school substantially echoed the themes noted by principals in the 1990 survey, with the introduction of disquiet about their ability to maintain quality, bulk funding, and concern with the way central education policy is heading. Thirteen percent noted positive aspects, 10% a concern that they would not be able to maintain the existing quality of their school, 9% felt that administration was taking away time and other resources from teaching and learning, 8% noted the high demands the changes to school based management made of school staff, and another 8% commented unfavourably on bulk funding. Seven percent stressed the importance of a stable period for schools, 6% noted high demands on trustees, and 5% expressed concern at lack of consultation by the Government, or the direction of its policies. The following quotations have been selected to give a range of the views and tone of comments.

> Some aspects are better, e.g. our say in staffing has been of benefit. Many changes have been poorly considered, and those pushing them have moved on. Accountability is fine - on a two way track.

> Benefits outweigh the negatives in this school in a higher socio-economic district. Increased local fundraising is not only possible but essential to provide all extras expected.

> Parents initially were involved more at the introduction of the changes; there is still sound parent involvement, but not in the same way.

> We are all in a new learning situation where the challenges are being faced positively.

> I like most of the new system. The plan and intention can work <u>well</u> - great potential, but education needs a government Minister who will lead positively.

> We need a period to consolidate and reinforce with the minimum number of changes and new policy ideas.

> Concerned that next election will produce equally capable board - concerned over the burnout of board members, concern that the school secretary's workload is always increasing. Schools need help with administration.

I don't think that the administration changes have had too much impact on teaching and learning. Principals in general seem to be refocusing their efforts to maintain an emphasis on teaching and learning, rather than administration.

It has been assumed that a majority of parents/caregivers want 'more say' in what the school can/should offer, and how it could/should be delivered. There has been no evidence of this - the same interested willing people are simply being asked to do more and more.

Because of the total commitment of a very few parent representatives, the school staff have been able to continue to provide quality learning opportunities in an attractive and well resourced environment.

Small schools especially lose the advantage of having the principal as a staff development resource helping teachers to grow professionally. I do not now have the time to put into helping teachers as I might have done in the past because I am teaching, and also administering at a much increased level than in the past.

I feel that more and more work is being landed upon the principal, to the detriment of his/her professional role. My board of trustees seem to be slipping back into a school committee type role, and not coming to grips with their financial and personnel roles. The board is growing apathetic in the face of the increasing changes. There is little in the way of ongoing training for trustees to help them master their role fully.

We're a small school with close neighbouring schools within walking distance. We have poorer parents than those schools - and we're losing pupils to schools with computers. I think the poor school rich school scene will occur, with children's learning at poor schools drastically affected - or all schools forced to become BIG schools.

Eventually there will be a deterioration. We are trying to keep the school vibrant and dynamic, but if morale slips further, we shall fail.

Principals' views on the overall effect of the changes on the education system also indicate misgivings.

Table 1.30
Principals' Comments on Effects of Changes on New Zealand Education

Comment	% (N=106)
Concern with general direction of education	17
Changes not based on children's needs/educational quality	13
Too much change/need for stability	12
Concern with politicisation of education	11
Low morale of teachers/threats to teachers' goodwill	9
Criticism of bureaucracy/Government	8
Administration taking time at the cost of learning	6
Concern about changes to assessment/curriculum	5
Concern with bulk funding	5
Positive comment qualified	5

A representative selection from their comments:

> What has been done must lead to the establishment of double standards - an elite group getting all the breaks, and a poor group being pushed down.
>
> I'm concerned that our politicians and policymakers ignore overseas experience in areas like bulk funding and national testing.
>
> We don't need change for change's sake. We don't need to copy any other educational administration system. We should let ours evolve to meet local needs within a loose national formula. Funding must be guaranteed and inflation proofed, a national salary scale continued and funded centrally, and there is an urgent need to resetablish some form of career structure for teachers based on their abilities not who knows them, and what school they are lucky enough to be working in.
>
> Up until now, we have been riding on goodwill. Bring in the reduction of teacher's salary or set job hours, and you'll lose all of this.
>
> I see large classes, less money and resources, substandard teachers, low morale, sick teachers at work, no or less assistance for children with special needs and abilities, conflicts with boards and parents, decline in conditions and standards.
>
> I see a system going backwards professionally - we'll come into line with those systems in the USA. Members of Parliament and Government are determined to make education the scapegoat for our economic failures, rather than themselves and the '87 crash.
>
> Too many issues have become based on political image rather than educating

children. Responsibility has been shifted to BoTs, but power has been centralised.

I feel we are throwing out the baby with the bathwater. We already have an effective primary education system. There are some changes that need to be made, but they are adjustments to the current system. Why do educators come from countries we are meant to emulate (according to the Minister of Education), and say, 'Don't change - we want to be like N.Z'?

As a nation we are walking backwards to obtain a mediocre education system.

II - TRUSTEES

1 RESPONSE

Responses to the survey came from 68% (322) of the 476 trustees approached. (The 1990 response rate was 65%, and 1989, 70%).[1] Eighty-five percent of the schools in the survey sample are represented in the responses (203 of 239). There were slight differences between the school characteristics of those responding and the overall survey sample, with fewer from rural areas (37% compared with the sample 44%), contributing schools (48% compared with the sample 53%), and schools with rolls of 36 to 99 pupils (22% compared with 26%). Slightly more of those taking part came from schools with very low Maori enrolment, and, correspondingly, slightly fewer from those with low or very high Maori enrolment (see Appendix A for details).

Forty-eight percent were female, 50% male. Eighty-four percent gave their ethnic group as Pakeha/European, 8% Maori, 6% 'New Zealander', 1% each from Pacific Island and Asian backgrounds. Available figures for the 1991 census for the 30-49 age group for people giving one ethnic group show 77% NZ European, 9% Maori, 4% Pacific Island, and 2% Asian. There may therefore be some over-representation of Pakeha/European in this survey, and amongst school trustees generally.

Trustees' socio-economic characteristics continue to show an over-representation of those at the upper end of the social scale and a corresponding under-representation at the lower end. This was also the situation when the former Department of Education surveyed all boards in May 1989, just after the first elections, and in NZCER's 1990 survey (see Table A.2 in Appendix A for details).

Only 1% of the trustees responding gave their age as less than 30: 48% were in their thirties, 43% in their forties, and 6% were 50 years or older.

The comparison of trustee and parent educational qualifications in Table 2.1[2] shows some apparent differences between trustees and other parents. These are probably due to the difference in gender between the parent and trustee responses. Nonetheless, they suggest that trustees may have had a somewhat longer educational experience, acquiring greater formal

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[1]. Thirty-six percent of the trustees responding have taken part in the survey since 1989; 32% for both 1990 and 1991, and 35% were new participants.

[2] NOTE: In all the tables in this chapter, percentages are based upon the total number of trustees responding, N=334 in 1989, N=310 in 1990, and N=322 in 1991. Numbers replying to a particular question are indicated where appropriate, but the percentages are still based on the total N.

qualifications than other parents. Interestingly, trustee educational qualifications showed few statistically significant relationships with school characteristics such as location or proportion of Maori pupils, other than two aspects. Trustees of schools in small towns were less likely than others to have university degrees (5% compared to 17%), and more likely to have trades qualifications (30% compared with 19%). The boards of the smallest schools had a higher than average proportion of people with no school qualifications (26% compared with 15% for others) and a lower than average of people with trades qualifications (3% compared with an average of 20% for larger schools).

Table 2.1
Highest Education Qualification of Parents and Trustees

Qualification	Parent % (N=702)	Trustee % (N=322)
University degree	11	16
Nursing/teaching certificate/diploma	18	11
Trades certificate/diploma	13	19
Incomplete tertiary qualification	8	7
UE/Higher School Certificate/Sixth Form Certificate	20	24
School Certificate	31	20
No qualification	18	13

A comparison with 1991 census figures for the 30-49 year old age group also shows that both trustee and parent responses to our survey considerably under-represent those with no qualifications (1991 census: 41%), and slightly under-represent those with School Certificate (1991 census: 23%) or sixth form qualifications (1991 census, 16%).

Their school experiences left similar overall impressions on trustees and parents, with the exception of intermediate schools, which more parents than trustees appear to have attended. More of those trustees on intermediate school boards liked their own intermediate schooling (58%) than did their colleagues at full primary schools (27%), or contributing primary schools (41%).

Table 2.2
Parents' and Trustees' Feelings about Their Own Schooling

View	Parent % (N=702)	Trustee % (N=322)
Liked primary	85	87
Liked intermediate	57	35
Liked secondary	71	76
Disliked primary	9	8
Disliked intermediate	9	7
Disliked secondary	21	16

2 COMPOSITION OF BOARDS OF TRUSTEES

Most of the trustees who returned questionnaires had been elected to their school board (85%), and 80% had been on their board since their beginning in May 1989. Eleven percent had served for one to two years, and the other 9% for less than a year.

Only 8% of the schools had fewer than their complement of five trustees on the board, other than principal and staff representative. A further 39% had five only, but most of the boards had widened their ranks through co-option. Just over half the schools represented (53%) had boards of six or seven. Twenty-four percent had boards of eight to ten members. Rural school trustees and those from the smallest schools were much less likely than others to report boards with eight or more members.

It will be interesting to see whether the profile of the size of boards, and the number of co-opted members (see below), changes with the new latitude given them in the Education Amendment Act 1991 (2) to decide how many elected members they wish to have.

Thirty percent of the schools represented had no co-opted trustees on their boards. Thirty-five percent had one co-opted member on the board, 44% two or three, and 9% included four or five. Schools in working class areas, rural trustees and those from the smallest schools were more likely to report their school had not co-opted any trustees. Trustees from integrated schools reported a higher proportion (19%) of four or five co-opted trustees than those from state schools (5%).

A quarter of the co-opted trustees amongst the survey respondents had served on their boards since the first election, 45% for one to two years, and 28% for less than a year. This is quite a different spread from the overall spread for the survey. More women (21%) were co-opted

than men (8%), and slightly more Maori (22%) than Pakeha/European (15%). Thirteen percent of co-opted trustees were aged 50 or more, almost double their overall proportion in the responses to the survey.

The degree of co-option is much the same as in 1990, and covers much the same range of responsibilities, with the exception of a rise in liaison with other school organizations whose main function is fundraising. This is not surprising given that half the trustees reported that their board had increased its fundraising efforts between 1990 and 1991.

Table 2.3
Co-opted Trustees' Responsibilities

Responsibilities	1989 % (N=267)	1990 % (N=215)	1991 % (N=234)
Maori liaison	14	19	20
Property/maintenance	11	16	24
Secretary	18	16	20
Treasurer	26	14	16
Liaison with PTA/Home and School Association/ School Council	<3	9	17
Community consultation	<3	8	13
Charter	11	8	n/a
Liaison with ethnic communities	6	6	5
Staffing	<3	5	7
Fundraising	-	n/a	5

Other responsibilities included the policy subcommittee (4%) and board representative on NZ School Trustees Association (1%).

Most of the schools (65%) had co-opted trustees who were also parents of children at the school. Twenty-two percent had one non-parent on their board, and 4%, two or three. Thirty-five percent of trustees from integrated schools compared to 19% from state schools reported the co-option of non-parents. Presumably this reflects the inclusion of proprietors' representatives. Intermediate school trustees were more likely to have two or three non-parents as co-opted colleagues than those at primary schools, as were those at schools with high Maori enrolment, and those at integrated schools.

These are almost identical figures to the 1990 survey results. The stability of the use of co-option, and the fact that for the most part co-opted trustees were also parents, would seem to indicate that many schools are able to find the knowledge and skills they need amongst members of their own school community. Other material in this chapter amplifies the confidence most trustees feel about their board work. However, trustee views on the proposal to allow people who are not parents of children at the school to stand for election, which also

became law with the passing of the Education Amendment Act 1991 (2), were divided.

Table 2.4
Views of Non-Parent Eligibility to Stand as Trustees

View	Trustee % (N=322)	Parent % (N=702)
In favour	48	38
Not in favour	38	45
Not sure	13	14

The main reason given by trustees for supporting the ability of non-parents to stand for election - still with only parents eligible to vote - is that they could have expertise from which the school could benefit from (27%). Others in support, or unsure, felt that it was good to have a wide range of people to choose from (11%), or that they could bring fresh ideas with them (5%). Thirteen percent of those in favour or unsure qualified their view: a non-parent trustee was fine so long as they knew the school, and were committed to it through having had a child there, or a child who would be coming to the school.

Most of the trustees opposed to the idea, or unsure of its merits, felt that parents had more interest in and commitment to the school (27%), with 7% fearing non-parents could bring vested or narrow interests with them. Other views were that parents were better informed about their child's school (6%) and co-option already allowed non-parents to join boards if they had desired knowledge and skills.

Trustees from integrated schools and intermediates were much more in favour of non-parents being eligible for election than others. This may be linked to the higher proportion of non-parents already on the boards of these schools, as co-opted trustees - although there was no similar link for trustees at high Maori enrolment schools. While the proportion of rural school trustees in favour of non-parents being eligible for election was as high as others, more were unsure. There were no differences linked to proportion of Maori enrolment, socio-economic status of the school's community, co-opted status of trustees, or trustees' age, ethnicity, socio-economic status, or gender.

Turnover of Trustees

Thirty-two percent of the trustees said their board still had all the parents originally elected as trustees, and another 35% had lost only one. One hundred and fifty-one (74%) of the schools represented in our response had therefore retained all or all but one of their original elected trustees. A fifth reported the loss of two of the original five, 10% the loss of three. Only 1% of the trustees (two schools) said their board had lost all its original members, and 2% all but one. These figures are close to the results of a similar question in a NZ School

Trustees Association telephone survey of board chairpersons in December 1991 - January 1992[3].

Both survey results highlight how stable boards of trustees have been in their first term of office. This stability, and thus the ability to develop relationships and build on existing knowledge of the school and its operating environment might well be a factor in the confidence of trustees.

Location did not play a part in differences in retention of trustees on their boards. Interestingly, and probably against some expectations, trustees from intermediates reported a significantly higher proportion of all original elected trustees remaining (58%)[4] compared with 31% for full, and 26% for contributing, primary schools. The smallest schools (rolls under 35) were least likely to have kept all their original trustees (13% compared with 33% overall).

A related question on the rate of trustee resignation in 1991, both elected and co-opted, gives further material on the stability of boards. No resignations were reported from 35% of the schools represented, close to the 1990 survey figure of 41%, and only one at 37% of the schools. Thirty percent of the schools lost two trustees, 13% three, 6% four, and 4 schools (2%), five or more. Rural trustees (38% compared with 24% average for other locations) and and those from schools in working-class areas (46% compared with 30% average for schools serving other socio-economic segments) each had a higher proportion of no resignations. Trustees from small towns were more likely to have lost three or more over the year (31% compared with 14% average for city and rural trustees), as were those from schools with high Maori enrolment (27% compared with 12% average). Intermediate school trustees were less likely to have had three or more resignations than their primary school colleagues (4% compared with 17%).

Most schools had replaced trustees who resigned, although 13% had not. The pattern of replacement was similar to that reported in 1990, but with higher figures. Co-option remained the most popular method of filling a board vacancy (reported by trustees at 45% of the schools represented, a significantly higher figure than the 31% in 1990), followed by board nomination (32%) and election (29%).

The next table gives a picture of the main reasons for trustee resignations, as perceived by

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[3] Green, Larry (1992) *Membership and tenure of boards of trustees and trustees' intentions for re-election in the 1992 Triennial Elections*. Wellington: NZ School Trustees Association. This survey also covers secondary schools in its nationally representative sample of the chairpersons at 268 schools. Figures are given in relation to total number of board members, co-opted as well as elected, with a total of 78% for boards retaining all or all but one of their original members.

[4] In the 1989 elections parents of children intending to attend an intermediate school in 1990 were also eligible for election.

their colleagues.

Table 2.5
Trustees' Perceptions of Reasons for Resignations of Colleagues

Perceived Reason for Resignation	1990 % (N=164)	1991 % (N=229)
Moved out of district	n/a	26
Job workload	14	22
Child left school	n/a	21
Disillusionment	13	15
Job transfer	26	11
Family responsibilities	13	8
Board workload	8	8
Health	n/a	5

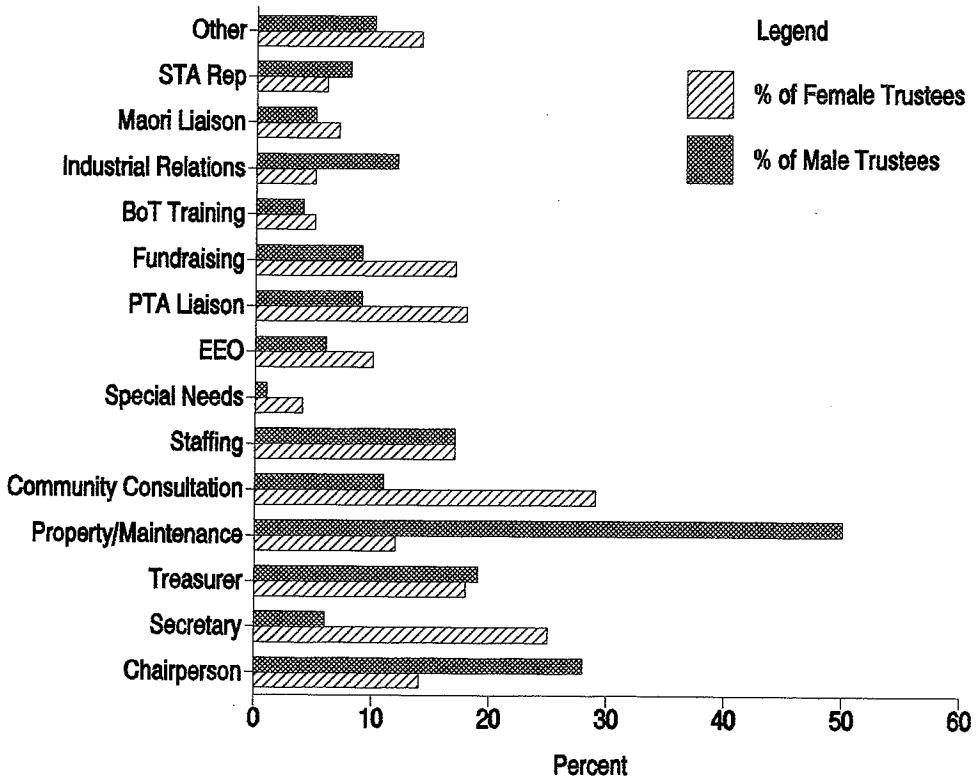
While aspects of board work were mentioned by 23% in 1991, external responsibilities and pressures are the main common factors in the other reasons mentioned. Though this is probably common in voluntary organisations, it is worth noting in the light of the Government's desire to pass more responsibility for social services, including education, to 'the community', or volunteers. It will be interesting to see whether the liberalisation of the eligibility of non-parents to stand for boards of trustees produces a decline in the proportion of resignations due to a trustee no longer having a child at the school. If many non-parents stand and are elected, and the resignation rates remain unchanged, perhaps those who opposed liberalisation on the grounds that non-parents lack parents' motivation for the work will be seen to have a point.

3 TRUSTEE WORKLOAD AND RESPONSIBILITIES

As in 1990, just over half the trustees in the survey were responsible for more than one aspect of their board's work. A quarter had two areas of responsibility, 13% three, and 15% from four to nine. Only 8% had no specific responsibilities. There were no significant gender or ethnic differences related to the number of board responsibilities taken on. Gender does make a difference, however, in who does what on boards. Two-thirds of the chairpeople in this survey were men, three-quarters of the secretaries women. Women were over-represented in the jobs of community consultation, special needs, PTA liaison, fundraising, equal employment opportunities, and Maori liaison, and under-represented in just one area,

industrial relations.[5]

Figure 2.a
Trustees' Responsibilities by Gender



Other responsibilities mentioned were policywriting, finance, a particular project, publicity, uniforms, and discipline. Just over two-thirds of those undertaking liaison with the Maori community were themselves Maori. The proportions of Maori in other board roles were much the same as Pakeha/European, with lower proportions acting as secretary, treasurer, and undertaking staffing responsibilities.

Workload

Some small changes are noticeable in the time given to their work reported by trustees over the three years of this survey. However, this is perhaps less than expected by those who thought the initial year would make the most demands as systems were set up, charters written, and parents consulted. In 1991 there were fewer trustees working ten or more hours

[5] A pertinent small-scale study of women trustees' work and perceptions of their role as trustees has been completed by Sue Newton & Karen O'Connell (1991 MEd paper, Education Dept, Victoria University, Wellington).

a week than in the first year, and a slight, but not significant rise in those able to do their work in less than two hours a week. The number of trustees on their board made no difference to the hours worked by individual trustees. More women than men were putting in six or more hours a week (20% compared with 13%).

Table 2.6
Average Hours per Week on Trustee Work

Hours	1989 % (N=334)	1990 % (N=310)	1991 % (N=322)
Less than 2 hours	29	29	38
2-5 hours	49	46	44
6-10 hours	16	14	13
10 hours or more	7	5	3

There are some variations related to board responsibility. Chairpersons and those responsible for industrial relations were over-represented amongst those putting in more than ten hours a week on average. They are also over-represented amongst those putting in six to ten hours (or the equivalent of a day a week), as are those responsible for board training, NZSTA representation, Maori liaison, equal employment opportunities, liason with the school PTA, and fundraising. This is partially because those doing these tasks are more likely to have two or more responsibilities on the board.

Interestingly, figures from the Waikato University March 1991 national survey of secondary trustees give a very similar spread of hours worked.[6] Like primary and intermediate boards of trustees, their workload was a mix of the practical, or day to day, and global. Only 14% of the trustees in the Waikato study said their board spent 75% or more of its time on governance, which is how the role was defined in the early days of the reforms, with another 25% giving between 50 to 75%, and 48% less than 50%. A 1990 study of 38 Auckland primary and secondary schools also shows that although the board chairpersons interviewed thought they saw the difference between governing and managing very clearly, they did not agree about which areas of decisionmaking (other than fundraising policy, determination of school fees and appointment of basic scale teachers) belonged to which sphere.[7]

Table 2.7 shows the dominance of different aspects of school administration reported by the

[6] Paul McKeown and Clive McGee (1991) *National Survey of Secondary Schools* Waikato University, Monitoring Today's Schools project, Working Paper 1.

[7] Helen Timperley, Stuart McNaughton, Judy Parr, & Viviane Robinson (1992) *Community-School Collaboration: Beliefs and Practices* Auckland: Auckland Uniservices Ltd, University of Auckland, p 7

primary and intermediate trustees in this survey.

Table 2.7
Trustees' Ranking of Time Spent on Major Board Activities by their Board

Areas	Most time %	Second most %	Third most %	Fourth most %	Fifth most %
Financial management	34	31	19	6	6
Day-to-day management	28	15	16	24	1
Property/ maintenance	21	20	30	18	1
Policy decisions	16	22	23	27	2
Other	1	2	2	2	14

Staffing and personnel issues had preoccupied the boards of 6% of the trustees, providing for special needs pupils 2%, with a scattering of other issues such as disciplinary problems, fundraising, and community consultation.

There were some differences related to school characteristics. Finance and day to day management took more of the time of trustees on schools with moderate or high Maori enrolment than those from other schools. Policy matters were more likely to come first in terms of time for urban schools, and property and maintenance for the smallest schools.

It would seem that the scope of activities of New Zealand school boards of trustees is wider, and less pure, than the very clear split between 'governance' and 'management' envisaged by the Director-General of Education employed as 'change-manager' to implement the reforms.[8] Arguably, this is because of the small size of many New Zealand schools, the lack of administrative personnel and resources within the school itself, the priority given to classroom learning in school budgets, and the very real desire of many trustees to have a practical involvement in their school, with tangible results. Indeed, 47% of the trustees in this survey said one of their contacts with their school's teachers was the help or work they did in the school. To what extent this interest stems from the fact that most trustees are also parents may be answered if the new ability of non-parents to stand as trustees results in marked changes to the composition of boards of trustees.

4 TRUSTEES' SATISFACTION WITH THEIR WORK

Achievements, working with others - and for the children who provide a school with its

[8] Russell Ballard and Peter Duncan (1989) *Role of the Principal and Trustees in Tomorrow's Schools* Wellington: Department of Education

particular purpose - are the main themes in trustees' identification of the most satisfying parts of their work. This is much as it was in 1990, though satisfaction from team work has risen significantly, and a new item is that the school was running well.

Table 2.8

Sources of Trustees' Satisfaction with their Work

Most satisfying part of trustee work	1990 (N=257) %	1991 (N=293) %
Making decisions about the school	36	27
Doing things for children	16	22
Seeing progress/improvements	16	20
Working as part of a team	10	18
Having school running well	0	15
School community relationships/support	7	7
Positive relationships at school	0	6
Nothing/none	0	5

NOTE: This question and its companion, on the least satisfying part of trustee work, were open ended in both years.

Other sources given were the good quality of education at the school and having the school's finances in order (3% each). Below is a representative selection from trustee comments here.

> So far, development of working relationships with other trustees, staff, and principal.
>
> Involvement with the school.
>
> Seeing different things turn out as we would expect them to.
>
> Keeping the school running smoothly, avoiding possible problems in the new structure, making the most of opportunities.
>
> Seeing the school running efficiently, and having a community input into this.
>
> Having the administration set up so that the teachers can spend their time in the classroom to best effect.
>
> The ability to appoint staff.
>
> Spending money on areas in the school that we weren't able to do before - we didn't have the finance available.

Those at the smallest schools made slightly less mention of positive relations and working as a team than did trustees from larger schools. Perhaps surprisingly, trustees from rural schools were less likely to mention working as a team than their counterparts in small town and city schools. Small town school trustees reported more positive relations than those in rural and city schools, but made less mention of things running well. Trustees at high Maori enrolment schools were less likely to report positive results than others, but more likely to note good relations between the school and community. Intermediate school trustees were also less likely to mention positive results than their colleagues in full or contributing primary schools. There were no differences associated with the socio-economic profile of the school's community.

The dissatisfying aspects of trustees' work have also remained much the same since 1990, with the addition of three items: changing Government policy, lack of funding, and inability to make progress.

Table 2.9

Sources of Trustees' Dissatisfaction with their Work

Least satisfying part of work	1990 % (N=254)	1991 % (N=276)
Paperwork	22	17
Dealing with the Ministry of Education or regulations	16	17
Workload	16	14
Constant change in Government rules	0	12
Lack of funding	0	10
Inability to make progress	0	6
Lack of payment/lack of recognition	9	5
Conflict/controversy	7	0
Charter/policy writing	7	0
Meetings	5	0

Other reasons given were: property and maintenance problems and parental criticism of the board (4% each), (parental) criticism of teachers (3%), and a low level of parental interest (2%). Here is a sample of trustee comments on dissatisfying parts of their work.

> Doing the formal things, like writing policy etc.
>
> When I'm busy with our farm, trying to fit school hours in as well. Sometimes it's impossible.
>
> Time spent okaying accounts for payment.
>
> All the advertising, begging letters, fundraising schemes that I have to read through as secretary.

Correspondence to and from the Ministry of Education, many items of a conflicting nature.

Playing a part which has no real effect on the school or school life because of uncertainty re maintenance payments, uncertainty re teacher employment/bulk funding, changes in emphasis and policy - too many rapid, ill-considered changes in the system.

The great responsibility - the wading through and attempting to understand government decisions.

Trying to get the Ministry of Education to keep to their side of the agreement, i.e. to pay for maintenance considered to be their responsibility.

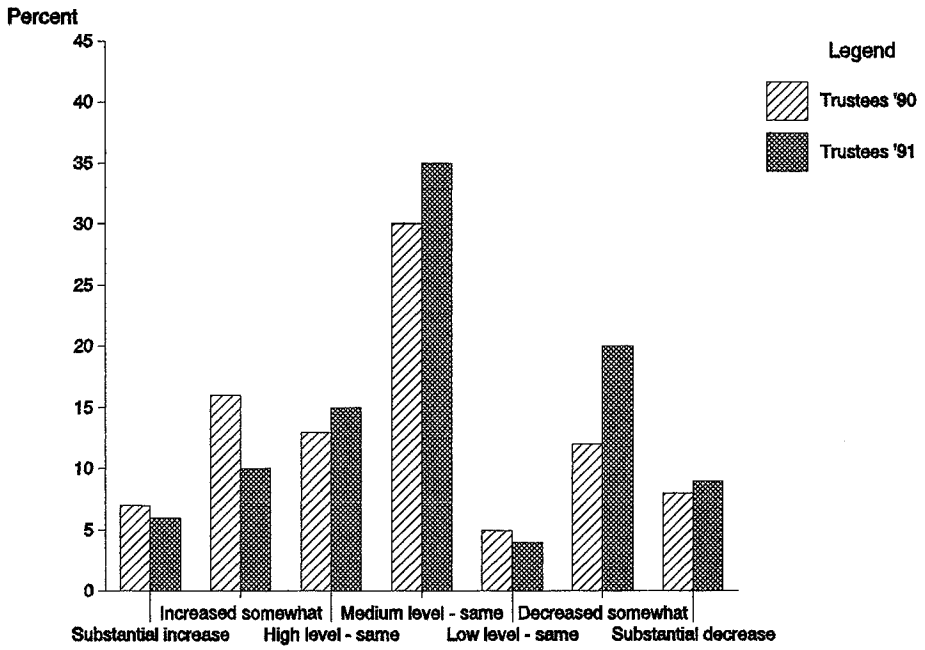
Dealing with changing deadlines and priorities which come from a Minister who is out of touch with many basic issues.

Not surprisingly, paperwork was more of an issue for trustees at the smallest schools, and for those in small town and rural schools. Parental criticism was reported at a much higher rate (18%) at schools with rolls between 200 - 299 than others. Trustees in schools in small towns were more concerned with lack of funding than their colleagues elsewhere, but less concerned than the latter about changing rules and dealing with Government departments. Intermediate trustees also had more concern than their primary counterparts on lack of funding, as with maintenance and lack of beter payment for trustees. Lack of funding was much more of an issue for trustees at schools serving working class communities than for others (22% compared with 8% average).

Trustees were also asked whether their level of satisfaction with their work had changed over the year, as shown in Figure 2.b.

Figure 2.b

Changes in Levels of Trustees' Satisfaction with their Work



The main change since 1990 is a slight increase in those whose satisfaction declined during the year. One hundred trustees commented here. For those whose level of satisfaction had increased, the main themes were that the board was doing well, or doing interesting things (4%), relations between people at the school had improved or they felt they understood their role as a trustee now (2%), or because they had more time for board work, or reduced responsibility on the board (2% each). Themes for those whose satisfaction had declined were that the board work took too much of their time or effort (7%), concerns with the direction of the education system (6%), concerns with funding (4%), concerns with the constant changes to education (3%), because trustees did not appear to have any real say, or because there were poor relationships amongst board members (2% each). Some illustrative comments on changes to trustee satisfaction over the last year follow:

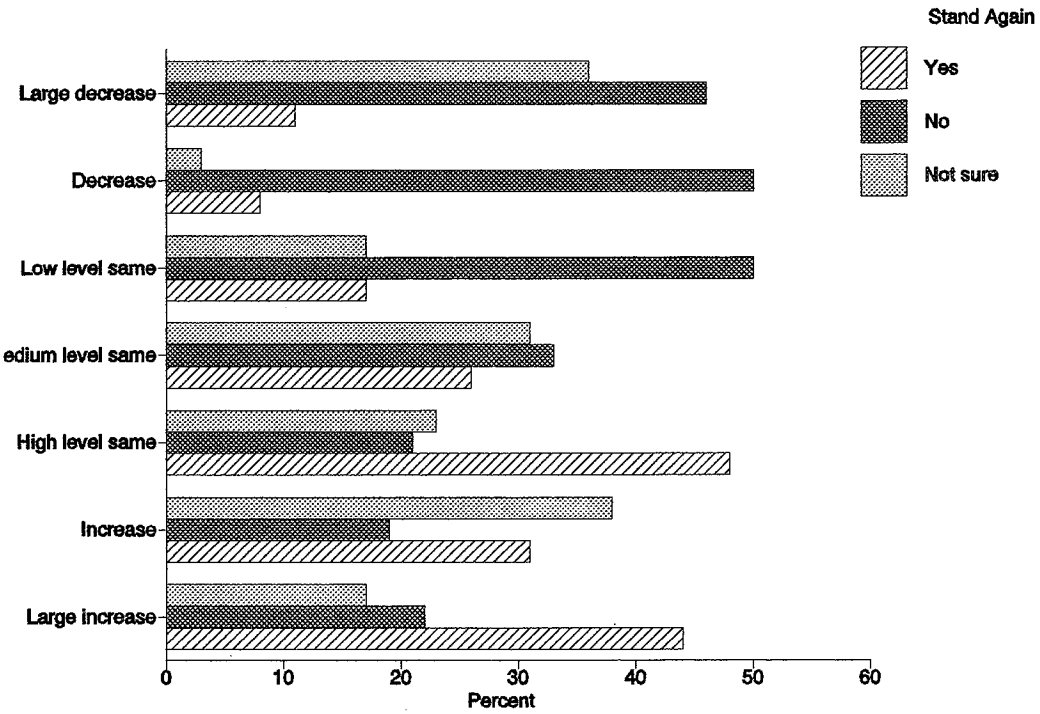
> I find it is becoming far too time-consuming.
>
> I think people coming in have an illusion that they can help the school, but nothing will be achieved unless the partnerships between community, staff and board are worked at/by everyone involved.
>
> Too much change. Firstly the charter was all important, then forgotten, now it's bulk funding. Too many government experts justifying their existence.
>
> There is a better spirit of co-operation among board members following the resignation of one member.
>
> Starting to see some benefits for the school.
>
> As a Maori member, I feel our concerns are taken lightly.
>
> Trying to get teachers to realize that there is a tough environment out there and trustees and staff are right in the middle of it.
>
> [Decreased satisfaction] Due to the fact that the Ministry always seems to go back on their promises.
>
> As I am realizing that there is more and more being asked of the BoT by the Government, the position as a trustee is becoming more stressful.

No clear statistical relationships could be found in either the 1990 and 1991 surveys between trustee satisfaction and aspects which might be thought to be linked: hours worked, board responsibilities, or views of the adequacy of their school's funding. There was one relationship between satisfaction levels and school characteristics. Half the trustees in schools with high Maori enrolment have decreased or low satisfaction, double the average for other schools. Maori trustees were more likely than their Pakeha/European colleagues to express a substantial decrease in satisfaction over the year (26% compared with 9%). But length of service had some bearing: trustees who had been on their boards since the beginning were more likely (36%) to express decreased or low satisfaction compared to 26% of those who had been on their boards for one to two years, and 22% of those who had been on their boards for less than a year.

Trustee Willingness to Stand Again for Election

Changes in trustee levels of satisfaction did, as in the 1990 survey, have a clear link with willingness to stand for election for another term, as shown in Figure 2.c.

Figure 2.c
Trustees' Satisfaction in Relation to their Willingness to Stand Again if Eligible



Length of service was the main reason given for not standing again (10%). Some trustees noted they had also been on their school's committee before the board came into existence. Other trustees said they had other things they wanted to do, or needed the time for their paid work (6% each). Some felt their board needed new blood, or that the government was exploiting them (4% each). Other reasons were needing time for family, bulk funding of teacher salaries, and lack of training and support.

Although those who had been on their board since the start of the **Tomorrow's Schools** reforms were twice as likely to have decided not to stand as others (38% compared with 17%), the proportion who had decided to stand again was as great as for others who had joined the board later. So, though length of service undoubtedly is a strong factor at work in many trustees' decisions, it is not necessarily the main or deciding factor. As noted in the report of the 1990 survey, this is a feature which distinguishes boards of trustees from their

predecessor school committees.[9]

School characteristics showed no relationship with trustees' willingness to stand again, nor did aspects such as their view on whether their 1991 government funding had been adequate, whether staffing was adequate for 1992, satisfaction with parent involvement generally and in policy development, and satisfaction with their level of parent contact.

5 TRAINING AND SUPPORT

Most (83%) of the trustees in the survey had had some source of advice or training for their work in 1991. As the next table shows, most of this was in the form of centrally produced written material, or drew, often informally, on the resources of the staff at the trustee's school.

Table 2.10
Forms of Trustee Training/Support 1991

Type	%
Material from NZSTA	65
Material from NZEI	56
Guidance and information from school staff	41
One-off training session/seminar	23
Regular contact with trustees in other schools	22
One-off training session with local school cluster	21
None	17
One-off training sessions/seminars with NZSTA	12

Other sources mentioned by one or two people were the Ministry of Education, rural school advisor, private firm, educational conference, and tertiary institution. While trustees who had come onto the board in the last two years were more likely (57%) to get advice from school staff than those who had served since the beginning (38%), those who had served less than a year had had less formal training (through seminars etc) than others (4% average over the forms asked about compared with 18%). Twenty-nine percent of the newcomers had had no training in 1991 compared to 14% of others. Small town trustees were less likely to have taken part in NZSTA seminars than others (3% compared with 14% average), and those from high Maori enrolment schools had participated less in one-off seminars (11% compared with 29% average for others).

[9] Davey, Judith (1977). *One in Five - Women and School Committees*. Society for Research on Women, Wellington branch.

Satisfaction was mixed; only 28% said their training/support had fully met their needs as trustees, 55% said it had only partially met their needs, while 10% said it had failed to meet their needs. There appears to be further room for improvement in this area. There was no link here with school characteristics, but those who had come on to the board since the first election were more likely to be dissatisfied than those who were elected at the start.

Trustees were asked what topics they would like further training on, and who they would like their training from. Thirty-seven percent of the trustees mentioned at least one topic they would like to cover, much the same as the 40% in the 1990 survey who said they would like more training.

Topics of interest varied. Finance (including fundraising) and the role of trustees were mentioned by 7% each; legal and industrial relations aspects by 6%, staff appraisal by 5%. Four percent each mentioned meeting procedures or group dynamics, and administration (including asset registers), and 1% each asked for advice or training on equal employment opportunities and involving parents. This year's survey question on areas of further training was open ended in contrast to the previous year's, where 14 boxes to tick were offered. Figures are higher for individual areas in the 1990 survey, and cover more areas than those identified by trustees in 1991. Interesting omissions from the 1991 topics are making appointments, community consultation, a curriculum area, Treaty of Waitangi, and multiculturalism. Their absence indicates that these are areas which most boards feel they have grappled with, or do not identify as priority areas.

Preferred sources of training also vary, and tap other sources than those trustees had available to them in 1991. There were no significant statistical relationships with school characteristics.

Table 2.11
Who Trustees Would Like their Training From

Preference	%
Other trustees in cluster groups	30
Ministry of Education	29
NZSTA	28
Educational institutions	25
Private firm	13

Comments here emphasised the need for practical training. Some representative examples:

> Someone who had actually done the job successfully.

> Whoever has information on that topic. Always prefer two means of information to

give balance.

Have attended a private firm seminar in the first year, but felt presentation was too professional when basic facts would have sufficed.

Whoever is free or cheap and will train us properly.

Twenty-nine percent were happy with training from just one source; 20% wanted it from two sources, 12% from three, and 7% from four or more.

Support in Issue or Problem Solving

Trustees were asked what action their boards had taken in major areas of their work if they had faced issues or problems, and the success of their action. Their answers give us further insight into the nature of board work. Two-thirds of the trustees said their boards had faced issues related to financial management, 59% issues arising from major policy decisions, 52% issues in the area of staff appointments, 36% issues stemming from conflict or difficulty within the board, or between board and school staff, and 32% industrial relations issues.

The action which boards took to resolve any problems in these areas is set out in Appendix B, Tables B.4 - B.8. Most action was taken internally, often with advice sought from people in local schools or the community, or from both NZ School Trustees Association, and the teacher union, NZEI. Most of those responding indicated just one action taken with regard to problems of industrial relations or conflict within the Board or in Board-staff relations. Thirty-seven percent of the trustees indicated two or three actions taken in response to problems in financial management, 29% in the area of major policy decisions, and 24% in the area of appointments. Four or more actions were indicated by 16% of the trustees in appointments, 13% in finance, and 12% for major policy decisions.

Most issues or problems appeared to be fully or partially solved by the action taken by boards, with very few reporting failure or futility.

Table 2.12

Trustees' Views of Success of their Board's Dealing with Problems/Issues

	Solved problem/ issue %	Problem partially solved %	Too soon to tell/ not sure %	Not success-ful %	Board unable to resolve %
Major policy decisions	35	5	15	1	0
Staff appointments	34	3	7	1	1
Financial area	30	16	20	1	3
Board or board/staff relations	20	8	7	2	2
Industrial relations	20	5	7	1	1

It is not surprising then that though many trustees would appreciate more training or advice, their perception of their board's need for outside support is modest.

Table 2.13

Trustees' Views of their Board's Need for Outside Support

Topic	Yes %	Not sure %	No %
Financial management	29	8	61
Staff appointments/promotions	23	9	63
Industrial relations	20	15	62
Major policy decisions	15	13	67
Difficulty in school relations	13	9	72

There were some relationships with school characteristics. Trustees in small towns were less likely to feel their board needed outside assistance to resolve internal difficulties (5% compared with 15% average for others). Trustees from schools with very low Maori enrolment were less likely than others to feel the need for outside assistance in the areas of finance, industrial relations, and internal difficulties. Interest in assistance in industrial relations rose with school size from 6% for trustees from the smallest schools to 25% for those with rolls over 300. Trustees from middle-class schools showed least interest in assistance with finance, appointments and promotions, and internal difficulties.

Eighty-three percent of the trustees came from boards which set priorities for the year ahead. Sixty-nine percent said doing so helped keep them on track, while 15% said outside demands

and changes made it difficult to adhere to their board's set of priorities. Twenty-nine percent of the trustees also came from schools which had already established their own process of self-review.

However, as noted in the first chapter, most trustees (65%) thought that schools needed regular outside reviews. There was no link between this view and whether or not their school had already been reviewed by the Education Review Office. Thirty-eight percent of the trustees were at schools which had been reviewed by the Education Review Office in 1991, and most of these thought the process had been very useful (a quarter of those reviewed), or of some use (just over half of those reviewed).

Trustees' Views of the NZ School Trustees Association

When it started in May 1989, the NZ School Trustees Association (NZSTA) combined two former organizations, one representing primary and intermediate school committees, and the other secondary school boards with interim staff and honorary officers drawn from the former organizations. Many of the latter were no longer parents of children in the schools, and ineligible to stand as trustees; and the first AGM of the new organisation, in May 1990, brought in new honorary officers. NZSTA received Government funding to provide initial training for trustees, and some industrial relations services, although salary negotiations have been conducted between appropriate unions and the State Services Commission, with NZSTA and the Ministry of Education taking more of an advisory role to the Commission than an active negotiating role. The Ministry of Education has continued to provide some funding for training and equal employment opportunities.

NZSTA also provides boards with general information through a monthly newsletter and regular industrial relations updates. More recently, it secured funding from the Ministry of Education to run the second elections, train new trustees after the election, and set up a regionally based support system, which is now in place. NZSTA is funded jointly through contracts with the Ministry of Education, and subscriptions from boards of trustees. Ninety-six percent of all state and integrated school boards belonged to NZSTA as at December 1991. It is, therefore, a major source of information and support for trustees.

The information and advice component comes to the fore in what the trustees in this survey thought NZSTA should do for boards.

Table 2.14
Trustees' Views of NZSTA Roles

Role	Agree %	Disagree %
Provide information	74	2
Political representation of boards' views to government	65	5
Network with other trustees	64	5
Industrial relations advice	57	8
Advice on conflict resolution	52	12
Provide training	52	15
Forum to discuss broader educational issues	45	16
Industrial relations negotiations	42	21
Advice on education matters	42	24

Trustee views of NZSTA's performance as an information provider are largely positive, with more mixed views on other aspects of NZSTA's work. The substantial proportions of those who say they do not know of the NZSTA performance in some areas indicate that trustees' knowledge of its work may depend very much on individual board use of, or contact with, NZSTA. The response rate to this question was also lower than for other questions, varying according to the role asked about from 55% to 79%.

Table 2.15
Trustees' Views of NZSTA Performance

Role	Doing well %	Mixed performance %	Not satisfactory %	Do not know %
Provide information	45	26	4	4
Network with other trustees	20	20	11	16
Advice on education matters	20	16	3	16
Political representation of boards views to government	19	23	15	13
Industrial relations advice	17	19	7	23
Industrial relations negotiations	11	13	7	27
Advice on conflict resolution	10	17	4	33
Provide training	9	20	18	16
Forum to discuss broader educational issues	7	16	9	23

Forty-four trustees made additional comments. While 2% were positive, others expressed the view that NZSTA was too distant (6%) - a view that could change with its new regional presence - that it did not represent trustees, and had not represented trustees accurately on the particular issue of bulk funding of teacher salaries (2% each). A couple of trustees also thought trustees were too busy to pay attention to NZSTA.

6 CONTACT WITH PARENTS, CONSULTATION, AND PARENT INVOLVEMENT IN THE SCHOOL

Contact with Parents

Trustees are elected by parents, to represent them on the board of trustees. As with members of parliament, most contact after that between elected and electors is mainly individual, and often informal. Charter and policy work has dropped back since the first year of the reforms, but there seem to be more board meetings with parents in attendance. (The questionnaire did not ask for numbers of parents involved.)

Other than that, contact was much as it had been for the first and second years of the changes. Women were more likely than men to be contacted by individual parents concerned about their child (40% compared with 23%), to liaise with the PTA (40% compared with 30%), and to help at the school (75% and 51%). Maori trustees were more likely than

Pakeha/European to be consulted by groups of parents (30% compared with 14%), attend whanau meetings (44% compared with 4%), and contact both known and unknown parents individually to seek their views (74% and 37% respectively compared with 49% and 18%).[10]

Table 2.16
Trustees' Contact with Parents at their School

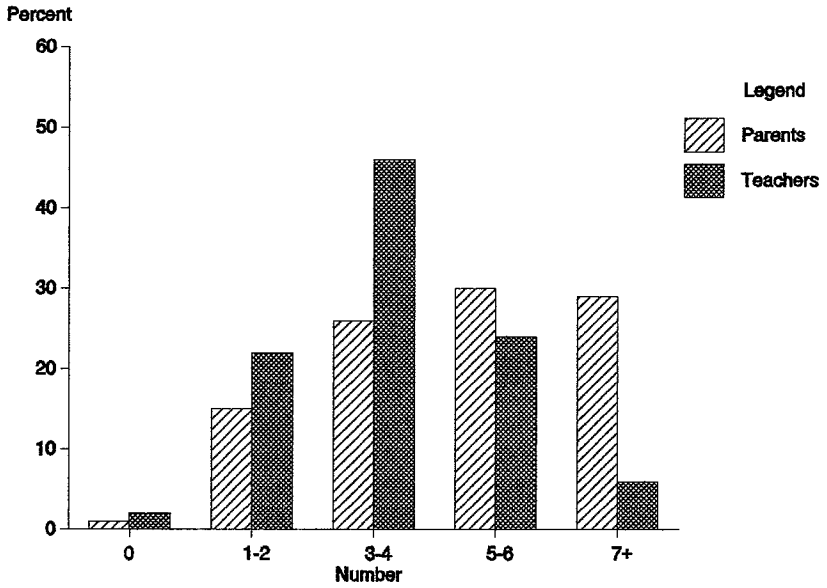
Contact	1989 %	1990 %	1991 %
Informal discussion with parents who are friends	93	81	83
Work with parents to develop charter	74	59	n/a
Talk to individual parents unknown to trustee at school function	51	51	59
Individual parents contact trustee on matters of school policy	55	51	55
Trustee contacts individual parents known to trustee to seek their views	53	42	52
Parents come to board meetings	42	42	61
Trustee attends meetings of PTA/Home & School Association/School Council	36	33	34
Work with parents to develop school policy	n/a	52	32
Individual parents contact trustee concerning their children	25	30	31
Trustee contacts unknown individual parents	22	16	20
Groups of parents contact trustee on matters of school policy	11	10	15
No direct contact with parents	3	1	1

Other kinds of contact mentioned by trustees were by newsletter, at public meetings, working bees, school outings, and school productions. Overall, the sum of different kinds of contact which trustees had with parents was very similar to the 1990 survey picture. However, there were some changes to the total number of kinds of contact that trustees had with teachers at their school.

[10] For a deeper exploration of some differences in the experiences of Maori trustees, see Patricia Johnston (1991) *'A Fair Measure of Influence': Maori Members on School Boards of Trustees* MA thesis, University of Auckland.

Figure 2.d

Total of Kinds of Contact of Individual Trustees with Parents and Teachers



Women had more contact with teachers in curriculum working groups (21% compared with 10%), and through helping at the school (68% compared with 27%).

Most trustees (68%) were satisfied with their level of contact with parents, 11% were unsure, and 20% were dissatisfied: a pattern which shows little change from the 1990 survey answers here. As in 1990, the school characteristics of size, location, and type played a part in people's responses. Satisfaction with parent contact went from 90% in schools with rolls less than 35 to 49% in schools with over 300 pupils. Rural trustees were more satisfied with their contact than urban trustees or those in small towns; intermediate school trustees less satisfied than their primary colleagues. A few trustees made comments here: that it was hard to involve parents (5%), that the trustee felt he or she was accessible to parents, if parents wanted contact (4%), and that parents tended to leave school matters to the board (3%).

Just over three-fifths of the trustees (62%) described issues which parents had raised with their board in 1991. Thirty-seven percent mentioned only one issue raised; 17% two, and 8% three to five. Size was the only school characteristic to be linked to whether or not any issue had been raised, climbing from 45% of trustees in the smallest schools to 68% of those in the largest schools. A wide range of issues was evident in trustee descriptions here.

Table 2.17
Issues Raised by Parents to their School's Board of Trustees

Issue	% (N=192)
Discipline (including uniform)	15
Funding (including fundraising/spending)	12
Health and safety	11
Extracurricular provision	9
Future of school	8
Dissatisfaction with staff member	8
Transport	6
Staffing/class size	4
Provision for Maori children	3
Homework	2

There were some differences associated with school characteristics. Trustees from the smallest schools made no mention of funding and fundraising issues, or health and safety. City trustees reported more of both of the above than those in small towns or rural trustees, but less of dissatisfaction with a staff member. Extracurricular provision was raised more in small towns than city or country, and transport in rural schools. Dissatisfaction with a staff member and the school future were mentioned more by trustees at schools with high Maori enrolment than others. Intermediate trustees mentioned discipline, funding and fundraising, and the school future more than their primary counterparts.

Only 3% of the trustees said their board had taken no action in response to parental concerns. In most cases, boards took internal action. Much was of an individual nature: a board member (37%) or the principal (36%) had discussed the issue with a parent. A third reported that their board had altered or developed school policy, and 24% had sought external assistance or advice. Some issues were discussed at board meetings (5%), at school-community meetings (4%), or with the school PTA.

Consultation

Almost all the trustees (97%) said their board had consulted its community in 1991. The issues they took to their communities overlap with those raised by parents.

Table 2.18
Issues of Board's Consultation with School Community

Issue	%
Policy development	33
General survey/parent satisfaction	24
Curriculum/assessment	14
Funding/fundraising	13
Health/safety	9
Wide variety	9
School amenities	8
Discipline	8
Maori education	7

As school size rose, trustees were more likely to carry out general surveys of parent satisfaction (rising from 13% reported by trustees of the smallest schools to 37% in schools with rolls over 300). Trustees from small town schools reported less consultation on policy development (13% compared with 36%) and funding and fundraising (5% compared with 14%) than their city or rural counterparts. Intermediate trustees mentioned more consultation on discipline (25% compared with 7%) and curriculum (33% compared with 13%) than those in primary schools. Trustees from schools with moderate and high Maori enrolment reported less consultation on funding and fundraising (2% compared with 16%). Trustees in working class schools were less likely than others to consult about policy development (20% compared with 37%).

Most of the methods of consultation gave information to parents, inviting their response. Most popular was a regular newsletter (84%), inviting parents to board meetings (74%), public meetings at the school (68%), and written questionnaires (50%). Also used were public meetings in the community (14%), phone surveys (12%), and home/cottage meetings (6%). Half the boards used two or three methods of reaching parents, with a quarter trying four, and 14% five or more. No public meetings were reported by schools with rolls over 300, or intermediate school trustees, in contrast to the 15% average for primary schools, and few (6%) in city schools compared with small town schools (18%) and rural (21%) schools. Such meetings were more likely in high Maori enrolment schools than others (27% compared with 11% average for trustees from other schools); huis were also more likely, though at a low rate, for high and moderate Maori enrolment schools (5% compared with 1% for trustees from other schools). Trustees from schools in working class areas reported a lower use of questionnaires (37% compared to an average of 57%).

The proportion of parents who did take part remains much the same as in the previous year.

Table 2.19
Percentage of Parents Participating in Community Consultation

Percentage	1990 %	1991 %
0 - 10	25	28
11 - 25	21	16
26 - 50	19	16
51 - 74	14	14
75 +	18	19

Size played some part here. Schools with rolls of less than 100 were more likely than others to achieve 75% or more parent participation, though the rates are much the same across school sizes for participation between 26% and 74%.

Comments on the success of board consultation centred on the small number of parents participating, the difficulty of parent apathy, and feelings that parents were given adequate opportunities to comment, should they wish.

Addressing inequities of educational provision for different groups, especially Maori, was one of the major themes of **Tomorrow's Schools**. A special emphasis was placed on consultation with Maori parents and the local Maori community to develop appropriate policies and provision.

A quarter of the trustees reported that no consultation took place in 1991 with the local Maori community, much the same as in 1991. Just over a third were on boards where there was a board member responsible for Maori liaison, a quarter reported ongoing discussions with the local Maori community, a fifth had individual discussions between board members and Maori parents, and 10% asked individual Maori parents to develop appropriate policy. A fifth had also asked Maori parents as a group to develop appropriate policy.

Fewer methods of consultation were used with the Maori community than with the general school community. Thirty-nine percent used one method only, 29% two or three, and 6% four or more.

Fifteen percent said they had no or few Maori pupils; 2% that Maori parents showed no interest, or did not respond to the board's overtures. A further 2% said that the school principal was in contact with Maori parents.

Just under half (47%) thought their methods of consultation with the Maori community were successful, 19% were unsure, and only 12% thought they were not. The few comments here

ranged from lack of interest to problems with the school staff or difficulties in setting or continuing consultation. The next table sets out the topics of school consultation with the Maori community. The minus signs refer to decreases of 10% or more since the 1990 survey.

Table 2.20
Consultations with Maori Community by Topic and Proportion of Maori Enrolment at the School

Topic of Consultation	Maori Enrolment			
	Very low %	Low %	Moderate %	High %
Maori Education policy	20	48	42	38
Maori Education funding	15	20-	23-	26-
Treaty of Waitangi	14	30	25-	26-
All issues	11-	13-	22	25
Bilingual units	1	23	25	42
Discipline	1	10	10	7-
No issue	42	18	8	9

Parent Involvement in Policy Development

A third of the trustees in the survey were generally pleased with the level of parent involvement in developing school policies, and another third gave a qualified approval, that it was satisfactory for some (but not all) areas. A quarter were not happy with the level of parent involvement, and 5% were unsure. Those who reported general satisfaction were more likely than others to report parent involvement in the six particular policy areas asked about - but not necessarily.

Type of school, locality, and proportion of Maori enrolment all had some association with trustee satisfaction here. Intermediate trustees were more unhappy about the level of parent involvement than primary trustees (46% compared with 24%), as were those in high Maori enrolment schools (38% compared with 26% for others). City trustees and those in small towns were more likely to feel unhappy here than rural trustees (31% compared with 17%).

Comments here were mainly on a perceived lack of parent interest (12%), with 4% noting minimal or low numbers, and 2% saying it was difficult to get participation from the full range of the school's parents.

Trustees were also asked about the level of parent involvement in a number of specific policy areas: reporting to parents on children's progress, and on school policy and programmes;

playground behaviour, curriculum, equity issues, and bulk funding of teacher salaries for 1992. With the exception of the latter, 14% on average said most parents were involved in the development of policy, 33% said some were involved, and 41% said no parents other than trustees were involved. Parent involvement was lower on the decision on whether to opt into the bulk funding trial: 66% said no other parents were involved, 6% said most were, and 16% said some were. The difference here may well be due to the fact that on the initial Ministry figures available to them, few schools were financially advantaged by opting in; it may also reflect the time-frame available to schools to come to a decision.

Parent Interest and Involvement

Parent involvement generally had increased over the past year in 35% of the schools represented, decreased in 10%, and remained the same for others. It was more likely to have decreased in moderate and high Maori enrolment schools (15% compared with 5% average for others), but to have decreased less in schools in working class areas (0% compared to an average 12% for schools with other socio-economic profiles).

Thirty-nine percent thought that the present amount of parent involvement in their school was generally satisfactory, with another 33% saying it was satisfactory for some areas. A quarter said it was not satisfactory. The pattern of links with school characteristics is similar here to that of the more specific aspect of parent involvement in policymaking. Again the proportion of Maori enrolment was linked to greater dissatisfaction, with 31% for moderate and 39% for high Maori enrolment compared with 19% for trustees from other schools. Locality also made a difference, with only 13% of rural trustees expressing dissatisfaction compared to 30% for urban school trustees, and 33% for those from schools in small towns. And 42% of intermediate school trustees wished for greater parent involvement compared to 23% of their primary school colleagues.

The next table shows the activities where 43% of the trustees would like to see more parent participation. Marked increases may be due to a switch from an open-ended question to one offering options to tick between 1990 and 1991. However, it is worth noting the proportionally large increases of fundraising, school maintenance, and sport in comparison with policy development and classroom help.

Table 2.21

Areas/Activities Where Trustees Would Like More Parent Involvement

Area	1990 %	1991 %
Fundraising	5	25
Policy development	16	24
School maintenance	6	23
Sport	4	19
Classroom help	8	17
School clubs/electives	n/a	14
Curriculum development	n/a	12
Board work	n/a	10

Here school characteristics played quite a definite part in trustee desires for more parent involvement. Those from the smallest schools felt least in need of further help. Trustees from intermediates, schools with high Maori enrolment, and in small towns expressed more desire for increased parent engagement in the school than did others.

Trustees from schools in working class and low to middle income areas would like more help in all areas other than curriculum development (average 24% compared to 13%).

7 RELATIONS WITHIN THE SCHOOL

Trustees' feelings about their relations with each other, and relations between themselves and their school staff continued to remain positive, with little change from 1990 other than a slight decrease in reports of minor problems between trustees (from 7% in 1990 to 4% in 1991). The low incidence of problems in relations at the school level is heartening.

Table 2.22
Trustees' Views of their Board's Relationship with Principal, School Staff, Staff Representative on Board, and Itself

Relationship	Principal %	School staff %	Itself %	Staff rep %
Excellent - very good	65	60	64	68
Good	20	30	27	22
Satisfactory	8	7	5	4
Minor problems	5	4	4	4-
Major problems	4	0	1	1

Problems reported between trustees were an uneven distribution of workload (4%), rigid views and personalities (3% each), and the uneven distribution of information (1%). Only a few noted problems with the staff representative on the board. These included inadequate representation of all staff (2%), raising what the trustee considered management matters at board meetings, negative attitude and personality (1% each).

Four percent of the trustees noted that their principal did not work with their board; other problems between board and principal were gray areas arising from their respective roles and poor leadership from the principal (3% each), community criticism of principal, and personalities (2% each). Problems between board and staff ranged from not much contact (3%), through poor communication (2%), to some board members being too close to staff, staff concern over bulk funding, staff workload or stress levels, and parental dissatisfactions not being dealt with (1% each).

As with their contact with parents, the pattern of trustee contact with teachers has changed to reflect different tasks (such as charter development). New areas asked about for the 1991 survey were curriculum development and trustees' practical involvement in schools.

Other contacts mentioned were teacher attendance at board meetings, school trips, and planning meetings. School characteristics played some part here. More intermediate school trustees than others expressed dissatisfaction or uncertainty about satisfaction (33% compared with 18% for those from contributing primary schools, 9% for those from full primary schools). Urban trustees and those from small towns were more unhappy with the level of their contact with school staff than rural trustees (19% average compared to 3%). Size was also associated with trustee satisfaction with their level of contact with staff, ranging from 97% for those in the smallest schools to 76% in the largest schools.

Table 2.23
Trustees' Contact with School's Teachers

Contact	1989 %	1990 %	1991 %
Social functions	75	84	73
School working bees/fundraising events	75	75	70
Individual discussions out of school hours	63	62	63
Individual discussions during school hours	55	62	56
Help/work at school	n/a	n/a	47
Participate in working groups on school policies	n/a	55	37
Participate in working groups on the school charter	57	50	n/a
Participate in working groups to develop curriculum	n/a	n/a	16
No direct contact	3	1	1

8 FUNDING AND STAFFING

1991 was the second year in which boards had full responsibility for their operational grant. Just over half the trustees (55%) in the 1991 survey felt their funding had been enough to meet their school's needs, up from 40% in 1990. A third did not, and this is also an increase over the 1990 survey (20%). Not surprisingly, those who did not know or thought it too soon to tell dropped from 36% to 11%. Related to this is an increase in trustee confidence that they understood the basis of their school's funding, from 52% in the 1990 survey to 70% in 1991.

School characteristics had some association with trustee judgements: rural school trustees were more likely than others to feel their school's funding had been adequate for 1991 (66% compared to 46% average for others). Satisfaction with funding level dropped as the percentage of Maori enrolment rose in a school, from 62% for trustees from very low Maori enrolment schools to 46% for those from very high Maori enrolment schools.
There was no link with school socio-economic status. The smallest schools were most satisfied with their 1991 funding - 71% compared with 49% average for other size schools.

The 1991 budget made some changes to primary school staffing by removing the guarantee of a job for year one teachers, which had allowed schools taking those fresh from their training as supernumeraries to add to their staff numbers, and discontinuing the implementation of the 1:20 teacher:pupil staffing ratio. Sixty-two percent of the trustees felt they understood the basis of the school's staffing for next year, with 32% saying they were still learning about it, and 6% feeling they did not understand it.

Two-fifths judged the staffing of their school's for 1992 to be enough to meet its needs; 30% said it would not be adequate, and 28% that they were still learning about it.

A similar pattern to trustee assessment of funding levels applied to assessment of 1992 staffing levels: falling from 50% satisfied with it in low Maori enrolment schools, to 25% of the trustees in moderate and high Maori enrolment schools. Rural schools were again more satisfied: 55% compared with 31% of trustees in schools in other locations. Although there were no significant differences between trustees from intermediates and others in the assessment of adequacy of school funding, they did feel more concerned about staffing levels, with only 17% of those from intermediates feeling they would be adequate for 1992 compared with 53% in full, and 31% in contributing, primary schools.

School size was also related to judgements of adequacy, declining from 77% of those in schools with rolls under 35 to 23% in schools with rolls of 200 or more. There was no association with school socio-economic status.

Almost two-thirds of the schools represented had increased their fundraising efforts in 1991, much the same proportion as in 1990. Trustees who thought their school's funding had not been enough were more likely to report an increase in fundraising effort (69%, significantly higher than the 39% of those who thought their school's Ministry funding had been adequate). Forty percent raised more money than the previous year.

Although trustees at schools with high Maori enrolment reported much the same rate of increased fundraising as others, their efforts achieved less reward: 14% reported an increase in money raised compared to an average of 31% for other schools. The smallest schools were less likely to have increased their fundraising efforts (29% compared with an average 54% for other size schools), but the proportion of those who raised more money than the previous year was not significantly lower than other sized schools. Other school characteristics did not show clear links here.

Trustees were also asked their views on two policies which would alter the basis of their funding: bulk funding of teacher salaries, and a link to pupil performance on national assessment tasks (as is now done in England).

Bulk Funding of Teacher Salaries

The 1990 survey found little support for this proposal amongst trustees. When the 1991 survey went out, the Government policy had shifted to an 'opt in' trial basis, and boards were in the process of discussing their response. Trustees were therefore not asked for their personal views, but for the likely response of their board. Two percent (representing five schools) said their boards would opt for bulk funding, with another 9% unsure: the majority, 89% said their boards would not opt in. Of the 41 primary and intermediate schools which

decided to opt in initially[11], two were represented in this survey.

What factors influenced board directions on this decision in October - November 1991? Table 2.24 shows a consideration for existing school resources and relations, the nature and role of the board as a voluntary supportive organisation, and concern for any ill-effects at a national level.

Table 2.24

Trustees' Reasons for their Board's Likely Decision on Bulk Funding

Reason	%
School would be disadvantaged	39
We have enough to do already	20
We do not want this responsibility	13
No answer	12
Will upset board/staff relations	12
A way to cut education funding	11
Not good for New Zealand education in the long term	9
Lack of convincing evidence	9

Most trustees (53%) gave one reason only, with 28% giving two, and 7% three or more. Trustees from working class schools were more likely to mention the board workload (39% compared to 16% average for others), as were those in schools over 300 (27% compared with 8% average for others). Intermediate school trustees were more likely to say it would upset the relationship between board and staff (21% compared with 12% for primary school trustees), and less likely to cite disadvantage to the school (25% compared with 40%).

Some quotations which cover the range of views here:

> Too timeconsuming; also, we thought, once in, you can never get out.
>
> Why should we know what our teachers receive? This I can see will cause a lot of dissension in our community.
>
> We do not want to commit the following boards to any major work without their input.
>
> The 'flexibility' promised by the Minister to make staffing decisions to meet school

[11] As at 1 April 1992; a further 21 schools entered by 1 July to make a total of 62, of which 49 were primary or intermediate schools.

needs is impossible because the school would have received less than is currently being received.

I'm sure the schools who do benefit, will do so at the expense of other schools.

Our time is already used to our capacity; we do not have the expertise; it would cause teacher/board disharmony; we believe it is a burden we do not want - and most important, we cannot see that it would improve education for our children.

Can see no advantage to the school or the pupils, and a lot of extra work placed on principal, administrative staff, and some board members.

Five of our six teachers would face a salary drop. Bulk funding will create a much increased work load for the board, with no benefits to the children.

Bad timing with the new Board coming in - it should be their decision. Also, don't trust the government not to tamper with the formula.

It's not in the best interests of education, though we would have had a personal gain.

It would appear from these reasons that full bulk funding for schools would only become attractive to many boards if it secured for them a resource advantage over their existing situation, to make the extra work and pressure on internal school relations they foresee worthwhile. Indeed, it would appear that such an advantage was the main spur for most of the schools who have opted into the trial. The problem with this is that the present Government has signalled its intention to contain rather than increase educational spending.[12]

As outlined in the first chapter, trustees did not support links between a school's government funding and its pupils' performance on national assessment tasks. No associations were found here between trustee views and school characteristics. The main reasons given for opposition to this proposal was that it was unfair (33%), that it would create elitist schools (10%), that there were variables other than the school related to pupil performance (9%), that there would be no benefits for children (6%), a doubt that reliable or fair methods of testing exist, and a concern that it could narrow the curriculum and result in 'teaching to the test' (4% each). The main reason given by those in favour was that it could make teachers more accountable (2%). Views on the adequacy of present Government funding did not make a difference to views here, though those who were unsure about the adequacy of their 1991 funding were more likely than others to also feel unsure about this funding option.

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[12] When they analysed the Ministry's estimate of their grant if they opted in that because it was worked out on an average-cost, many boards found they would either have to cut teachers' pay, make teachers earning above average redundant and replace them with cheaper (newer) staff, and/or reduce staff. The problem with the latter option is parental preference, backed by research, for smaller classes, particularly at the primary level. The problem with the replacement option is that most of these teachers are those with experience, valued by their schools.

9 ACHIEVEMENTS, ISSUES, AND CONCERNS

Trustee views of how well their board was doing express the confidence of many, with little change from the previous year's picture.

Table 2.25
Views of How Board Is Doing 1991

View	Parent % (N=702)	Trustee % (N=322)	Teacher % (N=396)	Principal % (N=186)
On top of task	8	26	23	25
Making steady progress	29	46	41	37
Coping	16	28	27	28
Struggling	5	3	5	9
Not sure/other	39	1	5	2

Location and socio-economic status were the only school characteristics with a clear link to trustees' judgement of their performance. Urban trustees were more sanguine than others, with 23% saying their board was simply coping or struggling, compared with 43% of trustees of schools in small towns, and 36% of those working in rural schools. Trustees from working class (45%) and low-middle income (43%) schools were more likely to say they were only coping or struggling compared to their colleagues in schools serving a wide socio-economic range (23%), or the middle class (27%).

There were some differences in this year's achievements compared to the 1991 set, which gave high prominence to the completion of setting-up tasks such as putting in place a financial system, and completing the charter.

Table 2.26

Trustees' Views of their Board's Three Main Achievements in 1991

Achievement	%
Improvement of buildings/grounds	35
Lived within budget	32
Developed policies/planned for future	26
School was a happy place	24
School kept going	17
Purchase of equipment/materials	16
Came to grips with outside requirements	16
Made staff appointments	14
No answer	14
Took an initiative	11
Avoided conflict	5

Other achievements noted included the quality of the staff and satisfactory community consultation (4% each), and improvement to school morale (3%). Fifty-one percent noted three achievements, 27% two, and 6%, one.

The next table outlines the three major issues which trustees saw confronting their board. Something of 1991's political emphasis on education through the Budget reviews and cuts, and pursuit of bulk funding emerge here in the prominence given to bulk funding, and staffing for the first time in these annual surveys.

Table 2.27

Trustees' Views of the Three Major Issues Confronting their Board

Issue	%
Funding/budgeting	33
Bulk funding	31
Staffing numbers	27
Property and maintenance	25
No answer	17
Future of school	16
Board elections in 1992	11
Changing government policies/lack of stability	8
Parent/community support	8
Relationships at school	8
Updating policies/priority setting	8

Three issues were mentioned by 36% of the trustees, two by 28%, and one by 15%.

Finally, trustees gave their overall impressions of how the education administration reforms starting with the **Tomorrow's Schools** reforms have affected their own schools, and the education system as a whole.

Thirty-nine percent of the trustees thought there had been some improvement in the teaching and learning at their school in 1991, 37% thought not, and 21% were unsure. This shows little change from the 1990 survey result. Some commented here on the dedication of teachers at the school, or said there had been no improvement because the school had continued to operate at its traditionally high standard (7% each). Other comments made here indicate the kinds of changes which trustees thought had made a difference: 8% noted new staff (appointed by the board), 5% that staff development had increased, 4% each new equipment or extra attention to some students, 3% that teachers were trying to please the board, and 2% that the range of subjects taught had been widened. Most trustees who answered identified one kind of impact only (33%), 7% two, and only 1% three.

Just over half (51%) commented on the impact of the reforms on the teaching and learning at their own school. This appeared to be a representative group of the trustees who responded to the survey, with the exception that those with university degrees were more likely to make a comment than others; women were more likely to make three comments than men (14% compared with 9%), as were trustees from schools in the 100 - 199 roll range.

There continue to be more concerns than positive feelings expressed here.

Table 2.28
Trustees' Views of the Effect of the Education Administration Changes on their School

Effects/concern	% (n=174)
Concern about bulk funding	12
Administration or cost of children's learning	11
Concern about staffing levels/class sizes	9
Voluntary input time-consuming	8
Overworked school staff	7
Need for stability	7
School better off	7
Concern about education agencies	7

Other positive views were that more equipment had been able to be bought (3%), extra attention given to some students (2%), and there was more parent involvement in the school (1%). A few felt their own school was working well, because they had good people and good relationships (2%), and 2% felt that trustees' views were ignored. Twenty-six percent noted one kind of impact only, 14% two, and 12% three. The representative quotations below illustrate the range of comments.

> I support the changes, but it will take time for principals and staff to accept a greater degree of parental involvement in governance.
>
> Bulk funding is the next logical progression, but it must not be used as a tool to screw down costs!
>
> Our principal has landed a lot of extra administration as a result of **Tomorrow's Schools**. Most of this does not benefit the children's education at all.
>
> Our school is doing okay, provided it does not lose the support of its community. But education has become too much the subject for political change.
>
> I'm unhappy about staff losses and special education cuts.
>
> The lack of funding for the outstanding maintenance has been frustrating, and seen our school buildings further deteriorate while we await Ministry of Education fulfillment of their commitments. However, once this is overcome and we then feel we are in a position to sign our property occupancy document, I'm sure maintenance can be carried out most effectively by BoT administration.
>
> The government expects too much from boards, they want us to do their job for

them. If trustees were in government making all these decisions, they would be paid a lot more than $36 a meeting!

The government is making it so difficult for the small schools to survive. If we lose them here, it will be very difficult for the children to travel to the bigger schools.

I don't think an advertising campaign should ever be launched again to recruit boT nominations by saying "anyone can do it". That is untrue, and has caused problems for some boards.

There should be no government policy that allows schools to hire teachers with no qualifications. Schools should always be able to afford to pay for qualified staff.

It is unfair to expect a principal to be a top notch teacher, administrator and financial whizz, all in a 60 hour week. One wonders how long this can carry on.

I can't understand why the government seems hell-bent on getting in bulk funding.

No bulk funding, thank you. We couldn't afford the great teachers we have got.

Our school needs time to consolidate and run well under the changes that have occurred. We don't need any more change for a while.

Trustee views of national effects of the changes (expressed by 51%) also tend to the pessimistic. Twenty percent of the trustees in the survey noted one impact only, 16% two, and 13% three. Again, this appeared to be a representative group of the trustees, with the exception that more women made two or more comments (28%) than men (15%).

Table 2.29

Trustees' Views of Effects of Education Administration Change on New Zealand Education as a Whole

View/Concern	% (N=157)
Education will deteriorate	22
Concern about inadequacy of funding	13
Negative comment on changes	8
Distrust of government	8
Increase inequities	6
Administration has dominated education	6
Staffing levels too low	6
Positive view of future	4

Three percent each expressed the need to slow down or a desire to emphasise the '3Rs' in curriculum. Two percent each expressed concerns that schools might close, or about the new national curriculum or assessment systems, or with the equity provisions of the **Tomorrow's Schools** reforms. A representative sample of their comments follows.

> I believe a lot of the changes have been positive. Teachers needed to be urged to do better, autonomy for school was a must. However, the amount of work heaped on principals has become almost untenable. The bulk funding policy has created uncertainty for teachers which rightly or wrongly translates straight into the classroom. Administrators need to be reminded that the quality of education is imperative. We ignore that fact at our peril.
>
> Changes made to date are good. But considerable time (at least a few years) is needed before any further changes are made.
>
> My concerns relate to the national system: if each school looks after itself, there will be enormous inequalities.
>
> I think standards will drop, and more children leave school without the necessary basics for earning a living.
>
> If the children's education is not paramount, then the NZ education system will deteriorate.
>
> I appreciate that unlimited money is not available. However, education and health should be given top priority. I believe the Minister is out of touch with reality, and has his priorities wrong.
>
> **Tomorrow's Schools** seems to be heading towards being run on the least money. Education can't be run on a pittance. The education system and way of learning for children in the late 1980s will change drastically - it seems as though it will go backwards, to be like the 1960s: larger classes, chalk and talk, rote learning, not catering for individual differences as at present.
>
> I feel parents are working so hard to make ends meet our schools are not going to get people for their boards. When do they have time just for their children? Surely this is more important today, to spend what time they have with their children, and not doing all the paper work for the board.
>
> Luckily for parents, teachers have carried on doing their best throughout these last few years of incredible change. Trustees are just as caught up in the situation, and have ended up having very little control or say in any major area of education. They are simply caught in the middle, and are acting a bit like buffers between parents and teachers, and the Ministry of Education, and the Minister.
>
> I sense a separation happening among parents, boards and staff, and this worries me. When I hear comments that bulk funding will give more power to boards, I question who's in this for power!? I fear that "Today's Schools" may become a power game rather than the bettering of our children's education.

A plea that the Government will allow some stability to return to the education scene, rather than continuously trying to implement change, often for the sake of it, rather than for proven educational reasons. Furthermore, the Government is not really wanting to listen to the response of many boards, especially in such areas as bulk funding. It assumes wrongly in this case that all boards want to take on this sort of role.

It will lead to disparity between different schools, which is a negative step overall. The changes are too major, too sudden, and are again being modified by new ministers. Policy seems to be changed on the whim of the Minister. There needs to be more meaningful debate.

Funding is the most critical factor. Schools in wealthier areas will progress rapidly.

Bulk funding brings to mind all sorts of bad connotations. Teaching standards will slide as schools are forced to employ less experienced, lower qualified and lower paid teaching staff through insufficient funds. More affluent areas will be able to put money towards this and 'buy in' more experienced teachers. These schools will then become 'desired schools' where people with money will be able to go. This will open up a huge gap in the education system where there will be extremely poor areas with lower qualified teachers, and extremely wealthy areas with the best of teachers.

III - PARENTS

1 RESPONSE

The basis for the survey of parents is a 1 in 4 random sampling of pupil names on 1992 school rolls drawn from a representative subsample of 26 schools out of the total survey sample of 239 schools. While this means of reaching parents is much more economical than a random population sample, it does mean that the responses are likely to be 'clustered' in statistical terms. For this chapter the measurement of statistical significance has been made more stringent because of this.

To guard against any distortions in reporting and interpretation, the school and personal characteristics of the parents who responded have been checked against the survey sample data and against appropriate census data. Unfortunately 1991 census data on occupations were not available in time for this report, and it is likely that there have been some changes since the 1986 data used here. Therefore that comparison can only be approximate.

The response rate for the questionnaire to parents was, as in 1990, 64% (701 out of the total sample of 1102). The questionnaire was sent to home addresses, with two reminder notices at three-weekly intervals. Principals at the schools were also given a reminder note to send home to all parents of children at the school, if they wished. It was left to parents or caregivers to decide who should fill in the questionnaire. Most of those who responded (81%) were women. Three percent of the questionnaires were filled in by two parents/caregivers. Eighty-four percent identified themselves as Pakeha/European, 9% as Maori, 4% as Asian, 3% as 'New Zealander', and 5% as Pacific Island. Available data from the 1991 census for the 20 - 49 year old group, show 72% identifying themselves as only European, 10% as Maori, 4% as Pacific Island, and 2% as Asian. The differences would indicate an over-representation of Pakeha/European and Asian parents in this survey.

The profile of the educational qualifications of the parents who responded to the survey, and their feelings about their own school experiences, is given in Chapter 2 (Tables 2.1 and 2.2). The comparison there also shows that those without school qualifications are under-represented, with slight under-representations of those with School Certificate as their highest educational qualification. While there was no relationship between gender and having no school qualifications or University Entrance, more women had School Certificate than men (35% compared with 22%), and nursing or teaching diplomas (22% compared with 9%). Conversely, more men had university qualifications (22% compared with 9%), and trades certificates or diplomas (32% compared with 10%). Maori were more likely than others to have no school qualification (40% compared to 18% for others), though their School Certificate and trades qualifications rates were similar to people from other ethnic backgrounds. None of the Maori or Pacific Island parents in our survey responses had university qualifications.

Those with no school qualifications were more likely than others not to have enjoyed

secondary school (35% compared with 19% average for others). However, there were no significant differences in feelings about personal educational experiences associated with gender. Pakeha/European disliked secondary school more than others (24% compared with 17% Maori, 6% Pacific Island, and 4% Asian), but this may be because they have had a historically higher participation rate at secondary schools.

The parental responses to the survey also show that more parents from professional occupations took part than those in unskilled work, in comparison to 1986 census figures (Table A.3 in Appendix A).

Because the proportion of educationally qualified parents, from professional families, and those whose children attend very low or low Maori enrolment schools is greater in this survey than it is in the general population, the bias of this chapter is toward their views and experiences.

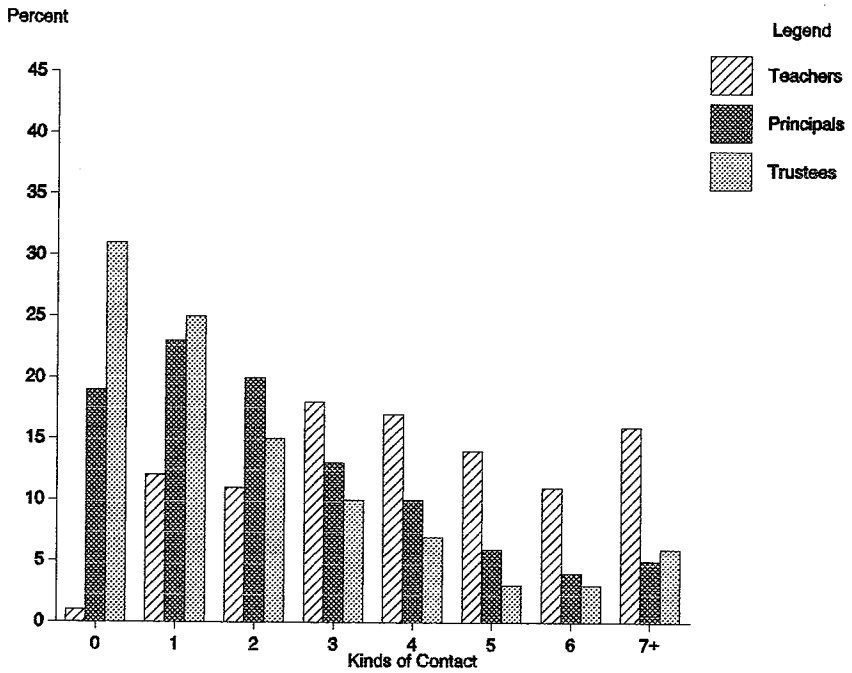
Analysis of the material from parents in terms of school characteristics could be misleading because of the small number of schools involved, and has therefore been omitted from this chapter. In previous years, the characteristics which were found to make a difference, in some, but not all areas, were gender, ethnicity, occupation, number of children at the school, and parent satisfaction with their child's class size, and with the general quality of their schooling. Those characteristics have been used again this year, together with two new questions on parents' highest educational qualifications and feelings about their own schooling to provide as much insight as possible into the findings.

2 PARENTS' CONTACT WITH CHILD'S TEACHER, PRINCIPAL, & TRUSTEES

Parents were asked what contact they had with their child's or children's teacher(s), the school's principal, and its trustees. As one might expect, they have most contacts with their child's teacher, then with the principal, and least with their school's trustees, as the next figure shows.

Figure 3.a

Total Number of Kinds of Parent Contacts with School



Though there was no link between level of contact and whether or not parents have matters they would feel uncomfortable raising with people working at or for the school, level of contact does have a bearing on parental satisfaction with their contact.

Table 3.1

Parents' Satisfaction with School Contact by Total of Contacts

Number of Contacts	With Teacher	With Principal	With Trustees
0	33	31	21
1-2	59	70	45
3-4	81	87	65
5-6	89	92	88
7+	97	100	91

NOTE: In the tables in this chapter percentages have been based upon the total number of parents responding (N=702); where the numbers replying to a particular question are quoted they have been indicated in the table, but the percentages are still based on the total N. Where comparisons are made between 1990 and 1991, the 1990 N=645.

There was little change since 1990 in the general picture of parent contacts and their

satisfaction with those contacts. While the numbers of those who express dissatisfaction or uneasiness with the contacts are small, their comments point to the kinds of things which are likely to come between parents and the people at their child's school.

Contact with Child's Teacher

Four-fifths of the parents who responded said they were satisfied with the contact they had with their child's teacher. Ethnicity showed some associations with views here, with Pacific Island and Asian parents showing significantly less satisfaction than Pakeha/European and Maori parents (44%, 52%, 83%, and 75% respectively).

The next table shows what kind of contact parents had, and also little change between the 1990 and 1991 survey results other than a possible slight decline in talking about their child's work with the teacher. There were no significant gender differences in parental contact with teachers. Pacific Island parents were less likely than others to talk to the teacher about their child's work or parent help, and, as with Asian parents, less likely than Pakeha/European or Maori parents to discuss the curriculum, or see the teacher around the community. The latter item may reflect the more urban location of Pacific Island and Asian families. Asian parents had the highest rate of non-contact (12%). Parents with no educational qualifications were more likely to have no contact at all than other parents, those with trade certificates or diplomas least likely to discuss curriculum, and those with teaching or nursing diplomas most likely to provide classroom help. Parents who had not liked their own primary or intermediate education were also more likely to have no contact with the teacher than others.

Table 3.2
Parents' Contact with Child's Teacher

Contact	1990 %	1991 %
Talk about child's work	81	72
Talk about child's written report	75	79
Greetings when parent takes child to school	64	61
Informal talk at school functions	51	50
Informal talk on school trips	48	47
Parent sees teacher around the community	28	32
Discussion about class programme/curriculum	n/a	32
Parent helps in classroom	21	20
Talk about school policy	17	16
No contact	1	2

A quarter of the parents commented on their contact with the teacher. The major theme here

(13%) was that the parent felt the teacher was available if needed. Three percent noted that because they worked, they were unavailable to see the teacher during the day, and the same percentage that they would like more discussion about their child's progress, or more parent-teacher interviews.

Twelve percent of the parents in the survey said there were matters they would like to raise with their child's teacher, but would feel uncomfortable about doing, and four percent were unsure. These matters covered both 'content' and 'process' issues from children's progress and the classroom programme/curriculum (3% each) through the quality or professionalism of the teacher, and their attitude (2% each), to comments on the busyness of the teacher or the failure of previous efforts to discuss the matter (1% each). Parents who felt they did not have enough contact with the teacher were more likely to have a matter they would feel uncomfortable raising.

Parent Contact with the School Principal

As with parent contact with teacher, there has been no real change between 1990 and 1991 in the kinds of contact parents had with their school's principal.

Table 3.3
Parents' Contact with the School Principal

Contact	1990 %	1991 %
Greetings when parent takes child to school	60	55
Informal talk at school functions	45	43
Talk about child	37	34
See around community	n/a	25
Talk about school policy	22	19
Informal talk on school trips	20	18
No contact	17	20
Talk about class programme/curriculum	n/a	15
Talk about child's written report	13	14

Again ethnicity is the characteristic which has the strongest association with satisfaction with contact. Pakeha/European and Maori parents showed more satisfaction (74% and 67%) than did Asian and Pacific Island parents (28% and 19%).

Comments here (from 89 parents) were that the principal was available to the parent if needed, that the parent had also raised an issue or concern with the principal, or seen the principal when they helped at the school (3% each). The feeling of principal availability if

needed was reiterated in the 153 parent comments on their satisfaction with their contact with the principal (13%). Other views expressed were negative comments on the principal's capability (2%), that the teacher knew the child better, or that the principal should have handled the enrolment of the parent's child, but did not do so (1% each).

Parents who did not feel they had enough contact with the principal were more likely to have matters they would feel uncomfortable raising with the principal than those who were satisfied with their level of contact (30% compared with 6%).

Eleven percent of the parents in the survey had matters they would feel uncomfortable raising with their school's principal, and 7% were unsure. Seventy-four parents outlined these matters and the source of their discomfort. There was slightly more emphasis in the 1991 answers on school policies than in 1990, where parental concerns about children's progress appeared in equal strength. The principal's manner (one criticism being that he or she was difficult to talk to, or would not listen) was also mentioned.

Contact with the School's Board of Trustees

Forty-six percent of the parents felt they had enough contact with their school's trustees, 34% thought they did not, and 17% were unsure. Satisfaction again shows links with ethnicity: 30% of Pakeha/European parents felt they did not have enough contact, significantly less than Maori parents (55%) or Pacific Island (64%). Asian parents had a higher rate of uncertainty here than others (40%).

Table 3.4 outlines parental contact with their school's trustees. Gender and occupation were not associated with variations here. Parents with three children were more likely than those with one or two to talk to trustees about school policy and their own children, and to attend board meetings.

Table 3.4
Parents' Contact with School's Board of Trustees

Contact	1990 %	1991 %
Received Board of Trustees' newsletter/reports	53	51
No contact	33	34
Took part in workbees/fundraising with trustees	32	29
Talked with individual trustee about school policy	23	21
Took part in development of school charter	20	n/a
Saw minutes of Board of Trustees' meetings	20	24
Saw agenda for Board of Trustees' meetings	18	20
Took part in development of school policy	16	11
Attended Board of Trustees' meeting	16	14
Took part in curriculum development	n/a	10
Talked with individual trustee about my child	n/a	9

A fifth of the parents made comments here, and again they put the onus on themselves to make the contact, on the grounds that the trustees were available if the parent needed them (9%). However, 8% expressed some criticisms: they did not know who the board members were, they had little feedback or communication from the board, or they felt the board operated behind closed doors. The authors of a recent study of school-community collaboration in the Auckland area also note how infrequent it was for boards to circulate agendas for forthcoming meetings, and point out that not doing so

> reduces the likelihood of direct parent influence, because parents are not informed about the timing of discussions that may be of importance to them.[1]

Eight percent of the parents said there were matters which they would feel uncomfortable raising with their school's board of trustees, with 11% unsure. Again parents who felt there was not enough contact between parent and trustees were more likely than others to also have matters they would feel uncomfortable raising with the school's trustees (16% compared with 3% who were satisfied with their contact).

Only 60 parents outlined their concerns here. They included school policies, communication with parents, finance, curriculum, and the need for more staffing.

Parents were slightly less in favour than trustees of allowing non-parents to stand for election to their school's board (see Table 2.4 in Chapter II). Their reasons in favour (from 75% of

[1] Helen Timperley et al (1992) *Community - School Collaboration: Beliefs and Practices*. Auckland Auckland Uniservices Ltd, University of Auckland

those who responded) were that non-parents might have needed capabilities (25%), that trustees could be subjective or prone to favouritism (4%), and that non-parents could have more time to give (3%). Eleven percent qualified their support with a desire that non-parents be committed to the school. Reasons against were that parents had children's best interests at heart (20%), had more interest in or knowledge of the school (17%), and that non-parents could have vested or narrow interests (4%).

There were no significant statistical relationships here with gender, ethnic, or ocupational differences, nor with parental views on their contact with their school's board, or matters they would feel uncomfortable raising with their board. The only noteworthy relationship was that significantly more parents who thought the information they had on board policymaking was not reliable or too late were in favour of non-parents standing for election than were others.

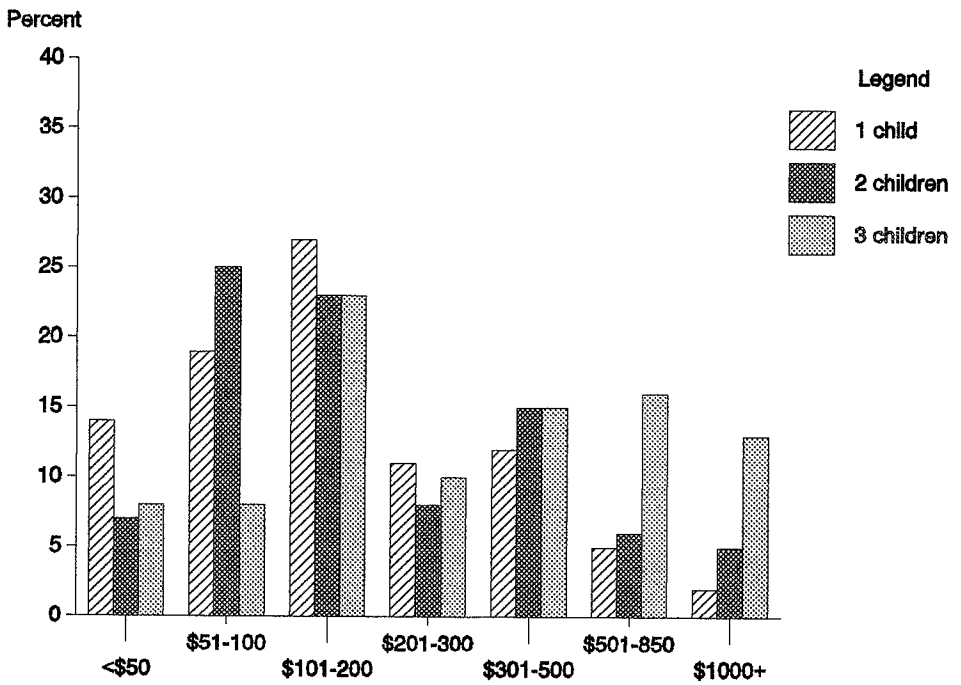
Although 39% said they did not know how well their board was doing, only 16% described their school's board as simply coping, and 5% as struggling. Eight percent thought they were on top of the task, and 29% thought they were making steady progress.

3 PARENTS' INVOLVEMENT IN THE SCHOOL

We asked parents what involvement they had in their school, and also for their estimate of the money they had spent on their child's or children's education in 1991. The next figure indicates the level of parental spending in relation to number of children at the school (not number of children in the family).

Figure 3.b

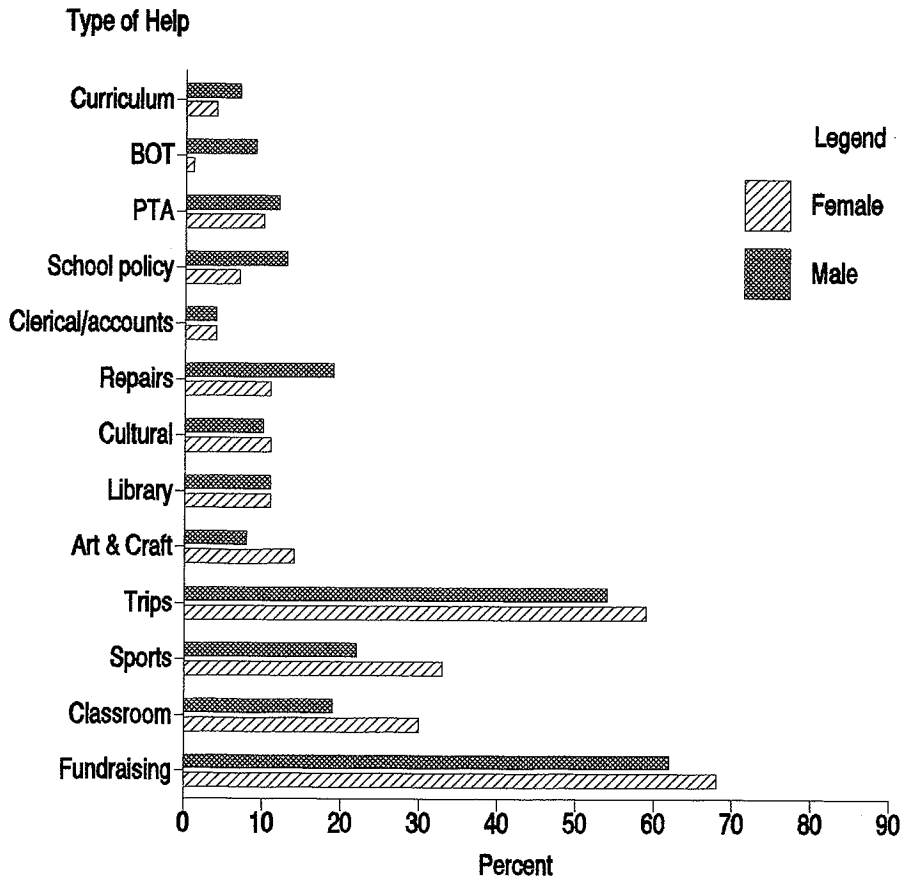
Parental Estimates of their Expenditure on their Children's Education 1991



A fifth of the parents said they had no involvement in their school's activities, much the same as in 1990. Parents with one child at the school were more likely than others to have no involvement (25% compared with 12% for others). Of the 11 potential kinds of involvement asked about, 33% of the parents responding ticked one or two, 28% three or four, 12% five or six, and 7%, more than six. Pacific Island and Asian parents were more likely to have no involvement in the school than others (36% and 44% respectively). Occupational status showed some links also: unemployed parents were more likely than others to have no involvement or only one (55% compared with an average of 31%), and those parenting fulltime were much less likely than others to have no, or only one, involvement (15%). Women were significantly more involved with classroom - and, perhaps surprising to those outside schools, sports; men significantly more involved in repairs and maintenance.

Figure 3.c

Parents' Involvement in their Child's School, by Gender



Parents had also helped with lunches or in the school canteen, given religious instruction, and supervised school patrols.

Lack of time was the prime reason given by those parents who were not involved in their child's school. Other reasons were paid work or preferring to let the school get on with its work (7% each), not being asked (5%), having children of preschool age or not being comfortable in the school (4% each), or wanting some training for the work (3%). This is

a very similar pattern to the 1990 survey answers. Pakeha/European and Maori parents were less likely than Pacific Island and Asian parents to say they had no time (21%, 27%, 58%, and 36% respectively). Pacific Island and Maori parents expressed more desire for training (19% and 12%, compared to 1% Pakeha/European, and 4% Asian). Men were more likely than women to want to leave the school to do its own work (12% compared with 6%). Those parents currently receiving benefits were more likely than others to say they felt uncomfortable in the school (14% compared to 4% average for others). There were some interesting links with educational qualifications and feelings about parents' own education. Those with no qualifications were most likely to want some training (7% compared with 2% average for others), and those who had not liked primary school were more likely to feel uncomfortable in the school (13% compared with 4% for others).

One goal of the **Tomorrow's Schools** reforms was to increase parental involvement with their children's schools. A quarter of the parents in the survey felt parent involvement in five key areas had increased - although 35% overall felt they did not know what changes had occurred.

Table 3.5
Parents' Perception of Changes in Parental Involvement at the School

Involvement	Increased %	Same %	Decreased %	Don't know %
Policymaking	28	21	4	43
Help in education outside classroom	26	40	6	24
Practical help	26	30	5	34
Decisionmaking	26	25	4	41
Help in the classroom	22	31	9	34

Interestingly, only 15% of the parents felt dissatisfied with the level of parent involvement in their school, though another 27% were unsure. The remainder who answered the question, 55%, were satisfied. Fifty-six percent were also satisfied with the way their school was developing its policies, although again 27% felt they did not know what was happening. However only nine percent said they would like more input; 3% said they were not really interested.

When the questionnaires went out, most schools had had information about bulk funding and how it would affect them, prior to deciding whether or not to opt into the bulk funding trial. Most of the parents had not been consulted about their school's decision on bulk funding, with 11% unsure. Sixteen percent had been consulted. A negative view of bulk funding was the predominant theme (7%) in the comments made here by 16% of the parents in response

to an open-ended question. Two percent said the decision was up to the board, as they were accountable for it. Two percent asked for more information about bulk funding. Only one percent expressed the view that their boards should have consulted parents.

Here is a paradox. On the one hand, parents in the survey identified bulk funding as the second major issue facing their boards. On the other, their answers here do not point to strong feelings that their board should have consulted them on this issue. There are probably three reasons for this: parents' perception of the board as the accountable managing body; their perception of the board as representing them, and thus requiring only their indirect involvement in such decisions; and their own lack of enthusiasm for bulk funding. Parents' desire to be consulted might well be different on other issues, or where they felt that their school trustees were at odds with parental desires. None of the subsample of schools randomly selected for the parent sample in fact opted into the bulk funding trial.

This indication of reasonably high parent faith in their boards is reinforced by the low proportion, 15%, who said there was an area of school life where they would like to have a say, and felt they did not, with another 14% expressing uncertainty about this. Areas mentioned were curriculum (4%), class composition and school camps or trips (2% each), extension activities, finance and fundraising, and teacher selection (1% each).

4 INFORMATION

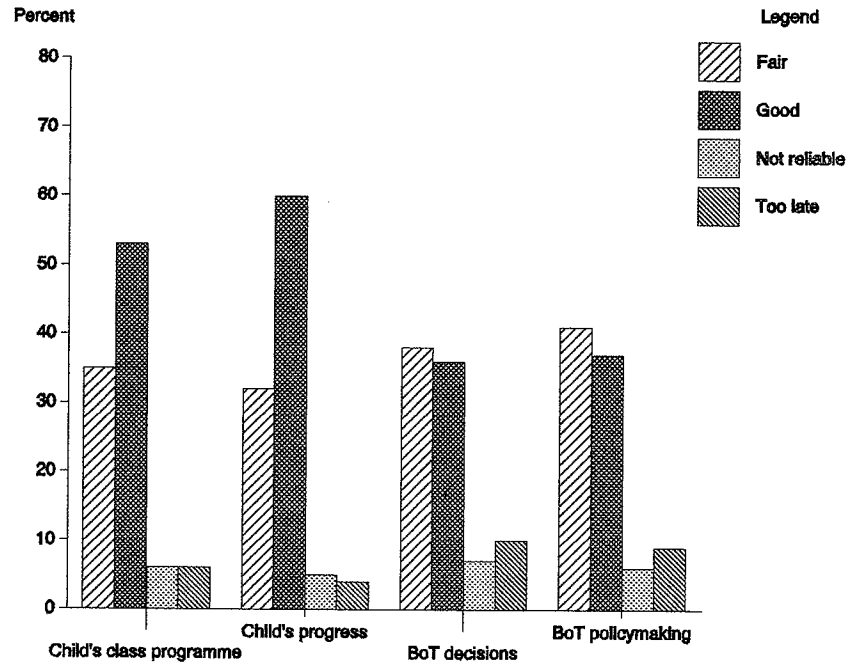
Most parents (62%) felt they had enough information about the school, 21% were uncertain, and only 13% said there was some information they would like to have about their child's school that they did not already have. Parents without school qualifications, and Maori and Asian parents were less interested than others in having more information.

The main areas mentioned here (by 13%) were board activities (4%), the curriculum (3%), finances, information about staff appointments and school policies (2% each), and a general introduction to the school, school rules and routines, and assessment (1% each).

Those who wanted more information, or thought they might, were likely to also say there was an area of school life where they would like to have more say than they currently did. They were more likely too to regard information they received about their child and the board as unreliable or too late, than those who were satisfied. The next figure sets out parents' assessments of the quality of information they get about the school and their child.

Figure 3.d

Parents' Perceptions about their Access to Information



Thirty-seven percent of the parents described the information they received on staff appointments as good, and 25% as fair. However 29% said there was no information available. Only 3% said they were not interested in staff appointments.

Gender was not associated with differences in perception here, apart from more men than women finding the information given to parents about board policymaking to be unreliable (12% compared with 5%). Likewise, ethnicity was not related to differences, other than more Asian and Pacific Island parents saying they were not interested in having information about staff appointments (12% and 8% respectively, compared to 2% for Pakeha/European and Maori parents). Parents on state benefits were also more likely than others to say they were not interested in this information (14% compared with 2% for other occupational groups). There were no significant differences related to educational qualifications or parental enjoyment of schooling.

Although parents with three children had more kinds of contact with trustees than other parents, their judgement of the information they received about board decisions and policies was much the same as that of parents with one or two children at the school.

A parallel set of questions in the 1990 survey produced very similar patterns in parents' responses on the information available to them.

5 PARENTAL SATISFACTION

Two additional questions were asked of parents to gauge their satisfaction with the provision

of education for their child.

Fifteen percent of the parents felt there was an area of school life where they would like to have a say, and felt they did not; 14% were unsure. Fifteen percent made comments here, covering a wide range, from 4% wanting more balance in the curriculum - meaning different things to different parents - to class composition, school camps or trips (2% each), and expenditure, class size, and teacher selection (1% each). Professional parents and the self-employed were more likely to feel there was an area of the school about which they would like to have more say (26% average compared with 12% average for others). Similarly those with degrees or unfinished tertiary qualifications were more interested here than others (30% and 25% compared with 14% average for others). Men were also more interested than women (21% compared with 14%), and Pakeha/European and Maori (15% each) more than Pacific Island and Asian parents (3% each).

Seventy-seven percent said they were generally happy with the quality of their child's schooling. Fifteen percent were not, and the remaining 7% were unsure. This response is almost identical to the 1990 answers (77% were happy, 17% were unhappy, and 5% not sure).

The main reasons for parental satisfaction were the child's progress and work (27%), good teacher/s (16%), the child got the attention he or she needed (7%), a good school climate or management (4%), and 3% mentioned a balanced curriculum.

> The teachers are well liked, and relate well with the children on all aspects of their schooling.
>
> They are happy at school, and enoy learning. There is a good balance between school work, sports, music etc.
>
> An excellent standard of teaching, good classroom control and atmosphere.
>
> The children have enjoyed the small number in their class, and more personal touch from their teachers.
>
> The class is suited to my daughter in that they do a lot of music and art work, and that interests her - it also helps her with her basic reading, writing etc.
>
> Children are progressing academically, developing good self esteem.
>
> We particularly appreciate two parent/teacher/child interviews each term; goals are set at the first interview, progress checked at the next.
>
> The principal and staff are approachable and helpful. My children's school reports are excellent. My children are enthusiastic about school.
>
> The school is welcoming and well run. Parents are welcome in the classroom. There's a good spirit.

If there's any problems, these can be discussed readily and are acted on.

My children come home happy and excited most days, eager to show and tell me what they have learnt or are learning.

Those who were not happy with the quality of their child's schooling mentioned high class size (7%), lack of balance in the curriculum (5%), their child's unhappiness or boredom (4%), lack of individual attention, especially for extension or special needs (3%), poor teachers, not enough information about the child's progress (2% each), and poor school climate or management, and the placing of the child in an unsuitable class (1% each).

I haven't seen any of my child's schooling, because she hasn't brought any homework.

For the last year and first term of this year, my son was TERRIBLE in attitude and in school work as the classroom went through ten teachers.

We do not get enough feedback about how children are performing, and any problem areas.

Children go to school because they have to, not because they are interested, and want to learn. Quality teachers are necessary.

Teachers, especially principal, spends too much time implementing **Tomorrow's Schools** policy.

I sometimes feel the work is not challenging enough - why do children come home saying they're bored?

Unfortunately, he has a weak teacher.

Too many out of school activities. Recently we had our senior school drama production, this is done yearly, takes up two months, at least one to two hours daily: far too much time!

There is no opportunity for individual attention for both gifted and backward pupils.

A better back up system could be available - if a child doesn't understand a concept, it seems to be overlooked, and the next issue carried on with.

This is the only school they have attended, so as a parent I have nothing to compare it with.

My younger child would love school no matter what, whereas my older child seems to suffer from not getting enough sympathetic help from an overworked teacher.

I find the principal's attitude lax, which reflects on the teachers.

I feel if your child has difficulties in an area, or strong points, these are played down.

We apparently have a 'good' child, therefore are considered not to need information or input!

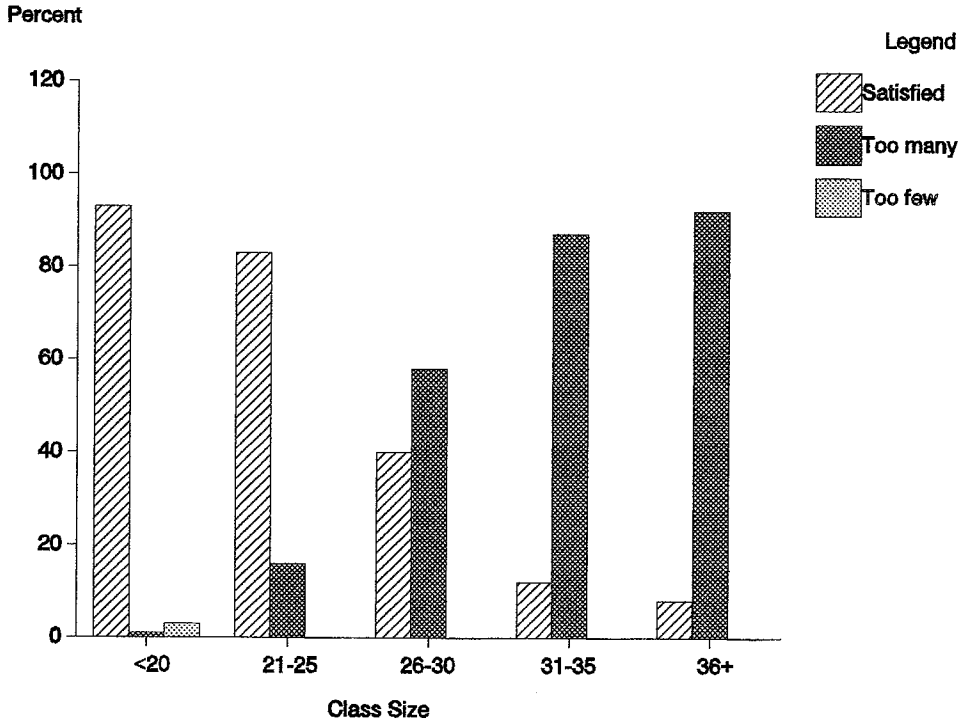
Unhappiness with the general quality of child's schooling was also associated with feeling that information (whether it concerned child or board matters) came too late or was not reliable, a desire for more information about the school, dissatisfaction over contact with teacher, principal, and trustees, feeling that more parents should be involved in the school, being unhappy with the level of parent involvement in policy development, having matters the parent would feel uncomfortable raising with those who work at or for the school, and feeling that there was an area of school life where the parent would like to have a say, and did not.

These significant relationships point to the importance of good, open communication between school and home.

Parents who were unhappy were more likely than others to feel that the board was struggling. Unhappiness also had links with whether the parent had not enjoyed primary or intermediate school (average 25% compared to 14% for others). It was not linked with parent consultation about the school's decision on accepting bulk funding: but it was linked to parents' negative responses to changes they had noticed in the school since the **Tomorrow's Schools** reform was initiated. These were: more call on parents for money, an emphasis on administration rather than teaching, and changes to the classroom programme or curriculum.

Views on the quality of their child's schooling also had a marked association with satisfaction with their child's class size: 79% of those who thought there were too many children in their first child's class were unhappy with the general quality of their child's schooling.

Figure 3.e
Parents' satisfaction with Class Size



6 PARENTS' VIEWS OF THE IMPACT OF THE CHANGES TO DATE, AND TO COME

Just over half the parents (52% compared with 36% in 1990) thought there had been some changes at their school related to the **Tomorrow's Schools** reforms, with 15% unsure, and another 15% unable to comment because their child was new to the school since 1989. A list of likely changes was drawn up from reponses to an open-ended question in the 1990 survey, and anecdotal material during 1991. Those who had noticed particular changes were asked to give their view. The next table indicates the changes which found favour with parents, and those which did not.

Table 3.6
Parents' Views of Changes at their School

View	Positive %	Neutral %	Negative %
More call on parents for time	18	10	8
Better provision for some learners	14	4	4
More information from school on classroom programme/curriculum	13	5	3
More information from school on child's progress	13	4	4
Changes to child's learning progress	8	5	6
School staff are busier	8	5	21
Changes to classroom programme/curriculum	7	6	6
More call on parents for money	6	9	23
Emphasis on administration rather than teaching	2	6	20

The pattern of issues facing their board identified by just over three-fifths of the parents in an open-ended question was, with the exception of bulk funding, close to that of the previous year's survey, and similar to the issues which headed the list identified by trustees. Interestingly, only 2% mentioned the forthcoming board elections. Parents with no school qualifications or School Certificate were less likely to identify issues than others (43% and 55% compared to 77% average for others).

Table 3.7
Parents' Views of Major Issues Confronting Their Boards

Views	% (N=433)
Finance/fundraising/budgeting	38
Bulk funding	27
Class size/teacher-pupil ratio/enough staff	18
Property maintenance/repair	14
Falling roll	6
Teacher quality	5

Other issues mentioned were parent and community support, maintaining the quality of the school, problems with the Government or Ministry, and getting or attracting good staff (4%), with 1% each mentioning teacher morale and industrial relations.

Thirty-seven percent gave their view of the likely effect of the education administrative changes on their school. Eight percent of these made comments about matters such as curriculum or discipline which were unrelated to the reforms themselves. Only three percent made generally positive comments and noted gains. The concerns were: administration was cutting into the school curriculum (11%), there was insufficient money for the school's programme (9%), class sizes were increasing (7%), too much was being left to trustees or parents (5%), and 4% felt that bulk funding would affect staff quality and /or numbers. Here is a representative selection of their comments.

> A small community of mainly young families, not well off, so if the parents are asked to fund the school, financially this would be difficult.
>
> The financial worry is dominating the board's meetings, and so they're not perhaps putting more thought into the various activities that could happen at the school. The burden is taking the zest out of the board.
>
> Our school is losing a teacher next year, which I am not happy about. I feel there is going to be too many children in one classroom for the teacher to be effective, to do their job properly.
>
> If bulk funding takes effect, this will determine which teachers the school can afford to employ. The teaching standard may drop.
>
> I'm very concerned about the general standard of education. As we will be moving in the next year or two, we cannot even be sure that the same if any of the policies concerning this school or pupils will be like this in another school. How will this interfere with or disrupt our children's education?
>
> You are putting more responsibilities on the teacher, like fundraising. This with the teacher-pupil ratio must damage the child's education.
>
> The changes appear to place more emphasis on finance, which if not properly controlled and used to better the quality of education, will end up having more importance than education.
>
> Because of the unpopularity of urban schools, our rural school is losing its country identity and values.
>
> We feel that because of the new system our board was able to use it to their advantage to beautify the school grounds, something we would have been unable to do with the old system. We also feel that we have been very fortunate to have a hardworking, very brave principal and board of trustees who are slowly growing in confidence, and yet in the long run, we haven't benefited that much with the new system.

Pressure, administratively, on principal for our size school, has increased sufficiently to warrant more financial input for long term reliever funding.

A lot more pressure has been placed on school staff, board of trustees and parents, which affects the whole school and community.

I feel that with proposed drops in the number of teachers, our child's education could suffer. Also, the fact that teachers today are expected to do so much more can only be detrimental to their performance in the classroom.

Parental concerns about the future of New Zealand education (from 44% of the parents responding) are outlined in the next table. To what extent they are attributable to the reforms themselves, and to what extent to the Government's desire to contain public expenditure, is a moot point.

Table 3.8
Parents' Views of Likely Effects of the Administrative Changes on New Zealand Education

View	% (N=308)
Quality deteriorating	15
Funding inadequate	11
Inequities will grow/two-tier system	10
Class size/teacher-pupil ratios growing	8
Workload too great at schools	8
Parents will pay more	5
Distrust of minister	5

Due to large number of children in each of our children's classes, there is insufficient teacher to child contact, child development is limited, and finally we get "don't worry, he will pick that up next year easily". There is no disrespect intended for the teachers - some administrators don't know what they are doing. As a result, our children suffer.

Schools need adequate funds to operate. It is getting harder and harder to fundraise. People are no giving as readily. Many people just do not have the spare money.

There have been cutbacks in activities because of increased running costs.

I feel the increase in time spent with administration is likely to have a detrimental effect on children's education. So called wealthy will be able to fund this, but other areas will not, and we will end up with a two tier education system of haves and have nots.

Over the past couple of years NZ's education standards appear to be lowering due to not enough money being available from the Ministry.

I think **Tomorrow's Schools** will not last - see parallels with the Health service: decentralization followed by more central control.

The effects of the refoms have been to place too great a burden on schools, without adequate external resources and support. The stories of poor advice/ignorance/unwillingness to help from the Ministry are too frequent. In particular, the strain on the principal, particularly the teaching principal, has been totally unreasonable.

I feel the idea of bulk funding could mean that certain schools will be able to pay their teachers more than other schools, which will mean that there could well be a 'rush' to work at those schools. This would mean that having the pick of the teachers that these schools would have the best of the teachers, and all the others not. All teachers should have the same chance at the same wages, and therefore a more equal education would be given throughout the country by good and average teachers alike.

The education system is being forgotten, and the children will suffer.

I think NZ education as a whole seems to be taking a step backwards. I see a good education as only being able to be obtained by the wealthy. I see the school having to rely to a greater degree on parent participation, and monetary support.

At a time when it is so important for our children to receive a good education, the schools face losing money, and teachers. This has to affect the core subjects and certainly the extra-curriculum activities.

The present system does not encourage people to enter the teaching profession, and as a result we could find the standard of future teachers may drop.

The administrative work for schools shouldn't be so demanding that the wants and needs of children become a second priority. Schools are for learning (children and parents), not for mountainous paperwork, and ever increasing changes in Ministry policy, reviews, etc.

If money is taken from teaching resources and teachers are involved more in administration, fundraising etc, this has a direct effect upon my child's education.

IV - TEACHERS

1 RESPONSE

Completed questionnaires were received from 396 of the 546 teachers in the survey, a response rate of 73%. This is slightly more than the 68% response rate in the 1990 survey; the 1989 response rate was 75%. Depending on the size of the school, between one and three teachers were randomly chosen from Ministry of Education staff lists for all schools in the sample which were not sole-charge. Responses were received from 198 of these 228 schools. As with the trustee sample, new names (197) were added to replace teachers who had not responded to the 1990 sample, or whose names no longer appeared on the Ministry of Education lists for the schools in the sample. Forty-three percent of the responses came from teachers who have participated in all three years of the survey; 30% from those who joined in 1990, and 27% from those who were new to the survey in 1991.

Teachers from schools in rural areas, with rolls less than 100, and those from full primary schools are under-represented in the findings presented below. Appendix A contains the detailed comparison of school characteristics with those of the sample of teachers responding.

Most of the respondents were women (74%, slightly below the Ministry of Education 1990 census of education teaching services figure of 79% for teachers other than principals), and gave their ethnic group as Pakeha/European (84%); 4% were Maori, 1% Pacific Island, and 1% Asian (1990 Ministry census figures were respectively 79%, 6%, and 2%). Five percent described themselves as 'New Zealander'. The personal characteristics of the respondents to this survey are therefore reasonably representative of teachers as a whole, but with some under-representation of Maori and Pacific Island teachers.

There were no Maori teachers in schools serving middle-class communities in this survey. Socio-economic status of schools overlapped with proportion of Maori enrolment: 58% of schools with less than 8% Maori enrolment were in middle class communities, and by contrast, 51% of those with more than 30% Maori enrolment were in working class communities.

Thirty-eight percent of the survey respondents held positions of responsibility - deputy principal, assistant principal, or senior teacher in the junior classes. This is higher than the 29% in the Ministry of Education census, and indicates an over-representation in the responses of teachers in such positions. A much higher percentage of the male teachers who responded had positions of responsibility (56% male compared with 29% female); this imbalance was particularly marked at the deputy principal level (38% of the men, 9% of the women), but higher proportions of women than men held assistant principal and senior teacher positions. Length of service was related to the holding of a position of responsibility. Sixty-one percent of those who had taught for 15 years or more had such positions compared to 38% of those who had not taught as long.

Forty percent of the teachers in rural schools had been at them for less than two years, compared with 20% of those in city, and 25% of those in small town schools. Correspondingly, urban teachers were more likely to have been at their school for six or more years (44%), compared with 25% of their rural colleagues, and 36% of those in small towns. Just under half those in schools with less than 100 pupils had been there for less than two years at the time of the survey, compared with 24% of those in schools with rolls between 100 and 300, and 14% of those in schools with rolls over 300.

Class level, class size, and position of responsibility were related to many differences amongst the teachers in their responses in the 1990 survey, and they have therefore been added to the school and personal characteristics used in the analysis which follows. School size and socio-economic status of the school have been drawn from principal reports in the 1991 survey, as outlined in the introduction.

2 CURRICULUM AND ASSESSMENT

One of the rationales for the **Tomorrow's Schools'** devolution of responsibilities to schools was that this would enable schools to become more responsive to the needs of their pupils and their local communities. In the curriculum area, this was to be expressed in the school's charter as 'local curriculum objectives'. Originally, the Education Review Office was to monitor school performance against their charter objectives. In August 1991 a new framework was introduced which put less emphasis on individual charters. In the 1990 survey, 37% of the teachers who took part reported some curriculum changes. The 1991 question sought information on the degree of the change: 28% reported a change, 46% said the curriculum they taught had changed 'only a little', and 23% reported no changes. Table 4.1 shows the kinds of changes occurring in New Zealand primary and intermediate schools during 1991.

Table 4.1
Changes to Curriculum

	% (N=286)
More use of computers	51
More Maori language	30
More integration of subjects	28
More emphasis on social skills	24
More emphasis on basic skills	19
More education outside the classroom	11
Change to subject syllabus	6
More religious/moral education	6

Teachers of children in the standards and forms 1 or 2 were slightly more likely to report changes to their curriculum than those teaching new entrant and junior classes. Increase in computer use was reported less at the new entrant level than others, and teachers of forms 1 or 2 reported more emphasis on 'basic' skills than did others. However, the reasons for change did not differ between class levels, apart from gradual increases in the figures of those saying that the national or regional syllabus had changed from 6% of new entrant teachers to 17% of those teaching forms 1 or 2. Teachers whose classes had 35 or more pupils were more likely than others to be putting more emphasis on social skills (42% compared with 23% average for those with smaller classes).

Yet though some innovations have been made to the curriculum content, or the incorporation of computers as new tools for learning, no major changes have occurred in the approximate number of hours per week which teachers have reported that the children in their class would spend on the range of curriculum activities commonly taught in primary and intermediate schools since 1989 (see figures B.e - B.h in Appendix B). Teachers from schools with very low Maori enrolment reported less increase in teaching Maori over the last year (22% compared with an average of 35% for others). All those reporting more than four hours a week on Maori taught at schools with more than 30% Maori enrolment.

Given that 49% of the teachers in the survey felt that their school charter has had no effect on the school because it simply encapsulated what was already happening, it is interesting that 29% felt their curriculum changes were made to match their school's charter objectives. This is the most direct link between the reforms and changes to curriculum. Of those who noted the role of the charter in changing their curriculum, just under half (48%) indicated that the change had been more than a little.

Fifty-four percent said the reason for their change to curriculum was to meet children's needs, and 20% to meet parent interest. Unfortunately, we do not have comparable material from before the **Tomorrow's Schools** reforms to assess whether these two reasons have become more pronounced with the devolution to school-based management brought in by the reforms.

Other reasons given were: to update the curriculum (24%), change to national/regional syllabus (10%), and that the teacher was now teaching a different age group (10%), or at a different school (8%) from the previous year.

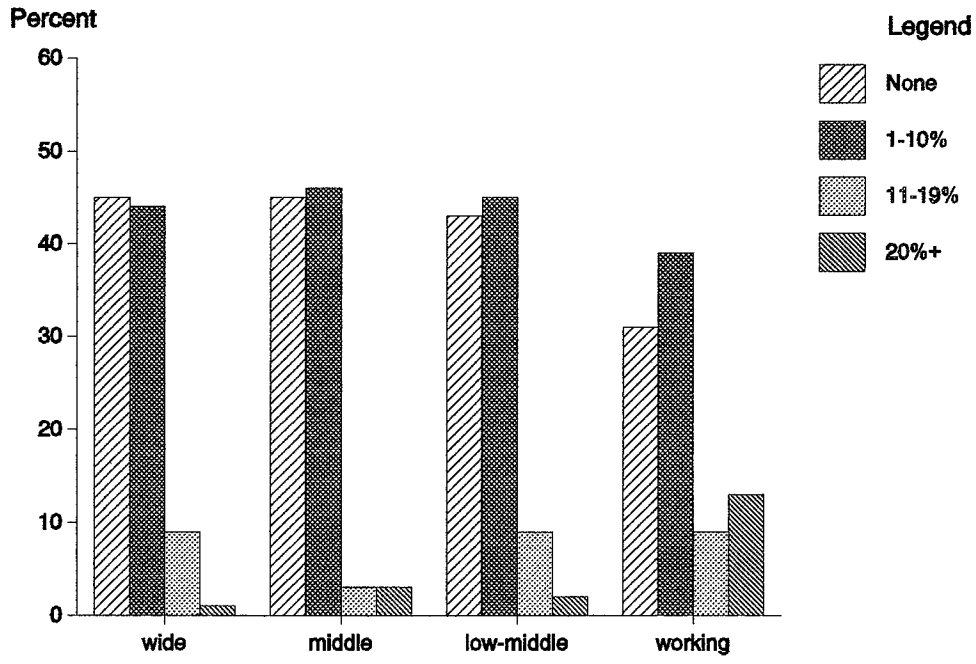
Were parents generally more interested in the curriculum in 1991 than 1990? Fourteen percent of the teachers thought they were; 28% said this applied to 'only a few' parents. Two-fifths had not noticed any change, and 14% were unsure. While the 1991 survey question was refined from the more general question of the 1990 survey to give a better idea of the extent of parental interest, the 42% total of those reporting some increase may indicate some development in parental interest, albeit limited, since the 33% in 1990.

Frequency of outings, or education outside the classroom, has remained much the same since 1989, with some increase at the extremes. Almost three-fifths of the teachers reported their children went out once or twice a term. A further 21% went out two or three times a term,

and 10% more than this: 7% said their class rarely went out, with a higher proportion of teachers in high Maori enrolment schools represented (15%), and those teaching schools in working class areas (14%).

The majority (87%) said that parents paid most of the costs of these sessions, with 22% also mentioning the school. Rural teachers were more likely than others to give the school as the major source (31% compared with 20% for schools elsewhere). A few teachers (2%) paid most of the cost themselves, and 1% reported it was outside organisations. Anecdotal evidence in early 1991 indicated that some parents were having difficulty in meeting the costs of such sessions, and this was supported by the 42% of teachers who said 1-10% of their class could not afford to go on one or more of the sessions, with a further 8% reporting affected children as between 11 and 19% of their class, and 4% between 20 and 49%. Only 26% of teachers in high Maori enrolment schools and 17% of those teaching forms 1 and 2 said all of their children could afford to go on these sessions, compared to an average of 42% for others. Teachers in working class areas showed a similar pattern - as Figure 4.a shows.

Figure 4.a
Proportion of Children who Cannot Afford Education Outside the Classroom by Socio-economic Status of School



Changes in Assessment

Two-fifths of the teachers said there had been some change in the assessment procedures they used in 1991. The changes varied widely from using the new primary progress record (9%), through revising curriculum checklists, unifying or standardising procedures throughout the school (7% each), making more use of running records or detail (4%), to more use of work

samples and self-assessment (2% each).

A greater number (64%), reported that the *amount* of assessment they did had increased over the past year. The smaller the teacher's class, the less likely it was that their assessment work had increased (36% of those teaching fewer than 20 children reported no increase, compared to 22% of those teaching between 25 to 29 children, and 10% of those with classes between 35 and 39).

While 46% said the increase gave them a better picture of individual children's learning needs, 33% said it meant they had less time to give attention to individual children during class. Not surprisingly, the larger the class, the more likely it was for teachers to express the latter view (rising from 27% for those with classes fewer than 20 to 52% of those with classes between 35 and 39). However, those who taught the largest classes were just as likely as those who taught the smallest to report that it gave them a better picture of individual learning needs - a somewhat frustrating situation for those teachers who then find they have little chance to respond to those needs.

Twelve percent of the teachers also said that the increase in assessment meant more work after school, in their own time; 4% that the increase had led them to modify their class programme. It is not clear whether this was, as one might hope, in response to strengths and weaknesses revealed by the increased assessment, or whether it was to enable the assessment to be done. Table 4.2 gives a global picture of the kinds of assessment procedures used by teachers at different levels.

Table 4.2
Assessment Procedures Reported by Teachers

	New Entrants % (N=65)	Junior % (N=118)	Standard % (N=111)	Form 1&2 % (N=47)
Work samples	97	97	95	91
Running records	92	99	91	81
Behaviour observations	91	88	77	83
Primary progress records	89	89	74	53
Curriculum checkpoints	86	82	60	60
Six year reading net	80	88	5	0
Outside tests	38	43	86	74
Other	20	12	18	17
Behavioural checkpoints	17	23	23	19
Spelling tests	14	33	91	68
General ability/IQ tests	2	2	5	9

While just under half the teachers said most of their procedures were devised by outside sources, 43% also said they worked out their own, and 41% that it was done by the school. This mix of sources seems to fit the balance of national comparability and local choice given by the proposed item banks in the new Achievement Initiative.

Interestingly, while the school's role in devising assessment procedures did not alter with class level, use of outside procedures was highest in the new entrant and junior levels (60 and 61% compared with 42% for teachers of standard classes, and 26% for teachers of form 1 or 2), and conversely, self-devised assessment rose with school level from 35% for new entrant teachers to 64% for those responsible for form 1 or 2 classes. This difference probably reflects the widespread use in junior classes of running records and curriculum-linked checkpoints in mathematics.

Reporting to Parents

Just over a third reported an increase over the previous year in the amount of reporting they did to parents. Teachers in schools in low-middle income areas had increased their reporting to parents more than others (51% compared with 28% average for others). Only 1% felt the increase had had no effect. While the main effect was more work, other effects were positive.

Table 4.3
Teachers' Views of Effects of Increased Reporting to Parents

View	%
Increased my workload	29
Increased my understanding of pupils	17
Brought me closer to parents	16
Increased parent confidence in teaching	16
Enabled some children to make better progress	13
Increased my confidence	6

Also noted by 2% each were a decrease in the teacher's confidence, and a feeling that parents wanted more control of the teacher's work.

Teacher perceptions of any increases in the interest parents showed in their child's progress are very similar to their perceptions of parent interest in the curriculum: 13% noted a general increase, and 28% said only a few parents were interested.

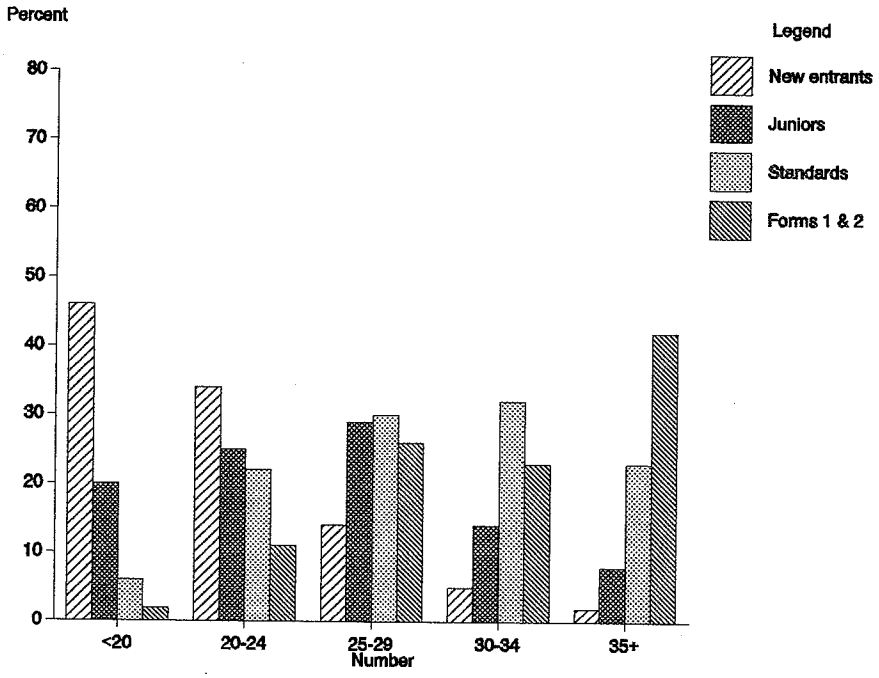
Class Size

The teacher-pupil ratio by which a school's staffing level is currently decided is not the same thing as the actual number of children taught by each teacher, though many parents and some

teachers have perceived them as one and the same. The ratio covers administration, specialist and remedial teaching as well as actual classroom teaching, and is linked to a staffing schedule which increases by steps related to groups of pupils rather than increasing incrementally with each additional pupil.

Class sizes reported in this survey were linked to the level they taught. There has been little change since 1989, reflecting the fact that national staffing schedules and funding for staff have not changed.

Figure 4.b
Class Sizes



Teachers from full primary schools had more classes under 25 than their contributing school counterparts (51% compared with 32%), which may be linked to greater proportions of full primary schools in rural areas and small towns. Just over half the intermediate teachers in the survey had classes of 30 or more compared with 30% of their colleagues in contributing primaries, and 18% of those in full primary schools. School size was also associated with class size, as figure B.c in Appendix B shows.

As explored in chapter 3, class size is important to parents, and is often used by them as a quick gauge of the quality of their child's education. It appears from the material reported here and later in this chapter that class size can have an appreciable impact on teachers' work.

3 RESOURCES AVAILABLE TO TEACHERS FOR THEIR WORK

Just under half the teachers in the survey (47%) said they had adequate resources, or access

to them, for their programme. This is slightly more than the 42% for the 1990 survey, and much the same as the 50% in the 1989 survey. In overall terms, it would seem that the devolution of resource decisions to schools has made little real difference, either way, to classroom resources, though the picture can be quite different at an individual level. This year, for example, class size did not have the statistically significant relationship it had in the 1990 survey with teacher judgements of resource adequacy: teachers with 35 or more pupils were as satisfied at those with fewer than 20. The one outstanding difference was that teachers with classes between 25 and 29 were significantly less satisfied than others.

Class level characteristics were also not associated with any variation here. The school characteristics associated with difference were location, type, and size. Urban teachers were less satisfied with their resources than others (39% compared with 56% for those in small towns, and 63% for those in country schools). Intermediate teachers had a much lower rate of satisfaction than their primary school colleagues, and not unrelated, a rise in dissatisfaction with resources as school size rose (from 23% for teachers in the smallest schools to 60% for those teaching in schools with more than 300 pupils). Only 21% of the Maori respondents in the survey felt they had adequate resources, compared with 44% of Pakeha/European. The next table shows perceptions of gaps in particular areas.

Table 4.4
Inadequacy of Materials

Resource	1989 % (N=197)	1990 % (N=211)	1991 % (N=202)
Art equipment and materials	<4	16	13
Audio/visual equipment	15	21	19
Computer/s	6	28	27
Curriculum initiatives introduced with school charter	-	4	5
Library/reference material	9	18	15
Mathematics	24	26	26
Musical instruments	4	18	19
Physical education/sports	<4	12	14
Reading books	23	24	22
Resources for Maori education	<4	23	12
Science materials	4	19	19
Social/cultural studies	5	17	13
Tapes/videos/records	6	21	16

There were no statistically significant relationships between views of the adequacy of resources and the socio-economic status of the school's parents or proportion of Maori

enrolment. Perhaps there has therefore been an improvement from the 1990 survey results, when teachers from schools with high Maori enrolment reported more inadequacies than others in the field of Maori education. Reported shortage of mathematics equipment rose steadily with school size from 6% in schools with rolls under 35 to 32% in schools with over 300 pupils. The level of inadequacy reported by intermediate school teachers for their mathematics equipment in 1990 was also a feature in 1991 (44% compared to 23% for primary school teachers), as was that for computers (44% intermediate, 26% primary), though the gap narrowed for the other area where the 1990 survey found differences, art.

There have been few changes in teacher assessments of the adequacy of their *teaching environment* since 1989. In part, this is not unexpected given the backlog of capital works which has dogged the reforms from the start.

Table 4.5
Adequacy of Teaching Environment

Adequacy	Adequate		Inadequate		Could be improved	
	1989 %	1991 %	1989 %	1991 %	1989 %	1991 %
Classroom space	58	56	11	11	30	32
Furniture	48	51	14	12	37	37
Recreational space	86	70	14	7	0	23

In addition, three-fifths thought their school library was adequate to meet their pupils' needs, 22% that their school library did not have enough resources for the children in their class, 16% that it lacked space to cater for the children, and 6% that it was inadequate, or that access to it was difficult. These answers are very close to those given in both the 1989 and 1990 surveys.

Not surprisingly, the perception that the classroom space was adequate declined in relation to class size: only 19% of teachers with classes of 35 or more thought their space adequate compared to 69% of those with 20 or fewer pupils, and 52% of those with 30 to 34. Similarly, judgement of adequacy of classroom furniture ran from 58% at the new entrant level to 32% for those with classes of 35 or more. Class size was unrelated, however, to judgement of library or recreational space. School size had some bearing on perceptions that classrooms and furniture needed major changes or repairs, rising with rolls from 0% in the smallest schools to 17% in schools with rolls over 300 for classrooms, and from 0% to 13% for furniture. Teachers in city schools were more likely than others to feel major improvements were needed for their classroom (15%, compared with 2% in country schools), for their furniture (14%, compared with 2% in rural schools), and recreational space (28%, compared with 16% of their rural colleagues).

Ancillary Help

Although schools have control over the amount of their ancillary staffing through their control over their operational grants, the proportion of teachers having some ancillary help in their classroom, 51%, is also almost identical to both the 1989 and 1990 figures. This may indicate that other areas received priority in school budgets, though 73% of the teachers in this year's survey said they could use some, or more, ancillary help, and a further 8% were unsure. These figures are very close to those of the 1989 survey.

Teachers in the smallest schools were less likely than others to have ancillary help (25% compared with 51% average for larger schools).

Table 4.6 shows the kind of help which teachers received with their classroom work. Major change since 1989 shows only in two areas: an increase in help with special needs children, which may reflect the spread of mainstreaming, or inclusion, and the tagged funding for these students which schools may apply for from the Ministry of Education and Special Education Service, and a decline in ancillary help with the preparation of classroom materials. Interestingly, parent help with the latter has also declined since 1989.

Table 4.6
Forms of Ancillary Help in Classrooms

Ancillary help	1989 % (N=219)	1990 % (N=194)	1991 % (N=203)
Helping individual children with reading or language	32	31	28
Help for children with disability/special learning needs	13	26	28
Preparing classroom materials	21	17	10
Help with mathematics	12	9	7
Help with writing	7	6	7
Publishing children's work	-	3	-

School characteristics, class size or teacher's years of service were unrelated to marked differences of ancillary help received; but more teachers at the new entrant level received over five hours of help a week compared with others. Just over a fifth of the teachers who had help had more than five hours a week, a further fifth had between two and a half to five hours, two-fifths had between one hour and two and a half hours, and the remaining fifth had less than an hour's help. Class size had no clear link with hours of ancillary help.

Class size was the one variable which appeared to make a - slight - difference when it came to whether or not teachers would like some or more ancillary help; 63% of those with classes with fewer than 20 pupils felt they could use more help compared with 82% of those with 30 or more. Class size also had some bearing on the amount of time teachers felt they could use, rising from 28% of those with classes under 20 wanting 2.5 hours or more to 49% of those with classes of 35 or more. Overall 14% would like more than five hours a week help than they presently had (in many cases, none), 23% between two and a half and five hours a week, and 34% one to two and a half hours, and only 2% less than an hour's help.

Teachers already enjoying some ancillary help were more likely to see a use for five hour or more in addition, than those with none (19% compared with 9%).

Parent Help

Forty-five percent of the teachers had parental help in their classroom work, a similar result again to the 1990 survey. Teachers in the smallest schools, those in working class areas and those in high Maori enrolment schools had less help than others (25% compared with 47% average for others, 31% compared with 49% average for others, and 33% compared with 47% average for others respectively). Parental help also declined with class level, from 66% for new entrant teachers, 61% for those teaching junior classes, to 39% for those teaching children in the standards, and 11% for those teaching forms 1 and 2. What did parents do?

Table 4.7
Parent Help in the Classroom

Form of parent help	1989 % (N=200)	1990 % (N=182)	1991 % (N=179)
Helping children with reading/language	32	27	31
Helping children with writing	15	15	16
Helping with projects/electives	n/a	13	n/a
Preparing classroom materials	24	12	12
Publishing children's work	n/a	12	n/a
Helping with mathematics	<4	8	9
Helping children with disabilities	4	3	7

Other help mentioned was with music, art or drama, and developmental activities (4% each), sports, trips, 'housework' (2% each), and with publishing work and the computer (1% each). A fifth of the teachers had help with one area of classroom activities only; 13% with two, 8% with three, and the remaining 6% with four or more.

Overall, 42% would like more help from parents, with Maori teachers in the survey showing more interest than Pakeha/European (76% compared with 45%). In contrast to the desire for ancillary help, class size was not significantly related to the desire for (more) parental help. There has been an increase since 1990 in the level of parent help which teachers would appreciate.

Table 4.8
Activities in which Teachers Would Like More Parent Help

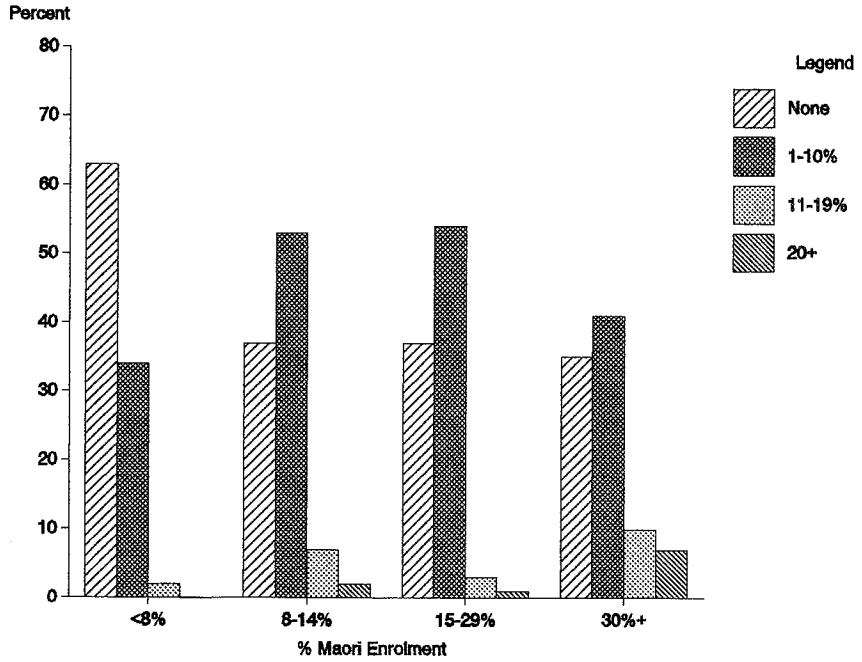
Activity	1990 % (N=171)	1991 % (N=180)
Reading/language	18	29
Preparing classroom materials	13	24
Mathematics	9	17
Everything/anything	7	-
Publishing children's work	7	-
Writing	6	19
More of the same/more regular	6	-

One of children's main learning resources are other children in the class, and their wellbeing. Anecdotally based concerns of teachers and health professionals that children's health was suffering, leading to problems in the classroom and their children's learning, were publically expressed in 1991. This led to a question in this survey on whether there were any children in teachers' classes who did not appear to be having their health needs attended to. While slightly less than half (48%) reported no children who fell into this category, 42% again reported between 1 - 10%, a further 5% felt between 11 to 19% of their children were not having their health needs attended to, as many as 20 - 49% of their class for 2%, and one teacher who felt 50 -74% of the class was thus affected. There is a marked variation between schools related to the overlapping categories of socioeconomic status and proportion of Maori enrolment. Teachers in working class areas and high Maori enrolment were less likely than others to have no children in their class whose health needs were not being attended to (28% and 35% respectively). There were also more teachers in small towns who said that 11% or more of their children had unattended health problems, 12% compared to 5% for those in other locations.

The next figure shows a link with the percentage of Maori enrolment. Figure B.d in Appendix B outlines the link with parental income.

Figure 4.c

Percentage of Children in Class not having Health Needs Attended to by Proportion of Maori Enrolment in School



4 PROFESSIONAL DEVELOPMENT AND SUPPORT

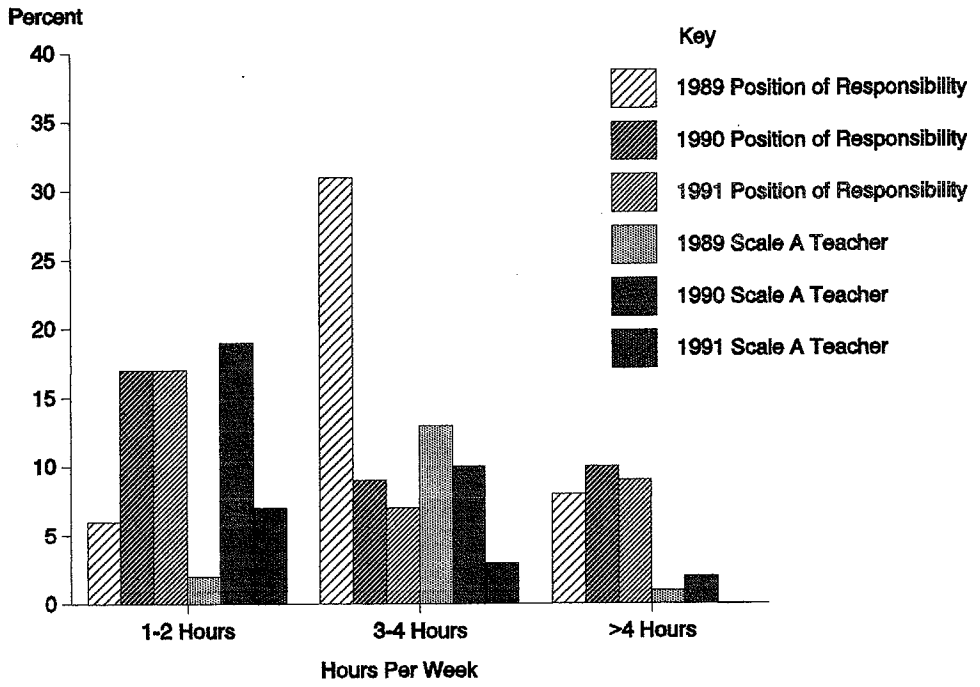
One of the initial concerns with the **Tomorrow's Schools** reforms was that staff development, now funded out of operational budgets, did not decline. Given the increased autonomy of schools, staff development is perhaps even more vital than it has been for the health of a school. Research overseas on effective schools has emphasized the importance of both good staff development and adequate non-teaching time to allow teachers to plan, work with parents, prepare materials, update their curriculum knowledge and teaching skills, analyse pupil assessment tasks and tests, and evaluate their own work. These surveys have therefore asked questions about teachers' training, major sources of information and advice, non-teaching time, and work hours outside class hours.

Non-teaching Time in School Hours

Forty-one percent of the teachers in the 1991 survey had some regular non-teaching time, slightly higher than the 32% in 1990 and the 35% in 1989. This may reflect the greater proportion in the 1991 return of teachers in positions of responsibility. 55% of these had some non-teaching time, compared with 33% of their colleagues. Interestingly, the gap between teachers in positions of responsibility and others which appeared to be closing here between 1989 and 1990 in terms of the number of hours of non-teaching time made available to them, has widened again. Anecdotal evidence offers one possible interpretation: this may be due to more delegation of the increased administrative role of the principal as schools settle into their new frameworks.

Figure 4.d

Hours Per Week of Regular Non-teaching Time



Teachers of forms 1 and 2 were more likely to have non-teaching time than others (85%), and then to have more time (55% had one hour or more compared to 9% average for others). Not surprisingly, the same pattern emerges with the linked variable of class size, running from 21% of teachers with classes fewer than 20 having some non-teaching time, to 52% of those with classes of 35 or more. Only 2% of the former who had non-teaching time had one hour or more a week, compared to 32% of the latter.

While 10% percent overall said they were getting more non-teaching time this year than last, and 20% were getting the same amount as last year, 8% compared to the 1990 4% said they were getting less. How did teachers use their non-teaching time?

Table 4.9
Teachers' Use of Non-teaching Time

Use	Teachers in position of responsibility		Others	
	1990 % (n=127)	1991 % (n=149)	1990 % (n=237)	1991 % (n=231)
School administration	29	36	5	10
Update pupil records	25	28	19	17
Develop school policy	23	23	3	4
Observe other staff	23	28	4	5
Test children	21	29	12	16
Discuss work with other staff	21	30	15	9
Plan lessons	19	18	17	19
Talk to parents	17	21	5	10
Discussions with staff in other schools	11	13	5	3

Other activities included library work (3%), teaching small groups and individuals (2%), and working with beginning teachers (1%). Comparison with 1989 material also shows that the main change in teachers' work during non-contact hours has been in the area of administration.

Whether or not they had regular non-contact time, all teachers also had some responsibilities beyond their own pupils, as the next table shows. It also shows very little change, apart from a decrease since 1989 in the proportion of teachers working with cultural clubs.

Table 4.10
Teachers' Non-Classroom Responsibilities

Responsibility	1989 %	1990 %	1991 %
Responsibility for a specific curriculum area	87	83	86
Storage/maintenance of records	n/a	61	n/a
Development of school policy	n/a	46	54
Sports supervision/training	44	39	37
Staff representative on board of trustees	n/a	28	25
Pupil counselling	n/a	25	23
Teacher appraisal	n/a	24	26
Liaison with group of parents	37	23	29
Library	27	23	27
School play/display day	31	22	26
Fundraising	n/a	21	25
Health	24	18	20
NZEI representative	n/a	17	19
School choir/orchestra	6	16	15
Computers	n/a	15	22
Cultural club	17	9	10
School newsletter	11	6	8

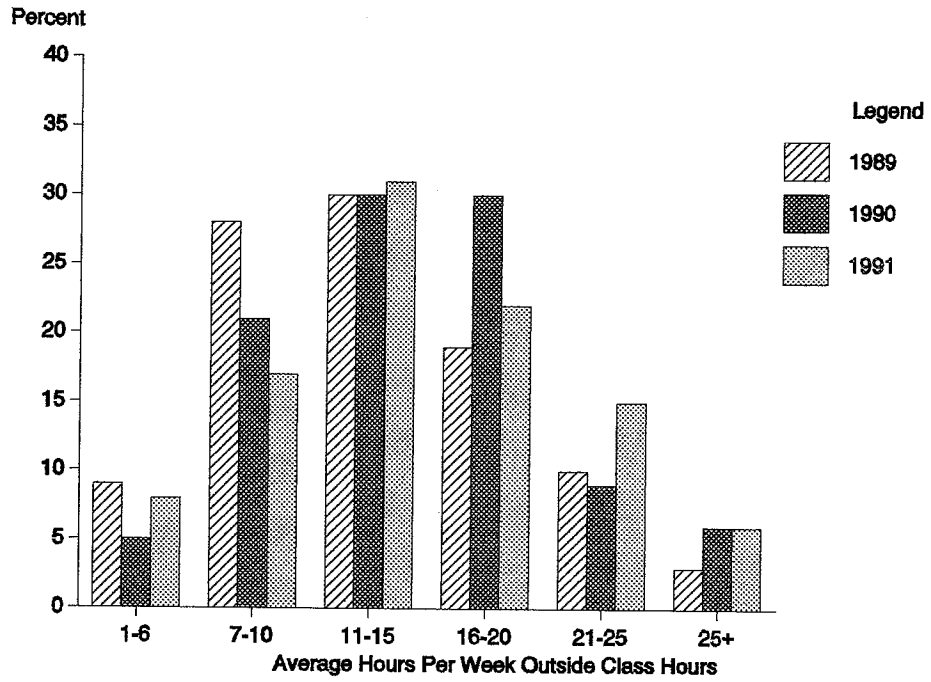
Other duties mentioned included parent-teacher committee representative (5%), remedial work (3%), special needs, staff development, gardening/landscaping/maintenance, and religion.

The amount of hours put in by teachers over and above their class hours[1] rose substantially between 1989 and 1990, and may now be stabilising at the higher level. These figures indicate that three-quarters of primary and intermediate teachers are working, on average, more than the 40 hours a week which was made the norm in the recently renegotiated collective employment contract.

[1] Teachers are generally on duty for six and a half hours a day, including lunch breaks.

Figure 4.e

Teachers' Average Work Hours Per Week Outside Class Hours



More teachers in positions of responsibility worked 16 or more hours a week outside class time (55%) compared to other teachers (36%). Teachers with classes of 35 or more were more likely to give another 21 hours or more than others (38% compared to 19% of those with smaller classes). Table 4.11 gives some idea of the tasks that take this additional time of teachers.

Table 4.11
Average Hours per Week of Teachers' Outside Class Time Given to Key Teaching and Administrative Tasks

Task	Up to 2 hrs %	2-5 %	6-10 %	11-15 %	More than 15 %
Preparation for classroom work	12	35	37	13	2
Marking, assessment, and report writing	34	42	18	2	1
School meetings and contact with parents	58	33	3	1	0
Training/staff development/ receiving advice	52	10	1	0	0
School administration	59	16	4	0	0
Policy/curriculum development	64	10	2	0	0

These figures are not substantially different from the 1990 survey results, which supports the hypothesis of stabilisation already advanced. Teachers in positions of responsibility were more likely to spend two or more hours a week on meetings and contact with parents (46% compared with 31%), on administration (36% compared with 11%), on policy and curriculum development (22% compared with 5%) and on training (19% compared to 7%). Class level was also associated with some differences in extra time put in by teachers. Twenty-seven percent of new entrant teachers gave 11 hours or more a week to teaching preparation, junior class teachers 21%, standard class teachers 11%, and 4% of form 1 and 2 teachers. Work on assessment showed a reverse pattern, with those teaching forms 1 and 2 putting in more time than those teaching younger children, probably linked to the general rise in class size with school level, and change in forms of assessment. Certainly, class size has striking associations with the time outside class hours given to assessment work, rising from 3% of those with 20 or fewer children giving seven hours a week or more, to 45% of those with classes of 35 or more. The only other statistically significant relationship between hours worked outside class time and class size was in the aspect of meetings and contact with parents, with 58% of those with classes of over 35 giving two or more hours a week on average, compared to 37% overall.

Professional Development

It is hard to judge yet whether the early fears that staff development could suffer with the reforms are groundless. Results from the 1990 survey seemed to indicate a slight increase in training, at least as far as the number of topics studied was concerned. This year, 37% of the teachers in the survey said they had had the same amount of inservice training as in the

previous year, 32% said they had had more, and 22%, less: much the same as 1990 responses. More teachers in the smallest schools reported they had had less training than 1990 (50%). This was the only school characteristic associated with changes in the amount of training.

This information might indicate a slight increase in staff development since the introduction of **Tomorrow's Schools** - at an overall level - since it also indicates disparities and differences between individual schools.

This year's questions on training attempted to get a clearer picture of what the most useful areas and sources of training were for teachers. Although the training questions in the first two years of the survey were broader, nonetheless curriculum continues its dominance. Areas which have been to the forefront of Government policy interest are also marked, to a lesser extent.

Table 4.12
Most Useful Areas of Training/Advice in Last 12 Months

Area	%
Curriculum area	62
Pupil assessment	14
Special needs children	12
Teacher appraisal	10
School development	9
Classroom management	8
Management	7
Child behaviour	6
Administration	6
Interpersonal skills	6

Other areas covered by a few were relations with parents, and gifted children.

Sources of Staff Development

Interestingly, though the question in the 1990 survey asked teachers what their *main* source of advice was, the order was the same for this year's question of 'Who was the source of your *most useful* training/advice?' Advisors headed the list (51%), followed by other school staff (25%), college of education lecturers (21%), other teachers in local schools (16%), and private firms (10%). Other sources included reading recovery tutors (3%), university staff (1%) and books (1%). Location and school size were linked to some differences here. Rural

teachers were more likely to mention advisors (58%), and urban teachers private firms (12%). Teachers from the biggest schools (rolls over 300) made more use of private firms than others (20%), and those from the smallest schools made most use of teachers at other local schools (50%).

Although advisors were the main source of teachers' most useful training in 1991, they were not the most favoured source of in-service training for the year ahead.

Table 4.13

Preferred Source of Teachers' In-service Training For the Year Ahead

Source	1990 %	1991 %
Advisors	72	52
Experienced/successful teachers from other schools	65	64
College of education lecturers	39	21
Experienced/successful teachers within own school	24	24
No preferences	n/a	19

A few teachers (4%) noted that their preference would depend on the topic. Advisors were preferred by more small town and rural teachers than urban (62% average compared with 45%).

In 1990 the survey results indicated that much training might be in-house only. This year's results indicate that that trend has not been sustained: it is teachers from other schools who head the list of those who teachers trained with for the topic which was of most use to them (58%), followed by the teacher's school staff only (33%), local cluster group (14%), a variety of people (11%) - and 'no-one else' (9%). The figure for those training with teachers from round the country was still low (6%), as was training with trustees (4%), though this may have reflected the predominance of curriculum matters in teachers' favoured training areas.

School size was associated with some differences here, with those from the smallest schools least likely to train with their school staff (0%), and more likely to use the local cluster group (25%), or no-one (25%).

Fifty-four percent of the teachers were responsible for passing on their training to the rest of their school. Those in positions of responsibility were more likely to have this duty than others (67% compared with 47%). There were no significant differences here related to topic or source of training and who teachers had trained with. While 8% of these described it as

very effective, most (87%) said it was only 'sometimes effective/it depends', and 5% said it was ineffective.

While most of the teachers had had inservice training during class hours, a considerable amount was also taking place outside this time, as shown in Table 4.14. A noticeable rise in those training during school holidays is apparent.

Table 4.14
Time When Training Took Place

Time	% 1990	% 1991
During school hours	88	82
After school hours	68	63
Evening	24	28
Weekend	19	23
Lunch breaks	9	7
School holiday time	7	15
Before school hours	6	4

The **Tomorrow's Schools** reforms appear to have had an impact on teachers undertaking training in their own time. Two-thirds of the teachers in the survey did so in 1991, much the same as the 60% who reported doing this in 1990, and substantially more than the 42% in the 1989 survey. Those in positions of responsibility were more likely to have undertaken such training, 79% compared to 58% for other teachers. Just over half (51%) said they intended to do some such study next year, again with a higher proportion of those in positions of responsibility than others (61% compared to 45%). This report of intention was much the same as the 1990 survey figure. Interestingly, the proportion of teachers saying they intended to study has been lower than the actual proportion of those studying in their own time in all three years of the survey.

Just under half (47%) received financial support from their board of trustees for this study in their own time, a rise from the 1990 figure of 33%. Teachers continued to pay for themselves at much the same rate (37% compared with 33% in 1990). Other sources were the Ministry of Education (3%), private firms, or a free course (1%). Teachers from the smallest schools were less likely than others to receive financial assistance from their board (17%).

Table 4.15
Topics Studied in Teachers' Own Time

Topic	% (N=260)
Curriculum area	47
Interpersonal skills	11
Child behaviour/behaviour management	10
Administration/management	9
Teacher appraisal	9
Education administration reforms	6
Proposed changes to assessment	6

The reasons given by those who did not intend, or did not know whether they would do some study in their own time were lack of energy left after work (15%), that training was not close by or offered in their area (14%), they had no time for training (13%), or could not afford it (11%). Eight percent, mostly teachers who had been teaching for more than 15 years, saw no need for further training at this point, and another 7% said it depended on what was available. However, years at the school had no bearing on whether teachers used their own time for training, or intended to do some training in the next year.

Sources of Advice and Information

Advisors and others locally or easily available also played a prominent part in the major sources of teachers' advice and information, as shown in Table B.9 in Appendix B.
The proportion of teachers who felt they were missing out on needed advice and information rose substantially from 17% in 1990 to 37% in 1991 - at the same time those who were unsure fell from 27% to 15%. Areas identified by the teachers ranged widely, with a similar emphasis to those identified in the 1990 survey. They included: teacher appraisal, effective relationships and roles in the new school environment (15% each), pupil assessment (13%), teaching methods (10%), curriculum areas (9%), equity issues (8%), and positions available (4%).

A similar rise in those who felt their school was missing out on needed advice or information is evident between 1990 (22%) and 1991 (40%), again linked to a fall in those who are unsure (from 31% in 1990 to 19% in 1991). The main needs identified here were: effective relationships and roles in the new school environment, including conflict resolution (23%), innovations in teaching methods (22%), curriculum innovations (18%), financial management or budgeting and equity issues (10% each). There were no statistically significant relationships with school characteristics here, or with whether teachers held a position of responsibility.

Teacher Appraisal

Just under three-fifths of the teachers in the survey reported that their school appraised their teaching performance; a further 12% were unsure. Appraisals were less likely in the smallest schools (33% compared to 60% for bigger schools), and most likely in schools serving middle-class communities (75% compared with 50% average for others). They were also more likely in schools without high Maori enrolment (58% average compared to 46% of those teaching in schools with high Maori enrolment). Most of those who had their performance appraised were satisfied with the way they were appraised, and the use made of their appraisals.

Last year's survey contains information on who was involved in teacher appraisals; the 1991 survey focused on the use made of appraisals. The main use reported was, as intended, staff development, with some noting specific activities such as setting goals and targets to achieve, and teachers helping each other to make improvements as a result of the identification of needs in the appraisal. Other uses noted by just a few teachers were to plan inservice training, and school development.

When asked how useful they thought their school's form of appraisal would be in improving teaching and learning in their school, 23% of the teachers thought it would be very helpful, 27% that it would be of some use. Only 9% felt it would not be helpful, with another 9% expressing the reservation that it would help if time were available, and 4% if resources were available.

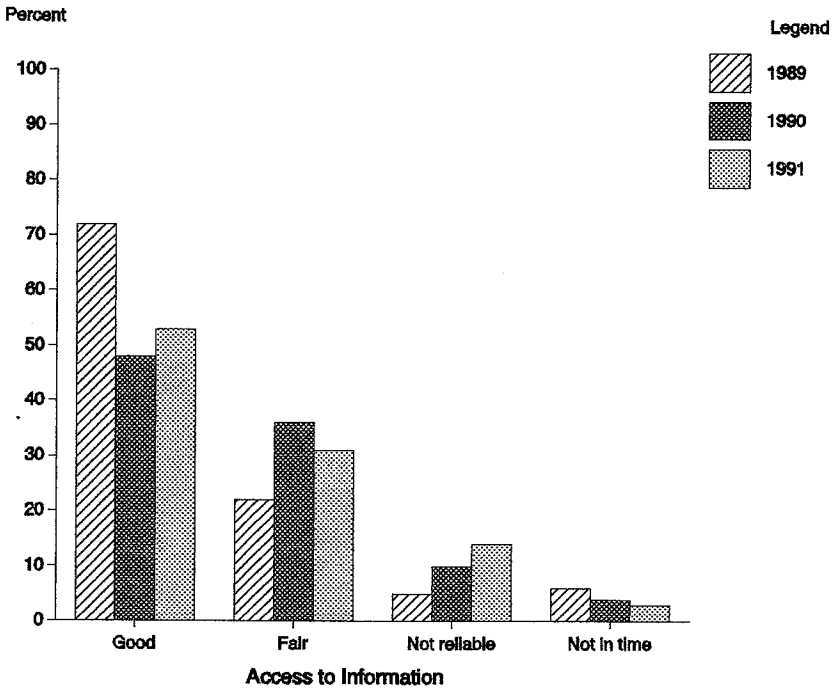
5 TEACHERS' ACCESS TO INFORMATION AND INCLUSION IN DECISIONMAKING

One of the hallmarks of 'effective' or 'excellent' schools is the inclusive and collaborative nature of school decisionmaking. A major principle of **Tomorrow's Schools**, in line with this, was that decisionmaking should occur 'as close as possible to the point of implementation'.[2] The 1989 survey figures gave a more sanguine picture of teachers' assessment of their access to information affecting their work than either the 1990 or 1991 survey results.

[2] *Tomorrow's Schools*, p iii. Sections 1.2.16 and 1.2.17 contained companion expectations that teachers would be involved in collaborative decisionmaking in the school.

Figure 4.f

Teachers' Access to Information Which Affects Their Work



More teachers who did not have positions of responsibility felt their access to this information was unreliable (16% compared with 10%). These results were unrelated to school characteristics.

The part played by teachers in school decisionmaking has, however, remained much the same since the 1989 survey. Teachers in positions of responsibility have a much larger part in decisionmaking than their colleagues, though their membership of decisionmaking teams appeared to have lessened slightly in the areas of school organisation (87% in 1990) and staff development (74%). They were less likely than others to feel their views had not been sought. This was most marked in the areas of teacher appraisal, budget allocation, and assessment policy, as in 1990, and also this year, in school organisation, as the next table shows.

Table 4.16
Teachers' Part in School Decisionmaking

Area	Part of decision-making team		Listened to by decisionmakers		Views not sought	
	PR %	Other %	PR %	Other %	PR %	Other %
Curriculum	83-	65	30	29-	4	12
Discipline & rewards policy	67-	51	30	36	8	16
School organisation	69-	42	38	37	6	20
Assessment policy	66-	48	32	36	8	16
Staff development	56-	43	42	41	9	16
Budget allocation	62	38	38	37	12	20
Teacher appraisal	50	23	30	31	13	26
Bulk funding	50	41	40	39	13	19

NOTE: PR signifies Position of Responsibility, and '-' indicates a decrease of 10% or more from the 1990 survey figures.

While 64% of the teachers in the survey did not feel there were any areas of school life where they felt they should be involved in decisions and were not, 19% did feel there was such an area, and a further 13% were unsure. Their comments on what they would like ranged widely, but with an emphasis on better consultation between principal or board, and school staff.

Views of the relations between school staff and their principal have changed overall very little since 1990: as then, teachers saw more problems than did principals. However, one change since 1990 is that more teachers in the smallest schools feel there are problems in the relationship (33% compared with 7% in 1990).

Table 4.17
Relations Between the School Principal and School Staff

View	1990 Principals % (n=204)	1990 Teachers % (n=371)	1991 Principals % (n=178)	1991 Teachers % (n=396)
Excellent - very good	60	45	65	42
Good	29	24	26	23
Satisfactory	6	14	6	11
Minor problems	4	10	4	12
Major problems	0	8	1	10

The major themes of those who commented here showed less concerned than in 1990 with the way principals' new administrative workload was having an impact on their leadership, or ability to undertake classroom work. Lack of communication, lack of consultation, the principal not doing the job, and an arrogant or autocratic style were the main problems mentioned by teachers in the 1991 survey.

Teacher Contact with School's Board of Trustees

Table 4.18
Teachers' Contact with Their School's Trustees

Contact	1989 %	1990 %	1991 %
Talked at school functions	72	71	71
Met at staff/board socials	69	74	66
Developed policy together	67	43	36
Trustees visited the classroom	28	18	11
Informal contact in community	n/a	n/a	66
Talked when trustees visit school	n/a	73	n/a
Teachers attended board meetings	n/a	n/a	43

There has been a consistent, though slight decline since the 1989 survey in teacher contact with trustees. This may be because of the high degree of stability since then amongst trustees. Fourteen percent of the teachers reported one contact, 18% two, 27% three, 20%

four, and 17% five or more. Teachers in positions of responsibility were more likely than others to have five or more contacts (26% compared with 12%). There were no differences in the kind of contact between teachers with positions of responsibility and others, apart from policy development (55% and 36% respectively).

Most teachers were satisfied with their contact with trustees; 8% were not sure, and 14% were dissatisfied. The more contacts they had with trustees, the more satisfied they were, rising from 56% of those who had one kind of contact to 100% of those who had five or six. Unlike the 1990 survey results, there were no statistically significant relationships here with school size.

The next table shows how teachers, principals, and trustees viewed the relationship of the school board with its teachers. Teacher estimations of minor problems with their board have risen slightly from 7% to 13% since the 1990 survey.

Table 4.19

Views of Relations between School's Teachers and Board Members

View	Trustee % (n=297)	Principal % (n=198)	Teacher % (n=371)
Excellent - very good	51	50	45
Good	33	26	28
Satisfactory	7	13	16
Minor problems	5	5	7
Major problems	0	1	3

Major themes amongst the teachers who commented on any staff-board problems were that the board did not want to work with staff, and lack of contact. Others mentioned were personality clashes, the board not being committed to its work, and lack of confidentiality amongst some trustees. Some school characteristics played some part in the perception of problems. As in 1990, more problems were reported by teachers in schools in small towns (28%) than were reported by those in rural schools (15%), or major cities (15%). In contrast to the 1990 survey, where no teachers in schools with rolls fewer than 35 reported problems, 25% did so this year, higher than the average for larger schools (16%).

Interestingly, staff representative views here were not very different from those of other teachers, with a slightly more positive tinge overall. Only 5% of the teachers reported problems in staff relationships with both trustees and principal.

Teacher views of how their board is doing overall are included in Table 2.24 in Chapter II.

School size played a part in their views, with 75% of those teachers in schools with rolls smaller than 35 saying their boards were coping or struggling, compared to an average of 31% for larger schools. Teachers in high Maori enrolment schools were more likely to say their boards were struggling (10% compared with 2% average for others). Those in working class communities were also more likely to say their boards were coping or struggling (46% compared with 28% average for others).

There were links between judgement of the relationship between board and staff, and board progress: 73% of those who thought their board was struggling also mentioned problems in the relationship, as did 30% of those who said their board was coping, in contrast to 7% of those who thought their board was making steady progress, and 8% of those who thought their boards were on top of their task. A similar relationship holds with teacher judgements of staff relations with the principal. Thirty-seven percent of those who said their board was struggling and 34% of those who said their board was coping also said that there are problems in the relationship, compared with 15% of those who said their board was making steady progress, and 14% who said their board was on top of the task.

There was also a link here between teachers' expressed satisfaction with their contact with board and their contact with the staff representative on the board. Fifty-eight percent of those who thought there were problems in the relationship between staff and board thought they did not have enough contact with the board, compared to an average of 10% for others. A relationship also existed between judgements about access to information concerning work, with 20% of those who said their access was unreliable also saying there were problems in the board-staff relationship, compared to 6% of those who said their access was good. There was, however, no clear link with whether teachers wanted to have more involvement in decisionmaking.

The contact that teachers have with their staff representative on their school's board of trustees has changed little in the first three years of the **Tomorrow's Schools** reforms.

Table 4.20

Teachers' Contact with Staff Representative on the Board of Trustees

Contact	1989 %	1990 %	1991 %
Regular group report after board meetings	47	48	46
Nothing formal	33	30	29
Regular group discussion on agenda items before board meetings	25	22	21
Individual discussion on agenda items before board meetings	17	17	14

Most teachers (46%) had only one contact with their board representative; 23%, two, and 7% three or four. Most of the teachers who were not staff representatives were satisfied with their contact with the staff representative; 6% were unsure, and 13% dissatisfied, up from the 4% in the 1990 survey. It should be noted that there was a reasonably high proportion of staff representatives (25%) amongst those who responded to the survey. In contrast to 1990, staff representatives were evenly divided between those with positions of responsibility, and those without. Interestingly, there was an association between class size and whether a teacher was a staff representative: 48% of those with classes of fewer than 20 were staff representatives, 17% of those with classes between 25 and 35, and 10% of those with classes of 35 or more. This association may say something of the workload entailed in being staff representative on the board.

School characteristics had some association with teacher views of whether their school's charter was a working document, with only 33% of those in the smallest schools saying it was, compared with an average of 67% for those in larger schools.

Eighty-two percent of the teachers commented on the issues they saw facing their board of trustees. The top of their list is very similar to the issues identified by trustees, principals, and parents.

Table 4.21
Teachers' Views of Major Issues Facing Their Trustees

View	% (N=324)
Full bulk funding	45
Funding/budgeting/fundraising	37
Staffing numbers	24
Property maintenance	23
Elections/keeping members	9
Policy development/revision	9
Trustee workload	5
Relations with school staff	4
Understanding their role	4
Direction of school	4
Trustee capability/lack of training	4

Other issues which teachers thought their board would have to address were the appointment of principal or senior staff, relations with dissatisfied parents (3% each), and teacher registration (2%).

In 1990, trustee capability and workload were second and third in the list of major issues,

albeit at 17% and 16% respectively: it is interesting to note that these became minor issues in 1991 in comparison to full bulk funding and staffing. This was true for teachers as well as for principals and trustees.

Teachers who were also staff representatives on their school's board of trustees thought the major issues were buildings and ground maintenance, trustee workload, policywriting, keeping parents interested, and full bulk funding.

6 THE IMPACT OF THE REFORMS

Appointments

Sixty-three percent of the teachers who responded came from schools which had made teaching appointments in 1991, somewhat less than the 78% in the 1990 survey. Schools where no appointments had been made in the previous year were more likely to be rural, full primary, and with rolls under 35.

Teacher views on the appointment process at their schools are given in the next table, from 60% of the survey participants. There was some decline between the 1990 and 1991 surveys in the proportion of those who thought the new process was fairer all round.

Table 4.22
Teachers' Views of their School's Appointment Process

View	1990 % (N=298)	1991 % (N=238)
Gives advantage to people already working in the school	30	23
Puts pressure on principal	30	23
Fairer all round	21	12
Less fair all round	15	12
Not sure	9	9
Disadvantages female applicants for senior positions	n/a	7
Disadvantages older applicants for senior positions	n/a	7
Advantage to people who are not known	n/a	5
About the same as previous system	5	4
Gives advantage to people not known in school	5	3

Some of the range of comments made here:

It took the first two appointments before we got it right through policy. Impeccable advice received (industrial) made the difference.

In an appointment this year youth was favoured, definitely not teaching ability and skills.

Often it's who you know now! Experience and qualifications don't seem to count - which is really sad.

In jobs I have applied for I felt appointments were most unfair, especially three jobs that weren't nationally advertised.

I welcome the school having a say in appointment, but a lot of time is spent making the right decision, which creates pressure.

A known teacher already teaching successfully in the school has an advantage - there's nothing wrong with this.

Views that an area of the school had missed out because it was not a budget priority were much the same as 1990, with 21% saying there had been such an area, and 36% unsure. The main areas mentioned were school maintenance, equipment, and a curriculum area.

This year, we asked teachers to describe the most, and the least, satisfying parts of their job. Not surprisingly, administration and workload topped the list of dissatisfactions. This raises some questions about future teacher training and, perhaps, selection, given that the devolution of administration to schools is, for the forseeable future, here to stay.

Table 4.24
Sources of Teachers' Satisfaction with their Work

Source	%
Children's progress	49
Children	35
Teaching	20
Work with colleagues	8
Children's enjoyment/happiness	7

Teachers in positions of responsibility were more likely to cite working with colleagues and achievement of results than others (13% compared with 4% and 10% compared with 5% respectively). Teachers of form 1 and 2 classes were less likely to cite children's progress (30% compared with 55% average for others). Teachers of classes above 24 were less likely to cite children's enjoyment of their work (4% compared to 10% for those with classes of 24

or below).

A range of the comments made here:

> Seeing the children improve academically and socially.
>
> Seeing the children's pride in work well done. The affection received and given.
>
> The positive working environment that stems from good leadership, the principal, and radiates out to other staff, children, parents, and the local community.
>
> Having a say in the buying of resources, allocating funding where it's needed.
>
> Working with the kids. Syndicate planning with my colleagues, supporting and being supported by my colleagues.
>
> Developing teaching methods to suit individual children's needs.
>
> Seeing young children progressing well because I've managed to build up the appropriate learning atmosphere.
>
> Seeing children learn - that twinkle in their eye when they've found out something for themselves. Seeing children come to school with a smile on their face. Getting a slow learner to move.

Table 4.25
Sources of Teachers' Dissatisfaction with their Work

Source	%
Administration	33
Workload/stress	19
Records/assessment	14
Meetings	11
Lack of parent/community support	9
Concern about changes to education/attacks on teachers	7
Poor behaviour from children	6

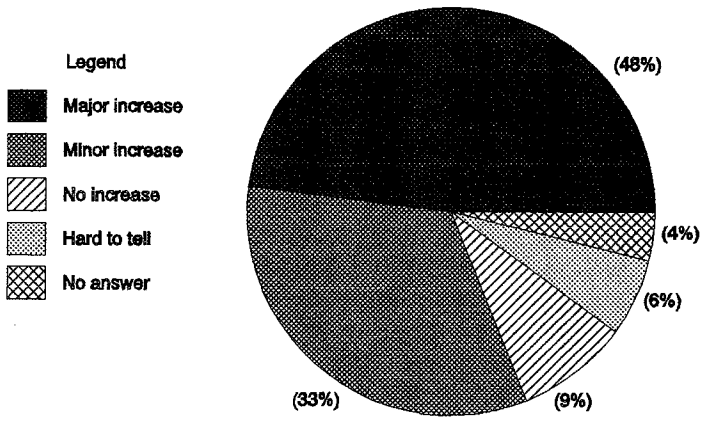
There were no differences in sources of dissatisfaction related to whether a teacher also had a position of responsibility, an interesting finding in the light of the extra administrative load carried by those in such positions. Class level was associated with some differences: more new entrant and junior class teachers cited meetings (16% average compared to 5% for others), and form 1 and 2 teachers were more likely to note children's behaviour than others

(17% compared to 5% for others). Lack of time as a source of dissatisfaction rose from 19% for those with classes of 20 or fewer, to 35% for those with classes of 35 or more. Those in the smallest schools were most likely to mention meetings, and least likely to mention assessment, lack of parent or community support, and workload or stress.

> The fact that it tends to take over all my free time. You never seem to stop planning and writing and thinking about teaching. Even though I enjoy my job, I never seem to stop working.
>
> Lack of funds to adequately assist our many 'at risk' children.
>
> Teaching very slow, disruptive children from backgrounds where no parental interest is shown.
>
> Wasting time discussing policies which aren't effectively implemented.
>
> Increasing levels of administration which reduces time available for teaching in classroom.
>
> Paperwork that does not benefit the pupils or teachers.
>
> Dealing with trivia - chasing up endless amounts of money.
>
> Looking after the administration of school funding activities, which have increased this year.
>
> Negativity from parents who wouldn't know what was going on in a classroom, and teachers who don't pull their weight, but parents think they're great.
>
> Large classes, difficulty in treating children as individuals - the huge amount of organisation, evaluating, reporting.
>
> Constantly trying to keep a variety of classroom records up to date.
>
> Not having any positive feedback on all the great things that happen. The negativity and uncertainty of teaching, not knowing where the Government will jump next is very disconcerting.

Workloads have increased for teachers since the introduction of the **Tomorrow's Schools** reforms.

Figure 4.g
Impact of Tomorrow's Schools *on Teacher Workloads*



Teacher satisfaction has also declined, as Table 4.23 below shows. Apart from workload and teacher satisfaction, about half the teachers overall did not report any impact on their work from the reforms. Where changes were reported, more teachers reported minor positive impacts than negative impacts in the classroom work itself, positive and negatives balanced each other out overall in relations with principal and colleagues, and a negative impact stronger in the areas of teacher work satisfaction and workload. The overall picture is of minor gains, at some cost.

Table 4.23

Teachers' Views on the Impact of the Tomorrow's Schools *Changes*

View	Major +ve %	Minor +ve %	No impact %	Hard to tell %	Minor -ve %	Major -ve %
Teaching content	2	14	48	24 +	6	3
Teaching style	1	14	62	15	5	1
Quality of children's learning	3	12	57	16	8	2
Relations with fellow teachers	4	11	54	14	11	3
Relations with parents	4	18	54	13	7	2
Job satisfaction	3	9	25	12	33	15
Relations with principal	6	12	51	13	10	5

Unlike the 1990 survey results, school characteristics appeared to play a smaller part in 1991 teacher judgements of the impact of the changes. Teachers in low-middle income areas were more likely to note minor positive changes to their teaching style and their relations with parents. Those in the smallest schools were most likely to note minor negative changes to their relations with colleagues, and their relations with parents.

Teachers in positions of responsibility were more polarised in their views, reporting both more major negative and major positive impacts of the changes on their job satisfaction than others.

Finally, teachers gave their views on the impact of the educational reforms so far on their school, and on the wider educational system. It has to be said that there are few positive feelings or hopes expressed here. At the school level, comments were made by 58% of the teachers who responded. The concerns they expressed were about stress, burnout, and low school morale (15%), about the domination of administration at the cost of teaching, falling rolls, and increased teacher-pupil ratios (14% each), the nature of continuing changes to education and attacks on teachers (13%), funding adequacy and full bulk funding (11% each), and about the adequacy of provision for children with special education needs (5%).

On the positive side, 5% made a generally positive comment, and 4% noted they had more freedom now to meet the school's own needs. Rather more ambivalently, 4% felt that their school was doing all right compared to others. Other concerns noted by a few were property maintenance, national assessment, 1992 board elections and trustee workload, the quality of their school board, and the negativity of some parents.

A range of representative comments here:

Generally, the staff in my school appear less positive, more inclined toward negative feelings. Some staff have become depressed, and they worry about their future security in the job. Staff generally have become less tolerant and more critical of each other. There is the general attitude that we must work very much harder to achieve the co-operative attitude we used to have towards each other - if we ever achieve it again!

We are all working to breaking point. The results are not getting better: our image is good, but the academic performance of pupils has deteriorated due to teachers having less time to work with children. We need to talk less and do more where it counts - at the chalkface.

Parental interest and participation is nil except in the bilingual and accelerated classes. Very disheartening for other staff.

Our school is lucky. Being an integrated school, it has managed its affairs and supplied its own needs for years. Even so, the changes are most likely to have a detrimental effect because the Ministry still wants control without giving direction or help, while it foists the daily tasks onto parents. In other words, the bureaucrats seem to want the parents (boards) to do all the work, to be 'accountable', but to have no real say.

The services/programmes available up to 18 months ago for our many at risk children are vanishing - the quality of education these children receive is decreasing because the children are not 'bad' enough to be recognised by outside services. Because they have no obvious physical or mental disabilities, they are being ignored.

Children cannot be compared to a product, as they are not uniform in any way. I hope we don't become obsessed with churning out products based on external assessments rather than teaching them to do the best with their varied abilities.

With the loss of 2 Scale A teachers in our school in 1992, our class sizes will dramatically increase and result in high teacher:children ratio, equals less effective learning, more learning problems, and increased teacher workload and stress. Yet we have increased from one office person to two to cope with increased administration. Is this what education needs - fewer teachers and more office personnel?

Generally I expect educational standards to improve unless pupil: teacher ratio increases to 30 or more per teacher.

The changes, though positive, seem to be beyond the grasp of many on the staff - unless lots of time is spent 'bringing people on board', this will continue.

I think we're on the verge of having gone too far.

When it came to views on the effects of the reforms on New Zealand education as a whole (from 70% of the teachers responding), the negatives continue to dominate. Only 4% made a positive comment here.

Table 4.24
Teacher Views of the Effects of the Changes on New Zealand Education

Effect	% (N=277)
Negative effect on teacher morale/quality	23
Negative effect on national standards	22
Money rather than children's needs deciding	16
Inequity increasing	13
Concern with bulk funding	13
Administration at expense of teaching	10
Larger classes	10
Concern with funding	10
Concern with attacks on education/teachers	8
Loss of career options for teachers	8
Schools becoming competitive/isolated	5

Other comments were that things were confused, a concern with trustee continuity through the 1992 elections or workload (2% each), and a view that the effects of the changes depended on the school (1%).

Here is a selection of representative comments:

> There are both positives and negatives. Many schools are enjoying the freedom which changes have brought about. Negatively, however, inequalities seem likely to become further entrenched because many school communities either are already, or are becoming, unable to support their own school's need for funds over and above what the government provides.

> I am personally worried about the long term effect of policies. Definitely a 'have' and 'have not' with funding in the future, eg 35% of our pupils cannot pay fees - $30 - even now.

> I work in a school that is situated in an affluent area. The school board is run by people who have excellent business skills etc. I believe all parents are caring of their children's future, but I can see some areas not having the business skills and education because of the funding becoming uneven in resources and opportunities for all children.

> We are becoming locked into a cycle which will see children from working class homes get a lowered standard of education. Already teachers are being blamed for there being 200,000 unemployed - as though the jobs would be there for

skilled people anyway. I see our standard of education under threat.

I don't know how a Minister of Education can in all conscience allow the attacks on our education system to proceed.

Education will become more rigid and dictated, if the national assessment tests force teachers to teach children to a test so they will pass.

Education will suffer as a result of big classes. I know because I've taught in classes of 35 and 17 - what a difference it makes! I'd like to see the Minister teaching 35 five and six year olds.

It seems to me that some of the administration changes (accountability of teachers) are for the good, but the monetary stresses are going to cause endless problems. Ultimately it is our (NZ)'s future that will suffer. The children are an investment, and you don't borrow from investments if you are to depend on them in later years.

I think most changes so far have been good. I believe in accountability, and I hope this continues to be a priority. I do not like the emphasis on testing, and am concerned about bulk funding, high pupil-teacher ratios, and stresses placed on teachers.

I think the long term agenda of the present government is to introduce bulk funding. They will then progressively reduce spending on state education and dump the problems on the BoTs. Bulk funding will allow governments to distance themselves from the consequences of reduced spending on state funded education.

I believe this survey is premature. All the changes have not yet happened.

I dislike intensely the attitude of the government towards education - trying to bring in changes to cut costs and lying about how it will improve education; slavishly following systems that don't work overseas when we have one of the best and fairest education systems in the world. I am angry about what this will do to our children. The low profile they are giving teaching, the fiction of national assessments as proof of the success of a teacher.

APPENDIX A

1 SURVEY SAMPLE

The survey is based on 239 schools, a 10.5% sample of all non-private primary and intermediate schools. This sample is a stratified random one, proportionally representative of the overall totals for type of school, location of schools, roll size, proportion of Maori enrolment, and whether state or integrated. These school characteristics of the school base sample are shown in the table below.

Table A.1
School Characteristics of the Survey School Base (N=239)

Characteristic	%	Characteristic	%
Location		**Size**	
Rural	44	1 to 34 pupils	17
Urban	39	35 to 99 pupils	26
Secondary Urban (e.g. Blenheim)	5	100 to 200 pupils	20
Minor Urban (e.g. Balclutha)	13	200 to 300 pupils	16
		300+ pupils	22
Percentage of Maori enrolment		**Type**	
Less than 8%	42	Full primary (to form 2)	53
8 to 14%	19	Contributing primary	40
15 to 29%	15	(to standard 4)	
30% or more	22	Intermediate	7
Authority			
State	92		
Integrated	8		

NOTE: July 1991 Ministry of Education school roll data show some interesting changes in the national profile of schools, particularly for percentage of Maori enrolment. 1991 national figures are 35% for schools with less than 8% Maori enrolment, 18% for 8 - 14% Maori enrolment, 15% for 15 - 29% Maori enrolment, and 22% for more than 30%. Changes to school size are slight: 1991 figures are 19% for those with rolls under 35, 24% for schools with rolls from 35 to 99, 21% for schools with rolls from 100 - 199, 18% for those with rolls from 200 - 299, and 19% for schools with rolls over 300.

The base school sample is the same as that used for the NZCER 1989 and 1990 surveys. Each year separate questionnaires have been sent to the principals of the sample schools, two

trustees, and between one to three teachers at each school. Replacement names for trustees and teachers in the 1990 survey who had not returned questionnaires, and for those who had moved on since then, were randomly drawn from lists held by the Ministry of Education as at mid September 1991. For largely practical and economic reasons, the parent sample was drawn from a sub-sample of 26 schools, a sub-sample chosen to match the school characteristics of the total sample as closely as possible. Parents' names were randomly chosen from class lists kindly supplied by the schools concerned on a one in four basis.

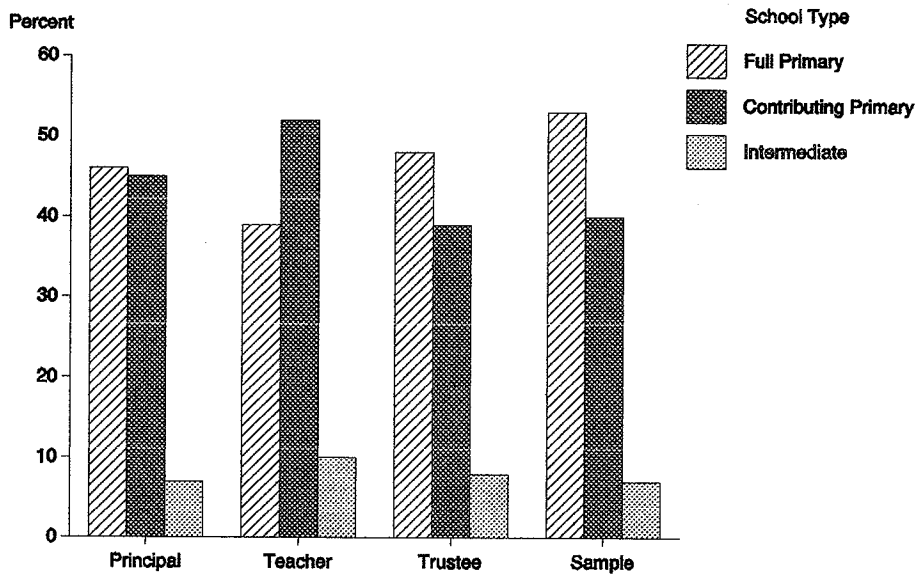
2 REPRESENTATIVENESS OF THE RESPONSE

People at the School

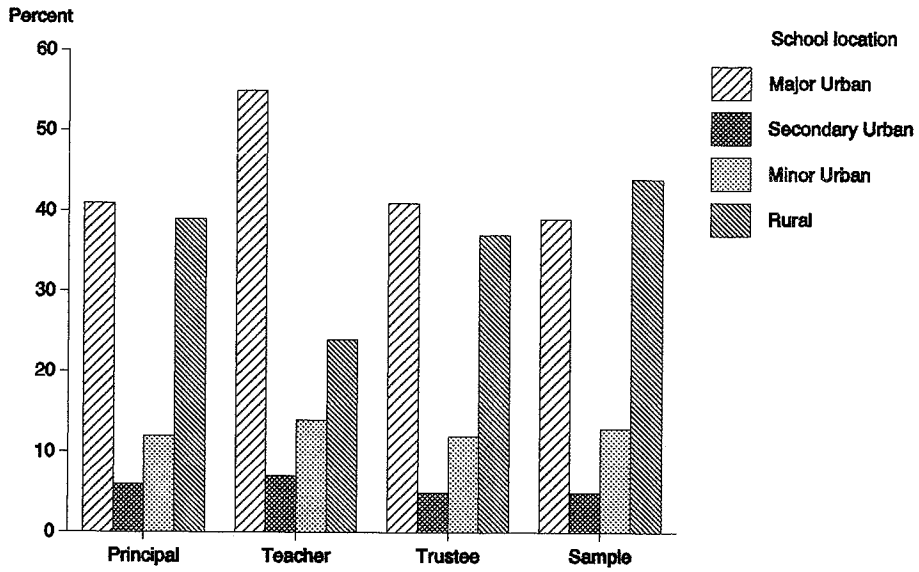
The figures below compare the school characteristics of the sample with those of the trustees, teachers and principals who responded.

Figures A.a
Respondents' School Characteristics in Relation to Sample School Characteristics

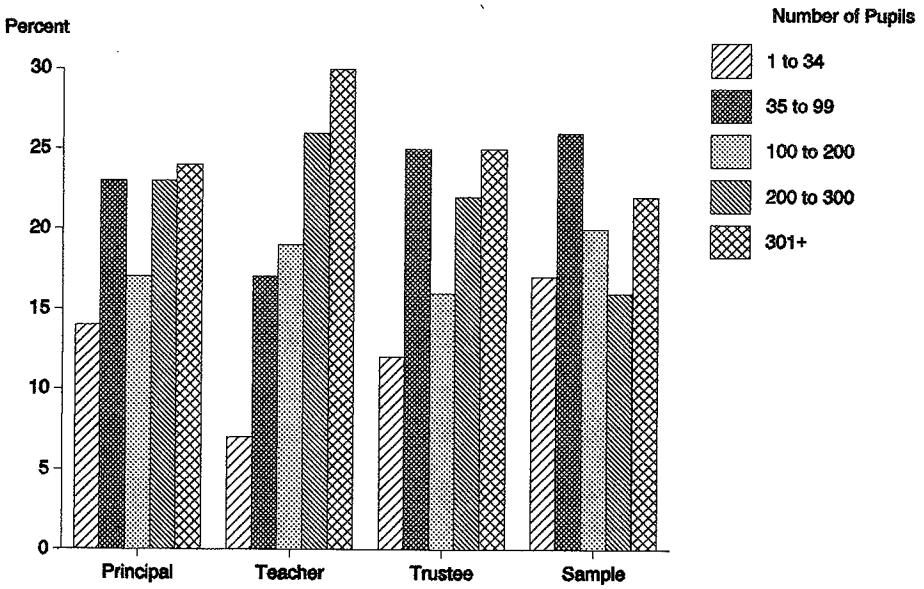
Type



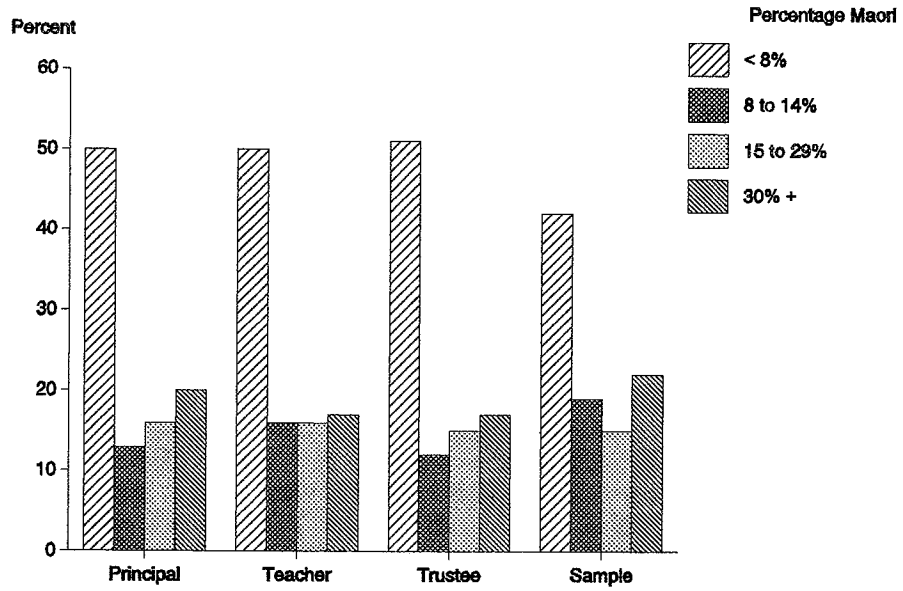
Location



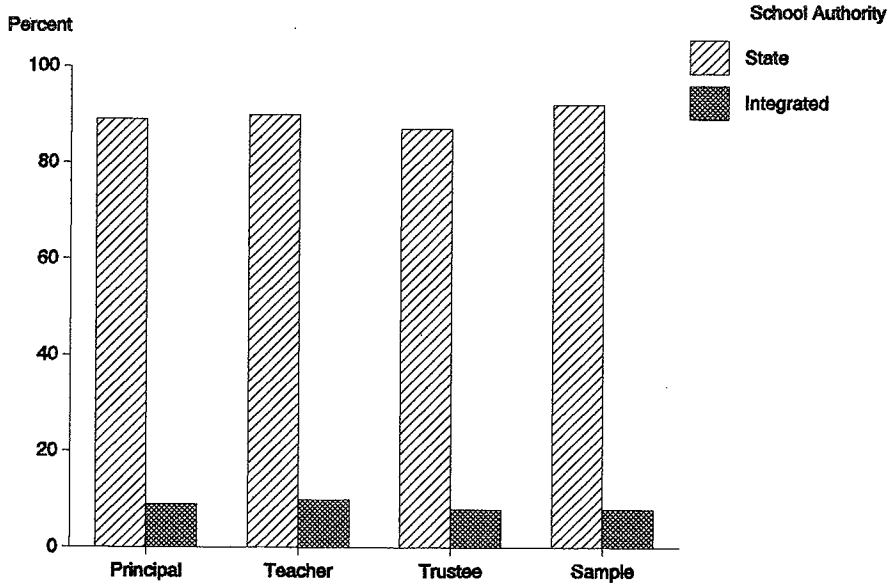
Size



Maori Enrolment

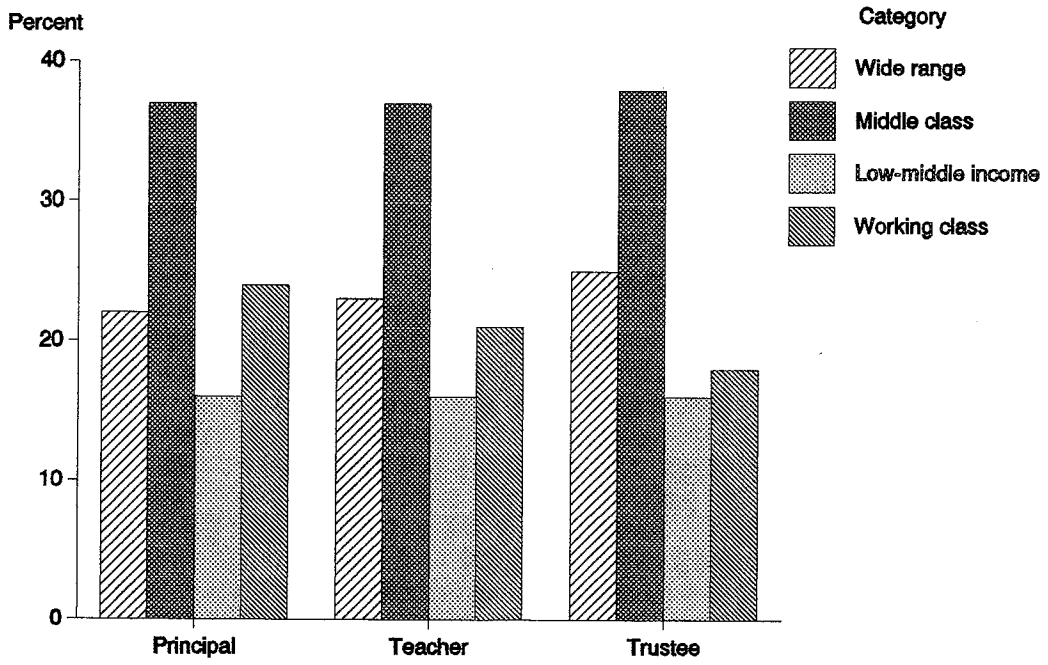


Authority



The characteristic of socio-economic status was derived from principals' 1991 descriptions of the socio-economic status of the community served by their school. A description of this was required to go into the charter of each school.

Socio-economic Status



The next table shows how the socio-economic status of trustees matched that of the general population. The Elley-Irving scale combines income and educational levels. Group one refers to people in professional occupations, such as accountants and lawyers; group two to less well paid professions such as teaching; three and four cover skilled trades, farmers and white-collar work, and groups five and six semi-skilled and unskilled manual work.

Table A.2
Socio-Economic Status/Occupation of Trustees

Category	% female trustees* 1989	1991	% NZ female labour force 1986	% male trustees 1989	1991	% NZ male labour-force 1986
Elley-Irving						
Group 1	8	6	2	21	16	7
Group 2	31	33	6	22	16	11
Group 3	24	30	24	17	18	23
Group 4	24	21	35	27	42	27
Group 5	6	3	21	4	3	17
Group 6	0	2	3	1	2	9
Fulltime parent/ home-maker	25	19	#46	1	1	-
Homemaker part-time in paid work	30	24	#23	1	1	-
Beneficiary	-	1	-	-	2	-

1991 Census figures for 25-45 year olds.
* Percentage distribution of female trustees providing information on occupations for the labour force comparison (above the dotted line); percentage distribution by work status (below dotted line).

3 REPRESENTATIVENESS OF PARENTS' RESPONSE

Socio-Economic Status

While census figures by age give a rough guide, it is rather difficult to work out how closely the group of parents responding to the survey matches the socio-economic profile for parents of school age children. As most of the survey respondents were women, a comparison should be made with a single set of figures which include women who are not in paid work as well as those who do work. No such set of figures is available. In its absence, what I have done is look separately at the proportion of women in the national workforce by age of child, and then at the distribution of women in the workforce.

1991 census data shows 46% of women between the ages of 25 to 45 working fulltime in paid work, 23% part-time, and 31% not in the paid workforce. (Data analysing employment status by children between the ages of 5 and 14 is not yet available; comparable 1986 census data gave 31% of such women working fulltime, 26% part-time, and 43% not in the paid workforce.) Half the women who took part in this survey worked full-time, 15% part-time, and 35% were not in the paid workforce. It would appear that women working part-time are either under-represented in this survey, or that the question which asked, 'Please state your occupation or position' was sometimes interpreted to mean past as well as present occupation, and to cover part-time as well as full-time work.

However, comparison of the occupational distribution of women parents participating in this survey with the national 1986 figures shows considerable over-representation at the upper ends of the socio-economic scale, and under-representation at the lower end.

Table A.3
Comparison of Women's Occupations in Parental Responses with 1986 Census Female Labour Force

Occupation	1990 (N=237)	1991 (N=350)	1986 Labour force
Professional (Elley-Irving 1-2)	37	25	8
Skilled/Semi-skilled (Elley-Irving 3-4)	57	59	59
Unskilled (Elley-Irving 5-6)	6	17	34

School Characteristics

Because a random sample of 1 in 4 names on the roll was taken from only 26 schools to secure parent responses, the school characteristics of this sub-sample may not be entirely representative of those of the overall sample (and therefore of all New Zealand primary and intermediate schools). To assess the representativeness of the parent responses to the survey, I have therefore looked at the 1991 national proportions of children attending schools stratified in a similar way to those in the survey, and at the characteristics of those schools where the response rate was below the overall response rate of 64%.

Comparison with national roll figures (which went up from 390,781 to 396,741) shows a marked under-representation of parents from schools with moderate or high Maori enrolment, and those from full primary schools; with some under-representation of those from schools with rolls between 200 and 299.

Table A.4

Representativeness of Parental Response by School Characteristics

Characteristic	Survey Respondents 1990 %	Survey Respondents 1991 %	National Roll Figures 1990 %	National Roll Figures 1991 %
Location				
Urban	63	65	66	67
Secondary Urban	2	3	8	9
Minor Urban	18	17	13	11
Rural	18	15	12	13
Maori %				
<8%	48	38	27	30
8 - 14%	25	34	21	19
15 - 29%	18	18	28	27
30% +	9	10	24	24
Type				
Full Primary	19	20	32	35
Contributing Primary	58	57	53	50
Intermediate	23	23	15	15
Size				
<35	4	3	2	2
35 - 99	9	9	8	9
100 - 199	19	19	17	18
200 - 299	20	20	26	27
300 +	49	49	46	44

Nine schools had response rates which were much lower than the overall average rate of 64%, ranging from 40% to 55%. Five were contributing, two full primary and one an intermediate; four were urban, two rural, and two in small towns; six had moderate or high Maori enrolment, and two low Maori enrolment; two had over 300 pupils, one between 200 to 300 pupils, four between 100 to 200, one between 35 to 100, and one less than 35 pupils. Four were described by their principals as serving middle-class communities, one a low income, one a low-middle income, and one a wide range (two of the principals of the schools did not respond to the survey. This analysis echoes the finding from comparing parent responses by national roll characteristics, of under-representation of parents in schools with moderate or high Maori enrolment.

4 STATISTICAL ANALYSIS

This report is based on analysis of a series of contingency tables, cross-tabulated using the SAS computer package, and based on chi-squared tests. Only differences significant at the $p < 0.05$ level are included in the results for principals, trustees, and teachers. At the $p < 0.05$ level, there is a one in twenty chance that a difference or relationship as large as that observed could have arisen in random samples from undifferentiated populations.

Because the sample of parents was drawn from a much smaller number of schools, some clustering of responses might be expected. Time did not permit the use of advanced statistical techniques to handle this possibility, but as a cautionary measure the more stringent procedure of reporting only differences which are significant at the $p < 0.01$ level (corresponding to a one in a hundred chance) has been used for analysing data from parents.

The question of sample bias needs a brief comment. The response rates to the questionnaires (ranging from 78% for principals to 64% for parents), although acceptable for surveys of this type, do leave room for bias. Certain 'marker' variables were used in the previous section to check the representativeness of the responses. Where the effective samples were not entirely representative, the likely direction of bias in the results has been given at the beginning of each chapter. Where known bias exists, it is unwise to make sweeping generalisations based on groups of people who may be over- or under-represented in the survey.

Tests of significance do not imply causal relationships, simply statistical association. Nor should they be read as necessarily implying educational importance. The cautious procedure adopted in interpreting the data in this study is to focus on the large differences for which some plausible reasons can be suggested, and to look for patterns which may appear with each replication of the survey to explore both short and long term aspects of the **Tomorrow's Schools** reforms.

APPENDIX B

Figure B.a
Principals' Length of Service

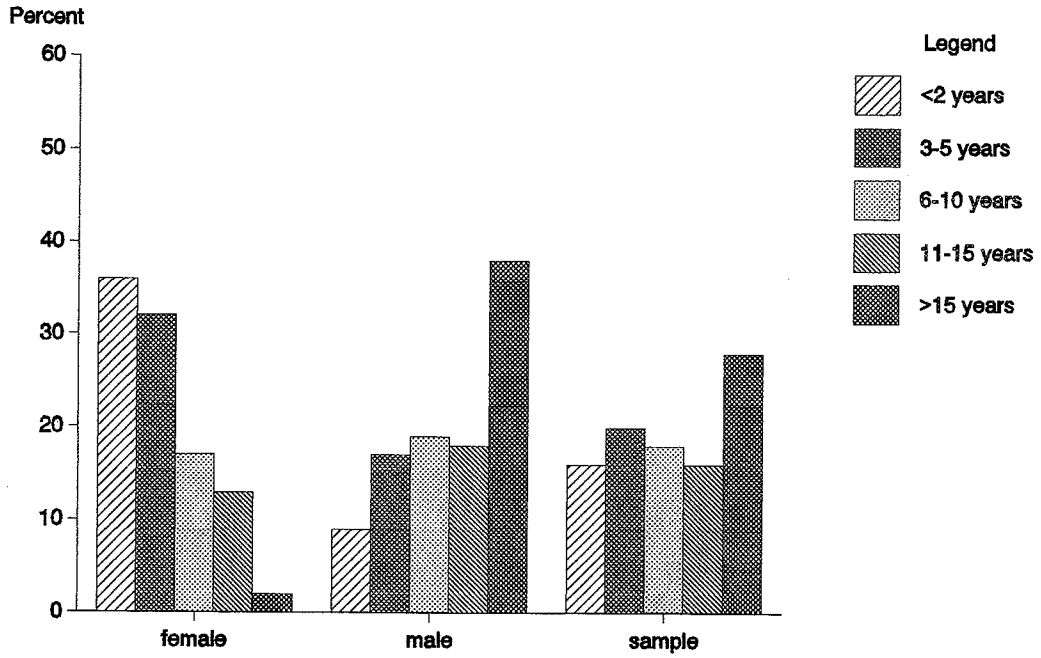
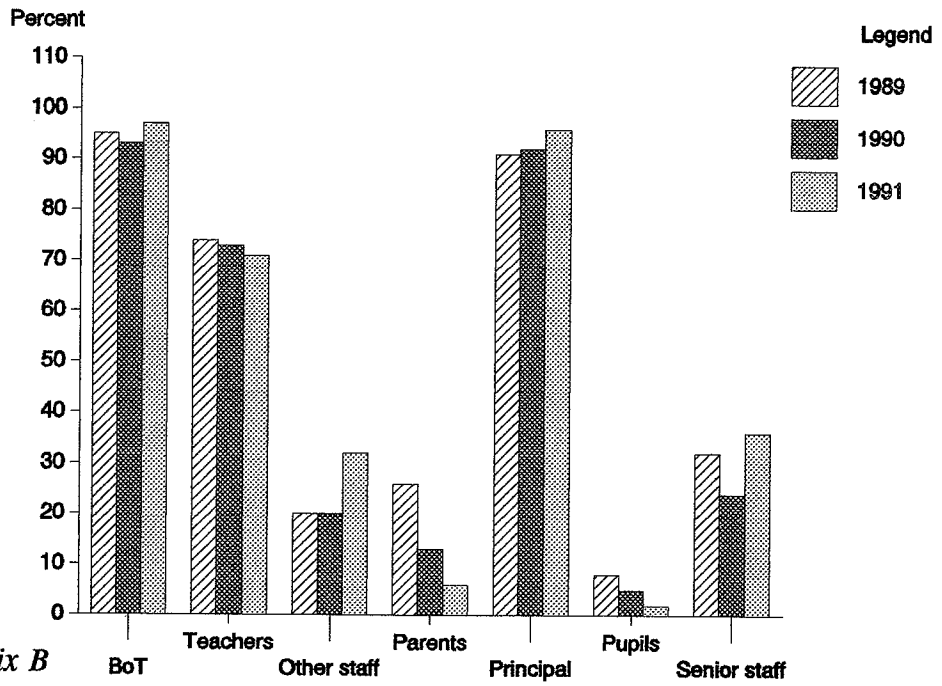
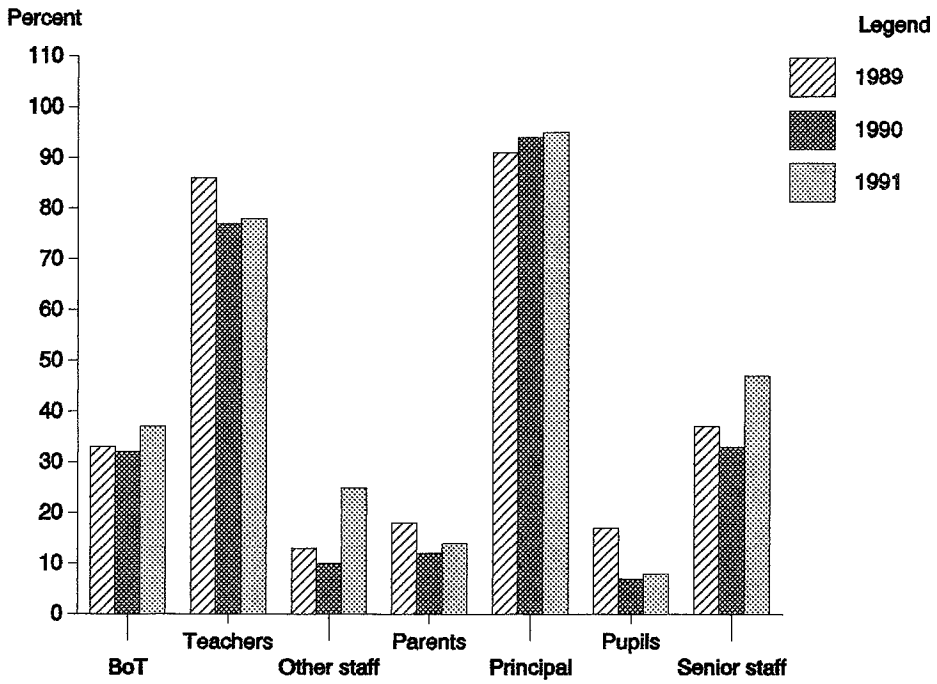


Figure B.b
Principals' Views of Participation in School Decisionmaking On:

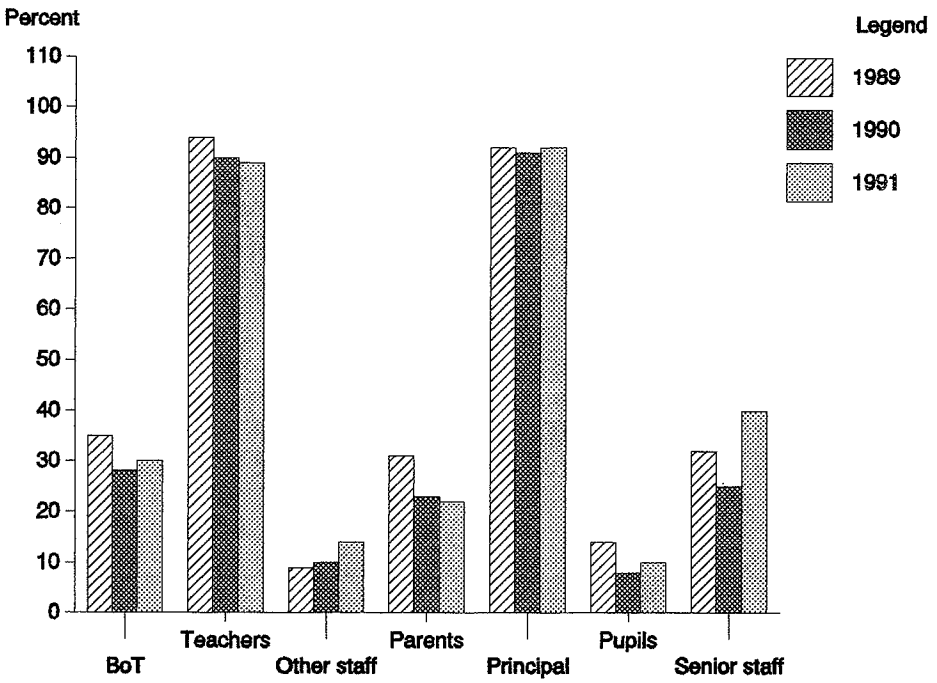
Budget Allocation



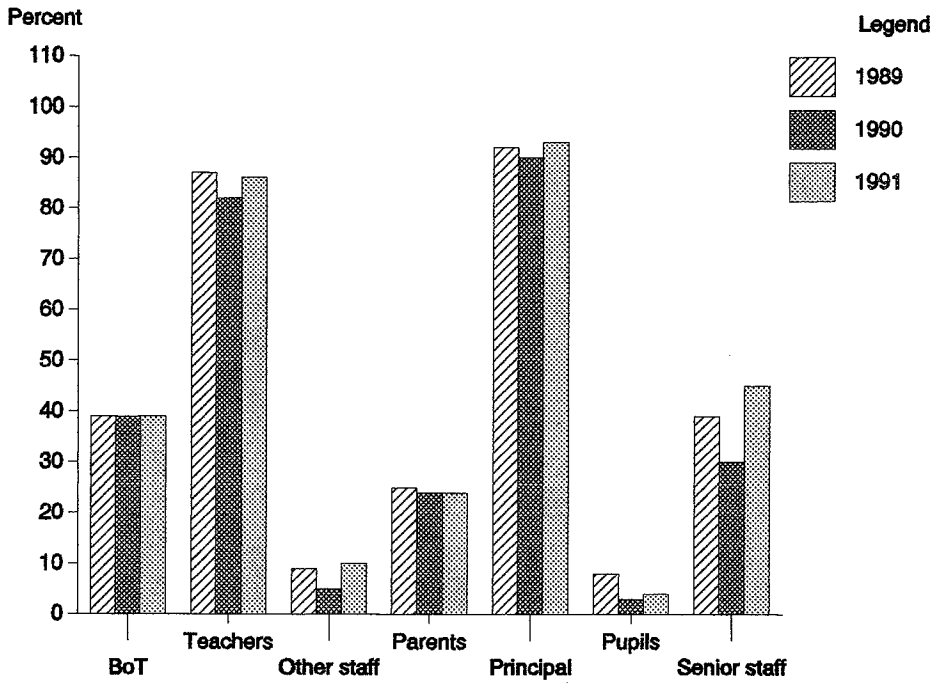
School Organisation



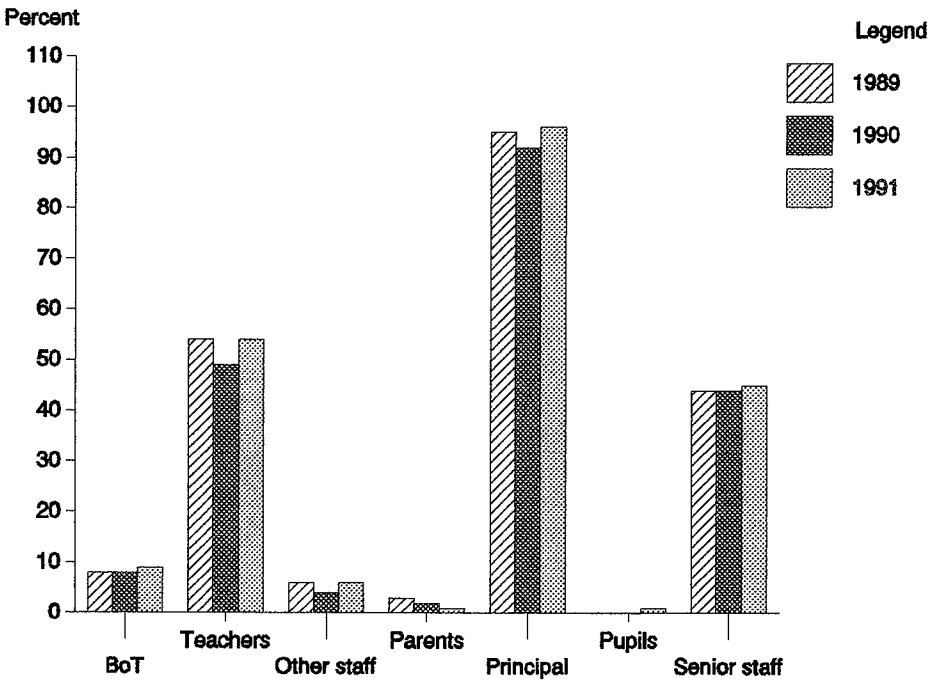
Curriculum



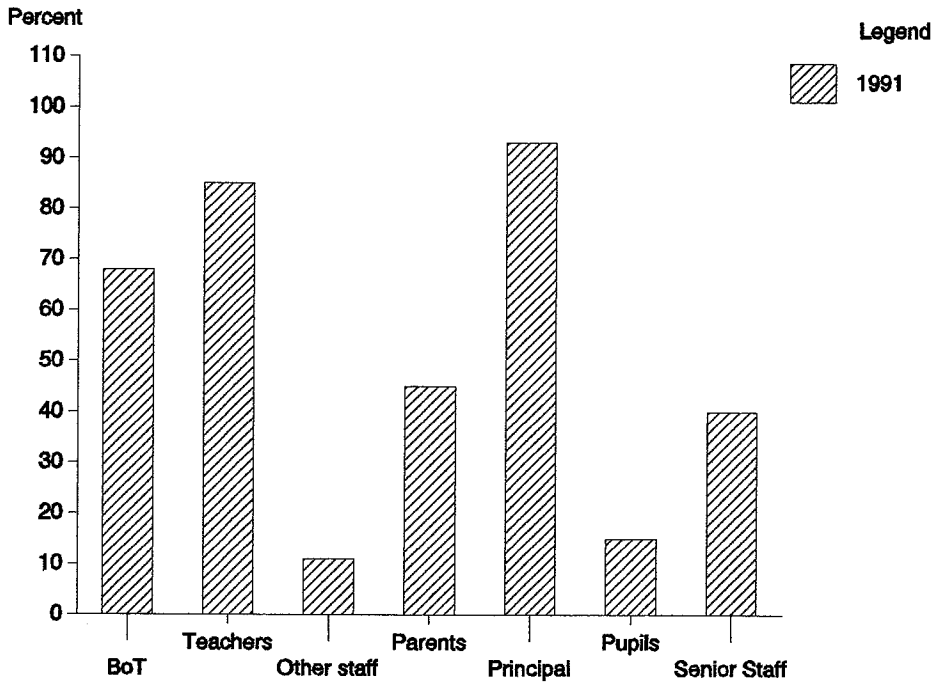
Assessment



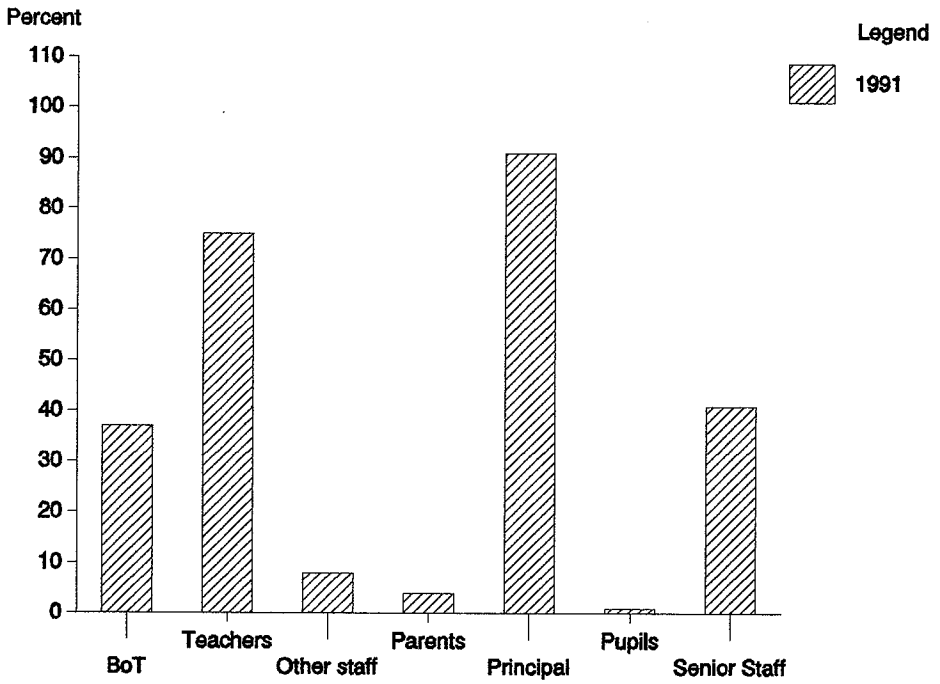
Teacher Allocation



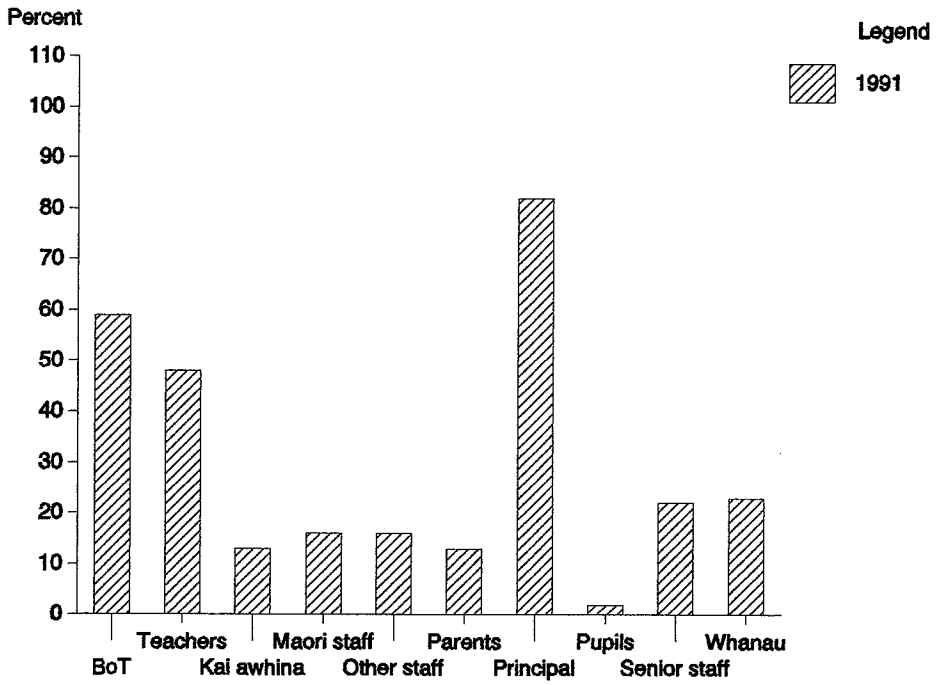
Discipline



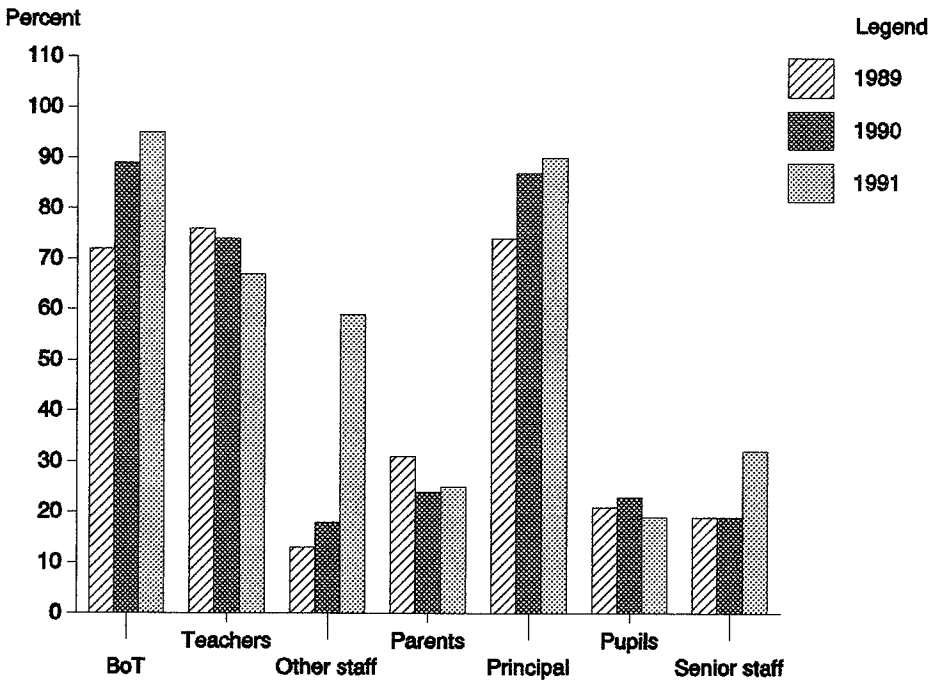
Teacher Appraisal



Maori Language



Furnishing and Decorating



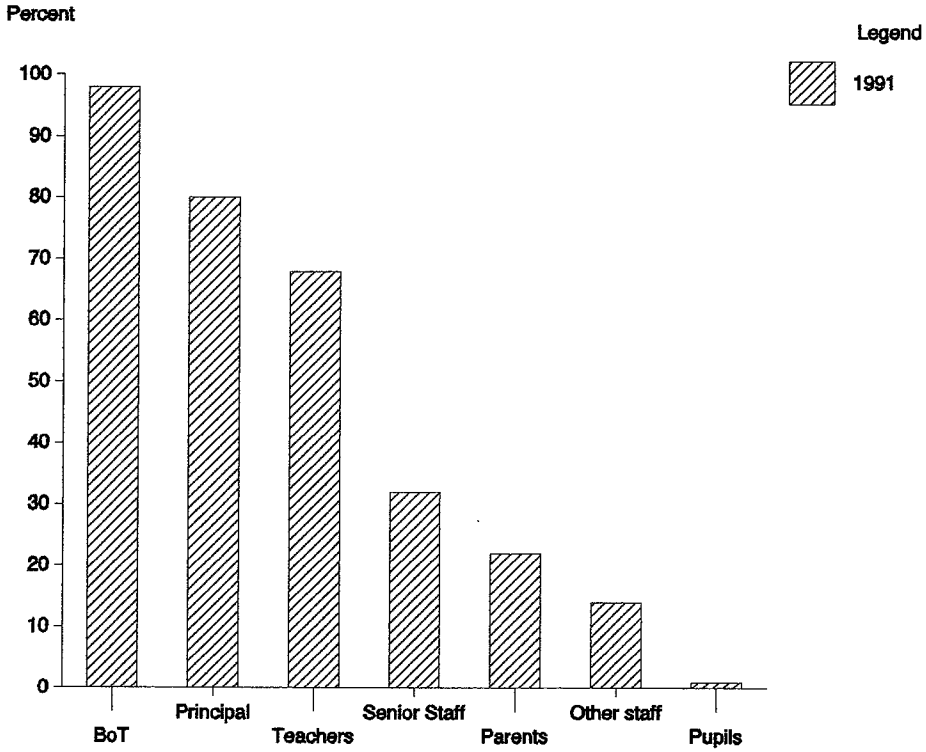


Figure B.c
Class Size by School Size

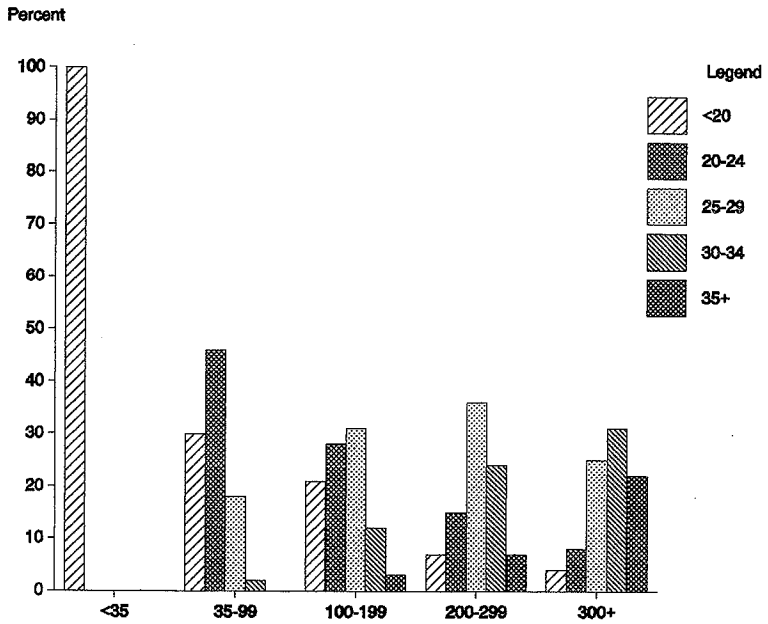


Figure B.d

Percentage of Children not having Health Needs attended to by Socio-Economic Status of School

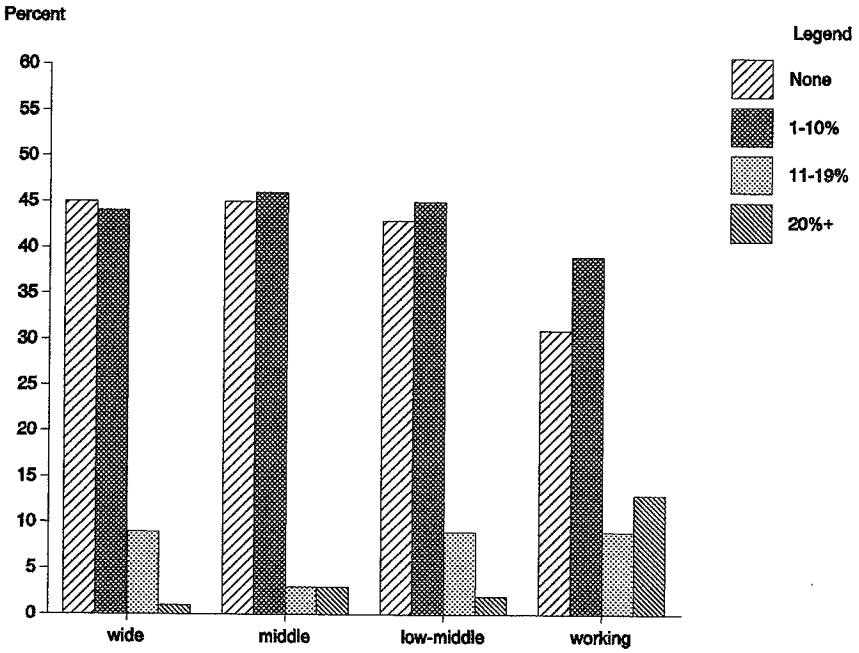
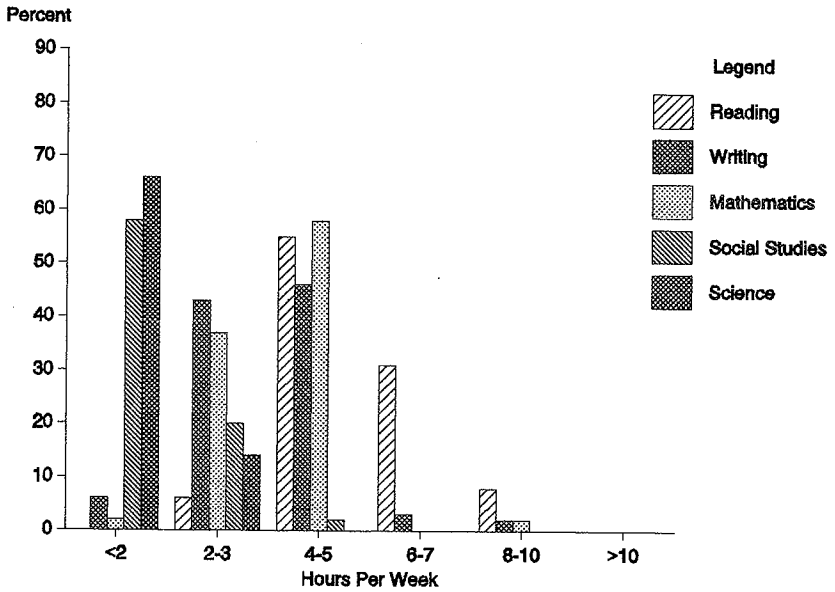


Figure B.e

Approximate Hours Per Week Spent by New Entrants On Core Subjects



Approximate Hours per Week Spent by New Entrants on Other Subjects

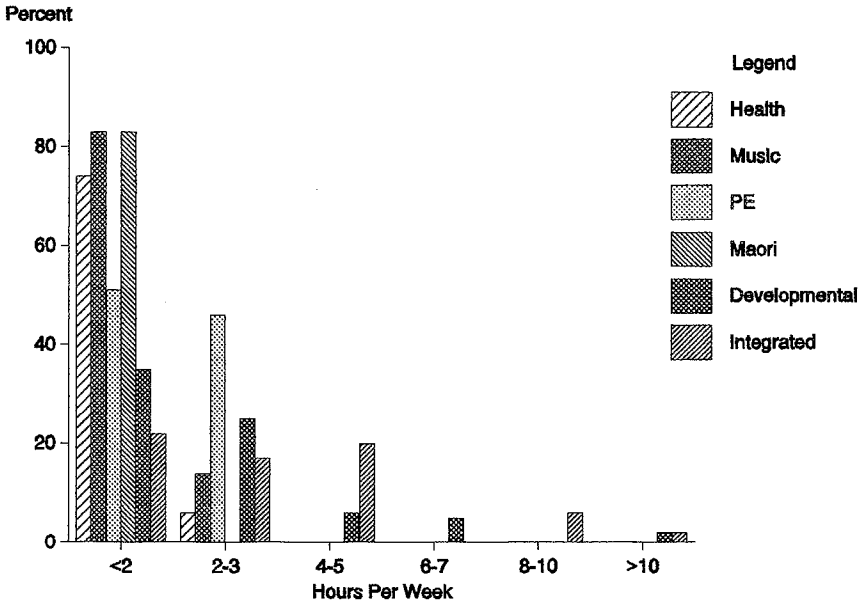
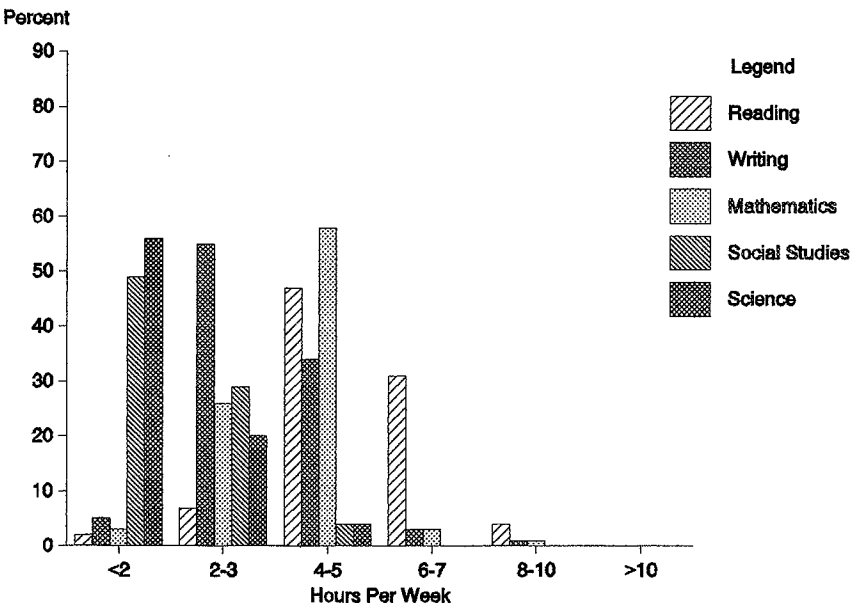


Figure B.f

Approximate Hours per Week Spent by Junior Classes On Core Subjects



Approximate Hours per Week Spent by Junior Classes on Other Subjects

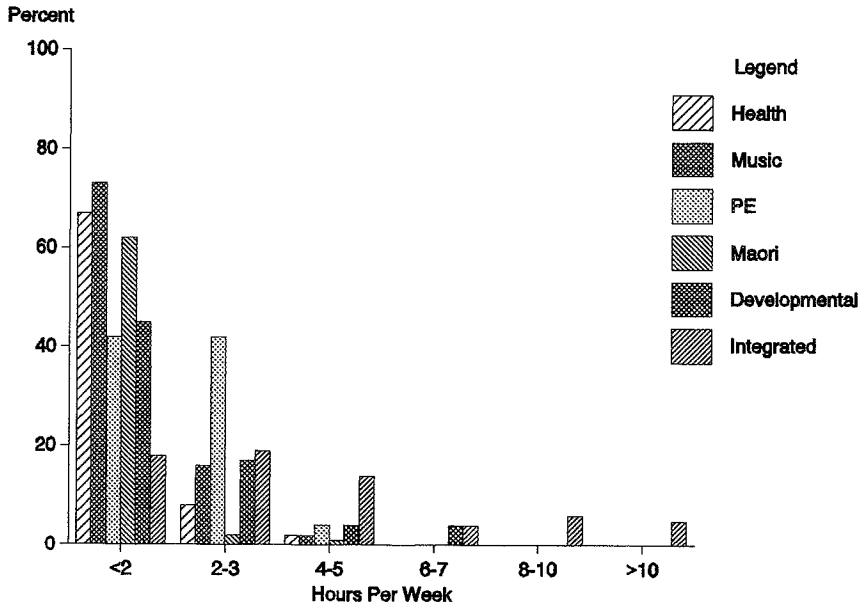
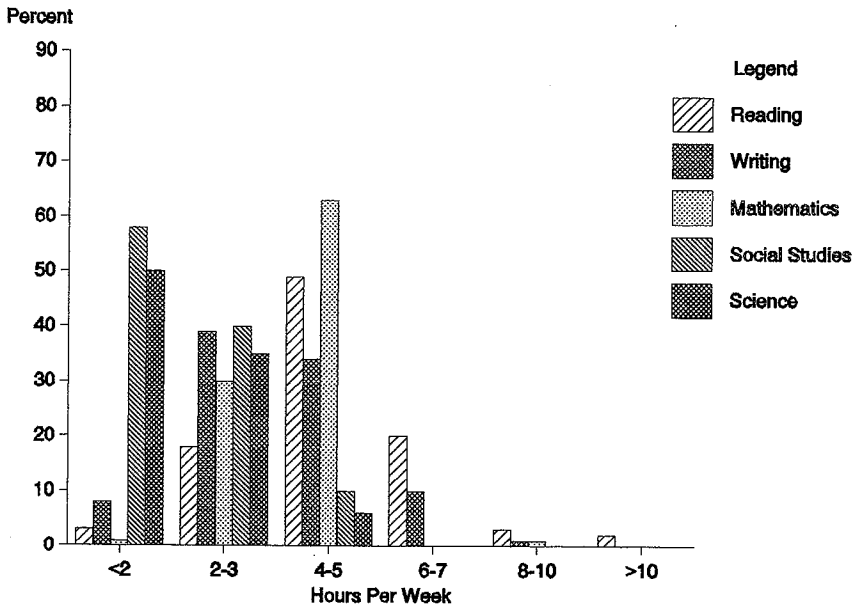


Figure B.g

Approximate Hours per Week Spent by Standards Classes on Core Subjects



Approximate Hours per Week Spent by Standards Classes on Other Subjects

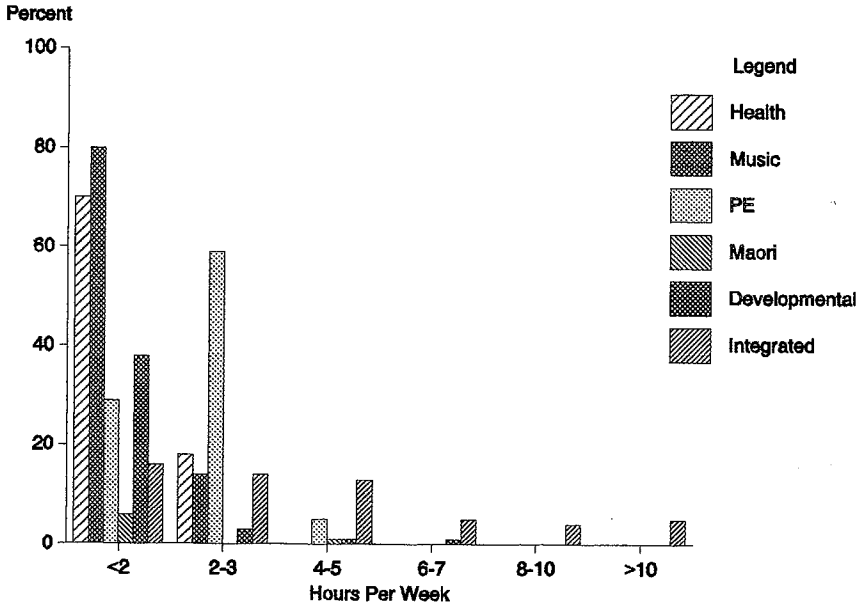
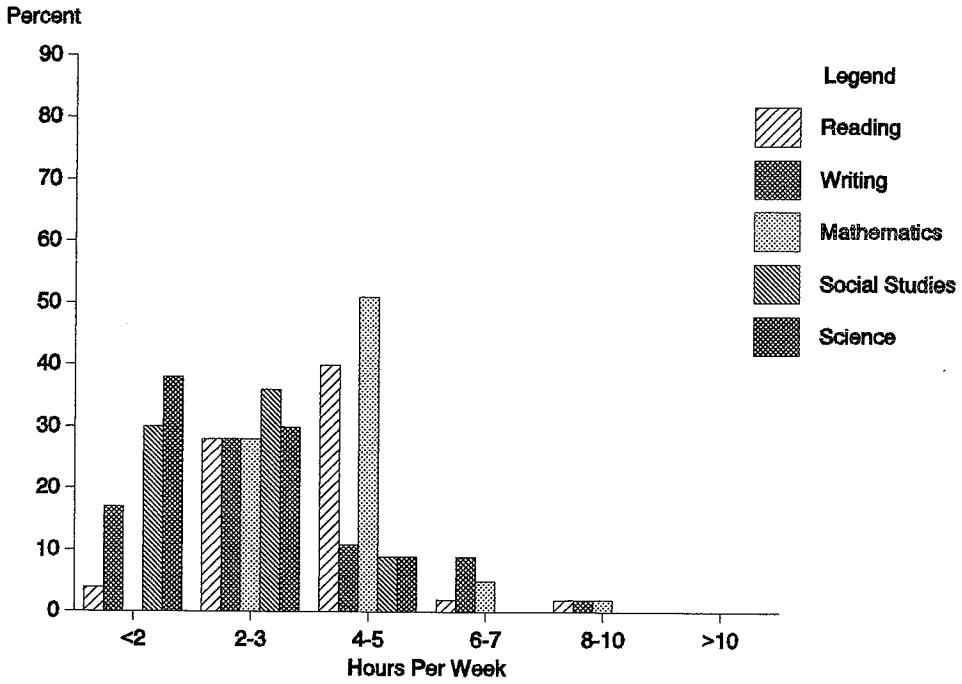


Figure B.h

Approximate Hours per Week Spent by Forms 1 & 2 Classes on Core Subjects



Approximate Hours per Week Spent by Forms 1 & 2 on Other Subjects

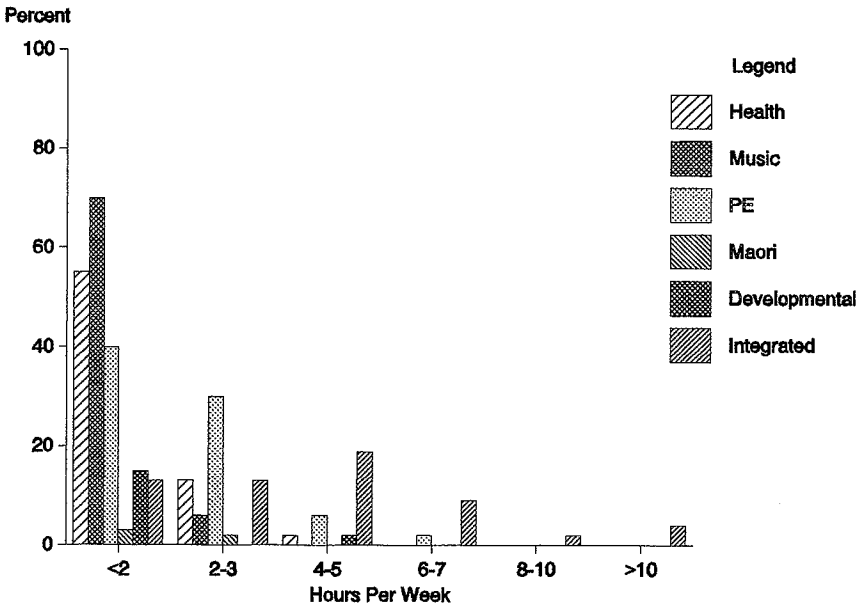


Table B.1

School Sources of Information and Advice 1991 (1)

Source	Staff development		Communication with parents		Assessment policy and practice		Individual children's problems	
	1990 %	1991 %	1990 %	1991 %	1990 %	1991 %	1990 %	1991 %
Advisors	96	95	35	25	52	48	53	47
Cluster group	80	56	39	18	48	25	14	6
College of Education	57	39	12	3	17	13	3	1
Books, articles	82	79	43	28	57	52	36	38
School's own teachers	83	85	72	72	65	69	82	79
NZEI	58	67	14	24	21	18	3	4
Principal's Federation	51	53	15	7	22	23	3	4
School Trustees Association	30	30	16	13	8	4	1	1
Education Review Office	14	25	6	15	21	12	1	3
Ministry of Education	52	48	30	19	25	13	14	12
School community	38	38	54	40	20	22	25	20
Special Education Service	n/a	58	18	20	17	15	56	63
University staff	n/a	13	n/a	n/a	4	4	n/a	n/a
Psychologists	n/a	n/a	n/a	n/a	20	18	n/a	n/a
Children's parents	n/a	n/a	n/a	n/a	n/a	n/a	85	77
Department of Social Welfare	n/a	n/a	n/a	n/a	n/a	n/a	40	31
Public health nurses	n/a	n/a	n/a	n/a	n/a	n/a	86	82
No-one	0	0	5	10	6	6	1	2

Table B.2
School Sources of Information and Advice 1990 (2)

Source	Treaty of Waitangi issues		Gender equity issues		Equity for special needs children	
	1990 %	1991 %	1990 %	1991 %	1990 %	1991 %
Advisors	4	25	20	9	32	25
Cluster group 32	6	26	8	18	6	
College of Education	9	2	9	2	4	1
Books, articles	48	22	42	27	27	26
School's own teachers	47	34	45	41	52	51
NZEI	16	8	24	18	10	5
Principals' Federation	7	1	10	4	6	1
School Trustees Association	4	1	9	4	3	0
Education Review Office	5	8	9	14	5	4
Ministry of Education	19	6	22	9	24	20
School community	33	18	18	13	18	14
Special Education Service	0	1	2	3	47	55
Maori teachers	31	23	n/a	n/a	n/a	n/a
Local Maori community	47	37	n/a	n/a	n/a	n/a
Local marae	12	14	n/a	n/a	n/a	n/a
Children's parents	n/a	n/a	10	9	36	33
No-one	11	29	23	34	17	19

Table B.3
School Sources of Information and Advice 1990 (3)

Source	Art and Craft materials		Building maintenance repairs		Financial/ accounting system	
	1990 %	1991 %	1990 %	1991 %	1990 %	1991 %
Advisors	30	31	11	9	11	10
Cluster group	8	4	20	4	32	10
College of Education	5	3	2	0	6	2
Books, articles	23	25	16	9	20	17
School's own teachers	61	63	28	27	22	39
Private firms	45	47	58	58	38	33
Education service centre	60	53	50	38	46	44
Parents	n/a	n/a	64	47	39	21
Voluntary people	n/a	n/a	51	38	21	18
No-one	10	8	4	1	1	1

Table B.4
Action Reported by Trustees whose Board Has Faced Issues/ Problems in Staff Appointments

Action	%
Sought help from another principal in area	22
Sought advice from NZEI	16
Sought help from another board	15
Sought advice from NZSTA	15
Sought help from other principals	8
Sought help from Ministry of Education	7

Table B.5
Action Reported by Trustees whose Board Has Faced Issues/ Problems in Industrial Relations

Action	%
Nothing	20
Sought advice from NZEI	18
Sought advice from NZSTA	17
Sought help from Ministry of Education	12
Sought advice from Employers Federation	6
Sought advice from Principals Federation	5

Table B.6
Action Reported by Trustees whose Board Has Faced Issues/ Problems in Financial Management

Action	%
Changed accounting system	32
Cut back spending in a few areas only	23
Put more effort into local fundraising	21
Sought help/advice from Ministry	16
Sought help/advice from other schools	16
Changed people responsible for work	15
Cut back spending across the board	14
Sought help/advice from NZSTA	10
Used temporary help from private firm	9
Nothing	7
Sought outside sponsorship	5

Table B.7
Action Reported by Trustees whose Board Has Faced Issues/ Problems in Major Policy Decisions

Action	%
Consulted with parents	43
Consulted with local schools	27
Sought help from Ministry	16
Sought advice from NZSTA	16
Sought advice from NZEI	13
Nothing	7
Sought advice from Principals Federation	6
Sought help from ERO	6

Table B.8
Action Reported by Trustees whose Board Has Faced Issues/ Problems in Conflict or Difficulty with Board, Or Between Board and School Staff

Action	%
Talked it through ourselves	30
Nothing	16
Sought advice from NZSTA	7
Sought advice from Ministry of Education	7
Sought advice from NZEI	7

Table B.9
Teachers' Three Major Sources of Advice and Information

Sources	Curriculum Areas	Teaching Methods	Assessment Methods	Needs of Pupils from different cultures	Communwith Parents	School Management	Conditions of Employment
Advisers	68	59	49	37	11	21	8
Other teachers in the school	63	70	68	55	63	60	44
Books & journals	64	54	42	30	10	19	16
Principal	30	27	54	22	67	81	68
Teachers in other schools	35	47	37	27	15	22	15
Community contacts	6	2	1	29	16	3	1
NZEI	6	2	2	1	4	12	85
Trustees	1	1	1	1	14	22	19
Parents	2	1	2	27	44	3	1
University/college lecturers	13	10	9	6	2	7	1
Subject association	10	7	5	3	1	1	1
Private firm	3	2	4	0	n/a	3	1
None	1	3	2	8	6	5	1