

nation Briefing for incoming Hautū, Te Puna Ohumahi Mātauranga | **Education Workforce**

Released under the

Contents

Executive Summary	
The Education Workforce team6	
Team purpose6	0
The team is highly connected and dependent on other Ministry functions6	\mathcal{S}
Work programme focus	
Team units	
Structure, functions, people	
Education Workforce Teams12	
The Education Workforce	
Sector contacts and relationships	
Key decisions and advice to Ministers in next 6 months	
Delegations	
Education Payroll	
Introduction to the schools payroll27	
Education Payroll Limited (EPL)	
Key Education Payroll Limited work programmes36	
Holidays Act compliance	

9(2)(f)(iv)

9(2)(f)(iv), 9(2)(g)(i)

9((2)(f)(iv)	58
S	chools payroll delivery	60
S	chools payroll governance	62
	580.0	
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Appendices

Appendix 1: 9(2)(f)(iv) 1982 Appendix 2: Bargaining and Pay Equity Governance Group Terms of Reference Appendix 3: Employment Relations and Pay Equity Delegations Appendix 4: 9(2)(g)(i) Appendix 4: 9(2)(g)(f) Appendix 5: Schematic of Education Workforce working relationships with other Ministry groups Appendix 6: Education Workforce organisation chart Appendix 7: Education Workforce Leadership Team Terms of Reference July 2021 Appendix 8: The Education Accord Appendix 9: 9(2)(f)(iv) Appendix 10: 9(2)(f)(iv) Appendix 11: 9(2)(g)(i) Appendix 11: 9(2)(g)(i) Released under the official XC

Executive Summary

Te Puna Ohumahi Mātauranga is a new group bringing together two existing teams under one Deputy Secretary

- 1. Education Workforce from Early Learning and Student Achievement (ELSA), and
- 2. Education Payroll from Education Infrastructure Service (EIS).

The creation of Te Puna Ohumahi Mātauranga recognises the critical role that the education sector workforce has in creating an inclusive environment for diverse ākonga and high-quality, culturally relevant pedagogy. It will ensure the system has the right people in the right place at the right time for early learning, kōhanga reo, schools and kura. It will have links to tertiary education organisations (in particular wānanga), iwi and Māori, peak bodies and others, in the co-design of solutions to workforce challenges, such as provision of teachers with te reo and mātauranga Māori knowledge and Pacific languages. It also recognises that the workforce strategy and the end result of bargaining are key drivers for schools payroll delivery.

Te Puna Ohumahi Mātauranga will advance the education workforce strategy, including a focus on specialist services, employment relations, pay equity, education payroll, teacher supply and scholarship functions.

This will require Te Puna Ohumahi Mātauranga to work closely with Te Tuarongo, the Māori medium and wider sector, and communities. Education Workforce will need to be connected to and work with all parts of our organisation, as we I as with education unions. This will help us deliver on the education sector workforce strategy, in particular as part of bargaining, and payroll (ie, the key relationship with Education Payroll Limited Rārangi Utu ā-Mātauranga (EPL, the provider of the schools payroll service).

Key themes for the next 6 months include:

- Bargaining collective contracts
- Investigating and bargaining pay equity claims
- Completing the Education Workforce Strategy and developing the specialist workforce component of our work

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• Working with EPL to ensure sustainable schools payroll delivery, including:

o smooth completion of the Oracle database upgrade

- strong change management as schools move from Novopay Online to EdPay, the new digital user interface
- 9(2)(f)(iv)
- smooth and timely implementation of employment agreement changes and pay equity agreements
- 9(2)(j)

Longer term strategic priorities

The Statement of National Education and Learning Priorities (NELP) sets out the Government's education priorities. Objective two requires us to reduce barriers to education for all, including for Māori and Pacific learners, disabled learners and those with learning support needs. Objective three of the NELP requires the government to meaningfully incorporate te reo Māori and tikanga Māori into the everyday life of the place of learning, develop staff to strengthen teaching, leadership and learner support capability across the education workforce. The Teaching Council also requires that teachers have continued to develop and practice te reo Māori in order to renew their practicing certificate.

In order to deliver on the NELP objectives, Te Puna Ohumahi Mātauranga will need to recruit and develop more Māori and Pacific teachers, and to ensure that there are more people in the education workforce able to teach STEM (science, technology engineering and maths) subjects, Te reo Māori and tikanga Māori, ensure there are sufficient teachers who can teach in Māori medium pathways. There is already a high demand for people with these skills.

The Ministry is already working on initiatives to grow and strengthen an education workforce that can deliver the NELP objectives. These initiatives include <u>Te Ahu o te Reo Māori</u> initiative, targeted scholarships to attrac teachers to address areas with teacher supply needs, remove barriers to initial teacher education, and Teach NZ campaigns targeting Māori and Pacific audiences and people with a STEM background.

However, delivering on the Government's objectives is likely to require new initiatives and long-term planning including more research into how we can attract candidates with the skills in priority areas, filling in the data gaps in our current understanding of the teacher labour market, building a stronger link between the Initial Teacher Education (ITE) pipeline and demand needs, and co-designing teacher supply initiatives with Iwi. The Education Workforce team will also need to engage in the Budget process to ensure there is sufficient funding to expand on existing initiatives and develop new initiatives to support teacher supply.

The Education Workforce team

This section describes the structure, functions, initiatives and other key information relating to the Education Workforce team coming from Early Learning and Student Achievement.

Team purpose

The Education Workforce team contributes to Aotearoa New Zealand having a strong, culturally competent education workforce that is capable, valued, connected and supported in delivering a world-leading, learner-focussed education system.

The team is highly connected and dependent on other Ministry functions

The work of the team is both highly connected across the Ministry and dependent on the products and services of other Ministry groups. Attached for your information as <u>Appendix 5</u> is a schematic that outlines these dependencies.

The change document set aspirations for a changed workforce function and indicates that Te Puna Ohumahi Mātauranga may need to take on a number of functions that do not currently sit with Education Workforce or Payroll. For example, it is being asked to lead development of a long-term plan for the specialist workforce. Where this work sits in Te Puna Ohumahi Mātauranga will need to be considered, as Education Workforce is not resourced or funded for this work at present.

Work programme focus

The team's work programme focus is to ensure the right people with the right skills are attracted to join and stay in the education workforce. It designs and delivers a suite of national level measures needed to address both the immediate and future projected gaps between the demand and supply of the education workforce. The team works closely with other Ministry teams to understand what can be done meaningfully at regional, local and sector levels when there is a teacher supply challenge.

The Education Workforce team has five interconnected units providing end to end workforce strategy, operational policy, bargaining, system level programme implementation, collective agreement and pay equity implementation and human resources service support to schools. The colocation of these interconnected functions ensures that the Education Workforce function is well placed to plan, think and act strategically.

All our work is underpinned by fostering quality employment relations practices including collective bargaining, an equitable pay system and delivering an innovative mix of awards, grants, and scholarships to continuously lift the capability of the education workforce.

Team units

Education Workforce functions include:

- An operational policy and design function consisting of policy specialists and system programme design expertise. This team designs and implements a number of bargaining adjacent workforce initiatives focused on workforce supply, new ways of working, workload and wellbeing. This function also ensures a strategic policy and learner centred approach to bargaining.
- Employment Relations advocates and technical specialists who negotiate employment agreements and provide advice and supporting information for schools, kura and kindergartens regarding how various conditions of employment should be applied.
- A Pay Equity function consisting of specialist pay equity personnel who advise on the relevant pay equity bargaining process, investigate claims, negotiate settlement of claims, support schools in implementing negotiated settlements, and monitor the outcomes of settled claims.
- There are also dedicated engagement and HR practitioners who work across the Ministry of Education functions to ensure schools have wrap around support for frontline employment relations (ER) and pay equity (PE) implementation

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The plan was baselined in June 2021 and is reviewed quarterly by the Education Workforce Leadership Team. Within this, each individual team maintains their own plan, and these are monitored and reviewed on a regular basis.

Key initiatives include:

Strategic Design: The Education Workforce Strategy; Principals' Eligibility Criteria

The work programme does change in response to Ministry priorities.

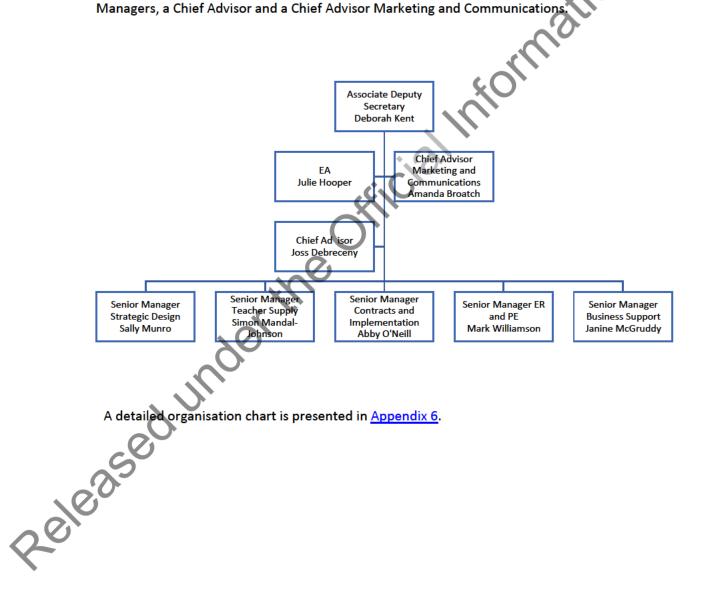
- Teacher Supply Border Exceptions; Teacher Supply and Demand Tool; Prime Minister's Awards; Teacher Aide Career Pathways
- Claims and Implementation: Employment Based Initial Teacher Education; Business Process Improvement; Outstanding Debt project
- Employment Relations: Negotiation of, or preparation for negotiating 15 employment contracts during 2021 – 22; Employment advice to schools particularly on COVID-19
- Pay Equity: Investigating 14 Pay Equity Claims. Implementation of the Teacher Aide Pay Equity Claim
- Business Support: Transition to Te Puna Ohumahi Mātauranga; Ministerials (including parliamentary questions, Official Information Act requests, etc); business improvement; budgeting and recruitment support.

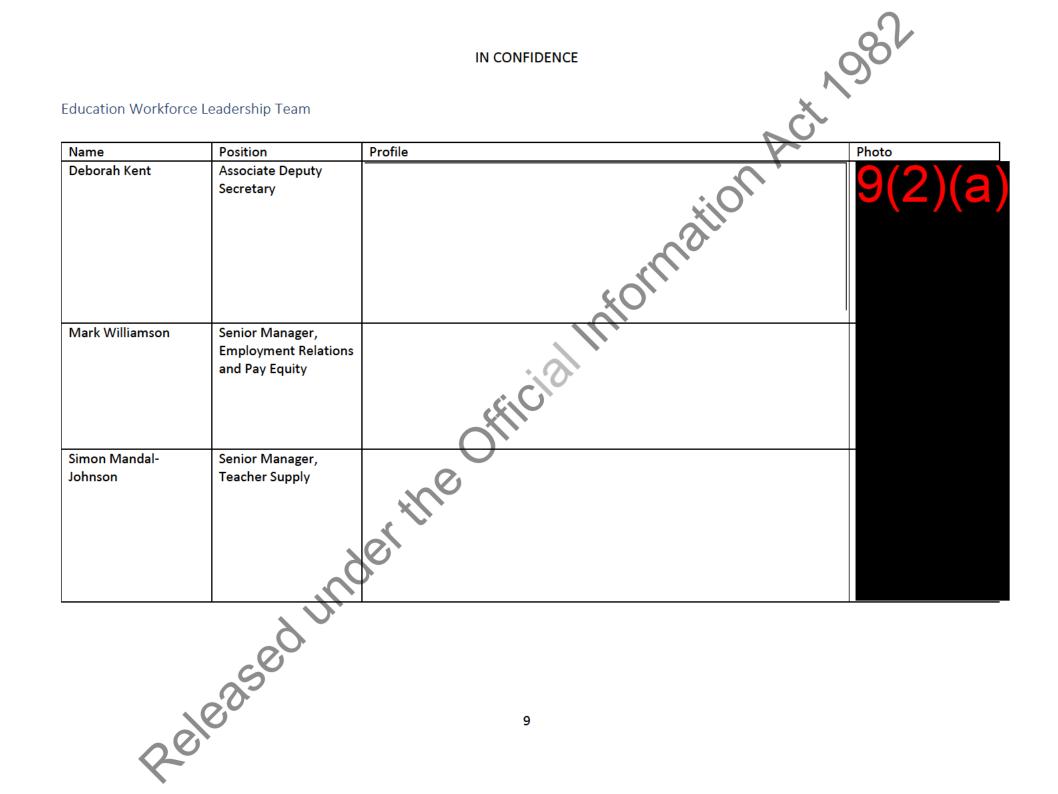
We recommend arranging a series of 'deep dives' for you on particularly large, complex and current work areas, including:

- **Teacher Supply** •
- The Border Exception project •
- The Bargaining environment and strategy •
- The Pay Equity process and claims. •

Structure, functions, people

¢t 1982 Education Workforce consists of five units, Strategic Design, Teacher Supply, Employment Relations (ER) and Pay Equity (PE), Contracts and Implementation, and Business Support. The team is led by an Associate Deputy Secretary. The Leadership Team currently consists of Deborah Kent, five Senior Managers, a Chief Advisor and a Chief Advisor Marketing and Communications





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Abby O'Neill	Senior Manager, Contracts and Implementation	ation	9(2)(a)
Sally Munro	Senior Manager, Strategic Design	FICIALINION	
Janine McGruddy	Senior Manager Business Support	erthe	
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Amanda Broatch	Chief Advisor Marketing and Communications	ilo	PC ² 9(2)(a)
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Education Workforce Teams

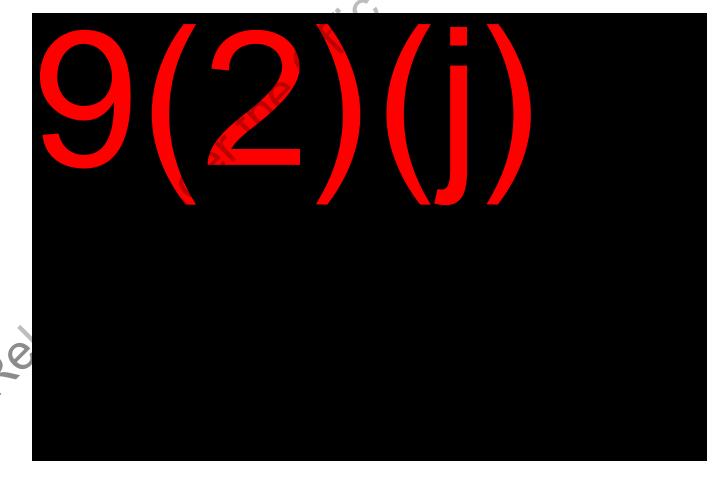
Employment Relations and Pay Equity

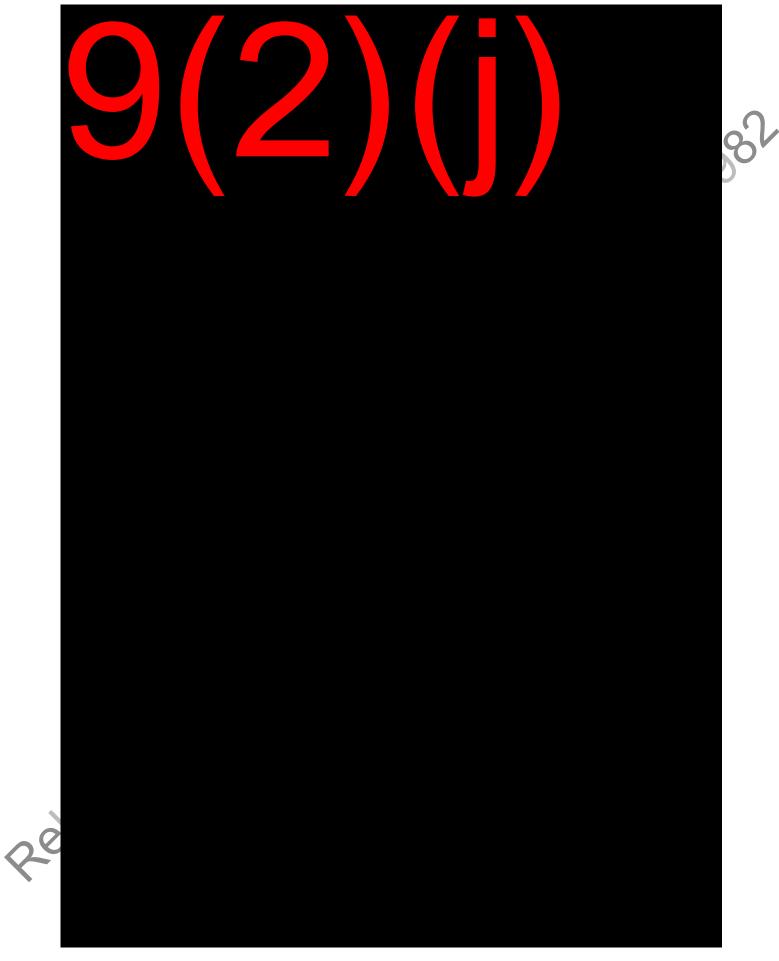
The Education Workforce Group is responsible for the negotiation of 15 collective employment contracts with the education sector, providing some ER advice to the sector, and investigating, negotiating and implementing (or supporting implementation of) many of the education sector Pay Equity Claims.

Our ER unit has three parts:

- Employment Relations. Manager Tim Tucker. Responsible for negotiation of collective and pay equity agreements, and ER advice to the sector.
- Pay Equity. Manager Sarah Martin. Responsible for investigating the pay equity claims
- Claims Implementation. Manager Georgina (Georgy) Holloway. Responsible for implementing (or supporting implementation of) pay equity agreements.

The Ministry negotiates 15 collective agreements covering the Education Service for the Secretary for Education under delegation from the Public Service Commissioner. We have a nine-year bargaining strategy for all the collective agreements that cover staff working in State and State-Integrated schools and kura. Bargaining is guided by this overall strategy.





Pay Equity

Pay equity acknowledges the value of the skills, responsibilities and demands of workers in femaledominated occupations that have suffered from gender-based discrimination because of perceptions and prejudices about the value of "women's work".

The Government is committed to removing and preventing gender-based discrimination in the remuneration and employment terms and conditions for work done within female-dominated jobs.

There are several pay equity claims either recently raised, underway, or settled in the education sector (note that some are managed by the Ministry's People Capability Team, which our Pay Equity team works closely with). These are:

WORKFORCE	RAISED BY	STATUS
Administration and Clerical Workers	PSA	Raised October 2019
Administration support staff in schools	NZEI Te Riu Roa	Currently investigating
Allied, scientific and technical employees	APEX (Association of Professional and Executive Employees)	Raised November 2020
Area school, intermediate and secondary teachers and principals	РРТА	Raised December 2020
Early Intervention Teachers	NZEI Te Riu Roa	Raised November 2020
Education advisors	NZEI Te Riu Roa	Raised November 2020
Kaiārahi i te reo	NZEI Te Riu Roa	Currently investigating
Ministry employees in administration and clerical roles	PSA	Currently investigating. Led by Te Kawa Mataaho
Psychologists	NZEI Te Riu Roa	
School librarians and library assistants	NZEI Te Riu Roa	Arguability agreed
School science technicians	NZEI Te Riu Roa	Arguability agreed
Service managers	NZEI Te Riu Roa	Raised November 2020
Teacher aides	NZEI Te Riu Roa	Settled in 2020
Teachers	NZEI Te Riu Roa	Raised November 2020

WORKFORCE	RAISED BY	STATUS
Therapists	NZEI Te Riu Roa	Raised November 2020

There are also several pay equity claims in the education sector where the Ministry of Education is not named as an employer.

WORKFORCE	RAISED BY	STATUS
Kindergarten administrators	NZEI Te Riu Roa	Raised November 2020
Kindergarten cooks	NZEI Te Riu Roa	Raised November 2020
Kindergarten teacher aides	NZEI Te Riu Roa	Raised November 2020
Early learning teachers	Individual employees in the Early learning sector	Raised November 2020

Strategic Design

Strategic Design aims to smooth the transition of workforce policy decisions to execution. It does this by providing strategic support for significant work programmes (such as the Bargaining Strategy), policy frameworks and models (such as the Education Workforce System Dynamic Model) and we lead the development of the Education Workforce Strategy. Strategic Design ensures alignment between the strategies and priorities of the Education Workforce group and other wider Ministry strategies and programmes.

Developing the Education Workforce Strategy was one of the agreed outcomes of the Education Accord between the Ministry, the NZEI and PPTA (See <u>Appendix 8</u> for detail of the Accord). The scope encompasses early learning, primary, and secondary education learning support, and administrative and executive functions for both Māori and English education. An Education Workforce Strategy Governance Group (EWSG) of 25 sector members representing the diversity of the education sectors was formed to co-design and develop the strategy.

Extensive work has taken place since the Accord signing, and we are conducting further engagement with the sector through our Regional Directors at present.

The vision for the Education Workforce Strategy is for Aotearoa New Zealand to have a capable, valued and connected and supported education workforce, that drives a world leading, learner focused education system.

Draft iterations of the Strategy have been presented to the Minister of Education for feedback. The current draft is attached as 9(2)(f)(iv)

Teacher Supply

Teacher Supply leads the Ministry of Education Teacher Supply function, including developing a multi-year Teacher Supply strategy and associated initiatives. The team designs and delivers a suite of national level measures needed to address both the immediate, medium- and long-term gaps between the demand and supply of teachers. The team is also responsible for the Prime Minister's Awards Programme.

We identify and manage the teacher supply risks that arise as a result of changes to policy direction and the economy including events such as COVID-19. We work closely with all teams within Education Workforce, as well as across the Ministry e.g. Sector Enablement and Support functions, now restructured within Te Mahau, to address teacher supply challenges at the local level.

A key product is the Ministry's Teacher Demand and Supply Planning Tool www.educationcounts.govt.nz/publications/schooling2/workforce/a-summary-of-the-teacherdemand-and-supply-planning-tool.

The Tool is designed to estimate the number of teachers required by schools in the future and compare this with an estimate of how many teachers are expected to be employed by schools in the future. It informs us how well the future need for teachers will be met, in terms of having either too few or too many teachers, if there are no changes to our current policies and school hiring practices.

Current teacher supply situation

We are currently working with Education Data and Knowledge on development of the annual teacher supply and demand tool. Based on preliminary analysis we believe that nationally there are enough primary school teachers to meet demand, and the shortage of secondary school teachers is significantly lower than in 2020.

The teacher labour market has been fundamentally disrupted by COVID-19. Two important trends are worth noting:

- Historically, schools recruited 850 teachers internationally every year (c20% of all new teachers) with financial support from various Ministry initiatives. Since the pandemic, overseas recruitment has reduced to almost zero.
 - Teachers have been less likely to leave the profession during the pandemic retention has increased substantially compared with pre-pandemic levels. The net impact of this increase in retention appears to be is greater than the reduced supply of international teacher, although we believe this is a temporary trend which is likely to reverse as travel becomes easier. This will be confirmed as part of the annual forecasting process.

Our data on early learning teacher supply is limited as this workforce is almost entirely employed by the private sector. Based on conversations with the sector, we believe that the supply of teachers in the early learning sector is currently very challenging.

We are adjusting existing initiatives as well as proposing some new initiatives to respond to this. These will be included in our planned Teacher Supply Education Report (due in October). Note that our ability to put in place immediate 'quick fixes' is relatively limited.

There are two key challenges in the teacher supply space:

- The immediate demand and supply of teachers. The greatest impact on this is external
 factors such as closure of NZ borders and the wider economy, rather than factors we have
 control over. Teaching is viewed as a stable profession. Enrolments in initial teacher
 education (ITE) increase through a recession and attrition rates also reduce. We have
 initiatives that can be dialed up or down to support the growth (or reduction) of the
 numbers of qualified teachers.
- The longer-term challenge that relates to specific teacher pools, for example Māori language and Māori Medium roles, STEM (Science, Technology, Engineering, Maths) roles, early learning, decile 1-3 schools and hard to staff schools. We are also aware of increased demand for Pacific language and Pacific immersion teachers.

Current Teacher Supply initiatives to balance demand and supply in the short to medium term

- The Border Exception project: an initiative designed to allow certain priority schools and ECE centres to recruit up to 300 international teachers and grant them the ability to enter New Zealand through an otherwise closed border. This project was announced by the Minister in June and goes live at the end of September. Crucially, the project grants prospective teachers the right to enter NZ but does not guarantee an MIQ place: applicants will enter the same general process as others.
- Initiatives designed to improve either the supply or distribution of teachers. We are reviewing the impact of each initiative and will propose adjustments, and potential new initiatives (within existing budget) in our Education Report to the Minister planned for October.

Looking ahead – research and future policy options

The Teacher Supply team is working on four long-term work strands:

- Research into how we can **better attract candidates** in priority subjects or topics, especially if the border remains closed into 2022 and we are less able to recruit international students. In particular, this includes te reo Māori teachers, STEM and ECE teachers.
- Deepening our **regional and local** understanding of demand and supply. To date, our view of teacher supply/demand is almost entirely at the national level. We are exploring how to

build a better understanding of regional and local supply needs and to evolve our initiatives to better target specific local needs.

- Building a stronger link between the Initial Teacher Education (ITE) pipeline and demand/supply needs. To date, there is no systematic plan for the number and subject-mix of teachers we train vs. the number and subject-mix of teachers we need. We are working with Education System Policy to explore how to address this gap. Note that there is typically a three-year lag between a teacher entering ITE and being classroom ready.
- How to fill in the data gaps in our current understanding of the teacher labour market, with Education Data and Knowledge. This includes better national-level modelling of likely demand and supply gaps and developing stronger early warning indicators of potential supply challenges, especially in the early learning sector.

Contracts and Implementation

We are the implementation hub for the series of Education Workforce initiatives focussed on increasing the recruitment and retention of the teacher workforce.

We do this by managing and administering more than \$45m of existing scholarships, awards and teacher supply programmes, and working with the Teacher Supply and Strategic Design teams to implement and monitor the new programmes. This includes management of all contracts and panels. (Payroll's contribution to this work is also summarised below, on p 60 & 62).

Our work includes the TeachNZ scholarship programme, which aligns to the Ministry of Education's goal of shaping an education system that delivers equitable and excellent outcomes for all. Along with Teacher Supply, we are working to establish a monitoring and evaluation programme to understand the effectiveness of our scholarships, grants and awards. Another focus is designing, building, implementing and operating a new solution for administering scholarships, grants and awards, including debt management.

TeachNZ scholarships help enable equitable access to teaching by reducing and minimizing the significant barriers that prevent some individuals in Aotearoa New Zealand from starting Initial Teacher Education.

It addresses equity by supporting people from communities historically underserved by the education system to start ITE and grow a workforce that is representative of learners. And it supports the system to deliver excellent outcomes by getting the right teachers in the right place at the right time. For example, scholarship criteria are weighted to address areas that are experiencing teacher supply challenges, such as Science, Technology, Maths, Te Reo Māori, and specific sectors, such as Early Learning, Secondary, Māori Medium.

Employment-based ITE aims to attract high calibre students into teaching and give them the skills and knowledge they need to meet the needs of diverse learners. Under employment-based ITE,

teacher trainees are employed by schools as teachers while studying for their teaching qualification, instead of being based in universities.

It allows teacher trainees to earn while they learn, build confidence with more in-classroom experience, while being supported by a strong mentoring programme. The Ministry of Education provides funding for a mentor teacher.

The role of mentoring a trainee teacher is a partnership between the ITE provider, the school Board and the fully registered associate teacher(s).

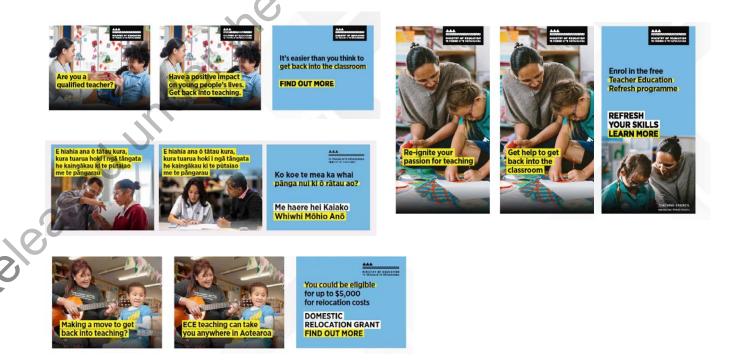
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Teach NZ campaigns

Education Workforce runs reach and engagement campaigns to attract new and returning teachers to the workforce, and to promote scholarships and awards. We are currently planning for our new campaign to launch in October, to align with the major recruitment period for ITE courses and for schools and early learning centres.

Our most recent school campaign began on the 7 May 2021 with radio ads, followed by the launch of digital content on 30 May. The aim is to bring awareness of the Domestic Recruitment Agents, Domestic Relocation Grant, and Teacher Education Refresh initiatives, as well as a layer of awareness of teacher recruitment in specific subjects/areas.

Our target audience is made up of a mix of returning/existing teachers, with additional layers of STEM background, and a focus on Māori and Pacific audiences. We also have a regional focus for our Teacher Education Refresh initiative. Examples of current collateral follow:



Business Support

This unit supports the Associate Deputy Secretary in effective management of the Education Workforce group in line with agreed priorities, resourcing, budgets, and quality expectations. It works to create that encourages high performance, engagement, collaboration across teams, knowledge sharing, ongoing learning, creativity, and innovation. It supports the Associate Deputy Secretary to lead and implement improvements and/or changes across the group. Business Support delivers unit wide business planning, financial management (budgets and expenditure) risk, procurement, and resource management capability (recruitment and induction). It provides the Ministerials function for Education Workforce responding to OIAs, parliamentary questions, ministerial correspondence etc, as well as reporting to the Education Workforce and the Education Learning and Student Achievement Leadership Teams.

28

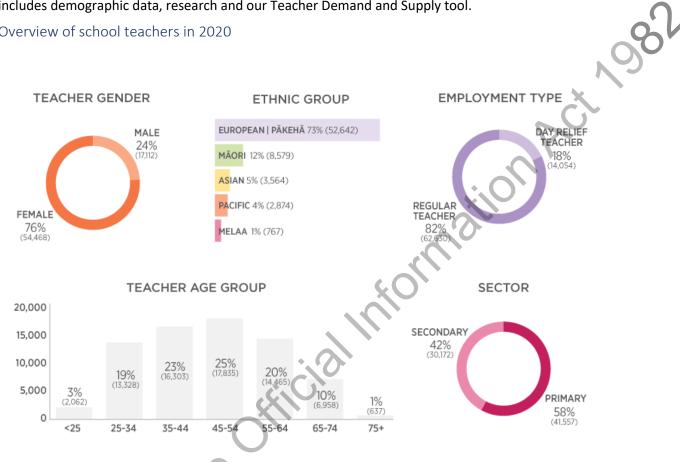
Priorities for 2021/22 include:

- Building the Māori cultural competency within our group
- Embedding consistent planning, reporting, resource management, financial management, team leadership and risk management systems across Education Workforce
- Recruitment of permanent staff to fill positions in our structure.

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The Education Workforce

Ministry data about the education workforce is published on <u>www.educationcounts.govt.nz</u>. This includes demographic data, research and our Teacher Demand and Supply tool. Overview of school teachers in 2020



State and State-integrated schools

The schooling workforce is approximately 140,000 staff on a variety of employment agreements. New Zealand has 2,536 schools and kura, which collectively employ around 55,000 full time teacher equivalents (FTTE) and significant numbers of administrators, teacher aides, caretakers, cleaners and other support staff. Each school or kura is established as a Crown Entity under the Education and Training Act 2020. School boards are the legal employers of staff and have the power to appoint, suspend or dismiss staff.

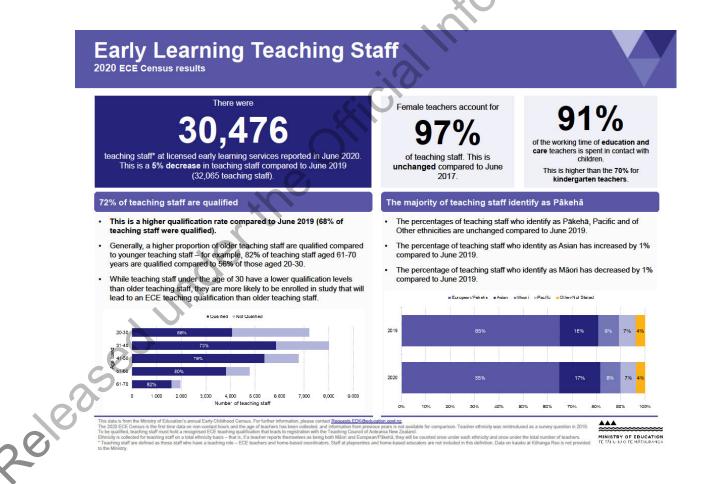
While school boards are the employer, responsibility for the negotiation of conditions of employment via collective bargaining for school and kura workers sits with the Public Service Commissioner. The Commissioner must conduct negotiations in consultation with the Secretary for Education and representatives of school boards.

In practice the Commissioner typically delegates these accountabilities to the Secretary for Education. For the purposes of bargaining, employees in the education sector are treated as employees of the Commissioner.

Similar arrangements apply under the Equal Pay Act (1972) where the Public Service Commissioner is treated as the employer and determines a Pay Equity claim is arguable, and must enter into the pay equity bargaining process in consultation with the Secretary for Education and representatives of school boards. In practice the Commissioner typically delegates these accountabilities to the 1982 Secretary for Education.

Early Learning

There are around 4,660 licenced early learning services employing around 30,500 early learning teachers, as well as large numbers of support staff. Early learning services are not part of the education service and the conditions of employment of early learning workers are those which they have agreed with their specific employer. There is a wide range of employers within Early Learning ranging from community not for profit groups to large corporates. Pay Equity claims are therefore raised with these employers directly by individuals, or their union, and each employer is responsible for considering and addressing the claim. The exception to this is Kindergarten Teachers who are considered to be part of the education service, and thus the Secretary for Education is responsible (on delegation from the Public Service Commissioner) for negotiating conditions of employment and pay equity bargaining for these teachers.



Sector contacts and relationships

Education Workforce has extensive relationships with representatives of the education workforce, in particular the PPTA (Post Primary Teachers' Association) and NZEI Te Riu Roa.

Most obviously these relationships take place in the context of collective contract negotiations and pay equity claims. Less visible, but no less important, is the work we do with the unions in areas as diverse as Teacher Supply initiatives, COVID-19 response, Scholarships and Awards, and general ER advice to the sector. Several of the scholarships and awards that we manage to achieve teacher supply initiatives are included in collective employment agreements. We also work with other sector bodies including the Teaching Council, the New Zealand School Trustees Association, and other unions. As well as our own work, we often engage or consult with the unions on behalf of other Ministry teams.

In October 2019, the Secretary for Education signed an Accord with NZEI Te Riu Roa and the Post Primary Teachers' Association to resolve complex issues in the education system, such as workload and the future education workforce.

These issues have included removing the principal's assessment process that existed at the time, the Education Workforce Strategy, career pathways for Teacher Aides, and the wellbeing of the education sector workforce. As the Accord was established during the last bargaining round, it would be timely to consider how it operates in the lead up to bargaining the large agreements in 2022.

In the early childhood sector, we work with both individual providers, and with sector bodies such as the Early Childhood Council.

Education Workforce manages a large number of email boxes for employment relations and pay equity, scholarships and awards, and the Border Exception project. There is work underway to consolidate these. We also run <u>educationworkforce.requests@education.govt.nz</u> as an internal workflow mailbox. These email boxes include:

	Topic	Email address
	Education Workforce Strategy	$\underline{educationwork for cestrategy shared mailbox@education.govt.nz}$
	Employment Relations	employment.relations@education.govt.nz
	Kupe Scholarships	Kupe.Scholars@education.govt.nz
9	Ngarimu Scholarships	Ngarimu.Scholarship@education.govt.nz
5	Pay Equity	PayEquity.Claims@education.govt.nz
	Prime Minister's Education Excellence	info@pmawards.education.govt.nz
	Awards	
	Study Awards	Teacher.StudyAwards@education.govt.nz
	Teach NZ Bonding Scheme	TeachNZ.Bonding@education.govt.nz
	Teacher Supply	teacher.supply@education.govt.nz
	Voluntary Bonding Scheme	Voluntary.Bonding@education.govt.nz

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Governance

Te Puna Ohumahi Mātauranga's work programmes report to two key Ministry governance groups, BPEGG (Bargaining and Pay Equity Governance Group) and the Schools Payroll Governance Board. BPEGG was established in recognition of the fact that the Ministry operates in a complex industrial relations environment. Collective agreements set the conditions of employment for most education sector roles, while the number, scale and complexity of pay equity claims to be managed by the Ministry is increasing.

The Ministry's Bargaining and Pay Equity Governance Group comprises the senior leadership group who will be key decision makers and whose purpose is to oversee the progress of bargaining, collective agreements and pay equity outcomes for the Ministry of Education and schooling sector Employed Staff.

This group will provide a gateway for acceptance of pay equity claims, and manage reputational risk associated with bargaining, collective agreements and pay equity outcomes, and ensure settlement of claims is considered in conjunction with the wider needs of the organisation and the sector.

Name	Position	Governance Role
	Deputy Secretary, Te Poutāhū (Curriculum	Senior Responsible
Ellen MacGregor-Reid	Centre)	Owner (Co-Chair)
Zoe Griffiths	Deputy Secretary, Te Puna Rangatōpū	Senior Responsible
Zoe Grimtins	Corporate	Owner (Co-Chair)
Anna Welanyk	Deputy Secretary, Te Puna Ohumahi	Senior Responsible
(Co-Chair)	Mātauranga Education Workforce	Owner (Co-Chair)
Jan Breakwell	Chief Legal Advisor	Member
Helen Hurst	Deputy Secretary Sector Enablement and	Member
	Support	
	Director, Office of the Deputy Secretary,	Member
Alex Brunt	Evidence Data and Knowledge (becoming	
0	National Director, EDK, Te Pae Aronui)	
Andy lookeen	Deputy Secretary, Te Puna Kaupapahere	Member
Andy Jackson	Policy	

Membership consists of:

Deborah Kent, Associate Deputy Secretary Education Workforce and Kate Tibbitts, Chief People Officer, Business Enablement and Support are the Programme Executive Sponsors, and also represent the Ministry at the Central Agency Pay Equity Governance Group. Central Agencies including Te Kawa Mataaho Public Service Commission, DPMC, Treasury and MBIE may be invited by the Executive Sponsors, through the Central Agencies Governance Group, to attend the Bargaining and Pay Equity Governance Group as "interested advisors".

The BPEGG Terms of Reference (as at February 2021) are attached as Appendix 2. The Education Workforce Group provides the secretariat for BPEGG.

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Delegations

X Aside from standard Ministry financial and human resources delegations, most delegations in k will be, Education Workforce relate to our employment relations and pay equity work. These are (as at August 28, 2021) included as Appendix 3. Full details of your delegations will be provided in other

Education Payroll

Introduction to the schools payroll

The Secretary for Education is required under Section 578 of the Education and Training Act 2020 to provide a payroll service to be used by Boards of Trustees of State and State Integrated schools for their employees.

The schools payroll is the largest in NZ – it distributes around \$6.0bn annually to around 96,000 teachers and support staff in around 2,500 schools on a fortnightly basis.

The Ministry is responsible for:

- Setting the long-term direction of the schools payroll to ensure it remains sustainable and is delivered at acceptable risk.
- Setting payroll requirements and monitoring the performance of the payroll provider (Education Payroll Limited) to ensure that the schools payroll is provided in a manner that fulfils the accountabilities of the Secretary for Education.
- Managing an effective commercial relationship with the payroll provider so that contractual obligations are met.
- Performing such operational functions:
 - o as required to ensure effective schools payroll delivery.
 - that must be retained by the Ministry due to statutory delegations, or are done on behalf of others, eg, processing payments to school employees who are bonded and for transport and removal costs.

Talent2 went live with Novopay on 20 August 2012, and it quickly became apparent that the Novopay service rolled out to schools had some serious system and design flaws. The degree of customisation required to manage the payroll complexity led to software defects in the system, which were not picked up due to the lack of thorough testing.

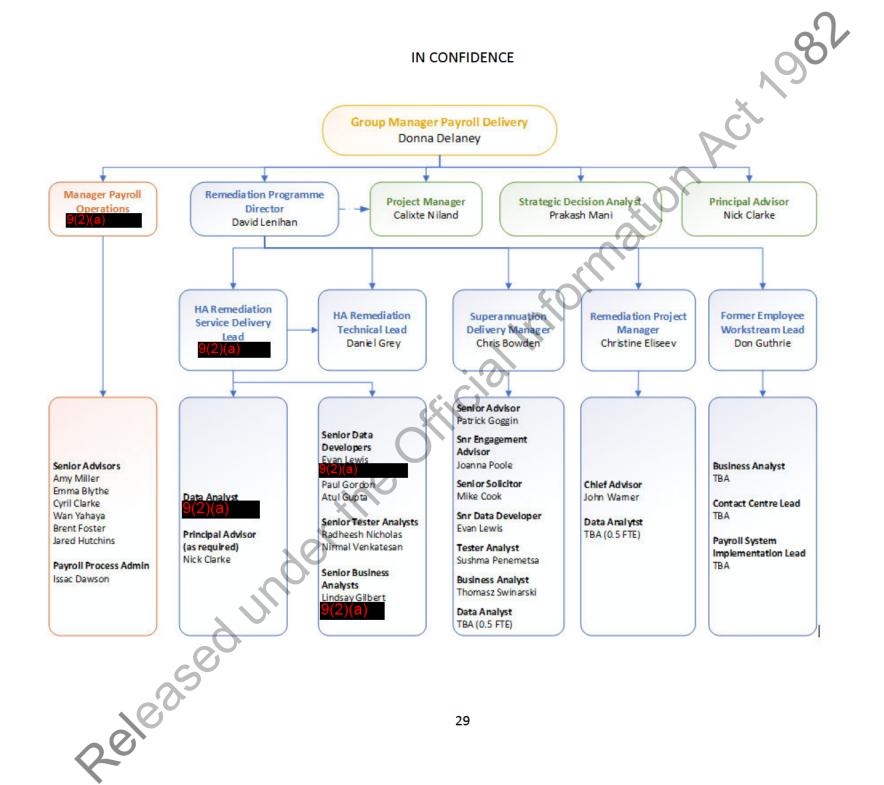
Schools experienced a system that produced seemingly random errors that they could not understand, making it very stressful as they tried to ensure their employees were paid correctly. Ongoing problems with Novopay generated much sector, media, and public interest. These problems were highlighted in the Ministerial Inquiry into the Novopay Project.

Improvements since Novopay 'go live' have occurred in 3 phases:

- Phase 1: stabilise the system and address immediate problems facing schools and employees by reducing errors and providing better support to schools.
- Phase 2: improve service quality to schools, implement changes proposed by the review with the sector of the service delivery model, improve the underlying payroll system, and ensure a provider for the longer-term.

• Phase 3: through the Education Payroll Development Programme, focus on how to achieve schools payroll future sustainability, including further improving the underlying payroll system and service delivery to schools and building a sustainable system for the longer-term.

Structure, functions, people	
	eams – Payroll Delivery and Strategy. The team is led by an Associate
Deputy Secretary. The Leadership France, Stuart Webster, Jo Poole	p Team currently consists of Ian Dennis, Donna Delaney, Marie
Trance, Stuart Webster, 10 1001e	
	Associate Deputy Secretary Ian Dennis
Executive Assistant	Commercial Manager
9(2)(a)	Stuart Webster
	ager Payroll Delivery Manager Strategy
Don	Marie France
Refer to next image for org chart	GG
	Manager, Rerformance
(Karen LeComber Stakeholder Engagement Lead Richard Wards
	Governance Advisor Rata Strang
X	Senior Business Analyst, Payroll Ettie Weston
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		IN CONFIDENCE	082
Education Payroll L	eadership team		
Name	Position	Profile	Photo
lan Dennis	Associate Deputy Secretary, Payroll		9(2)(a)
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Stuart Webster	Commercial Manager		9(2)(a)

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Education Payroll Limited (EPL)

Education Payroll Limited, a Schedule 4A Public Finance Act company, was set up solely to deliver the schools payroll. EPL took over delivery of the schools payroll in October 2014 following the settlement with Talent2 to resolve contractual and service issues. The purpose of the company as stated in its constitution is to:

- Provide a schools payroll service to the Ministry of Education that ensures school payroll information and entitlements are accurately recorded, school staff are paid correctly and on time, and payroll information is easily accessible to both schools and the Ministry.
- Exclusive services The Company will only provide payroll services to the Ministry of Education unless authorised to do otherwise by the Shareholding Ministers.

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9(2)(b)(II)	
	9(2)(g)(i)

EPL has two shareholding Ministers – the Minister of Finance and the Minister of Education.

The Chair of the EPL Board is Sandi Beatie and the Chief Executive is Arlene White. Other EPL Board members are Colin MacDonald, Marcel van den Assum, and newly appointed this year, David Skinner and Liz Maguire. Information about the <u>EPL Board</u> and <u>management team</u> can be found in the links.

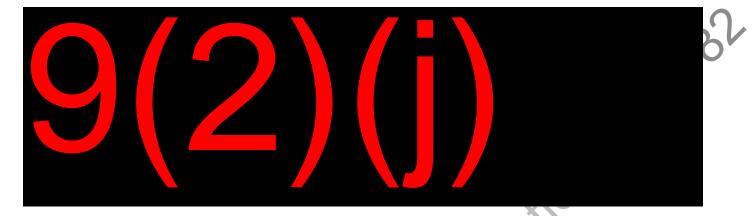
EPL operates from Wellington and has the capability to deliver the pay when staff are working from home, as the COVID-19 lockdowns have demonstrated. The school account team is the first point of contact for school administrators seeking payroll expertise and provides telephone and email support to schools. School employees' point of contact with the schools payroll/EPL is through their school administrator.



9	(2)(j)	
9(2	2)(j)	
9(2)(j)		
	9(2)(f)(iv)	
9(2)(j)		
S		

Shareholding ministers approved funding for the Education Payroll Development Programme (EPDP), which included a \$13.2m loan from the Treasury's New Zealand Debt Management. Repayments of

the loan start in 2021/22, with final repayments in June 2024. EPL's cash flows are adequate to ensure these payments will be made as agreed with the Treasury in 2017. (See below for more information on EPDP.)



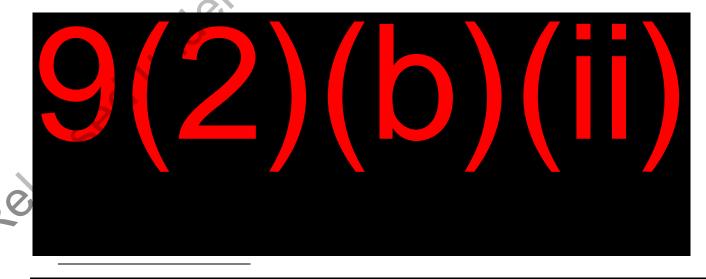
Key Education Payroll Limited work programmes

EPL has several programmes of work underway that are key to schools payroll sustainability and operations, as outlined below.

Education Payroll Development Programme

The Education Payroll Development Programme (EPDP) is a 10-year programme of 24 packages of work to provide for the ongoing stability and sustainability of the schools payroll system. It is based on EPL's review of its strategic direction and future investment requirements outlined in EPL's detailed business case in 2016. This, in turn, formed the basis for Budget 2017 funding allocated to the implementation of EPDP.

EPDP implementation started on 1 October 2017 and was expected to be largely completed, including EdPay (see below) by 31 December 2019. The financial and service delivery benefits of the programme were to be realised over a 10-year period, ie, by the end of 2027.



EdPay – the new digital service

The EdPay user interface is a key part of EPDP, 9(2)(g)(i) It is due to be completed by the end of 2022.

EdPay aims to make it easier for schools to carry out their payroll responsibilities, to reduce the need for payroll processing staff at EPL and improve schools payroll accuracy. EdPay has been designed with schools for schools, and functionality has been progressively tested with, and rolled out to, schools since March 2019. All schools have had access to some EdPay functionality from October 2019. EPL reports good uptake, with 1,625 (of around 2,500) schools using it as at the end of August 2021, and high customer satisfaction.

Most high-volume tasks are now fully online in EdPay (or will be shortly); EdPay will replace Novopay Online, the original user interface, which is being decommissioned in October 2021. EdPay operational efficiencies include streamlined handling of payroll instructions from schools and increasing system validation to prevent errors. This remains a work in progress, with more to be done to reduce handling at EPL and prevent input errors.

Oracle and Ascender upgrade

The need for an upgrade to the Oracle database technology and Ascender Pay was foreseen in the 2016 Schools Payroll Detailed Business Case – it is one of the 24 EPDP work packages. Discovery work by EPL in 2019 revealed that both upgrades would be more complex, time-consuming, and costly than envisaged in the business case. **59(2)(g)(i)**

Funding of \$10m was provided in Budget 21 for the Oracle database upgrade project. EPL has made good progress and is confident it will be completed before the planned date of June 2022.

9(2)(g)(i)

9(2)(g)(i)	
Work to upgrade the Oracle database also	∂
necessarily extends into other associated components within the schools payroll ecosystem.	NO.
9(2)(g)(i)	
9(2)(g)(i)	

Cyber security

Cyber security and data breaches pose an increasing threat to maintaining a secure and stable schools payroll platform. EPL continues to focus and build on key capabilities to deliver cyber security consistent with recommendations from the National Cyber Security Centre and good practice. The Ministry's IT team holds the relationship with the EPL IT team for IT issues. Business Continuity Plan and Disaster Recovery plan

EPL has both a Business Continuity Plan (BCP) and a Disaster Recovery (DR) plan and these are regularly tested. All EPL staff have laptops and can work from home. Resilience has been tested and proven when all staff worked from home in the COVID-19 lockdowns. <u>s9(2)(g)(i)</u>

9(2)(g)(l)	
	. 9(2)(f)(iv)
~	

EPL's Information technology and communications ecosystem is as follows:

- EPL runs production from their own computer hosts s9(2)(i)
- **s9(2)()** runs the host systems, and EPL staff run the payroll application, rekeying of transactions and provide help desk services to schools.

- <u>s9(2)(i)</u> provides the high-speed backbone network between hosts and key sites.
- Spark provides network for learning (N4L), this is a private data network that goes to 2,500 schools. N4L is a crown company, and its role is to provide a data network to all schools.
- s9(2)(i) provides a range of desktop services to EPL
- The Ministry IT group also provides some services and oversight in critical areas, eg, the Oracle database upgrade and cyber security.

Proposed changes to the fortnightly payroll bank file transfer mechanism, cessation of stop pays and implementation of a fixed payroll instruction cut-off date Westpac is changing the mechanism by which EPL transfers the fortnightly payroll file. <u>59(2)(i)(iv)</u>

Westpac has also advised it will no longer be accepting stop pay requests. These are last minute instructions to stop the payment of funds to an individual after the bank file has been generated, usually to avoid overpayment. The process does not have robust controls and was developed because the system has significant gaps in its operational controls. These gaps include allowing schools to enter payroll instructions after the published cut-off date and not having any option to make payments to employees outside the payroll fortnightly cycle. The suite of work to end the stop pay process will address these existing operational gaps and reduce fraud risk.

A fixed cut-off will be developed as part of this change, making it impossible for schools to enter information into the system after that date. Schools will then have one (rather than two) draft Staff Usage and Expenditure (SUE) reports that must be checked prior to the payrun being completed to ensure their payroll instructions are correct. The potential for last minute errors to be made by the school after the fixed cut-off date is removed, making the final draft SUE report more accurate. It also reduces the time available to schools to make changes to their payroll. EPL plans to run one out of cycle pay on the Friday of each pay week if there are essential changes to be made. This will have strict criteria and will be mainly used to correct EPL payroll advisor error. Given the change for schools, and that they may see it as making it harder to fulfil their responsibilities, EPL is developing a communications strategy which will involve advice to the Minister.

Holidays Act compliance

The schools payroll is not compliant with the Holidays Act 2003. This issue is not unique to the schools payroll – non-compliance is common to employers across New Zealand, in both the private and public sectors. The Holidays Act introduced provisions that proved difficult for payroll providers

to implement. This has been particularly problematic where employees have fluctuations in the hours they work or receive additional pay on top of their normal wages, as is common in the education sector.

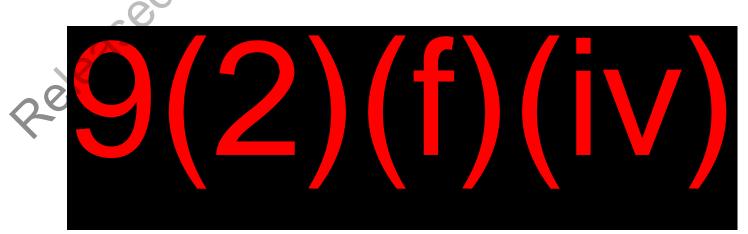
Funding has been provided in successive Budgets for the work to ensure the schools payroll is compliant. There is also funding set aside for remediation payments – see section below on remediation.

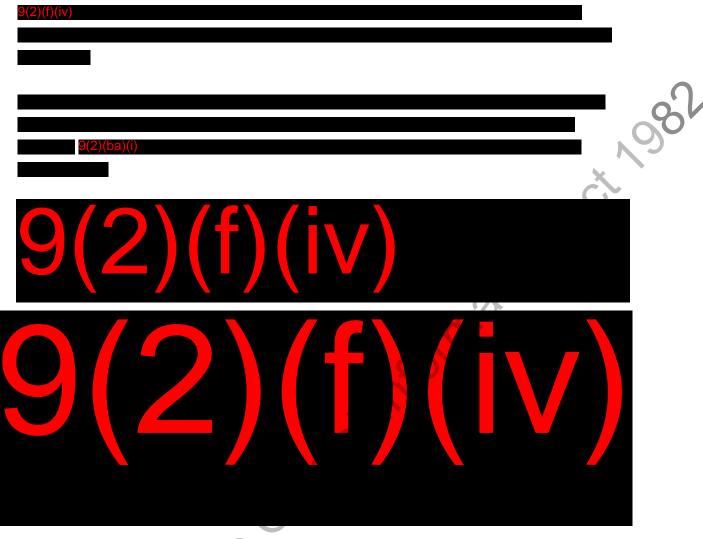
In 2016, a review of the schools payroll was undertaken and identified high-level areas of noncompliance. A project team was subsequently set up to identify the root causes of the noncompliance. s9(2)(f)(iv)

9(2)(g)(i)

In 2020, the Government accepted the recommendations of the Holidays Act Taskforce and work is now underway on drafting amendments to the Holidays Act. As a result, in early 2021 we changed our focus from achieving compliance with the existing Holidays Act to achieving compliance by remediation until the amended Act is in place and the payroll system is compliant. This change in focus means we avoid developing service designs and payroll IT system changes which may become redundant or need to be re-worked when the amended Act is in place, and that we engage with schools on one set of changes only.

Our Payroll Group Manager is now a member of the Holidays Act Better Rules Committee being run by the Ministry of Business, Innovation and Employment (MBIE) as part of the work to amend the Act. This will provide valuable insight into the work to prepare draft legislation and undertake public consultation on implementation of the Holidays Act Taskforce recommendations. **9(2)(f)(iv)**





Funding of \$375.6m has been set aside for remediation payments to current and former school employees. This remains an estimate until we finalise the remediation dataset and rules. It does not cover the two issues mentioned earlier, teachers annual holidays and annualisation, is based on 2018 data, and includes a number of agreed assumptions. 9(2)(g)(i)

Portal for remediating former employees

A key activity in the broader Holidays Act programme is to establish contact with former employees to enable payment of remediation to them. We have committed to the Sector Working Group that they will be involved in the process to ensure the look and feel is user appropriate. The key resources and capabilities required to achieve this are:

• Outbound communications to reach former employees and encourage them to register their claim for remediation. This will involve appropriate broadcast channels (eg social media, advertisements) and using last known contact details to send individual communications.

- An online portal that allows former employees to register their potential claim. They will be asked to provide some basic details that allow us to match them to their payroll records, and the information needed to process a payment, eg, current tax code and bank account number.
- Validation rules in the portal will allow some applications to be automatically processed with minimum human intervention, for example, lower value payments where the individual's tax code and bank account numbers match historic payroll records may be automatically approved.
- Resources to respond to individual queries, resolve errors in claim documents, process higher
 value or complex remediation claims or escalate to the Ministry as appropriate. Owing to the
 scale of potential claims we are aiming to process most applications with minimal or no
 individual contact required.
- Payroll processing capability to make one-off payments to former employees as they are received, processed, and approved.

The majority of this activity is being sourced externally. EY was chosen through an RFP process earlier this year to provide their existing and proven remediation portal capability and support resources.

EY's services will cover the first four core capabilities listed above, and an escalation path will be developed for Ministry staff to work with unusual or complex queries. 9(2)(j)



Holidays Act Sector Working Group

We have a well-established Sector Working Group supporting our Holidays Act remediation work.

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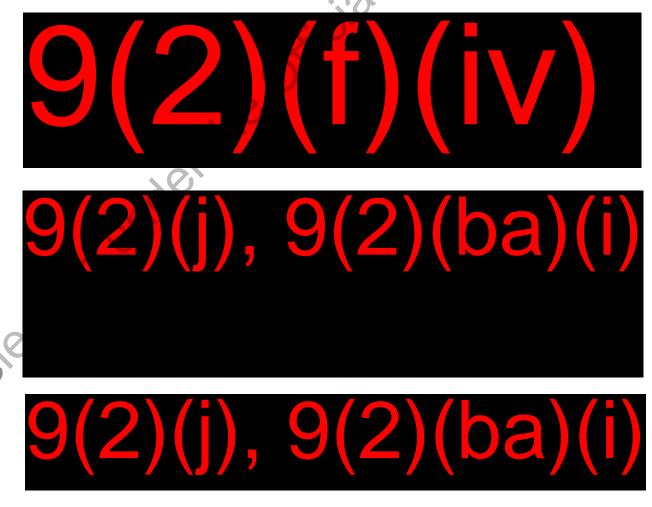
Members are as follows:

Member	Organisation	
$\left(\begin{array}{c} 0 \\ 0 \end{array} \right) \left(\begin{array}{c} 0 \\ 0 \end{array} \right)$	AWUNZ (Amalgamated Workers Union NZ)	
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· (-)(-)	NZEI Te Riu Roa	Ś
	PPTA (NZ Post Primary Teachers Association/Te	
	Wehengarua)	
	PSA (Public Service Association)	X
	SPANZ (Secondary Principals Association NZ)	
	NZSTA (New Zealand School Trustees Association)	
	Labour Inspectorate	

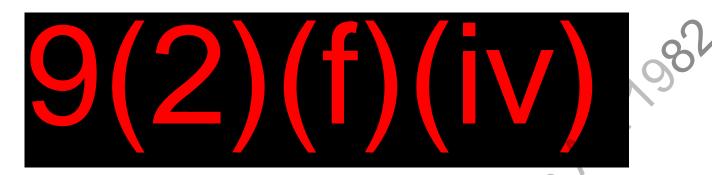
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Achieving Holidays Act compliance for teachers and principals

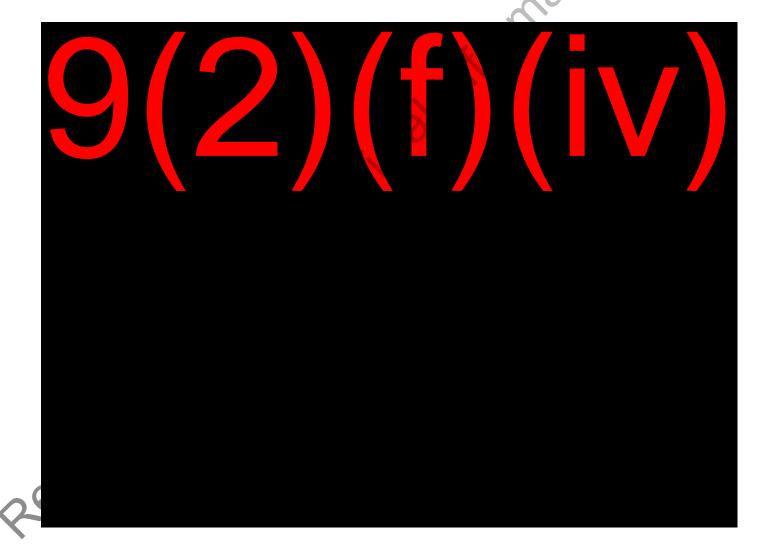
Achieving Holidays Act compliance for teachers and principals, particularly in relation to their leave provisions, while accommodating the unique practices in schools, is challenging. The Employment Relations team is leading this work, which comes under the accountability of the Holidays Act Programme.

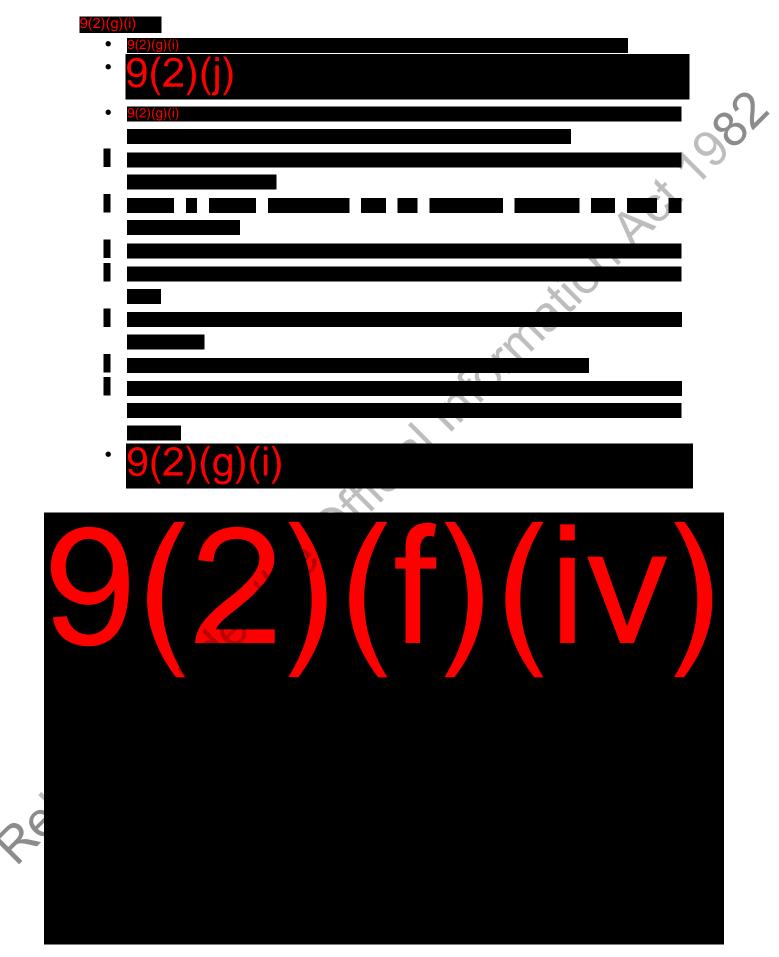


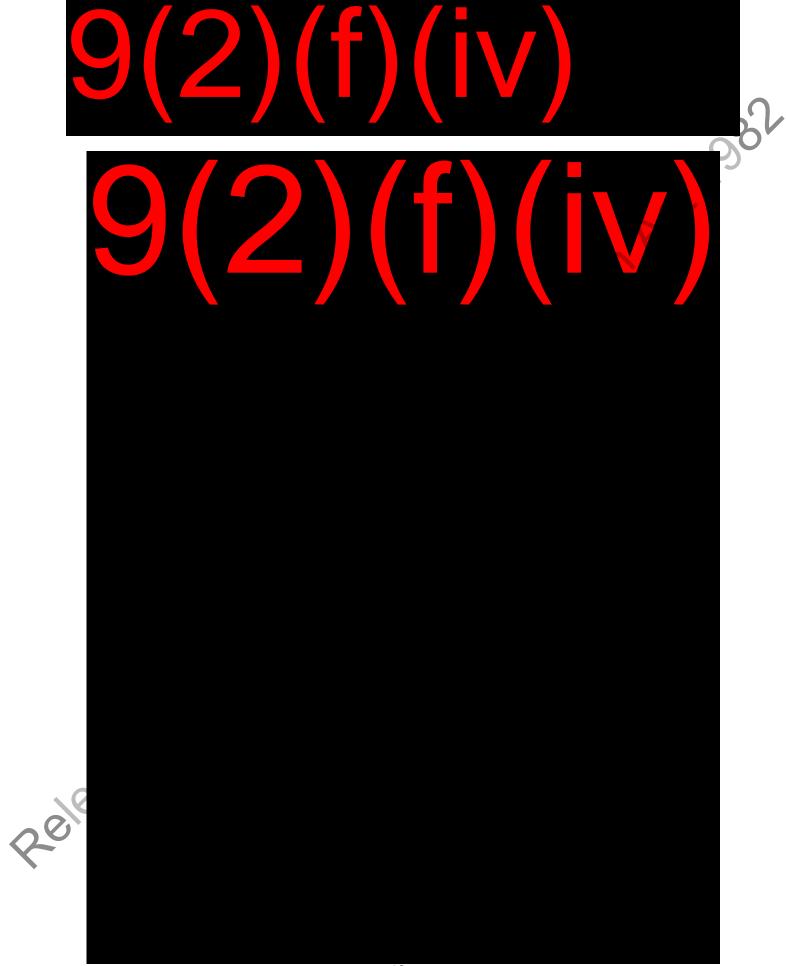
9(2)(j), 9(2)(ba)(i)

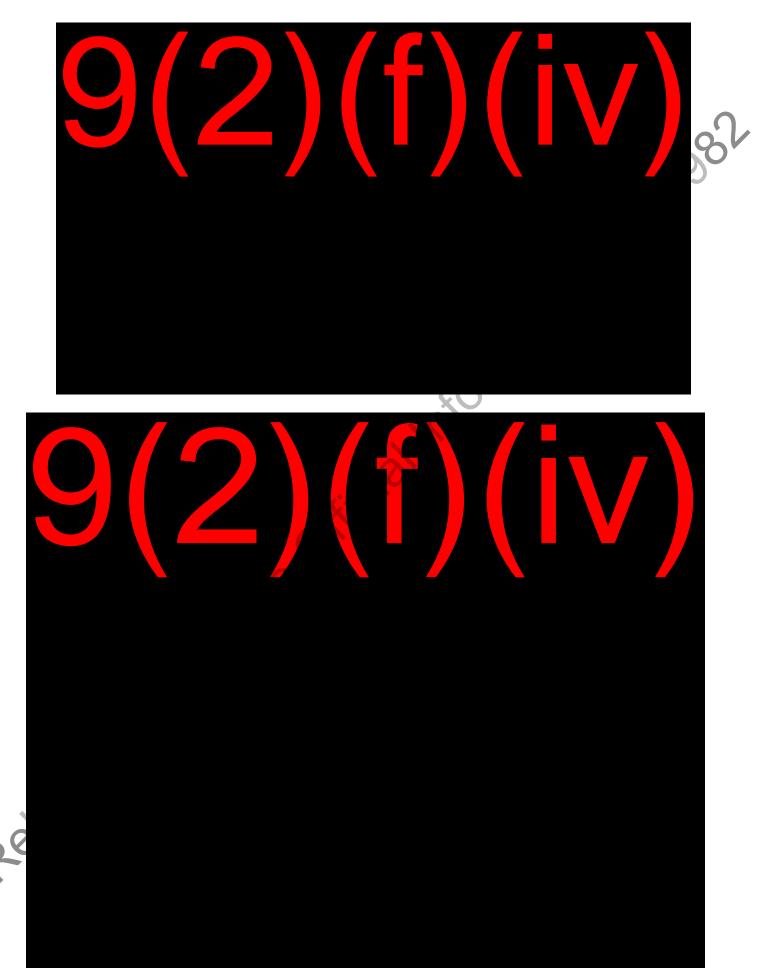


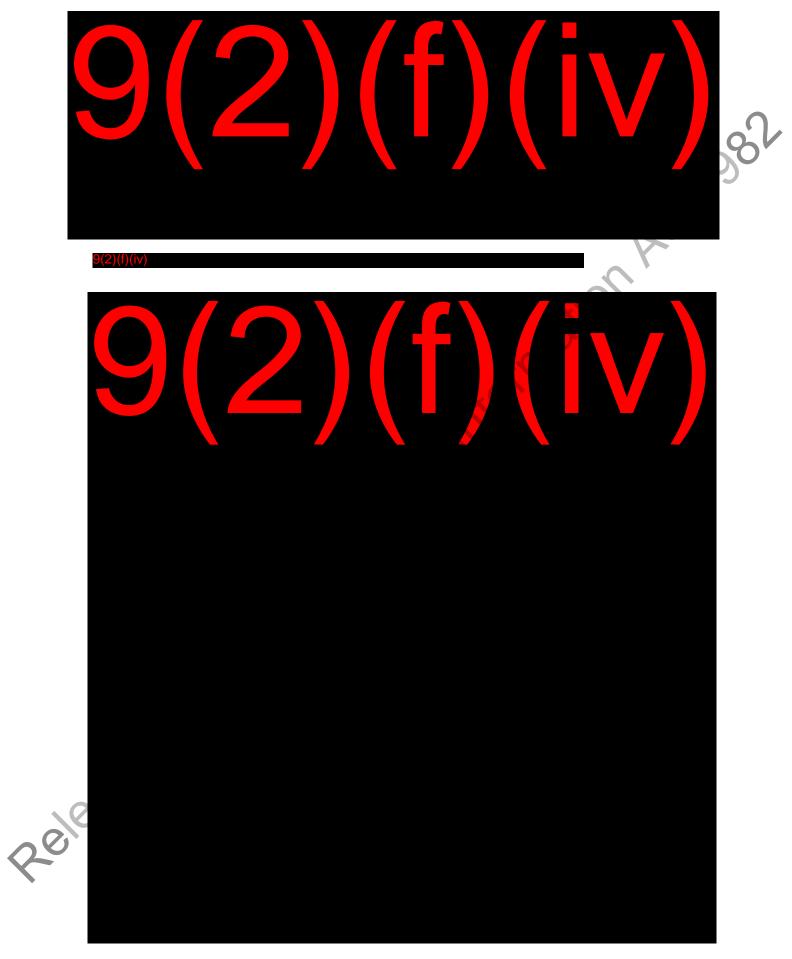
We are also continuing to work with officials from MBIE, along with Te Kawa Mataaho on possible options and next steps. They are supportive of our proposal to engage with a wide range of stakeholders in the sector to develop a workable and compliant solution.

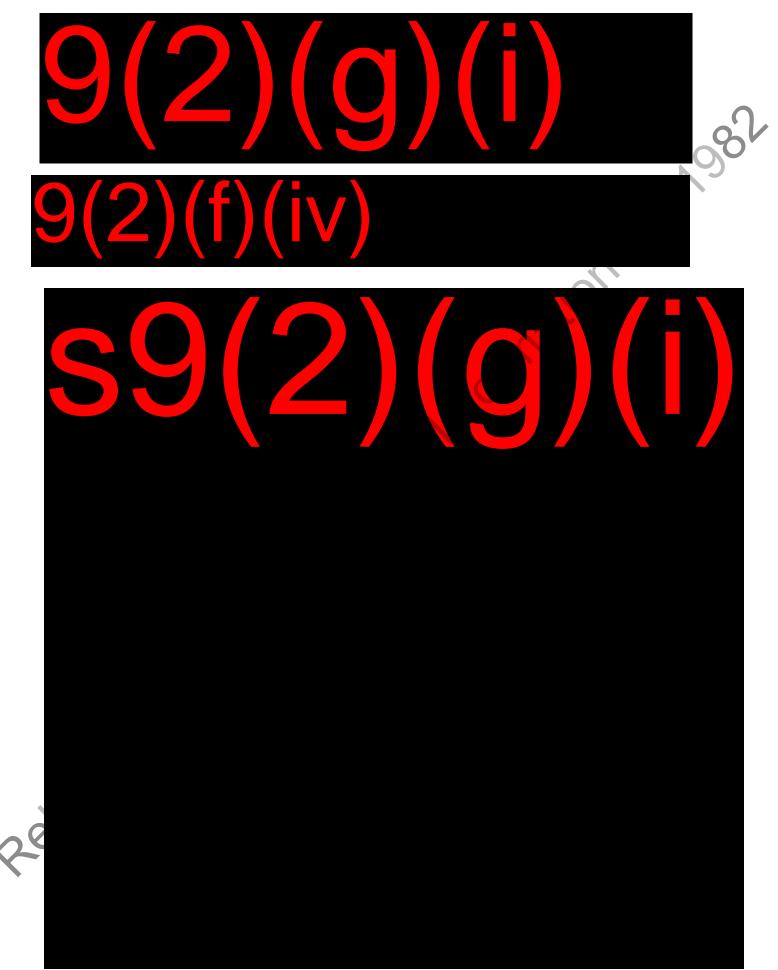


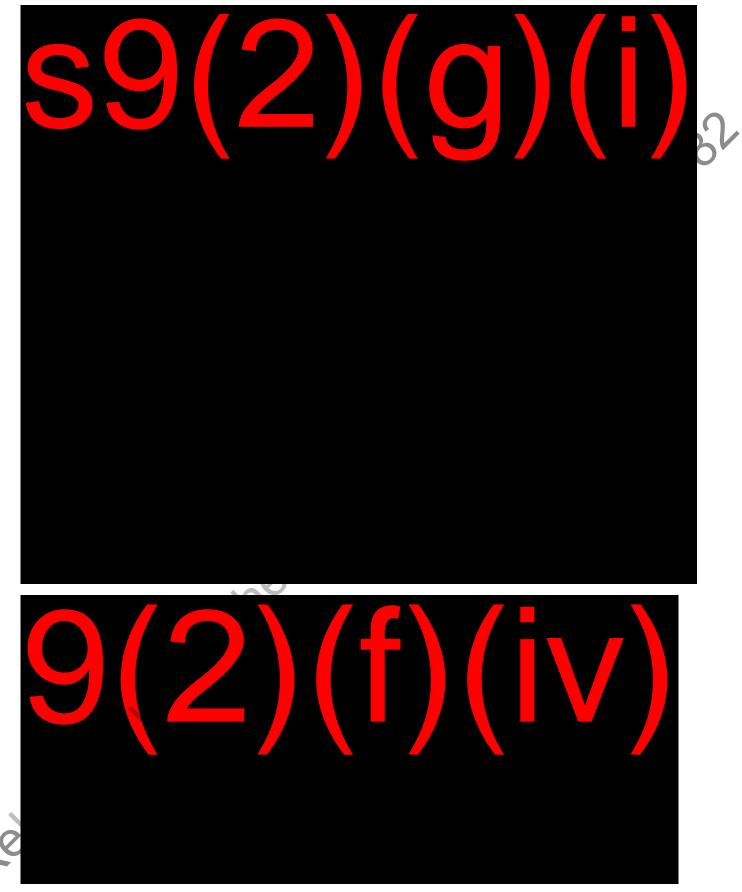








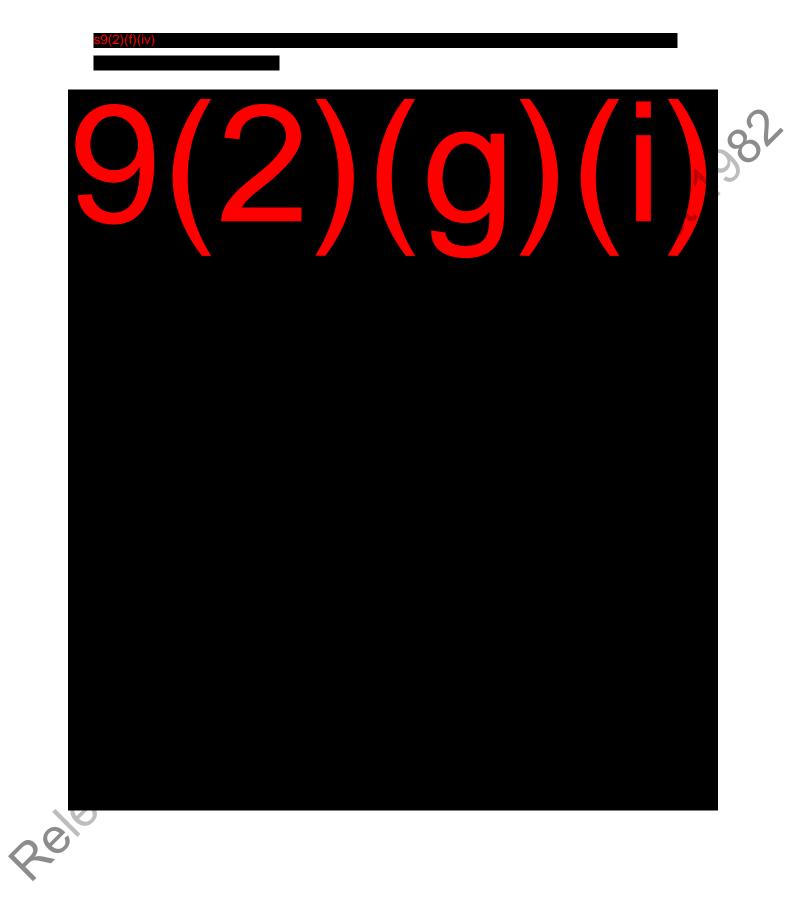




We are using a cross-project approach for engaging with education sector representatives (unions and associations), largely piggybacking off the Holidays Act Programme Sector Working Group.

s9(2)(f)(iv)

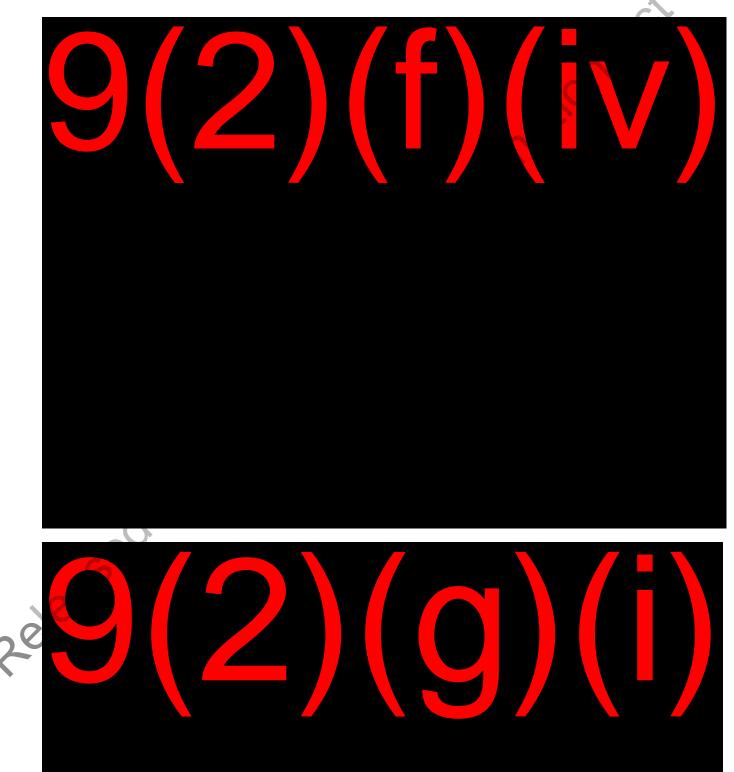




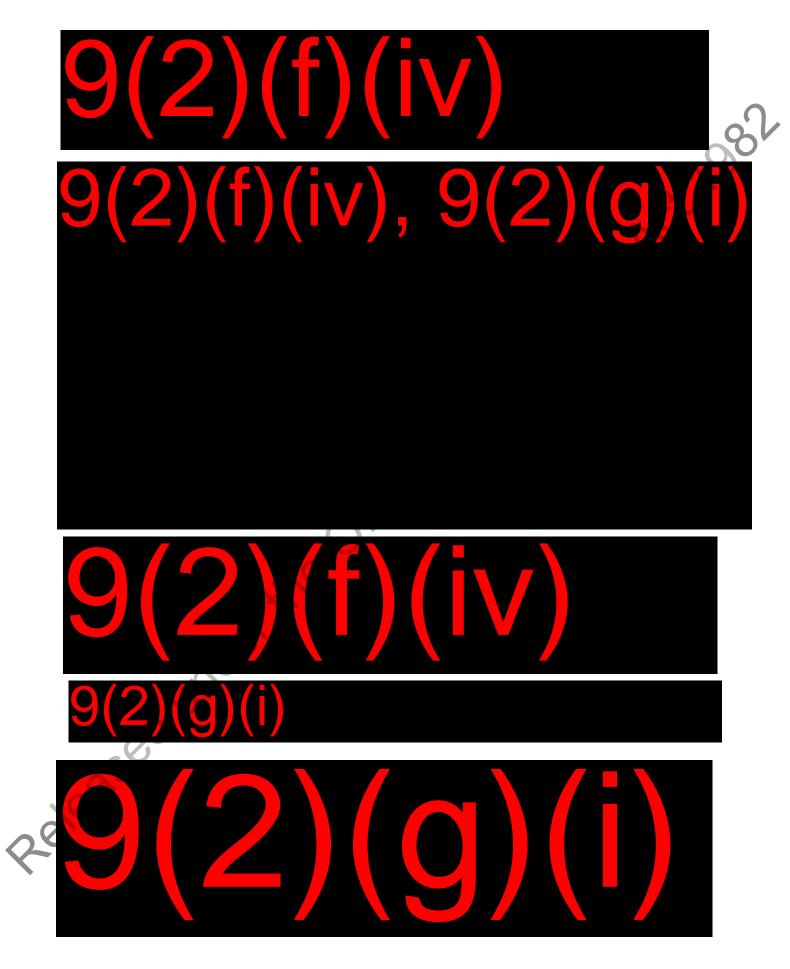
ISAE 3402 Type 1 and Type 2 reporting

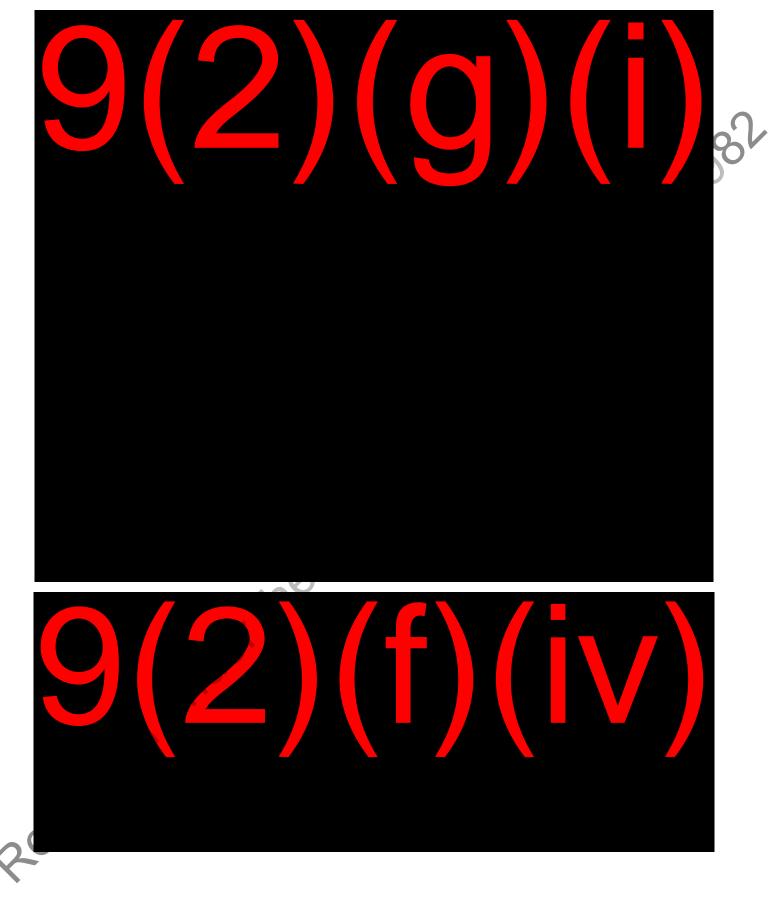
Fit for purpose controls and assurance are a bottom line for any organisation, more so in an environment such as the schools payroll, for the reasons noted above. It is also a requirement under the MSA that EPL has an assurance framework that is consistent with good industry practice. The use of an ISAE 3402 assurance report is an internationally recognised and commonly used method for outsourced service partners, including bureau and cloud type service providers.

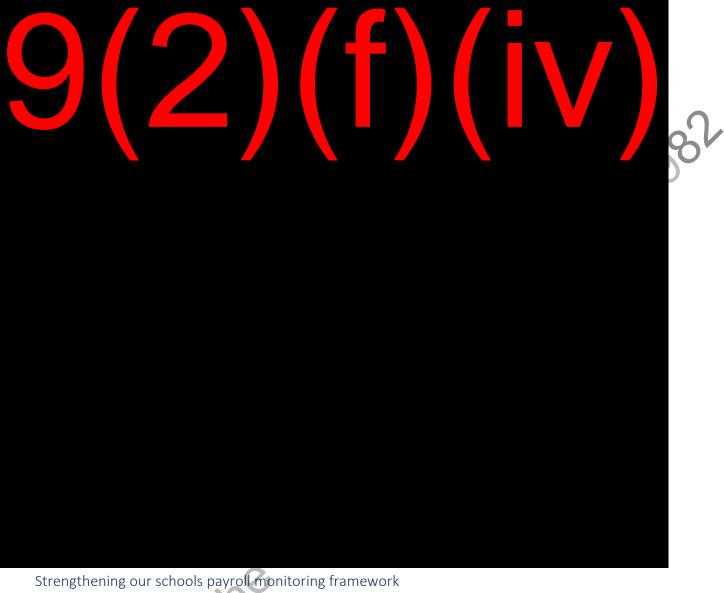
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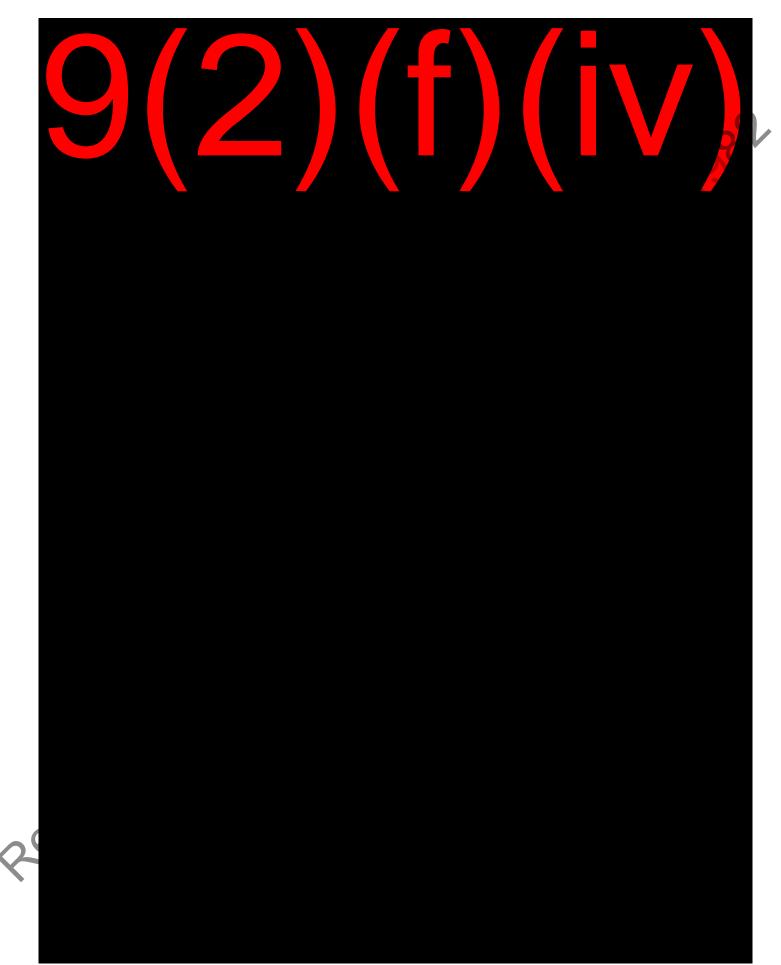






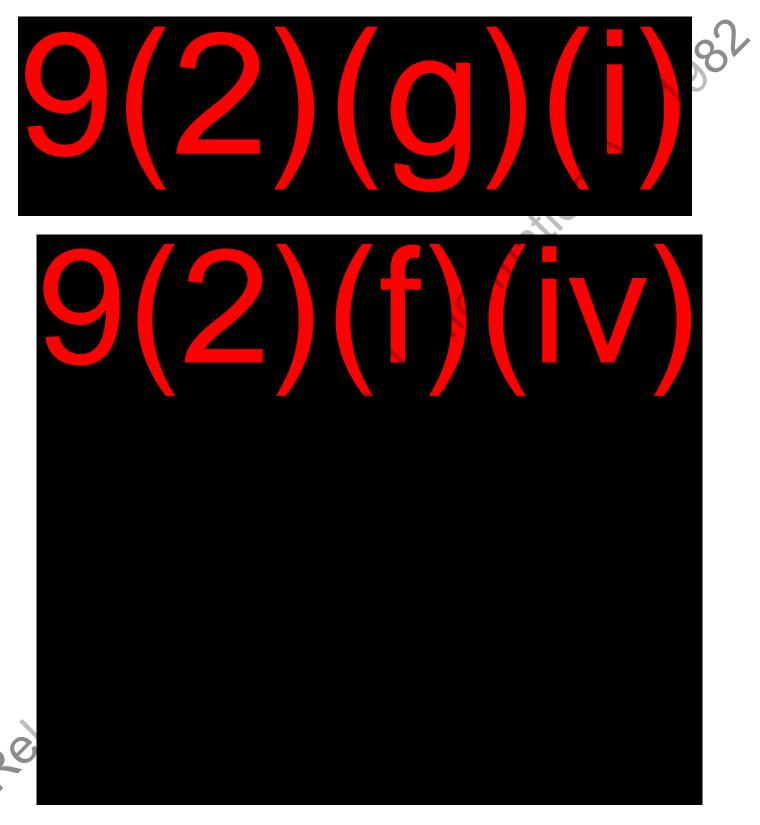
Strengthening our schools payroll monitoring framework Schools payroll performance is monitored primarily through the Payroll Operations Board, which is provided with data on the KPIs and a range of operational measures at each meeting. 9(2)(f)(iv)

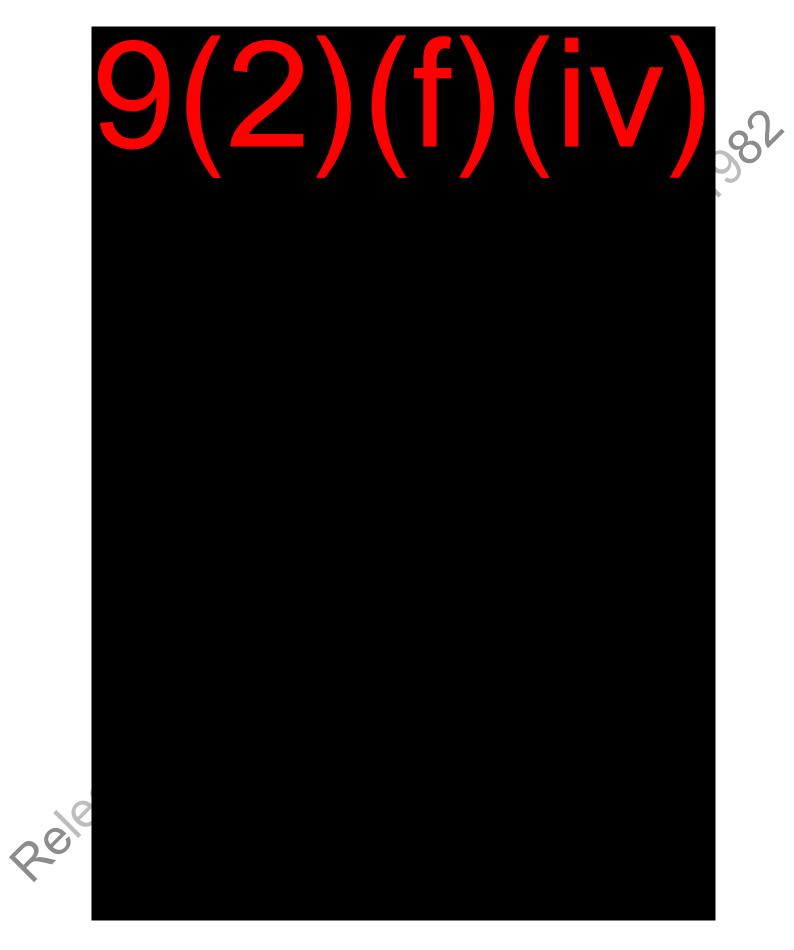
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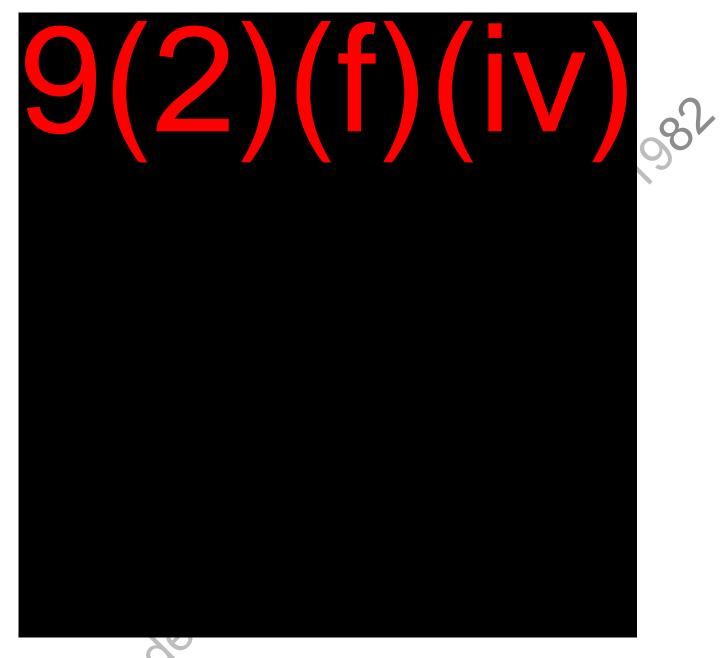


Key milestones to December 2021

- 9(2)(f)(iv)
- Confirm our improved monitoring approach and expected implementation timeline.







Schools payroll delivery

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The Payroll Operations team provides support and oversight of the schools payroll in the complex, high risk areas of payroll operations and ensures the successful implementation of significant changes to payroll business rules, systems, policies and processes. The team:

- Works closely with EPL to ensure they deliver what is required in terms of change requests and understand the Ministry's operational expectations for day-to-day delivery of the schools payroll.
- Undertakes a range of service delivery support functions, particularly ensuring that payroll changes are made as intended, and provides an escalation point for complaints from schools.
- Administers two Ministry teacher supply policies that result in payments through the schools payroll Voluntary Bonding and Transfer and Removals.

The team works with the Ministry's Employment Relations, Legal, Resourcing and Policy teams, and other groups across the Ministry and EPL to ensure the successful implementation of significant changes to sector terms and conditions or legislation, and the implementation of new government policies where they impact on payroll. Key workstreams are outlined below.

Pay Equity

The Equal Pay Act 1972 is prescriptive in terms of how claims are handled from the time a claim is first submitted. The Payroll Operations team is working closely with EPL and the Pay Equity team to ensure that our legislative obligations are met. Upon settlement of any claim, the Payroll Operations team works with EPL, and the Employment Relations, Pay Equity and Staffing and Funding teams to implement them.

Implementation of new Collective Employment Agreements once bargaining is complete

The 14 Collective Employment Agreements (CA) applying to the compulsory state education system and paid through the schools payroll are all due to expire in the period February 2021 to September 2022. Once settled, these will require work with the Employment Relations team and EPL to implement. EPL has undertaken to implement settlements six weeks from the date of ratification; achieving this target is dependent on the complexity of the settlement.

The Payroll Operations team also works with the Employment Relations team and EPL to ensure that bargaining takes account, as much as possible, of the impact of bargaining outcomes on payroll delivery, and works through the practicalities of implementation.

The first of the 14 collective agreement changes to be implemented is likely to be implemented in late October/early November, depending on the ratification date and where the pay period falls. Implementation of changes to the remaining collective agreements is dependent on the timing of settlement.

COVID-19 emergency payments

During the 2020 lockdown emergency payments were made to school casual and relief staff. We continue to build on lessons learnt from the development of the emergency payment process undertaken at that time. In the August 2021 lockdown, these payments recommenced in pay period 12 (Payday 8 September 2021) for eligible employees across the country.

These payments continued in pay period 13 (payday 22 September) for eligible employees and continued for employees in Level 4. Some errors were later discovered and corrections are being made and the cause investigated to ensure it does not recur.

The Payroll Operations team works closely with EPL and Employment Relations to ensure that the criteria for payments are developed and implemented.

Assessment of eligibility and payment for teacher voluntary bonding and transfer and removal expenses

The Payroll Operations team administers two funding schemes for school staff:

- The Voluntary Bonding Scheme (VBS) was introduced in 2009 to encourage newly graduated teachers to teach in certain areas of need – decile one and severely isolated schools. (Webpage Voluntary Bonding Scheme | TeachNZ)
- Transfer and Removal Provisions are part of the Principals and Teachers collective agreements, with the aim of assisting schools to recruit, and principals/teachers to seek appointment, particularly to remote or hard-to-staff schools. (Webpage <u>If you're shifting schools Education in New Zealand</u>)



Schools payroll governance

Over the past year we have reviewed and improved schools payroll governance. We will need to look further at 9(2)(f)(iv)

changes required as we move from the Education Infrastructure Service into Te Puna Ohumahi.

Current schools payroll Ministry governance arrangements are as follows. Membership will necessarily change in the Schools Payroll Governance Board, and perhaps in others, given leadership team changes and potential movement of other staff as the change process in the Ministry continues and new project staff come on board.

The Associate Deputy Secretary, Payroll and the Payroll Commercial Manager currently attend EPL's Investment Board. This is a Board that reviews EPL's Capital Programme and establishes the next Programme Increment (PI) of work. EPL uses an Agile methodology and arranges their work by scrum teams and PIs. Due to a change in staffing within EPL, the next EPL Investment Board will have very few members who have attended previous meetings.

Summary of current schools payroll governance

Board	Chair	Purpose
Schools Payroll Governance Board Meets 6 weekly	Deputy Secretary Te Puna Ohumahi Mātauranga will take over	 The Schools Payroll Governance Board (SPGB) is the overarching payroll governance body for the Ministry of Education. It provides oversight of the end-to-end education payroll strategy, policy, and operation, and assurance to the Secretary of Education that the education payroll is: Accurate, reliable, and compliant. Future-proofed through strategy and investment. Programmes of work enable tangible benefits and improve education payroll outcomes. The education sector has confidence in the payroll service.
Payroll Operations Board Meets 4 weekly	Associate Deputy Secretary Payroll	The Payroll Operations Board is a co-ordination and performance monitoring body that monitors the effective and efficient implementation of contracted deliverables for the payroll services, as defined by the services and performance measures in the MSA and associated payroll changes (including change requests) between the Ministry and EPL.
		In undertaking its role, the Payroll Operations Board will manage an Annual Workplan, and optimise the delivery of payroll services through sharing relevant information and facilitating decision making. It will evaluate, recommend, and monitor payroll changes, identify and manage risks, resolve issues and monitor the performance of EPL, including the implementation of recommendations arising from any IQA.
Schools Payroll Holidays Act Steering Group	Associate Deputy Secretary	The purpose of the Schools Payroll Holidays Act Steering Group is to advise the Senior Responsible Officer (SRO) and support the Programme Director in delivering the Programme by:
Meets 6 weekly	Payroll	 Advising on the Programme approach and organisation. Advising on the Programme plan and stage plans. Scrutinising progress, financial performance and quality.
edu		 Assessing and supporting or rejecting Programme proposals. Making operational decisions and recommendations. Assisting risk mitigation and issue resolution, and escalation.
Superannuation		 Assigning subject matter expertise to enhance Programme outputs. Using delegated authority to assist the Programme achieve outcomes.
Steering Group	Associate Deputy Secretary Payroll	The purpose of the Superannuation Steering Group is to advise and support the project in delivering SSRSS, TRSS, and KiwiSaver payroll corrections and remediation requirements to ensure legislative compliance and audit scrutiny.
Meets 6 weekly	1	