



SHAPING EDUCATION  
*TE TĀREINGA MĀTAURANGA*

# Directions for Education Renewal in greater Christchurch

‘greater Christchurch’ comprises Waimakariri District, Selwyn District and Christchurch City

Opportunity plus innovation to enhance  
education across greater Christchurch

*Ma te angitu hou ka whakareihia te  
Mātauranga ki Waitaha whānui*

# Ministerial welcome

E te tipua whakairo a Aorangi maunga, tū toka mai rā i runga i te āhuatanga o ngā aituā huhua. Whārikihia tōu korowai haumarū, ko te manawarū o Ruauumoko kia āriarika, mauru noa. Kia mārakerake te huarahi mo Waitaha. O mātou koingo o mātou nako, hikihihi, hapahapainga, tau ai e, tau ai e! E ngā mana, e ngā reo, e ngā kāranganatanga maha, tēnā koutou, tēnā koutou, tēnā koutou katoa.

The Canterbury earthquakes have literally changed the landscape in Christchurch, Waimakariri, and Selwyn (greater Christchurch); not only in terms of land formation, but also in the way we will deliver education in the future.

Most early childhood centres, schools, and tertiary providers have been damaged in some way or affected by the ensuing migration of people.

The impact on individual learners has varied. Some have lost family members or family friends, seen their homes damaged beyond repair, familiar neighbourhoods turned into wastelands, and schools rendered unusable. They have had to cope with temporary housing and sanitation, makeshift ECE, or school or tertiary education arrangements, and the stress being experienced by parents. All have had to cope with countless aftershocks.

Since the first earthquake, central and local government have worked tirelessly with the education sector to minimise disruption and restore services to the community. It is clear, however, that given the extent of the damage and population movement, the network of provision cannot be returned to how it was.

This creates a significant opportunity for greater Christchurch to address the inequities of educational provision and outcomes that were a feature of pre-quake Christchurch, reposition education for the knowledge age, and lead New Zealand and the world in educational innovation.

To this end, we have taken on board the knowledge and expertise of education leaders, teachers, young people, business leaders, stakeholders, and Ngāi Tahu, our Treaty partner. This knowledge and expertise, together with feedback from the engagement process, has informed the development of this draft programme.

It is not the place of the Education Renewal Recovery Programme to determine which school or early childhood service is needed where. These decisions will be made by the Ministry of Education and other agencies, including the Canterbury Earthquake Recovery Authority, when all the necessary details relating to land, buildings, and demographics are known.

As we look to rebuild, we are trying to achieve multiple outcomes, firstly for the young people of greater Christchurch and their families and whānau, but also for local communities, the region as a whole, and New Zealand. We are trying to plan for these outcomes in a context that is still very fluid. And we are trying to achieve them in a cost-effective manner. There is no minimising the scale of the challenge!

We invite you to read this document and find out more, then send us your comments. We want to know if what we are proposing is heading in the right direction. We need your comments by 31 May 2012 (for details, see page 39).

Establishing a programme for educational renewal is just one early stage in what will be a long and challenging journey; it is important that we journey together.

Thank you for taking the time to help us plan the future shape of education in greater Canterbury. We value your input.

**Hon Hekia Parata**  
Minister of Education

**Hon Steven Joyce**  
Minister for Tertiary Education



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# Introduction

**The earthquakes of 2010–11 have caused huge disruption and loss for the people of greater Christchurch: individuals, families, whānau, and community. Because educational opportunities are crucial for the wellbeing and vitality of the community, the impact of the quakes on the lives of young learners – present and future – is a matter of great concern. It has also been the catalyst for much creative thinking. The consensus seems to be: yes, we have lost much, but these events also give us an opportunity, as we rebuild, to rethink how we do things in education.**

This means focusing first and foremost on our children and young people, on their needs and aspirations. All parents want to see their children eager to learn, achieving success, and gaining knowledge and skills that will, in time, enable them to become confident, adaptable, economically independent adults. Regrettably, it has not turned out this way for a significant proportion of our young people. So we need to ask ourselves as we plan the rebuild, how can we use this opportunity to address inequities and raise outcomes? And we need to give priority to actions that will have the greatest positive impact on learners.

Because the costs of the rebuild will be considerable, dreams need to be tempered by a sense of what is pragmatic and realistic: we need to think about the practicalities of sites and buildings, changes in the population distribution and concentration, the development of new communities and changes in urban infrastructure ... to find economically viable ways of providing for diversity and choice ... to explore innovative, cost-effective, and sustainable ways of organising and funding educational opportunity across greater Christchurch. We also need to keep in mind that what we do must align with broader government policy and requirements.

This document does not contain detailed proposals; rather, it describes the context and the issues, synthesises a wealth of feedback, suggests directions, and asks, are these the directions that we want our city and our region to take? The decisions will follow.

We are acutely aware that the impact of the decisions that we make in the wake of the traumatic events of 2010–11 will be felt not only by today's children, but also by future generations. And not just by individuals, but by the community. If we can reshape educational opportunities in such a way that they engage the full diversity of our learners, then we will maximise our human potential, give greater Christchurch a distinctive set of advantages – social, cultural, and economic – and ensure greater prosperity through education.

*In this document, greater Christchurch comprises Waimakariri and Selwyn Districts and Christchurch City and Canterbury refers to the larger geographical region of which greater Christchurch is part. All these local authority areas have been affected to varying extents by the Canterbury earthquakes. For the sake of clarity and documentation, those three local authorities are referred to as 'greater Christchurch.'*



# Our approach

**The programme outlined in this document has been prepared jointly by the Ministry of Education and the Tertiary Education Commission. It is based on input and feedback from a wide range of sources.**

In October last year, we engaged with educators and the community under the banner of Shaping Education / Te Tāreinga Mātauranga. The focus of this engagement was the future of education from early childhood through to tertiary, not the future of individual schools and services.

In association with CORE Education, we ran a series of 17 Shaping Education focus groups. One group comprised the 242 members of the Canterbury Primary Principals' Association. Most Canterbury secondary principals and many leaders of tertiary education providers also took part in the various focus group consultations. Other focus groups met independently and, together with numerous individuals and organisations, submitted feedback in writing to the Ministry.

To ensure that the public, including children, could have their say, the Shaping Education website (<http://shapingeducation.minedu.govt.nz>) was established.

Focus group participants and online respondents were asked to share their ideas under three headings: Purpose, Shape, and Delivery. Under each of these headings, they were asked three key questions:

- What should we retain?
- What should we change?
- What innovation could we introduce?

In all, 229 formal comments were made during the Shaping Education engagement process.

A brief summary of feedback and findings can be found on page 8 of this document. For a fuller description see the complementary report, *Analysis of Feedback from the Shaping Education Engagement Process*.

While the Shaping Education process was in progress, Ngāi Tahu held a series of hui with local runanga, out of which came a set of complementary proposals. These were presented to the Ministry in December 2011 and are reflected in this programme.

A number of initiatives developed by Youth Futures Canterbury (YFC) in the second half of 2011 have also been included in this programme. YFC comprises a range of leaders from government agencies, secondary schools, tertiary institutions, industry, and Ngāi Tahu. Its focus is lifting outcomes in post-compulsory education.

Other feedback came from the group Shaking Up Education in Christchurch and from papers and presentations shared with the Ministry by the Greater Christchurch Schools Network Group.

This programme has also been informed by a submission from the National Assembly of People with Disabilities (DPA), produced for the DPA Accessible Christchurch campaign. Objective 3 of the New Zealand Disability Strategy is: "Provide the best education for disabled people. Improve education so that all children, youth and adult learners will have equal opportunities to learn and develop in their local, regular educational centres."



Further, we considered all the education-related contributions to the Christchurch City Council's *Share an Idea* consultation on the Central City Plan and the feedback received by CERA in response to the *Draft Recovery Strategy for greater Christchurch*.

The programme also reflects the outcomes of the shared planning process engaged in by the three Christchurch-based tertiary education institutions and facilitated by the Tertiary Education Commission.

In addition to the broad range of input described above, this programme draws on national and international research, and we have taken care to ensure that proposals align with the Government's goals and aspirations for education in greater Christchurch.

The proposals represent ideas and directions, from which specific actions will be developed. These actions will be guided on the one hand by the vision we have identified, and constrained on the other by practical and cost considerations.

## How does this draft programme relate to the Recovery Strategy for greater Christchurch?

The Canterbury Earthquake Recovery Strategy aims to provide "a road map for ensuring the success of Christchurch for recovery and future leadership in earthquake resilience". The Strategy is a statutory document being developed under the Canterbury Earthquake Recovery Act 2011.

Education is clearly a key to this recovery. It strengthens communities and gives people the skills with which to build careers, get rewarding jobs, and contribute to the economy. Tertiary education supports businesses through research and knowledge transfer. As a business, international education makes a major contribution to the regional economy. Planning for educational facilities needs to take account of – and inform decisions relating to – the transport network and the region's infrastructure. The impacts of decisions concerning the education network will be felt across greater Christchurch and in every aspect of the recovery.

This Education Renewal Recovery Programme supports the various activities, projects and larger programmes of work that will implement the Recovery Strategy. It is most closely linked to recovery programmes within the Economic, Social and the Built Environment components of recovery.

We will continue to work with CERA and those responsible for the other recovery plans and programmes so that critical interfaces and dependencies are managed to ensure the best outcomes for greater Christchurch.



# Summary of feedback

**In all, 229 written feedback items were received from individuals and organisations as part of the extensive Shaping Education / Te Tāreinga Mātauranga engagement process run in October last year. For full details, see the report, *Analysis of Feedback from the Shaping Education Engagement Process*.**

A strong theme, coming through the feedback, was that one size does not fit all, and that students and parents should be able to choose from a diverse range of educational options including alternative schools, single-sex schools, and kura kaupapa Māori.

Another theme was that this was an opportunity to ensure that all schools are 'good' schools, meaning that all young people and parents should feel that they have genuine local options all the way through from early childhood education (ECE) to year 13. A closely related theme was that the rebuilding is an opportunity to ensure that equality of resourcing and opportunity is created and maintained in all areas of the region.

Other feedback looked for outcomes that involved greater co-operation and sharing of human and physical resources. There were many ideas about how this could be done. Some suggested that specialist facilities could be shared by all educational providers in the city. It was suggested that the learning hubs set up after the February earthquake be continued and extended to provide a means by which the community can collaborate more with schools.

Some respondents would like to see more integration with organisations from outside the education sector, such as those that provide

health services. Others went further, suggesting single-site educational institutions comprising teaching and learning spaces, dental clinic, doctor's surgery, and mental health and emotional support services such as counsellors, social workers or therapists. It was even suggested that integrated sites could provide for learners all the way through from early years to tertiary.

Running through much of the feedback was an appeal for the Government and its agencies to consider the unparalleled situation in which greater Christchurch finds itself. For example, some of those who gave us feedback called for the Government to retain the entire education workforce until the region settles down, to minimise disruption and further trauma for children and teachers.

Overall, there was a sense that people regarded the impacts of the earthquakes as an opportunity to try some new things, things that might help the region not only recover, but thrive. They were open to change.

Feedback from the engagement process is reflected throughout this programme in both the process we suggest, and in the specific proposals.



# The story so far

Nearly 150,000 students and upwards of 10,000 staff were engaged in education in Canterbury when the February 2011 earthquake struck. Within minutes, staff across the region were totally engaged in making arrangements for the safety of learners. All tertiary providers, schools, and early childhood centres across the region closed their doors until further notice.

The Ministry of Education and the Tertiary Education Commission immediately began working with the sector to restore education provision as soon as possible. Many providers, particularly schools, became Civil Defence posts and evacuation centres. In this capacity, they helped communities manage hazards, they co-ordinated communications with emergency services and local authorities, and they upheld government commitments by supporting the security and wellbeing of citizens.

## Immediate steps

The immediate response involved:

- Relocation and co-location of 18 schools, and provision of transport for almost 7,000 students daily. Within three weeks, 84% of students had schools available for them, and within a month all students had a school to go back to.
- Deployment of 39 relocatable classrooms to replace lost accommodation. Installation of portable toilets, 21 independent sewerage systems, and temporary water storage tanks.
- 55% of secondary students involved in site-sharing arrangements.
- Relocating students from three residential schools (Van Asch, McKenzie and Halswell) to other schools across New Zealand for a term, with individualised support packages in place.
- Spending \$20 million on these interim arrangements designed to get learning going again as soon as possible.
- Modifying tertiary funding and student support arrangements so that students could continue their studies at other institutions.
- Providing emergency funding and property grants to early childhood centres to help them reopen. By 25 March, 78% of centres were back up and running, with a number relocated or co-located with other centres.
- Setting up 10 learning hubs within the first three days to offer an interim service to over 1,100 students whose schools were not ready to open.
- Development of online resources for students and parents to access at home.
- Putting in place a temporary enrolment scheme to manage student movement.
- Use of interim facilities (including marquees) by tertiary education providers as teaching spaces. Greater use of flexible delivery. Students who were unable to access their regular campus were relocated.
- Managing diplomatic relationships and providing support for the parents of international students, in particular those from China and Japan. Around 40% of those who died as a result of the earthquake on 22 February were international students.





## Subsequent steps

As we moved to recovery:

- All but 16 of 339 early childhood centres were able to re-open.
- Buildings housing tertiary students were made safe and progressively re-opened.
- Sites were restored so that students could return to their schools.
- Eight study centres were established for senior students whose learning was disrupted.
- A broad-based programme was developed in conjunction with Sports Canterbury to address lost sporting and recreational opportunities for 12,000 students.
- Social work support was provided in 17 eastern suburb schools where families were particularly severely impacted by the earthquakes.
- Welfare hubs were developed at four schools to provide co-ordinated and more extensive support for communities.
- The ECE transition support project was developed to ensure that families in earthquake-affected areas retained access to early childhood education; targeted assistance was provided to increase participation.
- Training of early childhood and school teachers to support children and young people impacted by trauma (developed after the first earthquake) was enhanced to ensure that teachers had the skills and capability to support affected children and their families.
- To counter withdrawal, disengagement, and absenteeism, intensive interventions were provided for children whose behaviour was severely affected or who were known to be particularly vulnerable.
- The Government maintained resourcing levels in affected schools through to December 2011 to compensate for the initial loss of around 10,000 students.
- A special staffing package was developed that included retraining options, creation of a teacher relief pool, and supports for wellbeing.
- The Youth Futures Canterbury group, which included leaders from tertiary providers, industry training organisations, secondary schools, government agencies, and the Canterbury Development Corporation, was established to create opportunities for young people.
- Money was allocated for up to 550 additional trades training places to help ensure the availability of skilled people for rebuilding work.
- Canterbury Tertiary College was expanded to allow secondary students to study for an industry-based qualification while completing NCEA level 2.
- A special derived grades procedure was formulated by NZQA to compensate NCEA candidates in greater Christchurch for the disruption they had experienced.
- A new scholarship scheme, 'Scholarships for Canterbury', was created for Christchurch school leavers.
- A *Skills for Canterbury* package of \$42 million was introduced in Budget 2011 to support training for young people in trades that will support reconstruction.
- Education New Zealand allocated extra funds – \$5 million over four years – to help the recovery of international education in greater Christchurch.



## Impact on provision and enrolments

The impact of the earthquakes on education provision was, and still is, substantial. For example:

- Eleven early childhood centres have been permanently closed. Ten have had their licences suspended. Seven centres are in temporary premises, pending decisions on buildings; five more are on red-zoned land that is to be cleared.
- As of February 2012, there were 5,400 fewer students enrolled in greater Christchurch schools than at the time of the February earthquake. A further 1,700 students had enrolled at another school in the city.
- As of February 2012, 25 schools had more than 20 or more students in red zones; of these, 15 schools had 30 or more students in red zones. In all, there were approximately 1,100 students living in red zones and a further 631 living in orange or white zones.
- In 2011, domestic enrolments in tertiary education were down by 14% on the previous year; international enrolments were down

by 31%. Across the two universities based in greater Christchurch, first-year numbers were down by 28%.

## Financial implications

### Schools

Nearly all schools in greater Christchurch have experienced some damage to infrastructure. In most cases the cost of repairs will be relatively modest, but in others, it may be anything from hundreds of thousands to several million dollars. The decisions to be made about repairing, rebuilding, expanding, and reorganising schooling will have very significant financial implications.

See Table 1 for an estimate of how many schools require remedial and/or new work following the September 2010, February 2011 and June 2011 earthquakes. Even without adjustment for the further damage caused by subsequent quakes (particularly those of December 2011), the total cost for this work could be between half and three-quarters of a billion dollars over ten years.

**Table 1. Schools in greater Christchurch: remedial and/or new work required**

Nature of work	Number of schools	Roll as at July 2011	Estimated roll decline
Minor repairs	106	37,571	2,047
Major rationalisation and repairs	31	11,368	1,997
Major repairs and rebuilding	62	12,411	696
Expansion of existing facilities	29	1,034	n/a
New schools	to be determined		n/a
New sites	to be determined		n/a

There have also been substantial costs associated with the provision of temporary accommodation for schools.

## Tertiary

The major public tertiary education institutions (TEIs) face a combined repair cost of around \$300 million.

Some TEI buildings have been demolished; others have been vacated pending costly repairs or demolition. The three Christchurch-based tertiary education institutions have resumed full operation, but all have buildings that are extensively damaged. Insurance will cover only part of the cost of remediation.

The University of Otago's building on the hospital campus is to be demolished so teaching and research are being conducted from temporary facilities. Of the other TEIs with Christchurch campuses, Tai Poutini Polytechnic is doing part of its teaching via e-learning and part at the Southern Institute of Technology's Hornby campus; Te Wānanga o Aotearoa, WelTec, and Aoraki Polytechnic are all operating at temporary locations.

## International

Numerous private tertiary providers located in the central business district (CBD) at the time of the February earthquake lost their buildings. These include King's Education, which was located in the CTV building that collapsed.

Private providers that have been able to do so have resumed teaching on their own sites. About 40 have had to find temporary quarters. A small number, mostly language schools that were based in the CBD, have not resumed.

A further blow to international education has been the downturn in enrolments due to the understandable reluctance of parents to send their children to the city while aftershocks continue.

## How will the work be funded?

There will be a gap between insurance payouts and the cost of the necessary remedial and/or new work. Some of the shortfall will be met through rationalisation of facilities, some by using existing reserves, and some by reprioritisation of existing capital budgets. The Government also expects to allocate some additional funding to the work.



# Why an education renewal programme?

**A strong education system is vital for the renewal of greater Christchurch.**

## Education provides needed skills and knowledge

Looking to the long term, it is the education system that will provide the skills and knowledge needed for the development of greater Christchurch as its economy adapts to changes precipitated by the earthquakes.

It is through education that so much of the new knowledge and the intellectual capital needed to fuel the development of new products and services must come. It is these products and services that will anchor investment and enlarge the earning capacity of greater Christchurch, Canterbury and New Zealand.

In the short- to medium-term, we are also counting on our schools and tertiary institutions to provide many of the skills needed for the physical rebuild of the city.

## Education is a path to achievement and identity

Given the physical damage caused by the earthquakes, it is perhaps tempting to focus on educational infrastructure, not the learners for whom the infrastructure exists.

But our ECEs, schools, and tertiary institutions exist primarily as an investment in the futures of our children and young people. Well-functioning educational enterprises, in all their forms, provide learners with the competencies, knowledge, understandings, and dispositions that they will need for their future success.

Education also has a crucial role to play in supporting the transmission of language and culture and in developing personal identity – something our Ngāi Tahu Treaty partners and Pasifika communities have emphasised throughout the engagement process. Educational institutions are able to do this by harnessing resources and expertise in ways that individuals or voluntary organisations cannot.

## Education has a crucial role in addressing inequity

In greater Christchurch, as in other parts of New Zealand, too many of our young people leave school early, with few qualifications, never to return to education or training. As a result, they struggle to find employment or to stay connected to the workforce. A disproportionate number of Māori and Pasifika young people are in this category

The cost of this loss of human potential is great, as evidenced in lack of life choices, low self-esteem and limited life satisfaction, disconnection from the community and society, lack of economic contribution to the common good, and the ongoing need for social support.

We need thriving, well-resourced, culturally responsive ECE services, schools, and tertiary providers that will work in collaboration with families, whanāu, and the community to turn around this unacceptable loss of human potential.



## Education is a cornerstone of community

Communities identify with their schools, particularly with schools that welcome community input and collaboration and share the use of their facilities. The identities of communities and schools are often intertwined: good local schools can have a strongly positive impact on how people feel about their neighbourhood.

By renewing the education system, we will rebuild Christchurch's reputation as an education destination and confirm the region as a great place to live: a place where families want to settle, confident that their children will have access to quality educational opportunities that will provide a strong foundation for their lives.

## Education is an economic enterprise in its own right

Employing around 11,000 people, education is a major source of economic activity and employment in greater Christchurch.

Before the February earthquake, its annual operating revenue was \$1.31 billion; the capital assets of public education organisations were estimated to be worth a similar sum. This investment in education seeded additional revenue, including \$200 million a year from international students and \$56 million from research contracts.

Relative to population, the tertiary sector in greater Christchurch enrolled more students than either Auckland or Wellington. Greater Christchurch was second only to Auckland in the number of international students enrolled.



# Improving outcomes with and for Māori

*Ka Hikitia – Managing for Success: the Māori Education Strategy 2008–2012* is the Government’s strategy for lifting the performance of the education system for Māori learners. The strategy sets out specific outcomes, priorities for action, and targets. It provides us with a starting point for thinking about what needs to be done to improve outcomes for Māori learners in greater Christchurch. Fundamental, system-wide changes are required to ensure that Māori learners experience education that captures and affirms their identity, language, and culture and supports them to achieve educational success as Māori.

## The current situation

At the time of the 2006 Census, there were 14,000 Māori aged under 19 in greater Christchurch. In 2006 Christchurch city had the third largest Māori population of any local authority area – larger than Hamilton.

As this document makes clear, the education system in greater Christchurch has been performing poorly for a disproportionate number of these young people. For example:

- nearly half of Māori students leave school without NCEA level 2;
- 43% of school leavers in greater Christchurch whose sole ethnicity is Māori take no further part in formal education or training by age 20.

The needs of some Māori learners in greater Christchurch are being met through a limited range of immersion and bilingual options.

These include:

- six kōhanga reo;
- two additional bilingual/immersion ECE centres;
- two kura kaupapa Māori;
- 10 bilingual programmes in English-medium schools.

The great majority of Māori young people are, however, learning in English-medium ECE services, schools, and tertiary institutions. They need to be supported to achieve educational success as Māori in all of these contexts.

## Ngāi Tahu aims for Māori learners

Ngāi Tahu as the people of Ōtautahi/Christchurch are deeply committed to seeing all young Māori in the region thrive once again. They have a deep understanding of the challenges that face young Māori, and of the challenges ahead for education in greater Christchurch.

The educational aims of Ngāi Tahu are for:

- every Māori learner to achieve academic excellence;
- every learner to be strong in their identity, language and culture;
- Ngāi Tahu and Māori to have a strong influence in the education system;
- Ngāi Tahutanga (Ngāi Tahu ancestral knowledge) to be recognised and valued, with educational approaches based on Mātauranga Ngāi Tahu and Mātauranga Māori.



These aims align with the Government's drive to ensure that Māori young people have the best start in life and education, that Māori young people are actively engaged in learning, and that opportunities to learn te reo Māori are available at all levels. Achieving these aims will require a partnership approach with Ngāi Tahu.

## How we will achieve these aims

First, Ngāi Tahu and Māori need to play a major role at every level of the system, from strategic planning to day-to-day interaction with ECE services, schools, and tertiary providers. With greater involvement, Māori will be in a position to articulate what is needed and help providers, both English- and Māori-medium, meet the needs of tamariki.

Second, we propose to increase the numbers of children and young people who are learning in bilingual and immersion contexts. This will mean working with existing and new providers to ensure that they can handle increases in demand for quality Māori-medium and bilingual education.

Third, we will continue to ensure that all parts of the system are culturally responsive and embed the identity, language and culture of their Māori learners in everything they do. Ngāi Tahu have a critical role here, and useful resources include *Tataiako*<sup>1</sup>, recently released by the Ministry to help teachers develop their cultural competencies.

Fourth, we will pay continuing attention to the opportunities and support available to Māori learners and to data and evidence about their achievement. Ensuring that all Māori learners realise their potential is a collective responsibility of all involved in education and of the wider community.

We acknowledge that there are big challenges ahead, but the earthquakes have handed us an opportunity that we cannot afford to pass up: the opportunity to work together to redevelop the shape and delivery of education in greater Christchurch in ways that ensure that all Māori learners can enjoy educational success as Māori and go on to participate fully in the community of greater Christchurch.

<sup>1</sup> Ministry of Education (2011). *Tātaiako: Cultural competencies for teachers of Māori learners.*  
<http://www.minedu.govt.nz/~media/MinEdu/Files/TheMinistry/EducationInitiatives/Tataiako/TataiakoWEB.pdf>





# Goals, proposals, principles, leadership

## Goals

To sharpen our focus, we propose the following goals for each of the different education sectors in greater Christchurch. These goals are derived from three main strands: engagement feedback, educational research, and the Government's aspirations for education nationally.

### Overall goals

- Learners achieve the best possible educational outcomes.
- Young people become confident, connected, actively involved, lifelong learners.
- Young people acquire skills and qualifications that will enable them to pursue successful and satisfying futures and contribute to New Zealand's future.
- Māori and Pasifika learners and those with special educational needs are supported to realise their potential.
- Learners find their identities, languages and cultures valued and supported throughout their education.
- Learners can access suitable pathways through education and into work.

### Early learning foundations

- All children participate in quality English-medium or bilingual/immersion early childhood education.
- Parents and whānau are engaged with, and support, their children's early learning.
- Parents are enabled to work or study.

### School age learning

- All learners achieve a solid academic base, with 85% or more gaining at least NCEA level 2.

### Post-compulsory education (senior secondary and tertiary)

- All young people are in education, training, or sustainable employment.
- Graduates have the opportunity to find high-value employment in greater Christchurch.
- Tertiary provision in greater Christchurch is stabilised and returns to viability and sustainability.
- The tertiary sector helps lead economic recovery in the region.

### International education

- International students want to study in greater Christchurch.

### Achievement of these goals will be enabled by:

- services and providers collaborating to deliver the best education for learners;
- capable, creative professionals providing quality teaching that enables successful learning;
- viable providers with the capacity to provide quality education;
- safe, modern learning environments.

## Proposals

At various points in this document we outline a number of proposals designed to help meet the above goals.

Threaded through these proposals you will find the ideas of seamlessness, flexibility, and collaboration. Even if they didn't use these exact words, much of the feedback received as part of the engagement process argued for education provisions to be less rigid and



compartmentalised. The context was often concern for the children and young people whose needs are not being met or who get lost at the transition points, or the realisation that it makes no sense to duplicate or underutilise costly resources.

In formulating the proposals, we are aware that there are still some very big unknowns. These include:

- Migration within the region, which will define where and how we provide education facilities;
- Land and building assessments, which will influence what we can achieve and where;
- The cost of new facilities, which means we need to look for innovative ways of providing education opportunities.

## Guiding principles

In developing this programme, we have been guided by a set of principles that reflect the particular needs of our region while also aligning with national priorities for education. We propose that these principles should continue to underpin our decision-making throughout the renewal process.

### Principles for education renewal in greater Christchurch

#### Supporting life-long learning

Proposals will enhance outcomes across the education system from early learning to tertiary, help learners make good decisions about their careers, and maximise benefits across the education system.

#### Giving greater Christchurch, and New Zealand as a whole, a distinctive advantage

Proposals will be evaluated on the extent to which they will give greater Christchurch – and

New Zealand as a whole – a distinctive and enduring advantage economically, socially, and culturally.

#### Getting the best value and outcomes for Crown investment

Proposals will build off and maximise existing Crown investment in education. New investment will be made on the basis of cost-effectiveness.

#### Supporting the wellbeing of communities

Proposals will enhance the long-term wellbeing of communities while minimising short-term disruption and impacts.

#### Promoting innovative and sustainable solutions

Decisions on proposals will be supported by cost-benefit analysis.

## Guiding the process of renewal

We have been presented with an opportunity to showcase how to deliver education outcomes for the community. If we do this well, we will not only help transform greater Christchurch, we will also provide a road map for the future direction of education in New Zealand.

To translate the vision into action, we need leadership within and across sectors – leadership with the skills to co-ordinate strategies and bring about the necessary cultural changes.

### Proposal 1.1: That an education advisory body be established

We received feedback that greater co-ordination and greater regional influence are crucial for ensuring timely, good decision-making. For this reason, it has been suggested that we establish an education advisory body, reporting to the education ministers, to guide the education renewal process.



The education advisory body would oversee the implementation of agreed components in the renewal programme, particularly those that relate to supporting change across the education network. It would also be responsible for ensuring the effective implementation of decisions and for ensuring alignment, where needed, with business, employers, research funders, or local authorities.

The advisory body would be expected take a whole of system view, and to counter any tendency to focus on particular parts of the system.

Led by the Ministry of Education and Tertiary Education Commission, the advisory body would comprise community and education leaders representing the interests of the various sectors: early childhood, schooling, tertiary, business, and civic. It would also ensure a voice for parents and students.

#### Questions

*Do you think we should establish an advisory body to oversee the implementation of the renewal programme?*

*What would be the benefits of such an advisory body? What disadvantages and risks do you foresee?*

### Proposal 1.2: That a Waitaha Education Authority be established by Ngāi Tāhu

Ngāi Tāhu have recommended the establishment of a Waitaha Education Authority that would:

- drive strategic educational leadership and influence for the Waitaha Papatipu Runanga and Ngāi Tahu whānau in greater Christchurch;
- implement initiatives from conceptual stage to full development with the Ministry of Education and other key agencies;

- develop partnerships and work collaboratively with target educational groups to achieve these initiatives.

Ngāi Tāhu are committed to ensuring that educational initiatives developed by this authority will work for all Māori in the region, whatever their iwi affiliation.

If this proposal is implemented, the Waitaha Education Authority would be represented on the proposed education advisory body (Proposal 1.1).

#### Question

*How can you see the voice of iwi and Māori in greater Christchurch being better represented in education?*

### Proposal 1.3: That a Pasifika advisory group be established

It is recommended that a Pasifika advisory group also be established to represent and promote the cultures, languages, and identities of Pasifika communities in education contexts. This group could be developed from the Ministry of Education's existing Christchurch Pasifika education consultation group. If this proposal is implemented, the Pasifika advisory group would have representation on the education advisory body (Proposal 1.1).

#### Question

*How can you see the voice of Pasifika communities in greater Christchurch being better represented in education?*

Together, these three bodies would have a mandate to oversee educational decision making to ensure that it is responsive to the aspirations of the community during a period of prolonged change and uncertainty.



# A network approach to education provision

## The situation we face

The education system in greater Christchurch is functioning, but it's not business as usual:

- Eleven early childhood centres have had to close permanently. Ten have had their licences suspended and seven are operating from temporary premises while they await decisions on buildings. Five more are in red-zoned areas.
- Four schools are still sharing sites, and others are in temporary facilities on their own sites. Nearly all schools suffered at least some damage and are working towards repairs.
- The three Christchurch-based tertiary education institutions have all resumed full delivery but some of their buildings have had to be demolished and others vacated pending costly repairs or demolition. Tertiary providers with branch campuses are teaching from temporary or borrowed sites or via e-learning. Many private tertiary education providers are also operating from temporary facilities; a small number have not resumed operations.

The Ministry of Education and the Tertiary Education Commission have worked with the sector to maintain continuity of learning throughout the upheaval caused by the earthquakes.

## The challenge

To realise the vision for education set out in this draft 'Directions for Education Renewal in greater Christchurch', there will need to be significant change across the education network. There is no simple fix.

While we have put back together as much as we can to ensure continuity of learning, the network cannot be returned to its previous state. This is because the earthquakes have so disrupted communities that schools and early childhood centres are no longer necessarily where they are needed.

We need to accept that in areas that have been depopulated, we will have to do things differently. Inevitably there will have to be some rationalisation of facilities. This may mean, for example, two schools sharing one site or a larger education campus that encompasses early childhood education, primary and secondary schools, and tertiary education facilities.

Conversely, other areas in the city and surrounding districts are seeing significant, even dramatic growth. Prior to the earthquakes, none of these areas would have expected to grow so fast or so soon. We need to determine how best to provide for their educational needs.

We also need to ensure that decisions made are cost-effective, take account of the needs of all learners, and will contribute to the development of thriving, vibrant communities. In the interests of this generation and generations to come, we are committed to spending wisely and well.

## The plan for renewal

Given the scale of changes needed across schools and early childhood provision in greater Christchurch, our planning will focus on the network of provision; this includes integrated, private schools, ECE providers, private tertiary education providers, and others.



This will enable us not only to plan for greater diversity and choice than could ever be provided individually but to also maximise the opportunity to deliver a renewed and invigorated education system.

In this way we can also introduce efficiency gains that can be invested in improving the quality of education, for example, through sharing facilities or administrative services.

Taking a network planning approach means we can also review and refine the interfaces between early childhood education and school age learning and between school age learning and post-compulsory education/training.

This will give us the chance to plan and provide modern educational facilities that are integrated into the community and offer opportunities for lifelong learning.

It will also allow us to make decisions that integrate well with other aspects of the renewal, such as transport and urban renewal.

Ultimately, we are working towards an education network that:

- supports access
- lifts achievement
- facilitates transitions
- is sustainable.

A number of processes currently in train will inform, and at times shape, our decisions.

These include land and building assessments, demographic shifts, and national policies and plans.



# Early learning foundations

## The current situation

The damage to buildings and land, and the resulting changes to family circumstances, have changed both the provision and the demand for early childhood education (ECE) across greater Christchurch. As families relocate, including to new subdivisions, demand decreases in one area and increases in another.

To meet changed circumstances and remain financially viable, some services have had to make major changes to their operations, relocating temporarily or permanently and/or reducing staffing.

ECE providers need to be able to respond quickly to rapid and difficult-to-predict demographic changes, including those likely to result from an influx of labour as large-scale rebuilding commences.

Prior to the earthquakes, greater Christchurch was well served by ECE services, with over 400 services providing 15,380 places. The proportion of children participating (98%) was above the national average (95%) and meeting the government's 2015 participation goal. Māori and Pasifika rates (96% and 92%) were also above the national averages (90% and 86%).

## Impact on children, parents, and whānau

In the year to July 2011, enrolments in the city decreased by 1,080. Over the same period, the number of Māori children enrolled in ECE services decreased by 85 and the number of Pasifika children by 60.

It is not yet clear whether the enrolment situation is stabilising, but there appears to be continuing risk to families in the east of the city. Given the high concentrations of Māori and Pasifika families in these areas, the possible impact on participation rates of these groups is a concern.

The earthquakes have led to changed patterns of attendance as parents choose to remain at home with their children or make alternative care arrangements. Many are apprehensive about leaving their children and/or their children are nervous about separation from their parents. Some parents on reduced incomes are economising by withdrawing their children from ECE services.

These factors are having a significant, often fluctuating, impact on enrolments and hours of attendance – and therefore on funding – of many ECE services, leaving them financially vulnerable. This is compounded by uncertainty about the condition of buildings and the future of land. Once a service is lost it takes time to re-establish provision, particularly for priority groups.

**Table 2. Pre-quake ECE participation rates**

	European/ Pākehā	Māori	Pasifika	Asian	Other	Total
Christchurch region	98.7	95.9	91.8	96.6	97.4	98.0
New Zealand total	98.3	90.1	86.0	96.6	95.4	94.8



In the year to July 2011 the number of ECE places available in Christchurch City decreased by 378, of which 169 were places for under-two-year-olds. Despite the decrease in enrolments, it is not clear yet that the ECE sector will be able to meet the demand for ECE in the places where families resettle. A consequence of this may be economic drag as parents who want to be in paid employment remain at home because they are unable to find ECE places for their children.

It is expected that an influx of workers will put further pressure on ECE services once the rebuilding work begins in earnest.

### Looking to the future

Greater Christchurch needs quality ECE services to support children's social and educational development, support parents to work or study, and enhance community wellbeing.

To ensure equity of outcomes, these services must be accessible to Māori and Pasifika children and by those from lower socioeconomic communities or with special needs – and responsive to their needs, identities, languages, and cultures. This will mean, for example, ensuring that greater Christchurch has a network of quality Māori immersion services as well as English-medium services.

Because early childhood education is not compulsory, parents must want their children to attend for reasons of educational and social development and/or so that they can take on paid employment or study. To ensure maximum participation, services must not only be accessible; they must also be affordable, offer

suitable hours (part-time, full-day, or casual), have philosophies that parents are comfortable with, and be supportive of the full diversity of learners.

ECE services are in prime position to ensure effective transitions to school for children/tamariki and their family/whānau. They are also able to mitigate the isolation and lack of belonging typically felt by families moving to new areas within the city or families new to Christchurch.

To achieve these outcomes while the rebuilding of greater Christchurch is also progressing, we must keep the focus on the learners and their families and whānau.

### Proposals

The following proposals will help us address the challenges for early learning in greater Christchurch and meet the goals set out on page 16.

#### Proposal 2.1: To ensure that demand for ECE services is met in the short and long term

To be achieved by:

- actively monitoring demand and capacity to support sector investment and decision-making;
- providing access to business advice and support to individual services;
- making greater use of relocatable and modular buildings to quickly provide services in areas of need;



- provision of grants, where necessary, to establish new services in areas of need;
- locating ECE services as part of collective education hubs where other social services may also be co-located;
- where appropriate, making provision for the establishment of ECE facilities on school sites.

#### **Question**

*How can we ensure ECE services respond to rapid changes in demand?*

### **Proposal 2.2: To ensure that the identities, languages, and cultures of learners continue to be valued and supported**

To be achieved by:

- working with Ngāi Tahu to develop ECE provision that better supports the identity, language and cultural needs of Māori and enables Māori to enjoy educational success as Māori;
- establishing further bilingual and immersion ECE services;
- working with the Te Kōhanga National Trust to secure and strengthen the role of kōhanga reo;
- supporting a strong Māori immersion network by such means as increasing the number of awards available to teachers in greater Christchurch to train in Māori immersion and bilingual teaching;

- establishing an umbrella organisation to aid Pasifika ECE in their administration, management, and development of resources and teaching staff.

#### **Question**

*What can the ECE sector do to ensure that all learners' identities, languages and cultures are valued and supported?*

### **Proposal 2.3: To encourage ECE participation by families from priority groups**

To be achieved by:

- identifying families not currently involved in ECE, working with them to establish and maintain participation, and then ensuring effective transitions onto school;
- developing culturally responsive supported playgroups for vulnerable and isolated families to establish community connection and a sense of belonging;
- working with social service agencies to get wrap-around support and ensure families are receiving full entitlements in order to access ECE services and programmes.

#### **Question**

*What will it take to ensure that vulnerable and isolated families are able to participate in ECE?*





# School-age learning

## The current situation

Large numbers of families with school-age children have been forced to relocate either temporarily or permanently as a result of the earthquakes. The movement out of east Christchurch has been particularly pronounced. Many families have resettled on the outer perimeter of the city, expanding demand there and providing the impetus for greenfield housing developments.

At this stage, it is difficult to tell how many families have moved permanently and how many will return to the areas they have left. It appears that several schools caught in this flux will have to downsize significantly; some may not be viable in the long-term.

The physical damage to buildings and land has been very significant: 207 of the 215 state and integrated schools in greater Christchurch were damaged to varying degrees by the earthquakes. Independent schools also suffered. The full extent of this damage is still being assessed.

Even prior to the earthquakes, many of the school buildings across greater Christchurch were aged, and some were not fully weathertight. Some were not well suited to modern teaching and learning practices, and many were not designed with physically disabled learners in mind. As part of the renewal process, we must address these deficiencies and take the opportunity to build facilities that will serve the future, as well as the present, needs of the community.

## Impact on students and staff and communities

More important than the impact on buildings, the earthquakes have had a huge and continuing impact on the wellbeing of children, young people, school staff, families, and the wider community.

Following the February earthquake, over 12,000 students left the school they had been attending and enrolled elsewhere – often at a school outside the region. Many have since returned, but as of February 2012 more than 5,000 students had not returned to a school in Christchurch and, of those who had, more than 1,700 had not re-enrolled at their original school. This is indicative of the disruption to their education that many of our young people have suffered.

The situation has placed immense additional demands on school leaders. They have kept their schools operating through extraordinary circumstances, while being a strength and support to their students, families, and communities. Many have been personally affected by the earthquakes and have had to cope with uncertainty concerning their own homes and future work.

The lives of teaching and support staff have been equally disrupted, yet they too have made, and continue to make, an exceptional contribution to the welfare of the young people for whom they have responsibility.

## Schools in greater Christchurch – an overview

Greater Christchurch currently has 215 state and integrated schools, including nine special schools and two teen parent units. In 2010, just over 76,000 students were enrolled in these schools, of whom approximately 12% were Māori and 4% Pasifika. The region also has 11 independent (private) schools.

The range of schools includes single-sex secondary schools, integrated schools, a relatively small number of Māori immersion and bilingual options, and the designated character schools Unlimited and Discovery 1.





Parents in much of greater Christchurch have been able to choose between different schools on the grounds of suitability and convenience. However, in some areas the options were much more restricted and families were not always able to secure a place at a school that met their needs.

### Outcomes for students

While the greater Christchurch schools network has had many strengths, it has not done well in terms of equity of outcomes. This is seen most clearly in the outcomes for students from low socioeconomic families and for Māori and Pasifika students, which have been far too low.

Across all students in the region, the percentage leaving with no or low qualifications is the same as for the country as a whole but higher than for Wellington, the most comparable urban area. The percentage of those leaving school with NCEA level 2 or higher is comparable to the national figure but lower than for Auckland or Wellington.

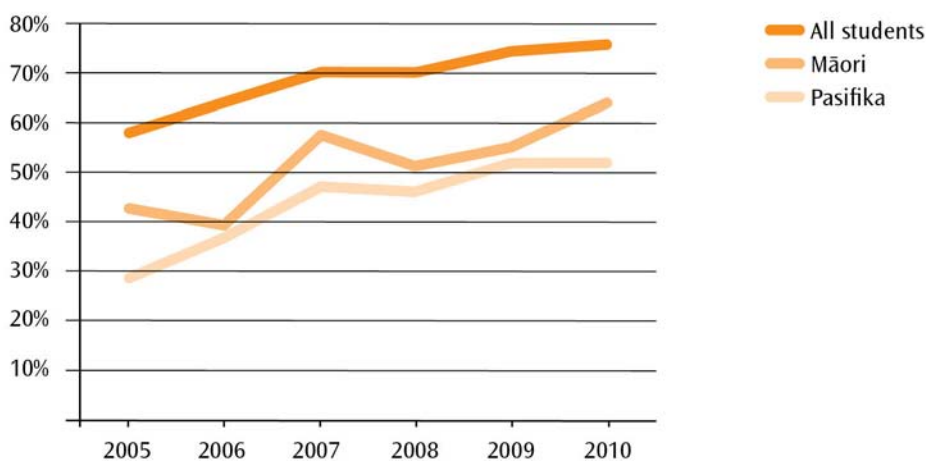
The statistics for Māori and Pasifika are worse. Nearly half the Māori students and more than a third of the Pasifika students in greater Christchurch leave school without NCEA level 2. Māori and Pasifika enrolments for 2011 are proportionally lower than for the overall population.

### Looking to the future

The education renewal process provides us with the opportunity to address the issues outlined above as well as the problems caused by the earthquakes. We plan to do this by building on the best of existing practice while supporting the development of new, more effective approaches to teaching and learning. At their core, all such approaches are about making schools more learner-centred and better able to respond to the widely varied aspirations and needs of children and young people.

Over recent years, our understanding of how to support effective learning has grown. For example, there is now widespread agreement that learners should be active participants in their own learning rather than passive recipients of knowledge. We are now much more aware of the impact that culture and culturally based assumptions have on teaching and learning, and what culturally responsive teaching looks like. We are also much more aware of the importance of making connections between new learning and prior learning. Some schools have already been making use of such understandings; now, all schools need to do so.

Figure 1. Percentage of leavers in greater Christchurch with NCEA level 2 or above



Meeting the needs of students requires a broad range of pathways to be offered. Schools should not try and do this in isolation. ICT allows students to access a vast range of relevant information, and teachers to draw on a much wider range of resources than ever before. The potential for students to explore contexts of interest and pursue learning pathways of their own choosing has never been greater. Schools can also work in partnership with other schools and with tertiary providers to meet the particular interests and needs of learners.

Catering for special education needs is an area where improvement can be made. Currently, we have three special schools in Christchurch in locations that are at odds with demographics and community needs. For learners, this has often meant lengthy and challenging journeys across the city between home to school. It has also meant that, on account of their special education needs, learners have often been isolated from their peers in mainstream schools.

## Planning a renewed schooling system

As we plan the renewal of schooling in greater Christchurch, we need to take the opportunity to think about how we deliver education to lift achievement and improve outcomes. Changing how we deliver education must result in better educational opportunities for learners and in higher rates of achievement.

The total cost of renewing schooling will depend on the mix of options taken and these, in turn, will need to take account of property-related issues such as earthquake damage, strengthening

requirements and pre-existing issues, as well as network considerations that deal with population and demographic changes resulting from the earthquakes.

With existing capacity already underutilised and changing demographics as families leave or move across the city in the wake of the earthquakes, it is estimated that there will be up to 10,000 more learner places in schools than is required. We will need to consider the viability of individual schools and whether some should be closed or amalgamated. Migration within the region is also expected to result in a requirement for new schools in the west of Christchurch.

Given the extent of the changes needed, planning will necessarily focus on the network of provision, not on individual schools.

This will enable us to:

- maintain access to education;
- improve educational performance;
- encourage the use of new approaches to teaching and learning, including the use of technology;
- provide choice, while looking to make economies of scale;
- make the most of the Government's investment in new infrastructure.

## The network renewal continuum

Whatever our response, it will fall somewhere along a continuum that extends from “restore the network to its pre-earthquake state” at one end to “renew the network and transform how we deliver education” at the other.



At the first end of the continuum, the response would consist of repairing and rebuilding wherever practicable:

- schools would only be closed in the most extreme cases;
- learners would return to or continue at their pre-earthquake schools;
- there would be minimal new assets so learners would be in older (but repaired) buildings;
- demographic shifts would see some schools with spare capacity and others with too little.

At the second end of the continuum, the response would consist of repairing schools that have suffered modest damage, closing schools that have been badly damaged and/or have declining rolls, building new, larger schools, and changing how education is delivered:

- some schools would be closed;
- new schools would be built to match demand;
- more schools would likely be needed in the west and fewer in the east;
- a significant proportion of learners would be in new buildings.

At this end of the response continuum, supply would match demand and the quality and flexibility of the infrastructure would be enhanced.

In practice, our approach is likely to be somewhere between these two options. We will want to repair facilities where this is cost effective and where the local population is sufficient to ensure the viability of the school, but we will also want to build new schools in areas of major population growth. And we will be constrained by

affordability and cost considerations, so we won't always be able to achieve the ideal.

## Proposals

The following proposals help us address the challenges for school-age learning in greater Christchurch and meet the goals set out on page 16.

### Proposal 3.1: To plan educational provision as a network of community-situated campuses/facilities

To be achieved by:

- redrawing school enrolment schemes to take account of demographic changes;
- investigating the sharing of specialised facilities between schools; for instance, high-cost facilities such as workshops, gyms, swimming pools, auditoriums and libraries;
- investigating the sharing of school facilities with tertiary education providers and public/community groups, in this way connecting schools to the wider community and building relationships between schools and tertiary education providers;
- investigating the development of education campuses that might include tertiary education, schools, early childhood education, and social services on a single site, thereby supporting learners through their educational transitions;
- investigating standardising the designs for school buildings to speed up the building programme.



## Questions

*How important is it to plan for fewer but larger schools where learners may get a richer learning experience, even if it means children may have to travel a bit further?*

*How important is it to retain the identity and traditions of a school following significant damage and/or when located in an area where the population is much reduced?*

*One way of accelerating new school building projects would be to opt for greater standardisation of design. (All buildings would conform to current Ministry of Education policies, and all classrooms would be built as modern, flexible learning environments.) Would you support such an approach?*

*What benefits, risks and disadvantages do you see in schools entering into arrangements to share facilities with other schools, with tertiary education providers or community groups? How might the risks be managed?*

*What advantages do you see in creating education campuses that span ECE, primary, secondary and tertiary education? What are the difficulties and risks this proposal raises?*

## Proposal 3.2: To introduce modern, flexible, and inclusive learning environments

To be achieved by:

- introducing more flexible learning spaces that can be configured to suit different types of teaching and learning;
- when designing new facilities, seeking the ideas of young people on how to make them modern, sustainable, and accessible to all learners;

- employing building techniques that ensure structural integrity, so that the community can have confidence in school buildings.

## Proposal 3.3: To implement a digital strategy for learning in greater Christchurch

To be achieved by:

- ensuring that schools in greater Christchurch are among the first to access ultra-fast broadband, and that investment in ICT infrastructure allows them to maximise its use;
- supporting the Greater Christchurch Schools Network (GCSN) so that it can grow the capability of teachers and communities and develop curriculum content;
- giving schools greater access to training in e-learning and the use of ICT.

## Question

*What will it take for greater Christchurch to lead New Zealand in the use of ICT infrastructure and digital technologies in ways that advantage learners?*

## Proposal 3.4: To develop better approaches to managing transitions and career guidance

To be achieved by:

- introducing a personal plan for learners in years 7–10 to help them choose the right educational pathway;
- supporting schools as they manage earthquake-related change, with families relocating and the schooling network undergoing significant reorganisation;
- developing a comprehensive careers system that supports transitions, skill development, training choices and career competency for all learners and ensure this system is responsive to at-risk learners;



- Ensuring that the careers system supports learners on their path through education and training to employment, and beyond.

#### Question

*How can schools, tertiary providers, Careers New Zealand and employers better support learners into further education or work?*

### Proposal 3.5: To ensure that the identities, languages and cultures of learners continue to be valued and supported

To be achieved by:

- enhancing the range of Māori-medium options, so that whānau can access quality bilingual or immersion education;
- enhancing opportunities for bilingual secondary education;
- working with Ngāi Tahu in the development of a learning community (Puni Mātauranga or Ngāi Tahu educational hub) based on the concept of pā or wānanga, with intergenerational learning on the same site;
- supporting Ngāi Tahu to work with initial teacher education (ITE) providers in the Canterbury region to enhance the quality of provision in kaupapa Māori, te reo Māori, and cultural competencies for teachers (in both English- and Māori-medium contexts);
- working with Ngāi Tahu and local ITE providers to examine the feasibility of introducing Māori-medium ITE (not currently available in the region);
- extending programmes such as He Kākano and Positive Behaviour for Learning that are helping teachers and principals support the needs of learners;
- supporting the provision of homework centres, together with involvement by educators from the Māori and Pasifika communities.

#### Question

*What can schools do to better foster te reo Māori?*

### Proposal 3.6: To improve outcomes for learners with special needs

To be achieved by:

- special schools becoming hubs of expertise, co-located with a mainstream school, and responsible for working with clusters of schools;
- increasing provision across greater Christchurch for students with significant special educational needs through the establishment of satellite classrooms in mainstream schools;
- improving the service for high-needs students in mainstream schools. .

#### Question

*How can local schools better support children and young people with disabilities to learn?*

### Proposal 3.7: To support quality teaching and leadership that enables successful learning

To be achieved by:

- supporting school leaders to develop the skills to lead the renewal and transformation of education in their schools in line with the Kiwi Leadership for Principals model;
- providing ongoing opportunities for professional learning, mentoring, and supervision so that teachers in greater Christchurch are up with the best.



# Post-compulsory education

Education for those aged 16+, including tertiary education

## The current situation

Relative to its population, the tertiary education sector in Canterbury is larger than in Wellington or Auckland. Three tertiary education institutions (TEIs) are based in greater Christchurch; another university, three more polytechnics, and a wānanga extend the range of courses on offer. The private tertiary sector is also large and, prior to the earthquakes, the number of international students in the region was second only to Auckland.

The sector has experienced very significant damage as a result of the earthquakes. The major TEIs face a combined repair cost of around \$300 million. Almost all providers have had to close buildings and face a substantial gap between the cost of repairs and rebuilding and the insurance payouts they will receive. Numerous CBD-based private providers are operating out of makeshift facilities.

Enrolments in 2011 dropped significantly, with domestic students in tertiary education down by 14% and international students in formal tertiary education down by 17%. Early indications are that this year's enrolments of domestic students at the Christchurch-based institutions will be down on their planned/funded targets, but only by around 5%.

The cost of repairing and rebuilding, coinciding as it does with reduced income due to reduced enrolments, is putting a huge strain on TEIs. This is especially true of the three Christchurch-based TEIs. These problems mean there is a risk that the tertiary network in greater Christchurch will be destabilised in the short to medium term.

## Tertiary education and the wellbeing of the region

Christchurch is the main city of the South Island and an important economic centre. As it looks to its future, the region will depend on a rebuilt, strong tertiary sector to provide the skilled population it needs to be a resourceful, wealth-generating, and viable population centre.

Tertiary education builds human capital. It provides the knowledge and skills needed to create a sustainable economy: in the short term, to rebuild greater Christchurch; over the longer term, to strengthen the competitive advantage of the regional economy. This is a focus of the Economic Recovery approach, in which tertiary education will be a key player.

Tertiary education is vital for creating a socially cohesive greater Christchurch. Possessing valued qualifications and skills greatly enhances the likelihood that young people will find sustainable employment, put roots down in the city, and work to create a better future.

Significantly, although greater Christchurch has a skills profile similar to that of New Zealand as a whole, its high-skills profile does not match that of our other main metropolitan areas. 2006 Census data (see Figure 2) show that, comparatively, greater Christchurch has:

- a higher proportion of people with no educational qualifications;
- a higher proportion whose highest qualification is a school qualification;
- a lower proportion who hold a degree or higher.



The imbalance is even more pronounced for young people.

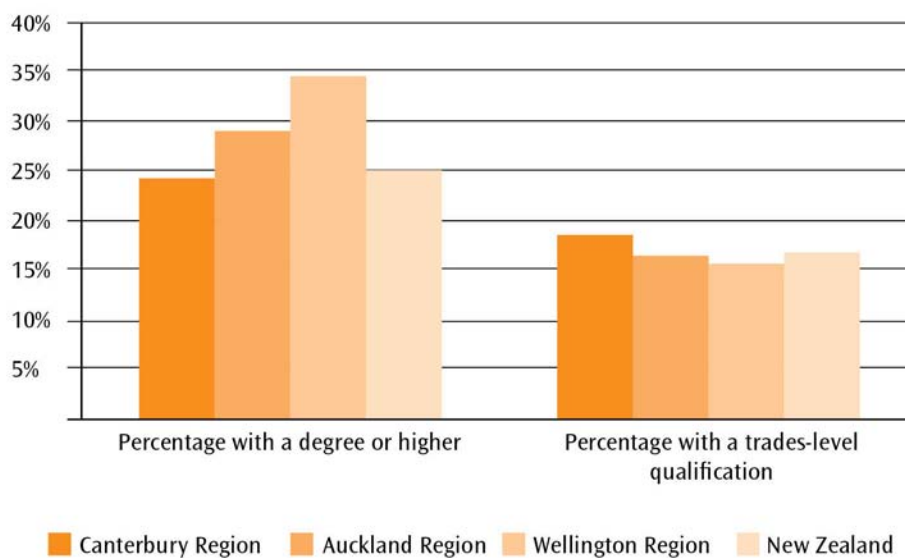
In other words, for a metropolitan area, Christchurch has a relatively high proportion of people in trades and technical occupations and a relatively low proportion in professional occupations. This may help explain why hourly earnings in greater Christchurch are 94–96% of the national mean.

Given that the performance of the region’s TEIs is comparable to that of New Zealand as a whole, it is clear that many highly skilled graduates are leaving Christchurch to work in other areas, principally Auckland and Wellington. This is despite shortages of highly skilled workers in the region, in areas that are important to the local economy.

As we plan for education renewal in our region, TEIs need to address this broader economic challenge by looking at how they service the skill needs of the local market.

**Figure 2. Percentage of people aged 25–29 with a degree or higher, and with a trades-level qualification**

Source: Statistics New Zealand, Census 2006.



## Ensuring that young people avoid the NEET trap

In recent years the number of people aged 15–24 not in employment, education or training (NEET) in Canterbury has been proportionally lower than for New Zealand as a whole, but this is beginning to change: the September 2011 Household Labour Force Survey (HLFS) shows the NEET proportion to be increasing in Canterbury while it has been declining nationally over several quarters.

### Recent trends

The HLFS for December 2010 and 2011 reveal that over this period:

- the number of people aged 15-24 in greater Christchurch has fallen by 8,700 or 9.5%;
- the number of young people in employment has dropped by 12,300 or 22%;
- the number not in the labour force is up 4,800 or 17%;
- the number unemployed has fallen by 1,100 or 14%, but the unemployment rate has increased from 12.4% to 13.5%.



In other words, the period has seen a fall in the youth population, increased disengagement from the labour market, and a sharp reduction in the number of young people in employment.

For those with few qualifications, there is a risk of long-term disengagement from the labour market. Industries such as tourism and hospitality that have traditionally employed unskilled labour have been hit hard by the earthquakes and will take years to recover, while employers such as retailers who have tended to employ less-qualified people are looking to rationalise.

### Some young people are more at risk than others

One in five school leavers in greater Christchurch has engaged in no further formal education or training by the time they are 20. Some of these will have gone overseas and others will have entered sustainable jobs, but many will be NEET and at serious risk of long-term unemployment.

Included in this 20% of leavers are:

- 35% of those who left school with no formal qualification, but only 8% of those who left with NCEA level 3;
- 43% of leavers whose sole ethnicity was Māori and 39% of leavers whose sole ethnicity was Pasifika;
- 29% of those who went to decile 1–4 secondary schools, but only 17% of those who went to decile 7+ schools.

Clearly, Māori and Pasifika young people are disproportionately represented in this at-risk group; as a corollary, they are under-represented in tertiary education. We cannot allow this situation to continue.

### Ensuring successful transitions

A challenge for education providers in the region is to ensure that young people make the transition from compulsory education into tertiary education and employment. All parts of the system will need to take greater responsibility for making this happen.

There are already many initiatives underway, some national, some local, to help young people manage the transitions from secondary school to further education or training, and then into work. As part of education renewal in our region, we need to build on these initiatives so that we stem the flow of young people into aimless and unproductive futures.

### Looking to the future

Tertiary education has a key role to play in supporting the recovery of the region, both economically and socially. For this to occur, we need to anchor and stabilise the tertiary education network and restore its viability. And we need to ensure that there is alignment between the strengths of the institutions and the needs of the regional economy.

Investment in the education of young people reaps the greatest return. This is true for the individuals concerned and for society. The investment pays early dividends and continues to pay dividends over a lifetime. So it is better to educate/train people when young than to have to remedy major skills deficits at a later stage.

Success breeds success: young people who have more skills have more choices in terms of career path and are better able to take advantage of





further training. From a strong skills base they can go on to acquire higher skills at a later stage if they need or want to. Skills open pathways to autonomy and self-efficacy.

It is imperative, therefore, that all our young people are studying and/or in work. This pathway maximises the likelihood that they will be able to find stable, satisfying work, and that, when if laid off or restructured, they will have maximum chance of finding another position or job.

To ensure that this is the experience of all young people in our region, we need to fully utilise the complementary strengths of secondary schools, TEIs, industry training organisations, and private tertiary providers.

This will mean:

- strengthening the institutional arrangements – lifting quality while reducing costs;
- strengthening connections between tertiary providers and between secondary schools and tertiary providers, and improving linkages between education and employment;
- ensuring that the network of providers caters for the full diversity of young people in the region and develop in them the skills that will give greater Christchurch a competitive advantage;
- lifting enrolments by getting more young people into tertiary education/training, drawing domestic students back to the region, and rebuilding our international education base.

Because the proposals in this draft programme cut across institutional and sector boundaries, government agencies – especially the Tertiary Education Commission, Ministry of Education, and Careers NZ – will have a major role in leading and facilitating these developments.

While providers are self-managing and TEIs are guaranteed autonomy in the legislation, the Government can facilitate dialogue, encourage and participate in network planning, and help broker relationships between providers and agencies. It may suggest that institutions make changes in their portfolios. It may also, if necessary, step in to resolve impasses.

## Proposals

The following proposals will help us address the challenges for post-compulsory education in greater Christchurch and help us achieve the goals set out on page 16.

### Proposal 4.1: To explore rationalisation of tertiary provision

To be achieved by:

- building on current collaborative activities of TEIs;
- exploring areas of delivery overlap across tertiary providers with a view to rationalisation;
- giving priority to government investment in facilities that will have shared use – by two or more tertiary organisations, by schools and tertiary organisations, or by educational users and the community.

### Proposal 4.2: To ensure sustainability of provision

To be achieved by:

- reorganising the network and creating efficiency through organisational change;
- supporting and strengthening TEIs to build on areas of strength that are economically important such as engineering and agriculture;



- aligning provision and wider research and innovation activities with regional and national economic needs;
- collaborating and consolidating to achieve economies of scale, drive innovation, and obtain value for new investment;
- promoting private sector investment in shared capital facilities for private training establishments;
- bringing enrolments progressively back to sustainable levels.

### Proposal 4.3: To put in place co-ordinated leadership of the post-compulsory education system.

To be achieved by:

- facilitating systems/network thinking by schools and tertiary providers, with a focus on longer-term opportunities;
- linking university provision more closely to economic development opportunities;
- bringing together education leaders and business – building on Youth Futures Canterbury and the Canterbury Tertiary Alliance to align planning and improve management of secondary/tertiary transitions.

#### Questions

*What areas of strength in the local institutions are well aligned to the needs of the local economy?*

*Are there areas that institutions need to strengthen (or reduce) to improve the connections with local employers and to make a stronger contribution to the regional economy?*

### Proposal 4.4: To improve secondary-to-tertiary and education-to-work transitions.

To be achieved by:

- providing additional Youth Guarantee places, such as in vocational and trades skills to strengthen employment outcomes;
- improving careers advice and careers management;
- building on the new youth services plans under development by the Ministry of Social Development;
- employers committing to further education and training of the young people they employ;
- encouraging more work-integrated learning;
- encouraging employers to commit to helping young people get training.

#### Questions

*What can tertiary education organisations do to strengthen their links with schools? How can schools better connect with tertiary education organisations?*

*What information can we provide parents with that will help them support their children to make wise choices as school leavers? How can schools improve careers and vocational support for senior students and parents?*

*What can tertiary education providers do to better help their graduates find employment?*

*How can we encourage employers to support young workers to engage in training?*



### Proposal 4.5: To continue catering for priority groups

This would be achieved through:

- promoting multiple pathways into tertiary education;
- improving mentoring and support for learners;
- providing better support in schools and tertiary institutions for those who are marginalised to enter into tertiary study or employment;
- supporting programmes for young Māori in education developed by Ngāi Tahu in collaboration with education providers.

### Proposal 4.6: To build on existing tertiary initiatives to meet the vocational and economic priorities of Canterbury

To be achieved by:

- increasing trades training in polytechnics, both within the region and in the rest of New Zealand, to ensure that there are people with the skills to contribute to the rebuild of Christchurch;

- polytechnics and industry training organisations collaborating to increase the number of people with the skills needed in the region;
- tertiary education institutions, the Canterbury Development Corporation and businesses working together more closely to improve their understanding of each other's needs and ensure that the region has access to more graduates with the necessary skills;
- Crown research institutes, universities and business collaborating to align skills and innovation development with the economic priorities of Canterbury and New Zealand.

#### Questions

*How can tertiary education organisations increase their efforts to train people for the reconstruction?*

*What do tertiary providers need to do to ensure their graduates can contribute to the long-term evolution of the Canterbury economy?*



# International education

## The current situation

Greater Christchurch has had a thriving international education sector, second only to Auckland in scale. In 2010 just over 15,000 international students were studying in the region, 15% of all international students in New Zealand that year. Of the 15,000, 17% were in schools, 45% in language schools, and 38% in formal tertiary education. International education was worth more than \$300 million a year to the local economy.

International students have had a doubly positive impact on education in greater Christchurch – first, by strengthening the financial position of schools and tertiary providers and second, by bringing an international perspective to greater Christchurch.

The earthquakes have had a major impact on numbers. At the time of the February quake, some 6,000 international students were studying in Christchurch. Following the quake, approximately 1,500 left the region, either transferring to other providers or leaving New Zealand. International enrolments for the first eight months of 2011 were down 31% on same period for 2010: in the public TEIs, the drop was 26%; in schools, 19%; and in the language school sector, 35%.

The earthquakes have put a big dent in the confidence of potential international students in Christchurch as an education destination – even more so because nearly 40% of those who died as a result of the February earthquake were students at King's Education, a language school based in the CTV building.

Many private providers who cater for international students were based in leased premises in the city's CBD. Their premises were cordoned off for months and, in many cases, demolished.

## Flow-on impacts

International education is an important sector of the region's economy because, besides studying, international students pay for food and accommodation and consume a variety of other goods and services.

Until Christchurch regains the confidence of the international market, there will be fewer students and fewer private providers.

Safety concerns, reduced availability of suitable accommodation and part-time work, lack of night-life, and a possible lack of confidence in the ability of providers to deliver quality education from damaged or temporary facilities are all factors.

Some CBD-based private providers who concentrated exclusively on the international market suffered a precipitous drop in enrolments and decided not to reopen. Most have managed to survive, working from makeshift campuses in the suburbs or relocating some of their students to branch campuses elsewhere in New Zealand.

Schools and TEIs may need to readjust to a reduction in revenue until international student numbers recover. Adjusting to this loss of this revenue will cause difficulties for some providers and may also affect the quality of what is offered to domestic students.



## Looking to the future

Stabilising and strengthening the education network in greater Christchurch is an essential first step for restoring international education in greater Christchurch.

It will take time, but Christchurch will rebuild its reputation as a great place for international students to study – a reputation based on the quality and range of educational opportunities and the quality of life. It is likely, however, that the turnaround will come only when the aftershocks have subsided and the rebuilding of the city's infrastructure is underway in earnest.

Meanwhile, much can be done by way of planning for the future. We need to work out what differentiates greater Christchurch from other areas, then work collaboratively to gain advantage from these differences and incorporate them into a coherent marketing strategy for the region.

Since the earthquakes, Education New Zealand has allocated funding to the Study Christchurch consortium for the purpose of marketing study opportunities in greater Christchurch.

## Proposals

### Proposal 5.1: To develop an international education strategy

To be achieved by:

- building on the investment Education New Zealand has already made to further develop an international education strategy for greater Christchurch;
- focusing on building confidence in, and promoting the attractiveness of, the region and the quality of the education;
- identifying and promoting niche areas of strength and using these to market greater Christchurch as a destination for postgraduate research.

#### Questions

*What are the priorities for international education in greater Christchurch during the recovery phase?*

*What are the benefits of an international education strategy for greater Christchurch? Are there any risks in such a strategy?*



# Conclusion

**It is clear from feedback to date that you are looking beyond the destruction and disruption of the earthquakes and view the renewal of greater Christchurch as a window of great opportunity: an opportunity to create an educational landscape in which historical inequities are properly addressed and the future of learning embraced. There is great optimism that, by taking bold steps, our region will not only recover, but thrive.**

Feedback ranged far and wide, but three themes came through clearly: greater Christchurch finds itself in an unparalleled post-disaster situation and this needs special consideration; a diverse range of educational options is wanted, not a homogeneous system; by sharing and collaborating in new ways we can create a much stronger educational environment and maximise the value of educational investment.

Of the issues that we need to address, not all have been caused by the earthquakes. This is true of the poor performance of the system for young Māori and Pasifika and for young people from low socioeconomic backgrounds – with all the attendant personal, social, and economic problems. It is also true of the somewhat skewed skills profile due to our failure to retain our share of high-skills graduates. In our planning, we need to address these longstanding issues as well as those caused by the quakes.

The discussion and proposals in this document place considerable emphasis on the relationship between education and the regional economy: a high-performing economy goes hand-in-hand with a high-performing education sector. To build a strong, productive economy that will generate the wealth we need for recovery and to give the region a distinctive and competitive advantage, we need to lift the performance of our education sector. This will take strong leadership, effective governance, highly capable teachers and professionals, and community ownership. It will also require teachers, families and whānau to work together to ensure that all learners aim high and are supported to achieve their goals.

In formulating the proposals in this programme, we have taken on board your feedback. Collectively, the proposals signal that major changes are likely to be required throughout the network of provision, and that these will involve significant expenditure.

We need to know if you think the directions we are proposing are the right ones.



# Have your say

We are looking for your comments on the proposals in this draft programme, particularly your comments in response to the questions posed at various points in the document.

Please fill in the online form at **[www.shapingeducation.co.nz](http://www.shapingeducation.co.nz)**

Or forward your responses to:

Draft Education Renewal Recovery Programme  
Ministry of Education  
P O Box 2522  
Christchurch 8140.

We need to receive all comments by 31 May 2012.

## Next steps

Your feedback will guide us as we make the critical decisions on the reorganisation of the education network in greater Christchurch. From August 2012, we will progressively release decisions on the shape of the network, informed by the renewal programme and using the provisions of the Canterbury Earthquake Recovery Act. We will start the renewal and recovery work from that point.

If you have questions, please email us at **[shapingeducation@minedu.govt.nz](mailto:shapingeducation@minedu.govt.nz)**

Thank you for taking the time to give us your thoughts.



