



SHAPING EDUCATION
TE TĀREINGA MĀTAURANGA

Directions for Education Renewal in Greater Christchurch

AUGUST 2012

*Opportunity plus innovation to enhance
education across greater Christchurch
Ma te angitu hou ka whakareihia te
Mātauranga ki Waitaha whānui*

'Greater Christchurch' comprises Christchurch City and Waimakariri and Selwyn districts

Ministerial welcome

E te tipua whakairo a
Aorangī maunga, tū
toka mai rā i runga i te
āhuetanga o ngā aituā
huhua. Whārikihia tōu
korowai haumarū, ko te
manawarū o Ruauoko kia
ārikarika, 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 kārangarangatanga
maha, tēnā koutou, tēnā
koutou, tēnā koutou katoa.

The Canterbury earthquakes changed the landscape in Christchurch, Waimakariri and Selwyn (greater Christchurch), and caused immense loss and disruption for the community.

The extent of damage to early childhood education centres, schools and tertiary facilities, and the ensuing relocation of people, means we cannot restore the education network to its previous state.

What we can do is renew the network to meet changing community needs, and embrace opportunity and innovation to achieve better educational outcomes.

In this way we can address issues impacting educational performance prior to the earthquakes, and position greater Christchurch as a future leader in teaching and learning practice.

Renewal is about achieving multiple outcomes - for the young people of greater Christchurch, their families, whānau, and local communities, but also for Canterbury and New Zealand.

We need to plan for these outcomes in a fluid environment and achieve them in a cost-effective manner.

There is no minimising the scale of the challenge.

We will work closely with local education leaders, teachers, young people, business owners, Ngāi Tahu and the wider community to meet this challenge.

This document reflects how community feedback has informed the first steps in shaping the future directions for the greater Christchurch education network.

Hon Hekia Parata
Minister of Education

Hon Steven Joyce
Minister for Tertiary Education



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Introduction

The earthquakes of 2010–11 caused massive disruption and loss for the people of greater Christchurch, impacting all members of the community and triggering regional, national and global responses.

The effect of the quakes on young learners – present and future – is an ongoing concern, as is the viability of education services, centres, schools and bodies that have a key role to play in restoring the wellbeing and vitality of the community.

Yet the response to the earthquakes and degree of damage to the education network has provided an opportunity to do better.

Education renewal for greater Christchurch is about meeting the needs and aspirations of children and young people. 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. But this is not always the case. So we need to ensure the approach to renewal looks to address inequities and improve outcomes, while prioritising actions that will have a positive impact on learners in greatest need of assistance.

With the costs of renewal considerable, the ideal will be tempered by a sense of what is pragmatic and realistic. Key considerations are the practicalities of existing sites and buildings; the shifts in population distribution and concentration; the development of new communities and a changing urban infrastructure.

Innovative, cost-effective, and sustainable options for organising and funding educational opportunities must be explored to provide

for diversity and choice in an economically viable way. There is also a need to align these changes with broader Government policies and commitments for educational achievement.

This document describes the context for change and key issues; it synthesises a wealth of community feedback and outlines future directions. It does not seek 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 (CERA), when all the necessary information relating to land, buildings and demographics are known.

All those involved in education renewal are acutely aware that decisions made in the wake of the traumatic events of 2010–11 will impact on today's learners and future generations - not just on individuals but on their families, whānau and wider communities. The effects will also be felt at the regional and national levels.

There is a clear understanding that the approach to reshaping the education network must deliver opportunities to fully engage all learners by embracing diversity and innovation. This will maximise human potential and give greater Christchurch a distinctive set of advantages – social, cultural, and economic – that will contribute to greater prosperity through education at the local, regional and national levels.

Note: In this document, greater Christchurch refers to Christchurch City and Waimakariri, Selwyn districts
Canterbury refers to the larger geographical region of which greater Christchurch is part.

Approach

In October 2011, sector and community views were sought on the future shape of education provision in greater Christchurch. Feedback was received from 229 groups and individuals. Along with input from key stakeholders and national and international research, this informed the development of the draft programme: “Directions for Education Renewal in Greater Christchurch.”

In May 2012, the Minister of Education released a draft “Directions” document under the banner Shaping Education / Te Tāreinga Mātauranga – Future Directions. The Ministry of Education (the Ministry), in association with the Tertiary Education Commission, then ran an extensive consultation process involving educators and the wider community.

The focus was the future of education - from early childhood through to tertiary (not the future of individual schools or services/facilities).

A key feature of consultation was a series of 15 focus groups, including community forums. These were attended by civic leaders, students, parents and residents, members of the health, education and business sectors and wider community.

Many participants in the initial focus groups represented larger bodies and went on to set up additional sector or community-based self-facilitated focus groups. These included the Greater Christchurch Schools Network, CORE Education, NZEI, Primary, Intermediate and Secondary Principals Associations, Special Education, Pasifika and Ngāi Tahu. A number of schools also set up their own focus groups to bring together members of their local communities.

A community forum, hosted by the Canterbury Earthquake Recovery Authority (CERA), complemented the process.

The Ministry presented “Directions for Education Renewal” to a wide number of stakeholders and associations for comment, including CERA, the Australian Public Leaders Group, Ngāi Tahu, Primary and Secondary Principal Associations, NZEI, PPTA, the health sector, and the Christchurch City and Waimakariri and Selwyn district councils.

The Shaping Education website, developed for the initial engagement in October 2011, was revised to support the 2012 consultation process. It provided access to a downloadable PowerPoint and background information to support the focus groups, and included an on-line submission form.

A total of 554 submissions were lodged with the Ministry. There was broad agreement that the draft programme provided a fair representation of the initial engagement process and signalled community appreciation for this further opportunity to provide input.

The outcomes of consultation informed the actions outlined in this final document, which are designed to guide the future direction of education renewal in greater Christchurch.



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

The Recovery Strategy for greater Christchurch 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 under the Canterbury Earthquake Recovery Act 2011.

“Recovery” is defined as including both restoration and enhancement within the strategy, which also sees recovery as future focused and taking opportunities for enhancements. Recovery does not mean returning to the state that existed on 3 September 2010.

Directions for Education Renewal in Greater Christchurch deals with the recovery of the education system in greater Christchurch and also the opportunity to enhance education, which is

central to the development and maintenance of human and social capital in any community.

The Education Renewal Recovery Programme supports all the various recovery plans and programmes being created under this Recovery Strategy. It is most closely linked to the Economic Recovery Programme, the Social Recovery Programme, the Labour Market Recovery Programme and the Built Environment Recovery Programme.

The Ministry will continue to work with CERA and those responsible for the other recovery programmes so that the critical interfaces and interdependencies are managed in ways that will deliver the best outcomes for greater Christchurch.



Summary of submissions

The Ministry of Education (the Ministry) received 554 submissions from individuals and organisations as part of the Shaping Education / Te Tāreinga Mātauranga – Future Directions consultation process during May 2012.

There was almost universal support for the directions outlined in the draft Education Renewal Recovery Programme ‘Directions for Education Renewal in Greater Christchurch’, and general acknowledgement of the opportunity to do something different and innovative to support improved outcomes in education.

“This is a very powerful document, great proposals.”

There is clear acceptance that the education landscape is changing and that this presents an opportunity to look at why and where changes can and should be made. But people do not want “change for the sake of it.” Submissions emphasised the need to take the time to do this well and listen to those who have the knowledge and belief in this being the right time to establish greater Christchurch as a leading educational community.

“We have a chance to set up something really good here so we need to do our best to get it right.”

As with feedback received on the initial engagement process, there was again a strong theme that ‘one size does not fit all’. You want to see diversity in educational options and are open to embracing new and bolder initiatives that will mean greater co-operation and sharing of human and physical resources.

This would mean closer relationships with business and other organisations such as health service providers.

You confirmed an interest in single-site educational institutions that could comprise

teaching and learning spaces, dental clinics, doctor’s surgeries, mental health and other support services such as counsellors, social workers or therapists.

You signalled support for ‘shared campuses’ that could provide education from the early years through schooling and into tertiary, but noted the importance of ensuring an appropriate degree of separation between the youngest and oldest learners.

You emphasised that the learner is the priority and highlighted the importance of listening to what they have to say. Another key theme was ensuring children leave school with the skills and qualifications they need to go onto further study, training or employment, so that no young person would face the prospect of the dole.

You want to continue to have a voice and agree that an education advisory body could provide an opportunity to engage visionary local leaders who can inspire and contribute to the renewal.

Overall, you recognise there is an opportunity to try some new things that could help the region not only recover but thrive.

You understand that things cannot go back to the way they were and that there is no simple fix. Some submitters expressed concerns that the vision could be restricted by costs.

Most importantly, you want to see decisions on the future of education in greater Christchurch made and action taken. You also want to continue to be involved and engaged throughout the journey to renewal.



The current situation

The impact of the 2010 and 2011 earthquakes on education provision is ongoing. With the majority of early childhood centres, schools and tertiary providers experiencing damage or subsequent operational issues caused by the ensuing migration of people, there are many challenges still being worked through.

Impact on the network

- Twenty one early childhood education centres have been permanently closed and a further nine are operating from temporary premises pending decisions on buildings or sites.
- All schools suffered a degree of damage with repairs estimated to be in the vicinity of \$500 to \$750million.
- Four schools are still site-sharing and one is operating on a borrowed site.
- The major public tertiary education institutions (TEIs) face a combined repair cost of around \$300 million. Insurance will cover only part of the cost of remediation for the three Christchurch-based tertiary education institutions, all of which have extensively damaged buildings.
- The University of Otago's building on the hospital campus is to be rebuilt. Teaching and research are being conducted from temporary facilities in the meantime. 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.
- Numerous private tertiary providers located in the CBD at the time of the February earthquake, mainly language schools, have also lost their buildings. This includes King's Education, previously located in the CTV building.

Student migration

- Prior to the earthquakes greater Christchurch was well served by early childhood education centres which provided 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%).
- In the year to July 2011, early childhood education enrolments decreased by 1,125, including 85 Māori children and 60 Pasifika children.
- Despite the decrease in enrolments, it is not yet clear that the early childhood education sector will be able to meet the demand for services in the locations 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 places for their children.
- 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 March 2012, 4,500 fewer students were enrolled in greater Christchurch schools compared to March 2010.
- As of June 2012, there were approximately 1,100 students living in red zones and a further 46 living in white zones.



- Large numbers of families with school-age children have been forced to relocate either temporarily or permanently as a result of the earthquakes.
- At this stage, it is difficult to tell how many families have moved permanently but it is clear some will be unable to return to the red-zoned areas they left. Several schools caught in this flux may need to downsize significantly; some may not be viable in the long-term.
- 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 Christchurch, first-year numbers were down by 28%.
- A further blow to international education has been the downturn in enrolments due to an understandable reluctance of parents to send their children to the city while aftershocks continue.

Education disruption and behaviour

Beyond the immediate trauma the earthquakes continue to affect the wellbeing of children, young people, school staff, families, and the wider community.

- There are immense additional demands on school leaders who 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 continue to cope with uncertainty about their own homes and jobs.
- 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 are responsible.
- As a consequence of a shortened school day, and compression of lessons into shorter periods, shift-sharing students were able to engage in fewer curriculum topics. Notwithstanding the difficulties, students across greater Christchurch still managed to achieve some of the best National Certificate of Educational Achievement results in the country, with some schools reporting up to a 15% increase in achievement.
- The Chief Executive of NZQA stated this was not a result of the special ‘Earthquake Exemption’ derived grades process introduced for course endorsement for 2011– but “*a testament to the students, their teachers, principals and parents.*”¹
- A St Bedes school newsletter stated that: “*....some would say that the derived grades granted to many Christchurch students gave them a comfort zone so they could perform with greater confidence. Christchurch schools as a whole seemed to have performed well across the board. Others would say that in tough times the tough step up.*”
- Despite these spikes in performance, school principals and staff report increased fatigue and stress and more instances of negative student behaviours, often related to the ongoing aftershocks. The Ministry of Education continues to work with the sector and other agencies to help manage these challenges and support wellbeing.

¹ <http://www.stuff.co.nz/the-press/news/christchurch-earthquake-2011/6261376/Christchurch-pupils-achieve-best-results>



Why an education renewal recovery 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 the region 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 the region, 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 natural to focus on educational infrastructure, not the learners for whom the infrastructure exists.

But our early childhood education centres, schools, and tertiary institutions are primarily 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 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 emphasised throughout the engagement and consultation 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

Across greater Christchurch, as in other parts of New Zealand, too many 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. This is the case for a disproportionate number of Māori and Pasifika young people.

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

We need thriving, well-resourced, culturally responsive early childhood education centres, schools, and tertiary providers that will work in collaboration with families, whānau, 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 their input and collaboration, and provide access to facilities. The identities of communities and schools are often intertwined: good local schools can have a strong and positive impact on how people feel about their neighbourhood.

By renewing the education system greater Christchurch's reputation as an education destination can be re-established. This will play a major part in confirming the region as a great place to live and 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 futures.

Education is an economic enterprise in its own right

Education is a major source of economic activity in greater Christchurch, employing around 11,000 people.

Before the February earthquake, education's 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 that included \$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 under 19 years of age located in greater Christchurch.

As this document makes clear, the education system in greater Christchurch has underperformed 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 whose sole ethnicity is Māori take no formal part in 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 kura kaupapa Māori
- two bilingual/immersion ECE centres
- 10 bilingual programmes in English-medium schools.

The great majority of Māori young people are, however, learning in English-medium early childhood education centres, schools, and tertiary institutions. They need to be supported to achieve educational success as Māori in all 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. 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
- Māori from other tribal areas and non-Māori to be welcome in Ngāi Tahu-led initiatives,



under the korowai (cloak) of manaaki (hospitality)

- Ngāi Tahu (Ngāi Tahu ancestral knowledge) to be recognised and valued, with educational approaches based on Mātauraka Kāi Tahu and Mātauraka 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 taking the lead.

Achieving 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, an increase in the numbers of children and young people learning in bilingual and immersion contexts could be achieved by working with existing and new providers to ensure they can handle increases in demand for quality Māori-medium and bilingual education.

Third, 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 has a critical role here, and useful resources include Tataiako, recently released by the Ministry to help teachers develop their cultural competencies.

Fourth, 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.”



Goals, actions and principles

Goals

To sharpen the focus, the following goals were established for each of the different education sectors in greater Christchurch. These goals are derived from three main strands: community 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 make their own futures and contribute to New Zealand's future
- Māori and Pasifika learners, and learners 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 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, gaining at least NCEA level 2
- All learners have access to high quality publicly funded schools.

Post-compulsory education (senior secondary and tertiary)

- All young people are in education, training, or sustainable employment
- Graduates find high-value employment in greater Christchurch
- Young people gain the skills to contribute to the reconstruction of greater Christchurch
- Tertiary provision in Canterbury 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
- Enrolments by international students in greater Christchurch.

Achievement of these goals will be enabled by:

- Services and providers collaborating to deliver the best education for learners
- Improved pathways through the education system
- Capable, creative professionals providing quality teaching that enables successful learning
- Viable providers with the capacity to provide quality education



- Safe, modern learning environments
- Better connections between the education sector and business and the education sectors as well as the wider community.

Actions

Actions included throughout this document are designed to contribute to achievement of the above goals.

Threaded through you will find the ideas of seamlessness, flexibility, and collaboration. Even if you didn't use these exact words, many of your comments during engagement and consultation argued for education provision to be less rigid and compartmentalised. The context was often concern for the children and young people whose needs are not being met and/or who get lost at the transition points in education, or the realisation that it makes no sense to duplicate or under-utilise scarce or costly resources.

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

- migration within greater Christchurch, which will redefine 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 educational opportunities.

Guiding principles

This programme is guided by a set of principles that reflect the particular needs of greater Christchurch while also aligning with national

priorities for education. These principles will continue to underpin decision-making throughout the renewal process.

Principles for education renewal in greater Christchurch

Supporting life-long learning

Actions will: enhance outcomes across the education system from early learning to tertiary and over the lifetime of the learner, ensure that learners are well supported in making decisions and through transitions, take account of impacts within sectors, and maximise benefits across the education system.

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

Actions will be evaluated on the extent to which they will give greater Christchurch – and New Zealand as a whole – a distinctive advantage economically, socially, or culturally. Proposals that will yield longer-term benefits will be given priority.

Getting the best value and outcomes for Crown investment

Actions 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

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

Promoting innovative and sustainable solutions

Decisions will be supported by a cost–benefit analysis across the lifetime of the action. This analysis will consider the likelihood that trialling new or different solutions will bring benefits for future learners.



Guiding the process of renewal

There is an opportunity to showcase how to deliver education outcomes for the community. Doing this well will not only help transform greater Christchurch but provide a road map for the future direction of education in New Zealand.

Translating the vision into action requires leadership within and across sectors to bring local knowledge and expertise that will help co-ordinate strategies and drive aspects of the work.

The following actions will help achieve these outcomes.

Establishing an Education Advisory Board

You indicated widespread support for an education advisory body that could contribute expert advice, represent the community's interests and ensure a strong regional influence throughout the renewal process.

An Education Advisory Board will be established to fulfil this purpose and provide perspectives that reflect the situation and preferences of early childhood services, schools, tertiary providers, the business sector and wider community.

The Advisory Board will complement the work of a dedicated Taskforce being established to drive the renewal programme.

The Taskforce will primarily be made up of key Ministry officials. External leaders and experts, or officials from other agencies, may be asked to become fully involved in the Taskforce to drive specific aspects of the programme.

Additional feedback from the wider community will be gained through a change management programme that will feature ongoing engagement, particularly with parents and

learners, and representative groups, for example bodies that represent the interests of special education students.

Supporting the establishment of a Waitaha Advisory Board

Ngāi Tahu has recommended the establishment of a Waitaha Advisory Board to:

- drive strategic educational leadership and influence for the Waitaha Papatipu Runaka 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.

Māori will also be represented on the Education Advisory Board to ensure inclusion and understanding, and a clear Māori perspective on measurable outcomes and success.

Direct involvement of Māori on the Board will ensure Māori a strong voice and influence. Facilitating such a partnership will also be a significant step for the region.

Establishing a Pasifika Advisory Board

A Pasifika Advisory Board will be established to represent and promote the cultures, languages, and identities of Pasifika communities in education contexts.

As with all priority groups it is important the Pasifika voice is heard so that their needs are taken into account in planning for the future of education in greater Christchurch.

The Pasifika Advisory Board will also have representation on the Education Advisory Board.



Early learning foundations

The current situation

The damage to buildings and land, and the resulting changes to family circumstances, has altered the provision and 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 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

Due to the previous strong position of ECE, the overall impact of the earthquakes on enrolments and participation has not yet been as great as might have been expected: in the year to July 2011, enrolments in the city decreased by only 1,080. But some indicators suggest the situation may be deteriorating rather than stabilising.

Over the same period, the number of Māori children enrolled in ECE services decreased by 4% and the number of Pasifika children by 10%. The ongoing exodus of families from the east of the city and the extent of damage is impacting on the ability of the remaining services to continue operating. Given the high concentrations of Māori and Pasifika families still residing in these areas, the possible impact on participation rates for these groups is a concern.

Not surprisingly, 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.

Table 1. 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



These factors, compounded with uncertainty around buildings and the future of land, are having a significant, often fluctuating, impact on enrolments and hours of attendance, and therefore on funding, of ECE services, leaving them financially vulnerable. Once a service is lost it takes time to re-establish provision, particularly in areas where priority groups are concentrated.

From September 2010 to June 2011 the number of ECE places lost due to earthquake issues in greater Christchurch was 880, of which 196 were places for under-two-year-olds. Since then, 515 new places have been created, including 136 for under-two-year-olds. Given all the factors influencing provision, it seems likely that demand for places will exceed supply for years in some areas. 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 and help parents work or study. But ECE also enhances overall community wellbeing and provides a common place when families connect.

You have underscored the importance of ECE in your submissions. The clear themes are the need for flexibility, ensuring strong leadership and well-trained staff, responsiveness to cultural diversity

and use of existing capacity. You highlighted the need for adequate funding to ensure access to ECE for target communities and to sustain participation.

To ensure equity of outcomes, these services must be accessible by Māori and Pasifika children and by those from lower socio-economic communities or with special education needs. This will mean ensuring greater Christchurch has a network of quality Māori immersion services and services that are responsive to the needs, identities, languages and cultures of their learners.

Because ECE participation is not compulsory, parents must want their children to attend for reasons of educational and social development and/or so that they can be in 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 play a key role in effective transitions to school for children/tamariki and their family/whānau. They are also well-placed to address the isolation and lack of belonging typically felt by families moving to new areas within the city, or families new to Christchurch.

Actions

The following actions will help achieve these outcomes while the rebuilding of greater Christchurch is progressing, while keeping the focus on the learners, their families and whānau.



Ensuring ECE services can meet demand in the short- and long-term

ECE providers will need robust support through a variety of means to continue providing quality services to families in greater Christchurch.

Access to a diverse range of provision is an important consideration in meeting demand now and in the long-term.

There is an immediate need to ensure providers can meet an increase in demand likely to be generated by families involved in the rebuild, and a longer-term need to ensure services re-establish or develop in line with population shifts and areas of growth.

The first step is actively monitoring demand and capacity to support sector investment and decision-making, and to ensure appropriate provision of ECE services.

Uncertainties around land and buildings are impacting on current ECE services. To meet the needs of mobile, shifting populations, greater use will be made of relocatable and modular buildings and increased hosting of ECE services on existing school sites where this works well for both the school and ECE provider, and meets community needs.

Locating ECE services within collective education hubs, with social services would also provide an opportunity to combine community and education service provision.

Continuing to value and support the identities, languages, and cultures of learners

You want to see ECE services supporting the cultural identities and languages of all learners, and for there to be inclusivity and commitment to this principle.

There are many cultures represented throughout greater Christchurch and we need to ensure all are nurtured and maintained throughout the early childhood years. We also need to acknowledge that supporting culture, language and identities does not fall to ECE alone – the wider community plays an important role.

“... all children have identities, languages and cultures that need valuing and supporting.”

We will work closely with Ngāi Tahu to support the identity, language and cultural needs of Māori. We will also work with the Te Kōhanga National Trust to secure and strengthen the role of kōhanga reo to encourage Tamariki and mokopuna to hold onto Te Reo me ōna tikanga.

“Fostering first languages within the day-to-day activities of early childhood is a necessity, not an addition, to early childhood education.”

“Backing this up with teacher training and resources will be vital.”

We will also support the establishment of an umbrella organisation to build skills and capacity in our Pasifika ECE services, in consultation with the Pasifika community.



But, culture means more than language. You have emphasised that it is about families and communities. By working with the wider community and linking families, the holistic needs of the child and their family can be met.

“By listening to families and ensuring we as educators understand their aspirations and needs by honouring who they are.”

“Use family and community groups to support the culturally diverse activities they provide for the children.”

Encouraging ECE participation by priority families

Families who are not involved in ECE need to be identified and supported to understand the value of ECE, and to enrol in a service that meets their aspirations, allows them to sustain participation and effectively transition to school.

A diverse range of options that work for these families is necessary, where inclusion of the whole family is valued, and the programme is culturally responsive.

Options include supported playgroups, which can help families connect with their communities and develop a sense of belonging. These would be supportive of families who do not wish to leave their child(ren) in the care of others.

Creating links through ECE providers to health and social services will assist vulnerable families to ensure their wellbeing is met, so they are able to engage and learn. Support from social service agencies will also ensure families receive full entitlements to access ECE services and programmes.

“Inclusive practices, kanohi ki te kanohi relationships, acknowledge whanaungatanga, build meaningful support networks enable them to stay in own community so that they get a sense of belonging.”

ECE needs to be local and accessible, so that services can “develop strong and suitable relationships with local communities.”

Families can become isolated within urban communities for many reasons – low incomes, lack of transport options, population shifts, and relocation of facilities. It is vital we seek to identify isolated families and provide networks of support that will provide wrap-around services and full entitlements to 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. Caught in this flux it appears that several schools will have to downsize significantly and some may not be viable in the long-term.

The physical damage to buildings and land has been very significant: most of the state and integrated schools in greater Christchurch were damaged to varying degrees by the earthquakes. Independent schools also suffered.

Even prior to the earthquakes, many of the school buildings in the region were aged and not fully weathertight. Some were not well suited to modern teaching and learning practices, and most 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

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 March 2012, 4,500 fewer students were enrolled than at March 2010. This is indicative of the huge disruption to 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 are responsible.

Schools in greater Christchurch – an overview

Greater Christchurch currently has more than 200 state and state integrated schools, including seven special schools and two teen parent units. At March 2012, 69,781 pupils were enrolled in these schools - approximately 12% of these students are Māori and 4% Pasifika (based on ethnicity data collected July 2011). The region also has 11 independent (private) schools and the Kingslea School administered by the Ministry for Social Development.

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 Christchurch City have been able to choose between different schools on the grounds of suitability and convenience. But 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 preference.

Outcomes for learners

While the existing greater Christchurch school network has many strong points, it has not delivered well for all students.

Across all learners 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.

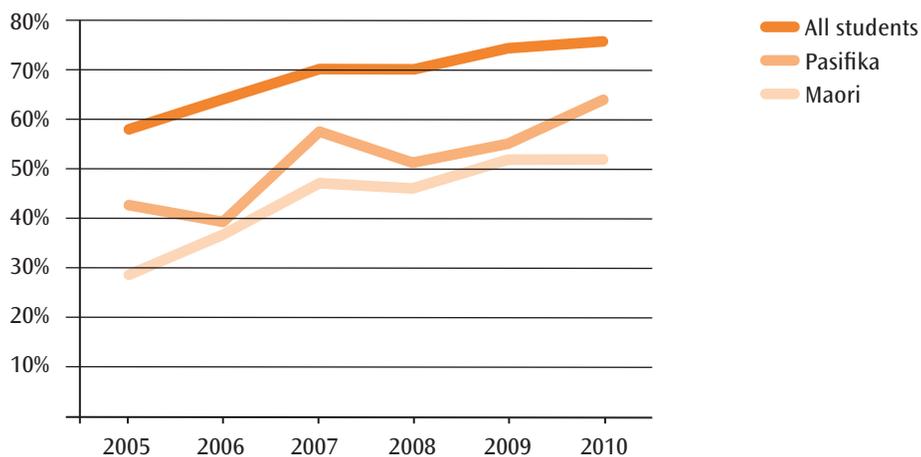
Nearly half of the Pasifika students and more than half of the Māori students in greater Christchurch leave school without NCEA level 2. Worryingly, 2011 enrolments for Māori and Pasifika, especially on the east side of the city, are proportionally lower than for the overall population, which suggests further disengagement.

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.

There is now a better understanding of how to support effective learning. For example, there is widespread agreement that students should be

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



active participants in their own learning rather than passive recipients of knowledge. There is also greater awareness of the impact that culture and culturally-based assumptions have on teaching and learning, and what culturally responsive teaching looks like. The importance of making connections between new learning and prior learning is also much clearer.

Some schools have already been making use of these understandings; now all schools need to do so.

Meeting the needs of all students means offering a broad range of pathways. 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 City in locations that are at odds with demographics and community needs. For learners, this has often meant lengthy and challenging journeys across the city from home to school. Special education learners have often been isolated from their peers in mainstream schools.

Planning a renewed schooling system

In planning for renewal, there is a unique opportunity to think about new ways of delivering education to provide better opportunities for

learners and support 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 such as weathertightness, as well as network considerations that deal with population and demographic changes resulting from the earthquakes.

With existing capacity already under-utilised, and ongoing changes in demographics as families re-settle in new locations, there could be up to 10,000 more learner places in schools than required. A key consideration will be the viability of existing individual schools and the increased demand for new schools, particularly in the west and north of Christchurch.

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

This will enable the Ministry to focus on:

- maintaining access to education
- improving educational performance
- encouraging the use of new approaches to teaching and learning, including the use of technology
- providing choice, while looking to achieve economies of scale
- making the most of the Government's investment in new infrastructure.

The network renewal continuum

Whatever the 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 one end of the continuum, the response would consist of repairing and rebuilding whatever 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 other 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, the approach is likely to be somewhere between these two options: to repair facilities where this is cost effective and where the local population is sufficient to ensure the viability of the school, and to build new schools

in areas of major population growth. There will be cost considerations and other restrictions related to land decisions and other factors.

Actions

The following actions will help address the challenges for school-age learning in greater Christchurch and meet the goals set out in this document.

Planning educational provision as a network of community-situated campuses/facilities

Education can be provided in a variety of ways and it is evident from the range of viewpoints submitted on the draft programme that you see a diverse range of schools as necessary to cater for all needs.

Local community, identity and a sense of belonging are all important aspects which need to be factored into the makeup of our schools moving forward. You value school traditions, values and unique identities and want to see this continue, while recognising that circumstances will see major change for some schools.

“Students often more strongly value tradition. Paradoxically they also respond well to change. The challenge is to retain identity without being constrained by the historical concept of a school. School closures are inevitable; students do cope with this – significantly better than parents and teachers.”

There was mixed views on potential ‘larger schools’ as size (large or small) does not necessarily equate with the individual learning experience – many of you agree this could be a good idea and help overcome some of the inequalities perceived among present schools,



provided you had more clarity around exactly what 'large' means, and transportation options and access.

"It makes sense to share resources within reason – taking into consideration travel and time-tabling. Great idea to have larger schools with more facilities and experiences. But how to provide transport for children that is not too costly over greater distances?"

Education facilities including tertiary, ECE and other social services on a single site will lead to fewer transitions, provide learner stability and assist transitions between levels.

Buildings could be open from morning to night allowing more effective and efficient sharing of facilities/resources such as gymnasiums and libraries.

Some school principals in greater Christchurch have already talked about how teaching on multiple sites with a school day that breaks free from the traditional 9am to 3pm model might work, and a degree of co-operation is already occurring.

They recognise some schools may need to be absorbed by others and that in a rebuild situation; a lot of sharing is possible and desired.

"New structures with a junior high school/ senior high school focus, academic and trades specialisation all under one governing body is possible and to a degree already discussed amongst principals."

There is the potential to mix different age groups, (five year olds and teenager for example) and students with special and unique needs but with appropriate physical separation including clearly defined play areas.

Collaboration, and the development of strong relationships between various providers, could provide solutions.

A mixed facility or shared site would provide an opportunity for older students to mentor younger ones, and for primary level students to become accustomed to the 'culture' of higher education.

Models where schools operate across several sites and/or develop as centres of excellence have also found favour. Developing facilities such as libraries, swimming pools and auditoriums, and sharing them with the community as well as other schools, will form part of our planning and fits with the overriding opinion of the school being the hub of the community. There will be ongoing community engagement around how this might work.

"Sharing facilities is the way of the future. Yes, let's share our school library with the community. Yes let's share our sports fields. Yes let's bring adults from the local church into the school to talk about religions. Yes continue to send our year 8 kids to a neighbouring school for science yes continue to send Year 7 and 8 kids to another for manual."

Appropriate provision will need to be re-established in the central business district to provide choice and encourage families to return to the central city.

The wide-ranging views put forward reflect the variety of education provision and choice that the community wants to see for their children.

Introducing modern, flexible and inclusive learning environments

School buildings help shape and reflect the learning environment.

When designing new facilities the Ministry will



seek the ideas of education practitioners and young people on how to make them modern, sustainable, and accessible to all learners.

Designs need to be flexible so that learning spaces can be configured to suit different types of teaching and learning. Any upgrades, renovations and new buildings will also need to include the latest digital technology and infrastructure.

To help accelerate new school buildings it will be important to opt for more standardisation using construction methods, materials and designs that are environmentally friendly and reduce the costs of heating, lighting and water.

All new buildings will employ building techniques that ensure structural integrity so the community can have confidence in school buildings.

Implementing a digital strategy for learning in greater Christchurch

There is an opportunity for schools in greater Christchurch to be among the first to access ultra-fast broadband. It will be important to align investments in ICT infrastructure to maximise the benefits of fibre connections.

It will take both resources and money to achieve this goal. This investment needs to be not just in ensuring the right infrastructure is in place but also in professional development to ensure teachers have the appropriate skills to interact with technically savvy youngsters.

Resources will need to be developed to train teachers, support staff, students and parents in how to make the best use of the digital age components.

The foundations are already in place with the University of Canterbury, College of Education's

e-Learning Lab, and a technology-rich collaborative classroom on the Dovedale campus, as well as collaborative research into e-learning clusters of schools and post-graduate teacher courses in e-learning.

Increasing investment in the Greater Christchurch Schools Network (GCSN) will also support access to and control over training in e-learning and the use of ICT. In this way we can grow the capability of teachers and communities and develop curriculum content to ensure students in greater Christchurch have the advantage of being at the forefront of e-learning opportunities.

The end goal is to see learners and educators accessing learning and teaching resources/work from anywhere at any time, and from any device.

Technological forums, shared problem-solving approaches and learning hubs with strong community connections can support this objective.

Developing better approaches to managing transitions and career guidance

When asked about making, managing and supporting transitions into further education and careers there was a recurring theme – acknowledging that “*all learners have different needs, different styles of learning and different strengths.*”

Better approaches include practical education around money, programmes to enable seamless transition, on-the-job training, early exposure to different pathways and mentors.

There are four actions that can be taken to improve transitions and career guidance:



- Personal plans for learners in years 7 – 10 can help children choose the right educational pathway and identify what direction they want to take. These career plans would be regularly reviewed with learners.
- Developing a comprehensive careers system that supports transitions, skill development, training choices and career competency for all learners, and ensuring this system is responsive to at-risk learners. You agreed that it is vital to keep education authentic, supported and engaging at secondary level, especially for unsupported and vulnerable students. *“We need to break the cycle of lack of education and hope for many.”*
- This means encouraging employers to work with schools, tertiary providers and others to reinforce their needs.
- Ensuring the careers’ system supports learners on their path through education and training to employment, and beyond will require communication and flexibility in our approach.

“Talk to the students, see what they are interested in and work around that.”

“Taster days for all schools provided by tertiary organisations and with Careers NZ present to provide additional information for students and staff with family presence encouraged.”

- It will be important to work with schools to manage transitions, particularly for learners most impacted by the earthquakes as their families relocate and the schools network is reorganised.

Improved career guidance will be an important contributor to the labour market recovery programme being developed by CERA.

A national review of Careers’ information, guidance and education is currently being conducted by the Ministry of Education.

Ensuring the identities, languages, and cultures of learners continue to be valued and supported

Ensuring all learners can succeed and realise their potential is essential. To do this will mean recognising and supporting their identities, languages and cultures.

You have told us it is time for action – to develop *“an education system / approach that respects and values one’s culture is a path to success – for the student.”*

There is an opportunity to enhance the range of Māori-medium options, so that whānau can access quality bilingual or immersion education including potentially bilingual secondary provision. We also see value in establishing a learning community (Puni Mātauraka or Ngāi Tahu educational hub) based on the concept of pā or wānanga, with intergenerational learning on the same site.

Homework centres, which gained favour in the aftermath of the earthquakes, can be developed to help mentor and support senior Māori and Pasifika students in secondary schools, deepening their knowledge in the year 13 curriculum studies and assisting their transition into university study.

Ngāi Tahu has identified the need 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). This is



integral to successfully valuing and supporting the language and cultures of learners.

The Ministry will work with Ngāi Tahu and local ITE providers to examine the feasibility of introducing Māori-medium ITE (not currently available in the region).

Education renewal means ensuring the educational environment supports all cultures, languages and identities in line with community aspirations.

Improving outcomes for learners with special needs

A range of opinions were received about how to improve outcomes for those children and young people with special education needs. Some comments were driven by varying individual circumstances and prior experience but all focused on ensuring learners with special education needs have access to a range and authentic choice of education options enabling success, achievement and well-being throughout their education pathway.

Day Special Schools are acknowledged as existing hubs of expertise. The challenge is to ensure these schools are well placed in every way possible to share their skills and expertise across greater Christchurch and, in doing so, contribute to the improvement of education outcomes for all learners with special education needs.

The collaboration and possible co-location of special schools with community-based schools provides a greater range and distribution of choice, and increases access to specialist teaching knowledge and expertise for parents in their local communities.

While acknowledging a preference from some submitters for Special Schools to remain physically independent from other schools, others agree that co-locating special schools with a mainstream school would strengthen the network of special education provision for all learners *‘providing that it is set up effectively and the right amount of money is put into it, so that it is successful’*.

‘The expertise in special schools is immense. Share expertise and Professional Development across special and mainstream school facilities’.

Planning for provision of modern learning environments for learners with high special education needs in new build/rebuild opportunities will support access to state of the art facilities as future options for hub/base special schools and the physical integration of satellite classrooms.

Any school where satellite units are based would need to have an ‘inclusive’ attitude and the physical space appropriately located, “ ” to support this. Appropriate professional learning around inclusive education would be essential before they are established.

‘Satellite classes in mainstream schools are great if they manage to follow the idea that the students join the mainstream school for activities and they are NOT shut away in the smallest, darkest, or worst classroom in the school and shut out of activities’.

Satellite units for 13 years plus, tertiary, and units attached to host special schools particularly in intermediate and high school are options for consideration.



The service for high-needs students in mainstream schools will be improved through increasing provision and quality of outreach services and enhancing the skill base of teachers.

The Specialist Teacher Outreach Service ensures the provision of appropriately trained staff with additional qualifications to work with children with special educational needs, and their team, in their local school setting.

Developing capacity to deliver the Specialist Teacher Outreach Service will ensure greater levels of support to build capability of teachers in mainstream schools; and also to provide specialist teaching for identified students with high and very high special education needs enrolled at local schools.

An outreach service specifically for Kaupapa Māori would enable access to specialist teaching support in te reo for this group of learners, and increase staff capability in these schools also.

Existing guidelines developed by the Ministry to ensure effective transition plans for students with special education needs will be central to the planning for the distribution of special education provision across greater Christchurch.

Supporting quality teaching and leadership that enables successful learning

High-quality teaching and leadership is readily acknowledged by all to be the key to successful learning across all sectors of education and there are already good things happening in this area. We intend to build on what we have by providing the support our teachers and leaders need to lead

the renewal and transformation of education in their schools in line with the Kiwi Leadership for Principals model.

“A particular emphasis should be on developing teachers' skills in designing school based curriculum appropriate to the learning needs of their Christchurch students, and also skills in curriculum delivery and pedagogy.”

Opinions on this were universal – that professional learning and development and nurturing leadership skills is essential as we go through the process of renewal.

“PLD needs to be led and funded in the region. Also need to consider the specific needs of the leaders in the post-earthquake situation.”

The Ministry will provide on-going opportunities for professional learning, mentoring, and supervision so that teachers in greater Christchurch can stay abreast of the latest developments. This is an opportunity to be innovative, to harness and build on existing expertise within the unique Christchurch context.

“There is an opportunity now to do something special in Christchurch, over and above what is currently happening around the rest of NZ in schools.”



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 TEIs are based in Christchurch; another university, three more polytechnics, and a wānanga extend the range of courses on offer. The private tertiary sector is also large and, before the earthquakes, the number of international students in the region was second only to Auckland.

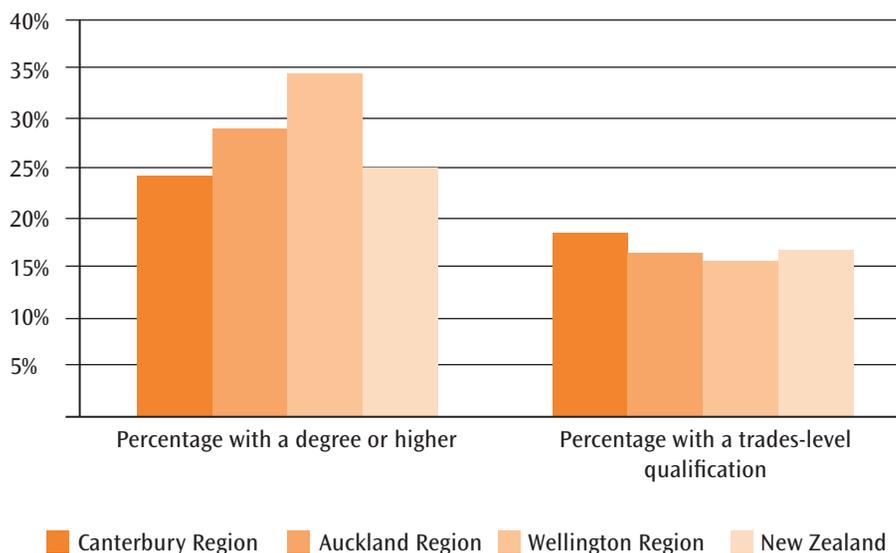
The sector has however experienced very significant damage as a result of the earthquakes. The major tertiary education institutions (TEIs) face a combined repair cost of around \$300 million. Almost all providers have had to close buildings and face a gap between the cost of repairs and rebuilding and 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%. Much of the fall in domestic student numbers was a result of first year students deferring their enrolments. Enrolment figures for 2012 indicate intakes of domestic students at the Christchurch-based institutions will be up on 2011. Because many students are in multi-year qualifications, it is likely full-year domestic enrolments will end up around 5%-10% down on 2010. But early indications are the recovery of enrolments may be faster than we had expected and close to the levels experienced in 2008. International enrolments however, are down further on 2011.

The cost of repairing and rebuilding, coinciding as it does with reduced income due to reduced enrolments, has put a huge strain on TEIs. This is especially true of the three Christchurch-based

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.



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 Programme, 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 the region 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 where many larger organisations have had their head offices and where salary levels are higher. This is despite shortages of highly skilled workers in the region, in areas that are important to the local economy.

In planning for education renewal, tertiary education organisations need to address this broader economic challenge by looking at how they service the skill needs of the local market.

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 June 2012 Household Labour Force Survey (HLFS) shows the NEET proportion to be increasing in greater Christchurch while it has been declining nationally over several quarters.



Recent trends

A comparison of the HLFS for June 2010 and June 2012 reveals that over this period::

- The number of people aged 15-24 in greater Christchurch fell by 3,700 or 4.5% between 2010 and 2012.
- The number of young people in employment has dropped by 3,200 or 9%

The NEET rate has risen in greater Christchurch from 11.7% to 12.9%, while in New Zealand as a whole, over the same timeframe, the rate fell from 13.1% to 12.9%. The unemployment rate among young people was 18.6%. In other words, the period has seen a fall in the youth population and increased 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. This situation cannot 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 across greater Christchurch, 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, 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.

The greatest return from investment in the education network comes from the training of young people. This is true for the individuals concerned and for society. The investment pays



early dividends and continues to pay dividends over a lifetime. While we don't want to neglect life-long learning and upskilling of older adults, it is better to educate/train people when young than to have to remedy 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 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 or if laid off or restructured, they will have maximum chance of finding another position or job.

Ensuring that this is the experience of all young people in the region will mean making better use of the complementary strengths of secondary schools, TEIs, industry training organisations, and private tertiary providers by:

- strengthening institutional arrangements – lifting quality while recognising that income is lower and that the sector faces high recovery costs and hence, they need to have a closer focus on their financial performance
- strengthening connections between tertiary providers and between secondary schools and tertiary providers, and improving linkages between education and employment
- ensuring that between them, providers cater 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 actions in this programme cut across institutional and sector boundaries, government agencies – especially the Tertiary Education Commission (TEC), 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.

Actions

The following actions will help address the challenges for post-compulsory education in greater Christchurch and achieve the goals set out in this document.

Exploring greater collaboration between tertiary providers

- building on current collaborative activities of TEIs – extending this across the system
- exploring opportunities for complementary delivery across tertiary providers with a view to improving outcomes and pathways for students at lower cost
- giving priority to government investment in facilities that will have shared use – by two or more tertiary organisations, by schools and tertiary organisations, by crown



research institutes and tertiary providers or by educational users and the community.

Since the earthquakes, TEIs have been looking to increase collaboration. There is an opportunity to build on that start, to drive innovation and to obtain value for new investment in the tertiary sector. Much of the planned collaboration has been facilitated through the Canterbury Tertiary Alliance (CTA), comprising CPIT, Lincoln University and the University of Canterbury. The CTA is looking to align qualifications to ensure complementary approaches and create integrated pathways through the institutions. The CTA members are also exploring possibilities for sharing functions.

There is now greater cooperation between the polytechnics working in greater Christchurch, with site sharing between the polytechnics as a response to the earthquakes and with a partnership of four polytechnics in the trades academy, the Canterbury Tertiary College, led by CPIT.

The approach needs to be extended across the system to the other TEIs operating in the region and to the private tertiary providers. And the tertiary providers need to build on the start they have made in opening better links with the secondary schools.

Priority will be given to investment in facilities that will make a positive difference to New Zealand's and Canterbury's economy or that facilitate shared use – by two or more tertiary organisations, by schools and tertiary organisations, or by educational users and the community.

There are opportunities for collaboration and sharing of facilities with senior secondary students, and for teacher education, as well as

sharing infrastructure between Crown Research Institutes and universities. We expect to see work pick up on these fronts also.

While the emphasis is on collaboration, the Government will be open to proposals to rationalise organisational arrangements.

Ensuring sustainability of provision

- creating efficiency to support organisations as they move through recovery to renewal
- 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 (PTEs)
- bringing enrolments progressively back to sustainable levels.

The earthquake damage to buildings, loss of students and consequential financial hardship has had its effect on tertiary providers.

To ensure the provision of quality tertiary education is sustainable into the future, providers will need to create greater efficiency as they move through the renewal process. There will be support for TEIs to build on areas of strength that are economically important and aligned to the economy's needs. New initiatives will be investigated to enhance Canterbury tertiary education while ensuring that the institutional missions and distinctive contributions of the



three TEIs with headquarters in Christchurch are retained.

“Christchurch polytechnic is doing a fantastic job of training kids with the skills we need - in the trades especially, in ICT, in nursing and social work etc. Canterbury and Lincoln Universities, likewise, are doing everything a university should do, i.e. training young people to be thoughtful, critical thinkers.”

We also need to align provision and research and innovation activities with regional and national economic needs. As one submitter put it – *“match qualifications with community need.”* Another said: *“Tertiary institutions ... [need] ... strong relationships with businesses in the area ... both can help each other to be up to date with latest technology by students working / researching and then putting into practice in real situations.”*

Providers will need to maintain and enhance programmes that are relevant to Canterbury beyond the period of construction and keep a focus on the industries that will generate prosperity beyond the rebuild – for instance, agribusiness, ICT, and knowledge intensive manufacturing.

The education system will be a key component of the economic recovery in greater Christchurch and hence, an important contributor to the economic recovery programmes being developed by CERA.

Private training establishments (PTEs) have shown willingness to engage with other tertiary providers, and industry, building on already established links. There is a case for PTEs to work with private sectors investor on shared capital facilities for PTEs in the central city.

The most critical element for our tertiary providers is around student enrolments which have stabilised but are still below 2010 levels. The Tertiary Education Commission (TEC) will be working with tertiary providers to bring enrolments progressively back to sustainable levels.

Enhancing co-ordinated leadership of the post-compulsory education system

- facilitating systems/network thinking by schools and tertiary providers, with a focus on longer-term opportunities
- linking university and ITP 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 alignment of secondary/tertiary transitions.

Parents, schools and tertiary providers have all identified the need to work together, and to have stronger connections with business and industry. By facilitating systems/network thinking by schools and tertiary providers, with a focus on longer-term opportunities, the TEC will work to more co-ordinated tertiary education. Education leaders need to see their institutional concerns in the context of the wider education system in the region and to see the education system in the regional economic and social context.

It also makes sense to link tertiary provision more closely to economic development opportunities, and for education leaders and business to come together.



There needs to be a vehicle that ensures leaders in the post-compulsory education network in greater Christchurch can exchange perspectives and can work together to improve the alignment of secondary/tertiary transitions, to advance the network and to ensure the system can make a greater contribution to the community it serves. Youth Futures Canterbury provides a base for this.

Improving secondary-to-tertiary and education-to-work transitions

- work with schools and tertiary providers to implement the vocational pathways to improve the relevance and coherence of study programmes for young people.
- provide additional Youth Guarantee places and secondary tertiary programmes to provide young people with more choices about where they study.
- work with schools, secondary-tertiary programmes and Youth Guarantee providers to implement new approaches to ensure that young people achieve NCEA L2 and have the foundation skills to progress to further education and employment
- improve learner support services including careers advice and careers management
- employers committing to further education and training of the young people they employ including apprenticeships
- encouraging more work-integrated learning.

Tertiary education organisations were asked how to improve links with schools. Your responses showed enthusiasm for increased and stronger linkages between secondary and tertiary and education to work transition.

“Bridging courses that are run for the students whilst they are still at secondary school.”

“I would love to see university lecturers and students visiting primary schools to promote tertiary education so that young people know what it is possible for them to dream about.”

The University of Canterbury has put in place some initiatives designed to create better links with secondary schools. These include: using university students to mentor secondary learners and to support their learning; stepping up interaction between departmental university staff with subject teachers; and online delivery of some science programmes.

For young people who find the traditional academic pathways less attractive better use can be made of vocational pathways that have been developed in consultation with industry. This will strengthen the relevance of learning programmes and improve linkages to further study and employment.

Providing additional Youth Guarantee places and secondary-tertiary programmes focused on vocational and trades skills will provide young people with more choice about where they learn. This will increase their motivation to succeed. Ensuring young people have strong foundation skills, evidenced by achieving NCEA L2 will strengthen their ability to enter further education and training and progress in employment.

These moves need to go hand-in-hand with stronger learner support including good careers advice and careers management which is well linked into employers, parents, family and whānau. Better information is one starting point.



Careers New Zealand has already enhanced the support they provide to parents and students and to school careers advisors. Advancing the use of work-integrated learning – internships and other opportunities for people in schools and tertiary providers to learn by participating in work relevant to their learning - will facilitate better linkages between education and employment.

All these measures will require stronger linkages, networks and partnerships between schools, tertiary providers, industry training organisations and local employers.

Employers need to ensure that providers and learners understand what skills they need. They also need to commit to helping young people get into training, through measures such as “*clear career paths which incorporate training/development*” and by offering apprenticeships and other structured training to young people.

Continuing to cater for priority groups

- 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.

Learners from priority groups will need continued, appropriate support to access tertiary education and build on what is already in place.

There is no one right way to take to reach the goal of tertiary education and a clear need for multiple pathways as children develop awareness of their strengths.

This is especially important for the many young people who leave secondary school with little idea of what direction they want to follow.

Collaboration between schools will allow all students to access the full range of curriculum delivery within school settings and Youth Guarantee.

There is already good work happening in mentoring, such as the University of Canterbury homework centres for secondary schools. There is an opportunity to extend and formalise these programmes to assist senior Māori and Pasifika students in secondary schools deepen their knowledge in their year 13 curriculum.

There is no one answer to getting learners into post-compulsory study or employment, and some students are marginalised from the education system. There needs to be better support in schools and tertiary institutions to ensure these students go on to post-compulsory study or employment.

Support programmes need to be tailored to assist young Māori in education and encourage strong collaboration between iwi and post compulsory education providers for the benefit of not only Ngāi Tahu learners, but all Māori learners who come under the korowai of manaakitanga in this rohe.



Building on existing tertiary initiatives to meet the vocational and economic priorities of Canterbury

Connection, cooperation and collaboration are the three underlying themes to this action – specifically, increasing collaboration between:

- polytechnics and industry training organisations, to build the skills needed to contribute to rebuilding Christchurch and New Zealand’s economic growth
- tertiary education institutions, the Canterbury Development Corporation and businesses to promote a better understanding of each other’s needs and ensure the region has access to more graduates with the necessary skills
- crown research institutes, universities and business to align skills and innovation development with the economic priorities of Canterbury and New Zealand.

Tertiary institutions can play a key role in teaching trades to the people we need to rebuild greater Christchurch and have a voice in terms of best building practice and good design. Collaboration at all levels is needed to ensure vocational skills meet the needs of Canterbury during the rebuild and beyond. Continuing partnerships between employers, schools and tertiary organisations will ensure the skills taught meet the needs of employers.

Providers must also keep a focus on the industries that will generate prosperity beyond the rebuild – for instance, agribusiness, ICT, and knowledge intensive manufacturing. They need to enhance programmes that can deliver an economic advancement for the region. This requires better connections between employers and tertiary education organisations so that each understands the other’s perspectives and can align provision.

Employers need to be active participants in careers events. This will help establish links with education organisations and take advantage of opportunities to use work integrated learning and internships as a means of ‘trying out’ potential recruits.

There are three universities with a significant presence in Christchurch that are major providers of research and innovation. They can enhance their links with crown research institutes and business to align innovation development with the economic priorities of Canterbury and New Zealand.

As long as education organisations are well connected with business and the community, and are providing opportunities for students to develop skills and be involved in the community, then graduates will be better integrated into the city and more likely to have an interest in its future.



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 city and surrounding districts, 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 is worth more than \$300 million a year to the local economy.

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

International education was seen as a key industry in the Canterbury Economic Development Strategy developed by the Canterbury Development Corporation.

The earthquakes have had a major impact on numbers. At the time of the February quake, some 6,000 international students were studying across greater Christchurch. Following the quake, approximately 1,500 left, 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 Central Business District (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. Those who managed to survive are working from makeshift campuses in the suburbs or have relocated some of their students to branch campuses elsewhere in New Zealand.



Schools and TEIs will need to readjust to a reduction in revenue until international student numbers recover. Adjusting to this loss of 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 in restoring international education.

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

Meanwhile, much can be done by way of planning for the future. The first step is identifying what differentiates greater Christchurch from other regions, and then working collaboratively to gain advantage from these differences and incorporate them into a coherent marketing strategy for the region.

Action

The following action will help address the challenges for international education in greater Christchurch and achieve the goals set out in this document.

Developing an international education strategy

- 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
- facilitating interaction between providers and sectors to develop innovative 'joined-up' pathway approaches and services to provide international students and associated visitors with an exceptional experience from the first point of enquiry through to departure
- identifying and promoting niche areas of strength and using these to market greater Christchurch as a destination for postgraduate research.

Greater Christchurch needs international students and you recognise the potential for a combined approach towards international education as a priority.

Since the earthquakes, Education New Zealand has provided specific funding support to the industry to increase marketing study opportunities in greater Christchurch. Education New Zealand is leading work with all parts of the sector from schools through to tertiary providers to take a more strategic approach to marketing international education by industry, and to help build the capability of the international education network.



The economic benefits are obvious, but we recognise that the contribution of international students goes beyond that. Their very presence enriches the learning experience of students sharing the same classrooms, and they bring diversity to our city so our young people gain a better understanding of the global world.

The new strategy being developed by Education New Zealand will focus on building confidence in, and promoting the attractiveness of the region and quality of education. The objective is to attract international students to greater Christchurch, while ensuring appropriate supports are in place to reassure them this is a great place to study and stay.

Niche areas of strength will be identified and promoted, and provide a focus for marketing greater Christchurch as a destination for postgraduate research.

Building on the investment Education New Zealand has already made will bring social and economic benefits to greater Christchurch and help rebuild the education sector.





Conclusion

Your feedback and submissions indicate 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, greater Christchurch will not only recover but thrive.

Comments 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 to be addressed, not all have been caused by the earthquakes. This is true of the under-performance of the system for groups of young people, particularly young Māori and Pasifika – and how this creates a range of associated personal, social, and economic problems. It is also true of the region's somewhat skewed skills profile due to the failure to retain high-skills graduates. Renewal needs to address these longstanding issues as well as the impact of the earthquakes.

This document places 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.

Lifting the performance of the education sector is vital to building a strong, productive economy that will generate wealth and give the region a distinctive and competitive advantage. 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 all learners can aim high and be supported to achieve their goals.

Bringing the community along on the journey is one of the key themes that emerged through consultation submissions. Ongoing engagement and detailed discussions will be a key feature of the next phases of the renewal process.

FOR MORE INFORMATION

Publications and updates on the renewal of Education in greater Christchurch will be provided at <http://shapingeducation.minedu.govt.nz>

If you have any questions:

Email: shaping.education@minedu.govt.nz



