

**Cabinet Committee on Canterbury Earthquake Recovery – Summary
of Paper – CER (12) 20 (10 August 2012)**

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CER (12) 20

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Summary of Paper

10 August 2012

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Education Renewal for Christchurch, Waimakariri and Selwyn

Portfolio	Education
Purpose	<p>This paper seeks agreement to high-level proposals to provide for the first steps towards education renewal for greater Christchurch.</p> <p>This paper should be read in conjunction with the related paper under CER (12) 17.</p>
Previous Consideration	None.
Summary	<p>Extensive consultation and consideration has contributed to the development a programme of education renewal for greater Christchurch. The renewal programme will aim to establish closer connections at all stages of education, and will move the focus from individual institutions and services to delivering suites of educational resources, facilities and opportunities.</p> <p>The programme will have an impact on 123 schools in Christchurch, Kaiapoi and Rolleston that serve more than 45,000 learners. 86 schools have been repaired since the earthquakes. However in the 123 schools not repaired, 443 buildings are potentially leaky and 329 may be vulnerable to earthquake damage. The catchments for some schools are in the red zone and these schools rolls are expected to decline over time.</p> <p>Three options for the renewal of the education system in Christchurch are discussed in the paper, including repairing schools (a school based approach); rationalising the network (a network based approach); and renewing education (an education based approach). The pros and cons of the three options are set out in the table on page 3.</p> <p>The Minister of Education's proposed approach is the renewing education option. Under this approach, students may be attached to more than one educational institution and schools would be able to operate multiple or overlapping timetables to accommodate learners' needs. As a result the 123 schools have been grouped into clusters of between two and six schools. Up to 16 new schools will be established, and up to 30 schools will be closed, merged or relocated in line with demographic changes and the associated reductions in school rolls.</p>

Note: Figures exclude schools in the Aranui and Akaroa clusters.

Schools and clusters have been classified into the following three categories:

- **restoring and expanding schools (low level change)** – carrying out earthquake repairs and school expansions where a cluster of schools or individual schools require low level investment or intervention to improve educational performance;
- **consolidating schools (moderate change)** – where schools are potentially non-viable because the level of investment required, the location of the school, or its roll size means the school will struggle to deliver education to the required standard;
- **rejuvenating schools (major change)** – where clusters of schools require innovative change to provide better support for learners and improve educational performance from early childhood through to secondary provision.

The current state of schools in Christchurch under these three categories is displayed in the diagram on page 6.

The proposed approach balances the practicalities of repairing earthquake damaged schools with the challenges of closing the gap in educational performance and delivering a resilient education network.

Issues, risks and mitigations are discussed on page 8.

**Regulatory
Impact Analysis**

Not required.

**Baseline
Implications**

The estimated capital cost of the Renewal Plan is \$0.825 billion to \$1.1 billion over the next 10 years. The funding is expected to come from insurance recoveries, reprioritised baseline funding and capital injection. Further detail on the financial implications will be included in a report in February 2013.

Agreement for a draw down of \$24.092 million from the Canterbury Earthquake Recovery Fund is sought in the accompanying paper under CER (12) 17.

**Legislative
Implications**

These proposals will require amendment to provisions in the Education Act 1989 relating to attendance and alternative constitutions for Boards of Trustees. The Minister of Education intends to include these provisions in the Education Amendment Bill (No 2) that will be introduced into the House before the end of the year.

Timing Issues

The Minister of Education intends to present a detailed implementation plan to the Cabinet Committee on Canterbury Earthquake Recovery in February 2013.

Announcement

The Minister of Education intends to announce these proposals at the end of August 2012.

Consultation Paper prepared by Education. Treasury, SSC and CERA were consulted. DPMC was informed.

The Minister of Education indicates that the Minister of Finance, the Minister for Canterbury Earthquake Recovery, the Minister for Tertiary Education, Skills and Employment, the Minister of Labour and the Associate Minister for Canterbury Earthquake Recovery were consulted. The Minister also indicates that discussion is not required with the government caucus or other parties represented in Parliament.

The Minister of Education recommends that the Committee:

Background

- 1 note that it is estimated that over \$500 million is needed over the next 10 years to repair and maintain the schooling network in greater Christchurch;
- 2 note that the Canterbury earthquakes have provided a catalyst for changes as well as an opportunity to address issues with the existing infrastructure;

High level options for the greater Christchurch Network

- 3 note the following options for renewing the education system which have been drawn from the programme business case:
 - 3.1 Option 1: Repairing schools by taking a school by school approach to repairing earthquake damage and building new schools for large populations shifts;
 - 3.2 Option 2: Rationalising the network by taking a network approach to repairing earthquake damage, closing non-viable schools and building a larger number of new schools to meet future demand;
 - 3.3 Option 3: Renewing education (recommendation option) by taking an education based approach to balancing the challenges of repairing earthquake damaged schools, meeting demand and investing to improve educational performance;
- 4 note that the Minister of Education recommends Option 3 above to renew the education system because:
 - 4.1 a school approach will perpetuate inadequacies in the current system that are contributing to low educational performance;
 - 4.2 a network approach to will not result in a significant contribution to the targets for education achievement that the Minister of Education is committed to achieving;
 - 4.3 taking an education based approach will move the focus away from individual institutions and services, to delivering holistic suites of educational resources, facilities and opportunities that communities need;
 - 4.4 proposals for a renewed education network have received broad community support through a range of engagements and an extensive consultation process;

Scale of change

- 5 agree to renew the education system (option 3 above) by:
 - 5.1 **restoring and expanding schools** (low level change) – carrying out earthquake repairs and school expansions where a cluster of schools or individual schools require low level investment or intervention to improve educational performance;
 - 5.2 **consolidating schools** (moderate change) – where schools are potentially non-viable because the level of investment required, the location of the school, or its roll size means the school will struggle to deliver education to the required standard. Investing in rebuilding these schools will go hand in hand with closing those that are not viable to keep open;
 - 5.3 **rejuvenating schools** (major change) – where clusters of schools require innovative change to provide better support for learners and improve educational performance from early childhood through to secondary provision;
- 6 note that renewing the schooling network will:
 - 6.1 cost between \$0.825 billion and \$1.1 billion over the next 10 years and make a significant contribution to the Christchurch rebuild;
 - 6.2 deliver better value for money, significant benefits to the community and improved outcomes for learners compared to other available options;
- 7 note that the renewal for greater Christchurch will directly have an impact on 123 schools, in Christchurch, Kaiapoi and Rolleston;
- 8 note that the 123 schools have been organised into clusters (of between two and six schools per cluster) that will be restored and consolidated and rejuvenated;
- 9 note that up to 16 new schools will be established (five of which will service new areas of demand);
- 10 note that up to 30 schools will be closed in line with demographic changes and the associated reductions in school rolls (some will be permanently closed, some merged with other schools and others replaced or relocated to new sites); **Note: Figures exclude schools in the Aranui and Akaroa clusters.**

Progressing the first tranche of work

- 11 agree that the Minister of Education commence restoring up to 42 schools in 13 clusters, including reinstating 23 swimming pools, before the end of 2012;
- 12 invite the Minister of Education announce the key elements of the greater Christchurch Educational Renewal Plan by the end of August 2012 and include information on the:
 - 12.1 up to \$1.00 billion commitment to rejuvenate greater Christchurch's schooling network over the next 10 years;
 - 12.2 overall Cluster Map, including clusters for technology, Maori education provision, special education and the recommended approach for each cluster (restore and expand, consolidated or rejuvenate);

- 12.3 the commencement of the first tranche of work (the restore and expand phase) and redevelopment and establishment of three new schools;
- 12.4 names of schools within each cluster (being considered for consolidate and rejuvenate options);

Engagement and consultation

- 13 note that ongoing engagement will be essential to ensuring decisions made about the number, type and location of services and schools are accepted by the community and supported in practice;
- 14 note that a comprehensive change management programme is being developed to facilitate decisions on education renewal;
- 15 note that proposals for this work are included in the companion paper under CER (12) 17 that seeks agreement to a \$24.092 million draw down from the Canterbury Earthquake Recovery Fund;
- 16 direct the Ministry of Education begin discussions with schools identified for the first phase of restore and expand;
- 17 direct the Ministry commence more intensive engagement with clusters of schools identified for consolidate and rejuvenate options by October 2012;

Legislative implications

- 18 note that changes to the Education Act 1989 are required to provide the flexibility needed to progress more flexible school governance and attendance arrangements;
- 19 agree that changes to provisions on attendance and alternative constitutions for Boards of Trustees be included in the Education Amendment Bill (No. 2) being introduced in the House of Representatives before the end of the year;
- 20 invite the Minister of Education to issue drafting instructions to the Parliamentary Counsel Office to give effect to the proposal in paragraph 19 above;

Next report to Cabinet

- 21 invite the Minister of Education to present a detailed implementation plan to the Cabinet Committee on Canterbury Earthquake Recovery in February 2013 that will include:
- 21.1 financial implications for schools being restored and implications for Budget 2013;
 - 21.2 a progress update on the engagement with boards of trustees and principals on consolidation and rejuvenation options;
 - 21.3 recommended next steps.

Sam Gleisner
Committee Secretary

Distribution:

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