



Education Report: Avonside Girls' High School and Shirley Boys' High School Proposed Combined Enrolment Scheme

To:	Garry Williams, Education Manager		
Date:	21 June 2018	Priority:	High
Security Level:	In Confidence	Drafter:	Fiona Scott, Lead Adviser

Purpose

The purpose of this report is to:

- Provide you with information on the proposal from Avonside Girls' High School and Shirley Boys' High School in establishing their enrolment zone with a shared home zone for the opening of the new site in 2019, and
- Recommend a course of action.

Summary

1. Avonside Girls' High School and Shirley Boys' High School both experienced significant land damage in the Christchurch earthquakes. Most of the area around Avonside Girls High School is in the residential red zone. In October 2013, the Minister of Education announced that both schools would be relocated and rebuilt on one site as part of the Government's education renewal plans for Christchurch.
2. The two schools are co-locating to a new site in Term 2, 2019. This has led to community consultation on an amended enrolment scheme, with both schools sharing the same boundary, reflecting a 'reasonably convenient' school and to ensure the best use of the network in Christchurch.
3. The Ministry spent a considerable amount of time discussing with the schools their future zones and providing data prior to both schools consulting. The schools chose to consult on three areas, despite Ministry advice that this would result in overcrowding. The schools have now proposed including all three areas, as well as a transitional arrangement to include their combined current zones, in their future enrolment scheme home zone. This is referred to as Scenario C below.
4. Following consultation, and prior to receiving their proposal, we met with both Board Chairs and provided further data in regards to the issue of overcrowding if they progressed with recommending all areas for inclusion.
5. Due to the significant risk of sustained overcrowding in Scenario C, two other options for the zone are being presented to the schools from the Ministry. Both options have been redrawn because of the schools' proposal to include an extended transition arrangement for their current zone.
 - Option 1 - Inclusion of the "S1 MOE" area, the "Brighton" area, and Grandparenting provisions for siblings of current students.
 - Option 2 - Inclusion of the "S1 MOE" area, the "Brighton" area, Grandparenting provisions for siblings of current students, and "Transitional arrangements" for children resident in the current zone areas.
6. Option 1 would mean a lack of access to single sex education for families in the current zone without siblings of students currently at Avonside Girls' or Shirley Boys' High School.

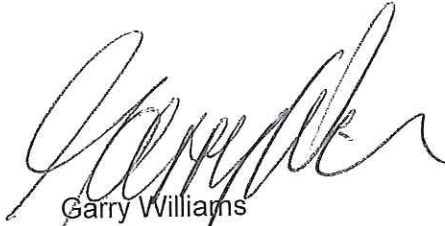
7. Option 2 is the Ministry's preferred option as it would mean all families with children living in the current zone have access to Avonside Girls' or Shirley Boys' High School as they might reasonably be expecting to do so when they moved into the area.
8. There is considerable media and community interest in this topic. The schools amended their proposal after significant pressure from their current community to be included in the new zone.

Recommended Actions

We recommend that you:

- a. **Agree** that the proposal from the schools (Scenario C) presents a significant risk of sustained overcrowding at both schools and reject this proposed enrolment scheme.
- b. **Note** that there is considerable community and media interest in this decision and that it is likely to cause substantial public discussion.
- c. **Note** that the proposed transitional arrangements in Option 2 have not been tested in New Zealand before.
- d. **Note** that the transitional arrangements are intended to apply as a unique response to the situation of Shirley Boy's and Avonside Girl's High Schools due to their relocation.
- e. **Agree** that, if the schools are unable to agree to either alternative option, we can use Section 111(2) of the Education Act 1989, if necessary, to implement a new enrolment zone.

 Agree / Disagree


Garry Williams
Education Manager
Sector Enablement and Support
Ministry of Education

21/6/2018

Background

1. Secondary principals in Christchurch have worked on a way forward for secondary education in greater Christchurch since late 2012. Following an extensive consultation process, all Christchurch secondary principals developed a vision for secondary education. In 2013, the Minister of Education agreed with a proposal from the secondary principals setting out the approach to secondary education where the schools would take a collective responsibility for their vision aimed at raising the achievement of all students. Achieving this vision is essential to maintain a sustainable and viable secondary network for the next generation and beyond. A secondary working party was established in 2015 and mandated to progress the secondary vision.
2. Discussions were held with the sector in 2015/16 to determine the build capacity of the four single sex secondary schools (Christchurch Boys', Christchurch Girls', Shirley Boys', and Avonside Girls'). Key factors taken into consideration were;
 - Strong community expectation to access to single-sex provision from across Greater Christchurch
 - How the four schools fitted into the secondary network
 - How the four schools could best serve the city with regards to single sex education
3. One of the key goals of the Greater Christchurch Education Renewal Programme is to provide 'local provision for local students'. Consequently, the Ministry's approach to making decisions about how much capacity (and therefore property investment) should be provided at a school is based on this goal. This is consistent with the policy of providing capacity to meet in-zone enrolments.
4. While the overall secondary schooling plan looks to align capacity to in-zone demand, it was acknowledged that the greater Christchurch community have a strong desire to have access to single-sex schooling. Consequently, the Ministry would have to 'over-provide' capacity to the single-sex schools above what was needed to meet in-zone demand to meet community expectations.
5. It was decided by a working group, including single sex school representatives, that the percentage of the Christchurch City secondary students attending single sex schools would remain the same as pre-earthquake.
6. In considering single sex rebuild numbers, we had to be mindful of our obligations to respect the collaborative process and consider the welfare and sustainability of, not only the four single sex schools, but each of the state secondary schools in Christchurch. Each of the submissions was evaluated against the following criteria:
 - Did the distribution appear fair and reasonable according to the data available, and had it been arrived at in a fair and transparent manner?
 - Would a school of this size be able to offer a wider ranging curriculum for its students? ie. Be a viable secondary school?
 - Would these roll numbers provide sufficient places for in zone students and a reasonable percentage of out of zone enrolments to provide the chance of places for students across the city?
 - Would capacity of this size in this school be likely to adversely affect the roll size of neighbouring schools?
7. As such, capacity for 30% of the Christchurch City state school students was allocated to the four schools equating to 4600 students. Maintaining 4600 students allows for a sustainable co-educational network of schools and best use of the network as a whole. Shirley Boys' agreed capacity is 1200, Avonside Girls' agreed capacity is 1000.
8. Any increase in the capacity of either school would have an adverse effect on state schools where surplus capacity already exists in the network. This could threaten the viability of some schools in the network.

9. As part of the review of the secondary network in 2016, the Ministry engaged KPMG as an independent facilitator, at the request of the secondary schools, to facilitate workshops to identify potential options for how secondary schools' home zones could be optimised to better align supply with demand. KPMG then worked with the secondary schools to identify a preferred option and presented this (Scenario T) and the case for change in October 2017.
10. 'Scenario T' was developed to model schools' preferred options around enrolment zones. As part of this, there was unanimous agreement by the secondary network that a dual-layer enrolment mechanism, whereby single sex school zones overlay ubiquitous co-educational school zones, be implemented within greater Christchurch. Schools also accepted that their build capacity is their rebuild roll number.¹

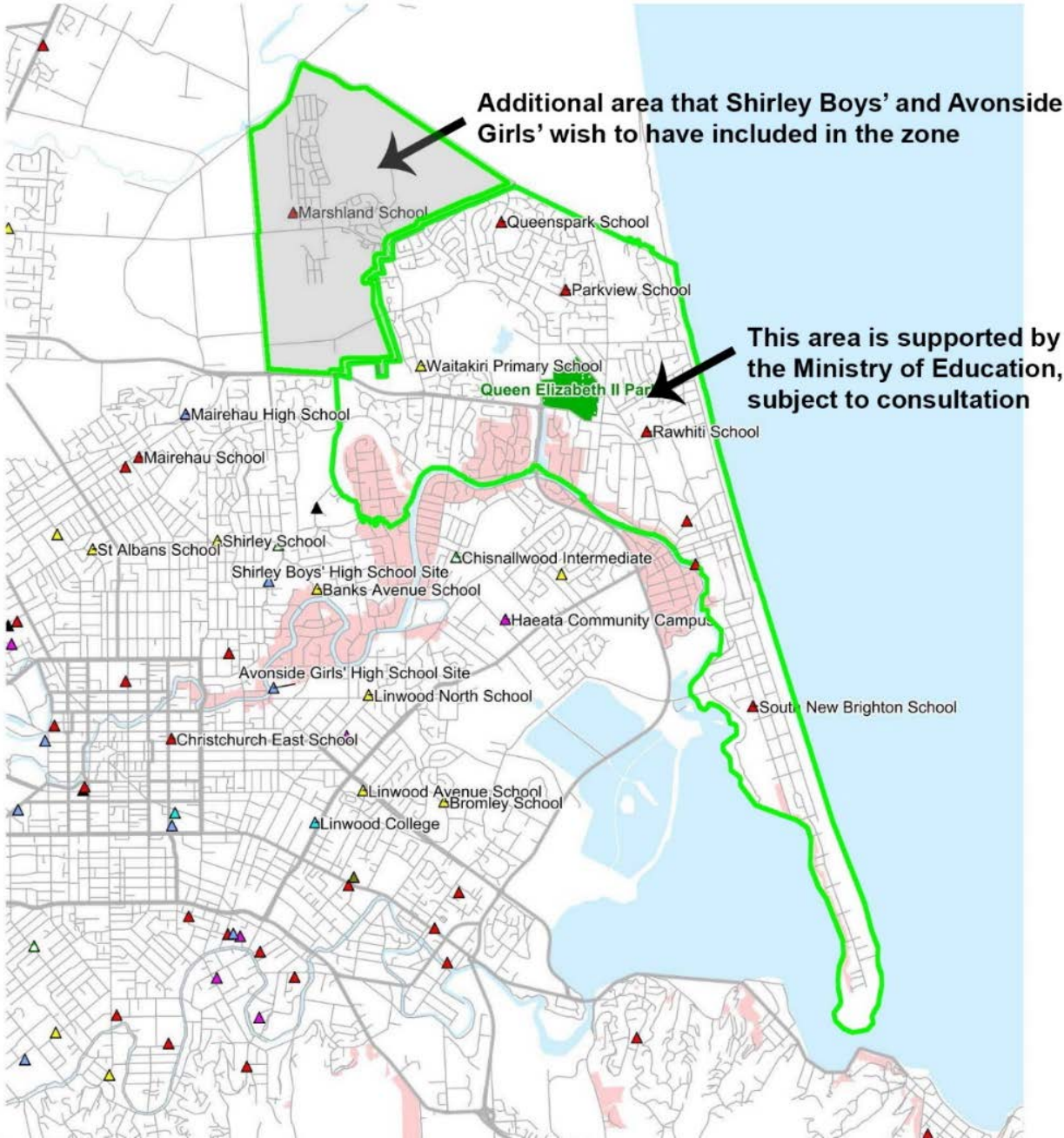
Process

11. Avonside Girls' High School and Shirley Boys' High School are to be co-located on a new site situated on part of the former QEII grounds from the beginning of the second term 2019. A consequence of this move is to have an amended and common boundary enrolment home zone established for the schools.
12. The intent is to develop enrolment schemes that;
 - Match each other to ensure clarity for applicants of both/any genders
 - Provide a suitable level of local demand and ensure that local students can attend the schools on the new site
 - Enable the schools to continue to offer out-of-zone places (including Old Boys and Old Girls) to students outside the zone area – allowing the schools to remain providers of a specific type of education (single sex education) for students in the east of Christchurch
 - Consider implications for wider network including the needs of other local schools
13. The schools began consultation at the end of March 2018 and completed it on April 26, 2018. An independent consultant (Andrew Murray) was engaged by the schools to assist with the consultation process. The Ministry agreed to fund this facilitator.

¹ KPMG report October 2017

14. Proposed Zone Consulted on by the Schools (S1 MoE and Brighton, with the schools wanting to include Marshland)

**Shirley Boys' High School and Avonside Girls' High School Proposed Zone
March 2018**



15. **Schools' Current Proposed Zone following consultation** (S1 MoE and Brighton, with the schools wanting to include Marshland permanently and also the combined current zones for "existing residents for a transitional period of 13 years from 1 January 2019.") This is referred to as Scenario C below.



16. There are four areas that are of interest. These are;
- S1 MoE** - The area comprising the bulk of the catchments of Waitakiri Primary School, Queenspark School, Parkview School, and Rawhiti School. This is the area within which the new site is located.
 - Brighton** - The area of Southshore, including the New Brighton Spit.
 - Marshland** - The area that includes the new Prestons subdivisions.
 - Current Zone area** - The area covered by the current Avonside Girls' / Shirley Boys' enrolment zones.
17. The Ministry analysed seven different combinations of these areas. The majority of these possible zones were discounted due to the high risk of overcrowding for the schools. The Ministry's view is that a zone comprising S1 MoE + Brighton including grandparenting and/or transitional arrangements would address the concerns of families residing within the current zone while balancing the risk of overcrowding in the medium to long term. These options are referred to as Options 1 and 2 below.

Considerations

18. The Ministry's view is that Options 1 or 2 are better alternatives to the Schools' proposal of a zone that includes S1 MoE + Brighton + Marshland as well as transitional and grandparenting arrangements around the combined current zones for a period of 13 years.
19. The benefits and limitation of alternative options to the schools' proposal are outline in the table below.

Option 1		Option 2	
Benefits	Limitations	Benefits	Limitations
Includes siblings of current students in the existing zones Overcrowding is reduced in comparison to Option 2	Less access to single sex education for the east Less access to single sex education for families in current zone without siblings of students currently at Avonside Girls' or Shirley Boys' High Schools Less access for families with traditional links to the school	All families with children currently living in zone have access Includes siblings of current students in the existing zone	Risk of overcrowding is greater than Option 1 Less access to single sex education for the east Less access for families with traditional links to the school

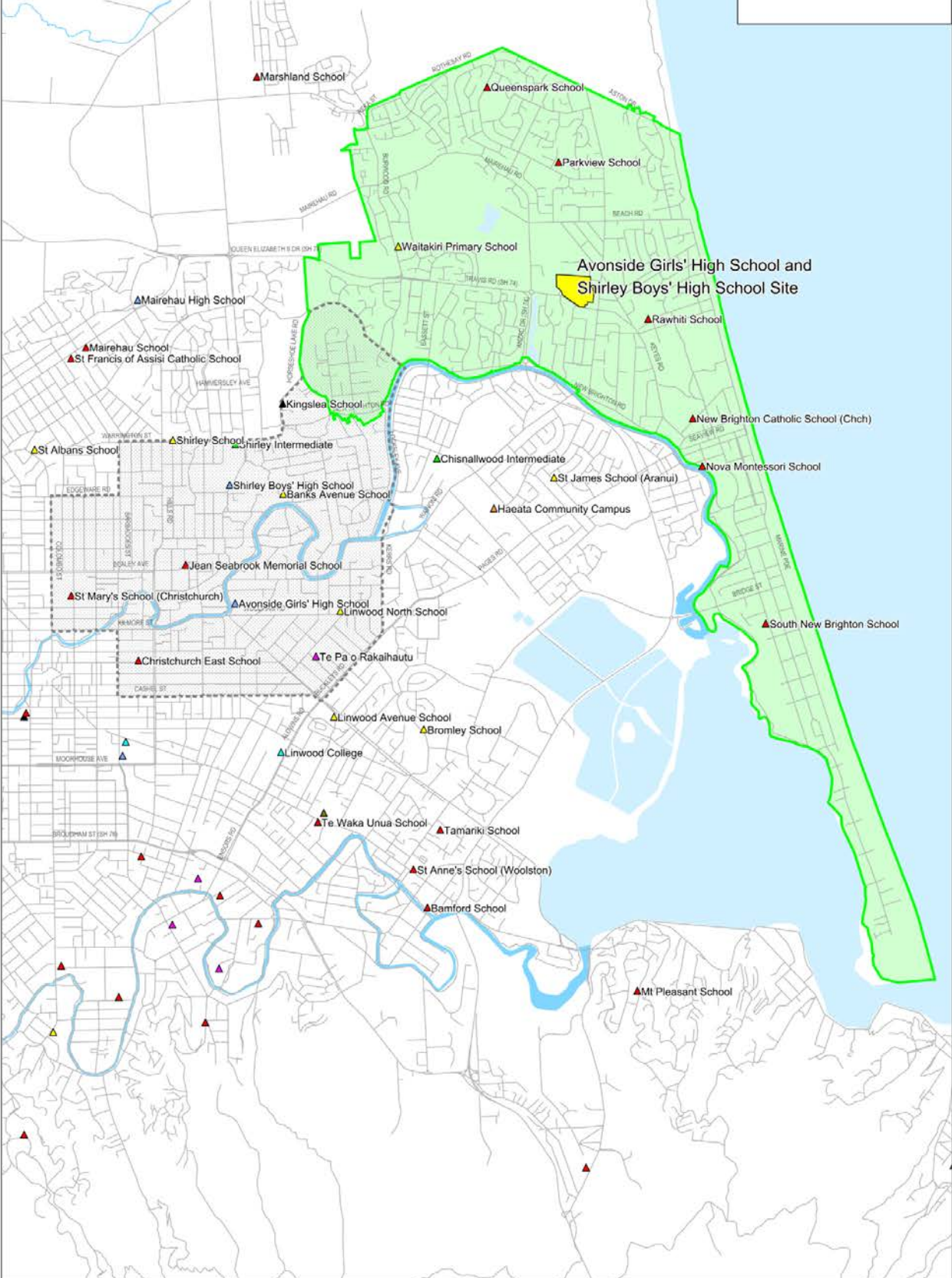
20. Both options include "Grandparenting", which is defined as the enrolment of younger siblings of current students from the current zone area while the family remains at that address. Any change of address annuls the eligibility to the grandparented space. Grandparenting provisions allow siblings of current in-zone students to attend the same school. As Shirley Boys' and Avonside Girls' are separate schools even though they are co-located on the same site, this provision would not apply to the younger sister of a Shirley Boys' student nor the younger brother of an Avonside Girls' student.
21. This provision is based upon the 2006 Education Report to the Minister of Education regarding a reduction of an enrolment scheme home zone to ensure younger siblings of currently enrolled students are not disadvantaged. This is required, even though such siblings have high priority under the statutory criteria, given the likelihood that few, if any, out of zone spaces will be offered.
22. The difference between Option 1 and Option 2 is that Option 2 includes "Transitional arrangements" for existing residents in the current zones without currently enrolled students. This transitional arrangement has not, to our knowledge, been applied before. The consideration of these arrangements is due to the extraordinary circumstances surrounding the creation of the amended zones following the re-location of the schools out of their current zone area into another part of the city.

23. These Transitional arrangements apply to Avonside Girls' High School and Shirley Boys' High School only because of the unique and special situation they are in due to their relocation and colocation and would only apply to male children within the current Shirley Boys' zone, and female children within the current Avonside Girls' zone.
24. The transitional arrangement would enable children residing in the current zones at 1 January 2019 to enrol as in-zone students without having siblings currently at the school. This approach would support current families of young children to access both schools. This arrangement is relevant as families may have moved into the current home zones for Avonside Girls' and Shirley Boys' with the reasonable expectation of enrolling their children at these schools in the future despite no current familial ties to these schools. This arrangement would allow these families access to the relevant school without having to move into the new home zone. This is also relevant as these students may not meet the criteria for the higher priority categories for out-of-zone enrolment at either Shirley Boys' or Avonside Girls' High School.
25. Transitional arrangements would mean;
 - a. Children living at a specific listed address within applicable zone² before 1 January 2019
 - b. To continue to be eligible for enrolment, the child would need to remain at the specific listed address within the applicable zone between 1 January 2019 and start date at applicable school
 - c. Schools will be required to compile and manage a list of addresses meeting the criteria
 - d. As children enrol or move away from the listed address, the address will be excluded from the home zone
26. In option 1, the green area represents a new home zone comprising of the "S1 MOE" area and the "Brighton" area, with the grey area representing Grandparenting provisions for siblings of in-zone students in the current zone.
27. In option 2, the green area represents a new home zone comprising of the "S1 MOE" area and the "Brighton" area, with the grey area representing Grandparenting provisions for siblings of in-zone students in the current zone and the transitional arrangements for children residing in the current enrolment zones of each school.
28. The maps below show the new home zones and areas where either grandparenting or grandparenting and transitional arrangements will apply for each school if either Option 1 or Option 2 is applied.

² Shirley Boys' zone if the child is male, Avonside Girls' zone if child is female

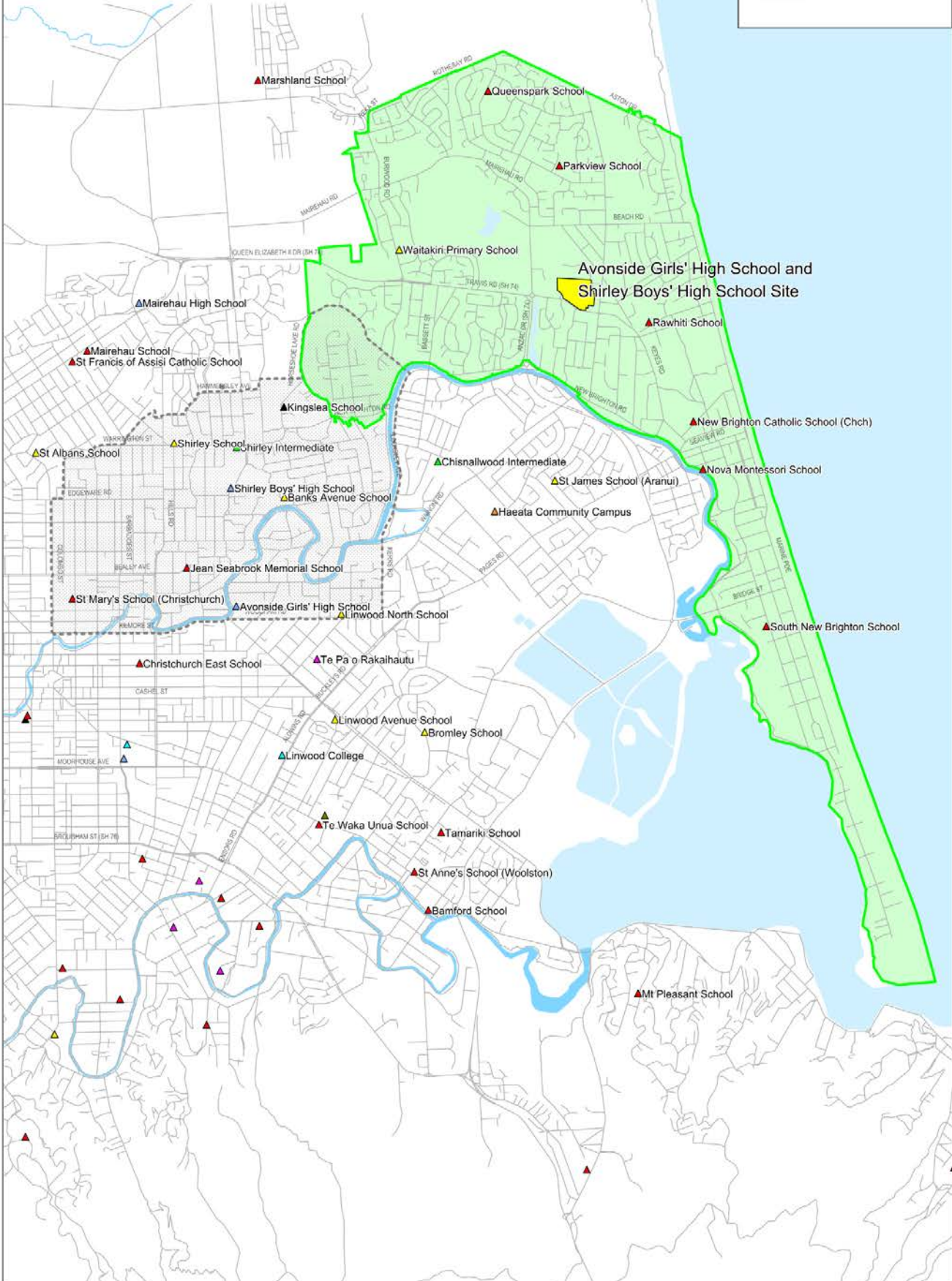
Avonside Girls' High School Enrolment Scheme Home Zone

Enrolment Scheme Home Zone
 Transitional area (Old Zone)



Shirley Boys' High School Enrolment Scheme Home Zone

Enrolment Scheme Home Zone
 Transitional area (Old Zone)



Risks

29. Based on data, we can estimate and project enrolments from 2019 onward. However, we cannot be definite because the roll will be influenced by:

- the number of In-zone Year 9 students in 2019 that will enrol at Shirley Boys' and Avonside Girls';
- the number of students enrolling under the transitional arrangements;
- the number of Year 10-13 students who become 'in-zone' in 2019 and choose to change school in favour of Shirley Boys' and Avonside Girls'; and
- the number of current students retained at the new site from 2019 onward

30. The following table provides estimated rolls for 2019 for each school. This assumes an 80% Market Share of Year 9 students within the new zone area, the same proportion of students from the current zone area continue to enrol (under transitional arrangements), and 20% of students who become in-zone choose to change schools in favour of Avonside Girls' / Shirley Boys'. These are low estimates, and do not demonstrate the risk that rolls could be higher than projected. Projections for Scenario C is also likely to underestimate the rate of growth at Marshland, which has grown faster than projected in recent years.

Projected 2019 Rolls under each scenario, including impact of Year 10-13 transfers, and Grandparenting and Transitional arrangements.³

		80% Y9 MS	
		AGHS	SBHS
Option 1	S1 MoE + Brighton + grandparenting	920	1180
Option 2	S1 MoE + Brighton + transitional	960	1200
Scenario C	S1 MoE + Brighton + Marshland + transitional	1000	1260

Projected 2019 roll within 50 spaces of available Capacity

Projected 2019 roll exceeds Capacity available

31. **Overcrowding** - As the Build Capacity is greater at Shirley Boys' than at Avonside Girls', the risks of overcrowding and an inability to provide out-of-zone places are greatest at Avonside Girls' over the medium term.

32. However, the enrolment of large numbers of out-of-zone students in recent years at both schools have put them at a high risk of overcrowding in the first years of operation from the new site. Recent enrolment behaviours have resulted in the schools carrying large numbers of out-of-zone enrolments. The consequence of high out-of-zone enrolments is going to be evident in the roll for the next four years.

	Current Roll	Roll that is Out-of-Zone
Shirley Boys'	1261	82% (1039 students)
Avonside Girls'	937	74% (696 students)

33. The Boards' proposal and the alternative options all increase the size of (and local demand from within) the enrolment scheme home zone. Any increase in the size of the zone will result in the potential for students in the new area to transfer to Shirley Boys' and Avonside Girls'

³ These numbers have been rounded to the nearest 10 students. The Market Share could also be higher than 80%.

from the secondary school they are currently attending. Without accounting for any new enrolments at Year 9 or across higher year levels, it is likely that Avonside Girls' will have 736 continuing students in 2019 and Shirley Boys' will have 987.

34. While the Ministry anticipates a significant increase in the market share of both schools, the schools strongly assert, from their knowledge of the community, that the market share will remain low. Whilst the following table shows a high risk under some scenarios, the Ministry has taken into consideration the schools' views and considers both Option 1 and 2 as viable options.

Risk of overcrowding under Zone Options in the short term (2019)⁴

		Avonside Girls' High School	Shirley Boys' High School
Scenarios:			
Option 1	S1 MOE + Brighton + Grandparenting	High	High
Option 2	S1 MOE + Brighton + Grandparenting + Transitional Arrangements	High	High
Scenario C	S1 MOE + Brighton + Marshland + Grandparenting + Transitional Arrangements	High	Very High

35. The risk of overcrowding in the short term is driven by the large numbers of out-of-zone students currently enrolled at the schools. It will take several years for these students to move on from secondary education.

Risk of overcrowding under Zone Options in the medium term (2025)⁵

		Avonside Girls' High School	Shirley Boys' High School
Scenarios:			
Option 1	S1 MOE + Brighton + Grandparenting	Low	Low
Option 2	S1 MOE + Brighton	High	Low

⁴ Note that the rate of growth in Marshland has exceeded projections in recent years, and projections including Marshland may underestimate future demand levels. The data relating to a projected Year 9 Market Share of 80% is used for the above short term risk analysis.

Low: Capacity is >250 places more than estimated roll
 Moderate: Capacity is 100-250 places more than estimated roll
 High: Capacity is 0-100 places more than estimated roll
 Very High: Capacity less than estimated roll

⁵ Note that the rate of growth in Marshland has exceeded projections in recent years, and projections including Marshland may underestimate future demand levels.

Low: Capacity is >250 places more than estimated roll
 Moderate: Capacity is 100-250 places more than estimated roll
 High: Capacity is 0-100 places more than estimated roll
 Very High: Capacity less than estimated roll

	+ Grandparenting + Transitional Arrangements		
Scenario C	S1 MOE + Brighton + Marshland + Grandparenting + Transitional Arrangements	Very High	Moderate

36. There is a high risk that inclusion of Transitional Arrangements with Scenario C that would result in overcrowding at Avonside Girls' High School. Given recent rapid rates of growth and the potential for the projections to underestimate future growth in this area, any Scenarios including Marshland (Scenario C) carry a high risk of overcrowding at Avonside Girls' High School.
37. By supporting a transitional arrangement, it is unlikely there would be capacity for any out-of-zone enrolments. Affected groups would be those who would be expecting to enrol as out-of-zone students as both schools have traditionally had high numbers of out-of-zones enrolments. However, under the inclusion of transitional arrangements, this would no longer be possible.
38. Other affected groups are local schools who wrote feedback on the original proposal but would not be expecting current zones to be included as this was not part of the original proposal. Students residing in Mairehau, Aranui, Linwood, or the Bays (Sumner area) will also be expecting, based on past enrolment practices, to retain the opportunity to access single sex education but may no longer be able to gain enrolment through the ballot, due to high in-zone numbers resulting in no space for out-of-zone students. There may be no spaces available even for siblings of current and former students, or children of Old Boys and Girls.
39. Both Options 1 and 2 have been redrawn because of the schools' proposal to include an extended transition arrangement for their current zone. These transitional arrangements support existing families within the current zone to enrol in the amended zone for a period of time. This was a strong theme throughout the consultation.
40. An early review date of the enrolment scheme home zones is likely. The schools have requested three years before a review but, due to the interest in the schools and the risk of overcrowding, an annual review is likely to be needed initially.