

## **Education Report: Consideration of Closure of Shirley Intermediate School (3503)**

---

### **Executive Summary**

---

1. This report seeks your decision on the proposed closure of Shirley Intermediate School under section 154 of the Education Act 1989.
2. On 13 September 2012, you announced the proposed closure of Shirley Intermediate School, effective from the beginning of 2017, as part of a number of proposed changes to education provision in greater Christchurch. On 28 September 2012 you initiated formal consultation on the proposal to close Shirley Intermediate School.
3. The roll of Shirley Intermediate School was 227 as at July 2012. The proposal to close Shirley Intermediate School was based on the overall situation in the Shirley Learning Community Cluster of schools where all schools are operating below roll capacity. The buildings at Shirley Intermediate School require approximately \$4.5 million to remediate and strengthen. The area around the school is unlikely to grow given the impact of the earthquakes, which means it is difficult to justify the cost of repair to a school that is not essential to the local schooling network.
4. The original proposal was accompanied by a proposal to recapitate Banks Avenue School. The site at Banks Avenue School is not viable long term and the school needs to be relocated. Recapitation to Year 8 at Banks Avenue School will be considered after the school has been moved to a new site.
5. The Board of Trustees of Shirley Intermediate School, with the assistance of a facilitator, has undertaken consultation with its community about the proposal. The Board disagrees with the proposed closure of Shirley Intermediate School and proposes that the school remains open and becomes a 'New and Improved Shirley Intermediate School' by expanding and improving its programmes and facilities. The school engaged parents, whānau, staff and learners through written submissions, fono, hui, and written survey responses during October and November 2012. These responses indicate that the school is an integral part of the community and provides an encouraging environment for its learners.
6. The Ministry believes that the educational and pastoral requirements of Year 7 - 8 learners can be met in a variety of school environments and structures within the cluster. When the cost per learner to repair the school is taken into account, it is the Ministry's view that it does not make economic sense to retain Shirley Intermediate School and repair it.
7. The Ministry recommends that Shirley Intermediate School should close, and that you initiate consultation on the proposed recapitation of Shirley Primary School.

8. The Ministry also recommends that the preferred date of closure should be 27 January 2015 rather than the end of 2016 as originally proposed. As this proposal involves an intermediate school, with learners then being enrolled in a recapitated primary school, the proposal is to enrol Year 8 learners only at Shirley Intermediate School in 2014.
9. The reason for the proposed earlier closing date is to prevent slow roll decline and the possibility that many of the staff will choose to move to other schools over this period.
10. If, following consultation with the Board of Shirley Primary School, you decide that Shirley Primary School will be recapitated, the Ministry recommends that this recapitation would take place over two years, with the school enrolling Year 7 learners from the beginning of 2014 and Year 7 and 8 learners from the beginning of 2015.
11. Once your decision is known, the Ministry will develop appropriate letters for your signature. If you agree with the Ministry's recommendation, these letters will give the Board of Shirley Intermediate details on the 28 day consultation process and initiate consultation on the proposed recapitation of Shirley Primary School.

## Recommended Actions

---

We recommend that you:

a. **note** the information provided about the responses to the consultation by the Board of Trustees of Shirley Intermediate School with its school community about the proposed closure of Shirley Intermediate School;

b. **note** that the Board of Trustees of Shirley Intermediate School does not agree with the proposal to close the school;

c. **agree** that Shirley Intermediate School should close under section 154 of the Education Act 1989;

AGREE / DISAGREE

d. **agree** that if Shirley Intermediate School closes, the closure would take effect on 27 January 2015;

AGREE / DISAGREE

e. **note** that once your decision is known the Ministry will develop appropriate letters for your signature. This will include letters to the Boards of Shirley Intermediate School, Shirley Primary School, and local Members of Parliament and sector organisations; and

f. **agree** that a copy of this report be released to the Board of Trustees of Shirley Intermediate School.

AGREE / DISAGREE



Katrina Casey  
Deputy Secretary  
Regional Operations

Encls



Hon Hekia Parata  
Minister of Education

23/1/13



## Education Report: Consideration of Closure of Shirley Intermediate School (3503)

---

### Purpose

---

1. This paper seeks your decision on the proposed closure of Shirley Intermediate School under section 154 of the Education Act 1989 (the Act).

### Background

---

2. Shirley Intermediate School is a decile 4, Year 7-8 intermediate school in the Shirley Cluster, in the Christchurch Central electorate. A map of the area is attached as Appendix One. The July 2012 roll of the school was 227 which included 55 Māori, 16 Pasifika, 129 New Zealand European and 27 learners of other ethnicities.
3. On 13 September 2012 you announced a number of proposals for changes to education provision in greater Christchurch. This announcement included the proposal to close Shirley Intermediate School and to recapitate Shirley Primary School to become a Year 1-8 full primary school. The recapitation of Banks Avenue School will be considered when the school has been relocated.
4. On 28 September 2012 you wrote to the Board of Trustees of Shirley Intermediate School and initiated consultation on the possible closure of Shirley Intermediate School. That consultation period ended on 7 December 2012.
5. Shirley Intermediate School was originally proposed to be closed at the end of 2016. The Ministry recommends that the proposed date of closure is now brought forward to 27 January 2015. This will assist in ensuring the roll does not decline significantly prior to closure, and will enable the community to move forward with new schooling options. As this proposal involves an intermediate school, the proposal is to enrol Year 8 learners only in 2014.

### Reasons for Considering Closure

---

6. The Shirley Learning Community Cluster is made up of three primary schools and Shirley Intermediate School. At the time of making your announcements on proposed changes to the Christchurch schooling network, the Shirley cluster also included Hammersley Park School, which will close voluntarily on 27 January 2013.
7. Shirley Intermediate School is one of the better utilised schools in the cluster, at 67%, however its roll has been declining since the mid 1990s. Ten years ago, the school had 357 learners enrolled. This situation is not expected to improve given the widespread earthquake damage to surrounding residential property and the school's proximity to the red zone.
8. Condition assessment data suggests the school, which has suffered significant earthquake damage, is also in poor physical repair with an estimate of \$4.5 million to remediate and strengthen buildings.



9. Given the risk that the roll will continue to fall, and the significant over supply of primary schooling capacity that already exists in the Shirley cluster, it is difficult to justify the high level of investment that will be required to keep the school operational.

### Learning Community Cluster Proposal

10. The proposal for the Shirley Learning Community Cluster is as follows:

School	Current Type	Proposal
Shirley Intermediate School	Yr 7-8	Close school
Banks Avenue School	Yr 1-6	Continue, relocate to new site and recapitate
Richmond School	Yr 1-6	Close school
Shirley School	Yr 1-6	Continue and recapitate
Hammersley Park School	Yr 1-6	Close school (voluntary closure)

11. The Rationale for Change document for Shirley Intermediate School is attached as Appendix Two.

### Consultation under Sections 154 and 157 of the Education Act 1989

12. Before making a decision about closing a school, the Minister must consult with the Board of the school concerned and with the Boards of state schools whose rolls may be affected. Sections 154 and 157 of the Act require this consultation.

#### **Consultation with the Board of Shirley Intermediate School**

13. You called a meeting at the Lincoln Event Centre on 13 September 2012 of all schools affected by the proposals around closure and mergers. The Ministry also delivered letters initiating consultation for you on 28 September 2012 and you attended a meeting with the school to discuss the proposal on 30 October 2012.
14. The Ministry also held three information workshops on the consultation process for Board Chairs and the facilitator that the school engaged to undertake the consultation. It was made clear to the Board at these meetings that no decision about closure had been predetermined. Regular contact has been maintained with a representative of the Board and the Principal.
15. The final date for submissions on the proposal to close Shirley Intermediate School was 7 December 2012. On 14 December 2012, you were provided with the complete submission from the Board of Trustees of Shirley Intermediate School.
16. In addition to the formal submission by the Board, you also received two letters from members of the public about the proposals involving the Shirley cluster as a whole, and one letter specifically about Shirley Intermediate School.

17. The feedback from the Board of Shirley Intermediate School is summarised as follows:
- a. Shirley Intermediate School should remain open. The Board proposes that the school continues to operate on its current site, with a long term plan to potentially relocate to a site 2 kilometres north of its current site.
  - b. The Board proposes it further develops the programmes already in place and create a 'New and Improved Shirley Intermediate School'.
  - c. One of the features of Shirley Intermediate School is its Māori Immersion - Te Tāhu Rua Reo programme. It is the only mainstream bilingual immersion programme for intermediate aged learners in Christchurch. The Board views Māori Medium Education (MME) as an important means of addressing achievement disparity and strengthen Māori identity by providing opportunities for Māori learners.
  - d. As part of its vision for a 'New and Improved Shirley Intermediate School', the Board intends to expand this MME programme, introduce a Pasifika Language Nest, and develop its English for Speakers of Other Languages (ESOL) programme.
  - e. The Board acknowledges that its technology facilities are in need of improvement and intends on ensuring there is a strong focus on technology and e-learning as part of its future curriculum delivery.
  - f. Shirley Intermediate School is part of the Avon/Otakaro Future Learning Cluster formed in November 2011 to share ideas about reshaping education provision in Christchurch. Schools in the Avon/Otakaro cluster include schools in the Shirley cluster.
  - g. The Board is open to working more closely with Boards of other schools in the Avon/Otakaro cluster to explore possible flexible governance options. Options considered include:
    - extending to include Years 6 to 10
    - creating enrolment clusters
    - relocation
    - creating satellites
    - sharing facilities
    - shared governance and staffing options.
  - h. The Board proposes that any decision on the closure of the school be deferred for a year to give the Board an opportunity to discuss its plans for a 'New and Improved Shirley Intermediate School' with the wider community. Another alternative is to defer any decision, pending consultation with the wider Avon/Otakaro cluster.
  - i. The Board's submission has indicated that there is strong community support for the school to remain open. Parents, staff and learners at the school commented on the success and importance of the bilingual unit, the educational environment and the way all learners' needs are considered.



- j. The importance of middle school education was also highlighted by the Board. A key benefit is that middle schooling is suited to meeting the needs of emerging adolescents as it is usually in the context of a small school environment. The Board acknowledges that there is no clear evidence to support or refute the claims of benefits of smaller school sizes, however it does support the argument that offering smaller intermediate schooling options is beneficial to learners. In its submission the Board referenced a range of information which discussed the benefits of smaller schools sizes<sup>1</sup>.
- k. In its submission the Board also referenced a range of information about indigenous learners. This includes research by the United Nations, UNICEF, the Canterbury District Health Board and Te Puni Kōkiri.
- l. Other research the Board referenced included Education Renewal Proposals for Christchurch – Report from the Canterbury Branch of the New Zealand Association of Intermediate and Middle Schools (2012) by D Bycroft, and The Status Quo is Not an Option: Community Impacts of School Closure in South Taranaki, New Zealand (2009) by R.A. Kearns, N. Lewis, T. McCreanor and K. Witten.

#### **Consultation with the Boards of schools whose rolls might be affected**

- 18. On your behalf, the Ministry undertook consultation with the Boards of Christchurch East School, Richmond School, Shirley School, Shirley Boys' High School and St Albans School. Some Boards chose not to respond but the Ministry did receive feedback from those schools detailed below.
- 19. The Board of Christchurch East School commented that the proposed closure would only result in a minor impact for its school and would welcome any enrolments as a result of it.
- 20. The Board of Shirley School commented that it was not supportive of the proposal to close Shirley Intermediate School, but if the proposal went ahead it would work to the best of its ability to ensure the recapitation of Shirley School is successful.
- 21. The Board of Mairehau High School proposed a range of alternative options it wished to be considered for the Mairehau and Shirley clusters. These included a vision for a North East Community College campus from early childhood to Year 13 or a Year 7 – 13 College with technology, e-learning and specialist resource provision for primary learners and schools in the north east of the city. The Board is also interested in further investigating immersion provision.

<sup>1</sup> Clowes, G.A. (2003). *Many Benefits to Smaller Schools*. Intellectual Ammunition. The Heartland Institute; Cotton, K. (1996). *Affective and Social Benefits of Small-Scale Schooling*. ERIC Digest; Erich, R. *The Impact of School Size*. Accessed at <http://pixel.cs.vt.edu/edu/size.html>; Grootman, E. (2009). *Small Schools: Why They Matter*. Accessed at <http://prorev.com/schoolsmall.htm>; Mitchell, S. (2000). *Better Schools Come on Smaller Campuses*. Accessed at <http://groups.yahoo.com/group/smallschools/messages/442?threaded=1&m=e&var=1&tid=1>; Rutter, R.A. (1988). *Effects of School as a Community*. National Center of Effective Secondary Schools; Madison WI.



## Ministry Comment

---

### Deferring a decision

22. The Board has asked that any decision about the future of the school is deferred until additional consultation about its vision for the school is undertaken. The Ministry considers that a deferral in addressing the issues of people movement and infrastructure damage affecting schools is likely to create further uncertainty and this is not in the best interests of learners and the community. Should the decision be to defer, and updated information is provided following consultation with the wider community and the Avon / Otakaro cluster, it is not expected that this would change the Ministry's recommendation.

### Roll and possible relocation

23. As at October 2012, the roll of Shirley Intermediate School was 222 learners. While the school has a strong utilisation rate, it is in a Learning Community Cluster with excess capacity and little prospect for roll growth due to the impact of the earthquake on that area. Relocation is not a viable alternative for Shirley Intermediate School as it would not address the issues of roll decline across the cluster.
24. While it is possible for the school to continue operating on this site, there are costs of \$4.5 million to remediate the buildings. When the cost per learner to repair the school is taken into account it is the Ministry's view that it does not make economic sense to retain and repair the school.

### Small schools

25. The Shirley Intermediate Board referenced in its submission a range of information that discussed the benefits learners can receive from being in a small school environment. The benefits that are outlined in this information do not negate that many larger schools can achieve the same outcomes for their learners. It is the Ministry's expectation that all schools deliver tailored curriculum programmes to address the needs of learners.

### Māori immersion provision

26. The Board's submission focused on the success and importance of its Māori Immersion - Te Tāhu Rua Reo programme. It states this is the only programme of its type currently operating in the Christchurch region. The programme can provide a foundation for the Māori Immersion - Te Tāhu Rua Reo programme that could be implemented by other schools in the cluster. The range of programmes delivered by any one school or within a schooling cluster will always change over time. It is not expected that every programme delivered by a school will continue after a change to the schooling network.

## **Quality provision**

27. The Ministry is aware that the range of programmes delivered at any one school or within a schooling cluster will change over time. It is the Ministry's expectation that all schools will provide high quality curriculum delivery and a variety of individualised programmes that address the learning needs of the community. This is therefore not a sufficient reason to support an alternative to the original proposal.
28. While the Ministry acknowledges the important role that Shirley Intermediate School sees itself as having in providing for the educational and pastoral requirements of Year 7-8 learners, it believes that these needs can be met in a variety of school environments and structures. Should the final decision be to close the school, the Ministry would work with the Learning Community Cluster to ensure that the individualised learning and pastoral needs of the school's learners are met at their receiving school.
29. The concern regarding the loss of intermediate school options in Christchurch is focused on the specialised education programmes that intermediate schools provide, in particular the provision of technology programmes. Mairehau High School has presented a range of alternatives, including a vision to expand its technology and e-learning provision which will ensure that learners in this cluster receive this specialised education.

## **Community**

30. The Board's submission emphasised the role that the school plays as part of its community, this includes the role it plays for its Māori and Pasifika learners. While this is acknowledged, the Ministry expects that all schools will meet the individual needs and aspirations of their learners and of their community, and therefore this is not a sufficient reason to support the school remaining open. The Ministry is aware of the effects of change upon learners and for this reason, it proposes that if the final decision is to close the school, that this is implemented over two years so that learners who have begun their Year 7-8 education at the school are able to complete it without having to make further transitions.

## **Role of the Avon / Otakaro cluster**

31. The Ministry recognises the important role the Avon/Otakaro Future Learning Cluster plays in the development of education provision in the Shirley area, and other surrounding clusters. This forum provides an opportunity for wider community discussion about the future of education provision in these clusters, such as the alternative proposals put forward by the Board of Mairehau High School.

## **Timing**

32. Your original proposal was for Shirley Intermediate School to close at the end of 2016. The Ministry recommends that, if you agree to closure, you change your preferred date to 27 January 2015. The reason for this earlier closing date is to prevent slow roll decline and the possibility that many of the staff will choose to move to other schools over this period.



## Alternative Schooling Options and Quality of Education Provision

---

33. The Education Review Office (ERO) last reviewed Shirley Intermediate School in July 2012. In its report, ERO reported that:

*The school's curriculum has been substantially improved to nearly cover all aspects of the New Zealand Curriculum. The school's values and beliefs are well defined in the curriculum document and displayed in the classrooms. Senior students told ERO about the importance of the school values and how they help to support their learning and relationships with each other.*

*Teachers now have suitable expectations and guidelines for learning and teaching, particularly in literacy and mathematics. The assessment programme includes an appropriate range of assessment practices for teachers to use to monitor and report students' progress and achievement against the National Standards in reading, writing and mathematics.*

34. If Shirley Intermediate School were to be closed, it is proposed that education provision would be available at the recapitated Shirley School. In the future, Banks Avenue School may also be recapitated; however this school is proposed for relocation and no decision on recapitation should be progressed until its location is known. A summary of education provision at these two schools is attached as Appendix Four. These summaries show that learners from Shirley Intermediate School can be expected to receive high quality service provision at their receiving school.

## Priority Learners

---

35. Shirley Intermediate School had a July 2012 roll of 227, of whom 24.2% were Māori and 7.0% were Pasifika. The school provides Māori medium education at levels one through four.

36. In its most recent report for the school, ERO noted the following:

*In 2009, ERO noted that teachers in mainstream classes needed to build their confidence in and expertise in using te reo Māori and integrating bicultural aspects into their planning. There was little bilingual signage around the school to indicate that nearly a quarter of the students were Māori.*

### **Areas of progress**

*Some progress has been made. Teachers prepare units of work based on Māori topics. Students visit local marae and those further afield. Teachers are more aware of issues relating to Māori achievement. The school action plan on Māori student achievement provides useful direction for school development. The principal and some other staff are committed to making further progress.*

*The school has the resources to develop teachers' confidence in te reo Māori and tikanga Māori.*



### **Area for further improvement**

*In view of the high proportion of Māori students at the school, the principal now needs to focus on guiding staff in acknowledging Māori culture in their classrooms and using te reo Māori as a more regular part of their classroom practice. This development should be more closely monitored.*

### **Ongoing Resourcing Scheme (ORS)**

37. As at 1 July 2012, Shirley Intermediate School had no learners accessing Ongoing Resourcing Scheme (ORS) funding.

### **Staffing**

---

38. Shirley Intermediate School was resourced for 11.6 Full Time Teacher Equivalent (FTTE) for the 2012 school year.

### **Financial Implications**

---

39. If Shirley Intermediate School closes it would generate Education Development Initiative (EDI) funding and Joint Schools Initiative Funding (JSIF), in line with the EDI policy.
40. These EDI funds are used for plans that support student achievement, psychosocial needs, transition and change management within and across schools and Learning Community Clusters. This funding is only generated if the closure is implemented.
41. If your decision is that Shirley Intermediate School should close, or you decide to proceed with further options for consultation on the future of the school, estimates of the savings to the Crown in operational funding will be prepared for your information.

### **Property Implications**

---

#### **Background Rationale**

42. The buildings on the Shirley Intermediate School site have suffered some degree of earthquake damage. This covers a wide spectrum from minor cracking to ceiling and wall finishes, to cracks in foundations. Some buildings will require earthquake strengthening. No weather tightness issues were identified during the national survey and subsequent inspections.
43. Surrounding land is predominately CERA technical category 3 (TC3). Overall "moderate" land damage has been calculated, but the site can be given a dual rating of "moderate" to "high". In the northern portion of the site, land performance aligns with that of a TC2 foundation type. On the southern sports fields, it is deemed to possess TC3 qualities and poses a high risk of liquefaction, inundation and lateral spread hazard. Assessments suggest geotechnical considerations are likely to be a factor when undertaking development at this site. Significant foundation engineering is likely to be required.

44. Shirley Intermediate School shares a boundary with Shirley Boys' High School. The site, while adjacent to Shirley Boys' High School, has a different substructure and would continue to be a possible site for continued education provision.
45. The Indicative Ten Year Property Cost to repair Shirley Intermediate School is \$4.5 million.

### Proposal Analysis

46. Although the site at Shirley Intermediate is suitable for continued education provision, as the adjacent land is TC2 and TC3, significant foundation engineering is likely to be required if development is undertaken.

### Property Entitlement

47. The Ministry uses a number of data sources to provide an estimated cost per learner for the original Minister's proposal and any alternative proposals put forward by the school.
48. These sources are:
- The latest indicative property cost information.
  - Current roll information (October 2012).
  - Network analysis of the estimated additional required teaching spaces required.

### Minister's Proposal A - Revised indicative property costs including the impacts of the recapitulation of Shirley School

Proposal	Cost	Details
Closure of Shirley Intermediate School	\$0.0 million	Closure of school; no repairs or remediation required, normal disposal costs could be applicable.
Additional teaching space allowance at Shirley School	\$1.38 million	6 additional teaching spaces required based on network analysis.
Additional teaching space allowance at Mairehau School	\$0.69 million	3 additional teaching spaces required based on network analysis.
<b>Total</b>	<b>\$2.07 million</b>	Remaining learners are potentially accommodated into Banks Avenue School, Christchurch East School, Heaton Intermediate School and Linwood North School which currently have capacity.
Re-distributed roll from Shirley Intermediate - 222		10 October 2012 roll of Shirley Intermediate to be distributed across nearby schools.
<b>Cost per learner</b>	<b>\$9,324</b>	

\*Cost per learner is the cost of each proposal or alternative proposal divided by the number of affected learners.

## Alternative Proposal 1 - Shirley Intermediate School to remain open

Proposal	Cost	Details
Repairs to Shirley Intermediate	\$4.54 million	
Other costs	\$0.00 million	Nil
<b>Total</b>	<b>\$4.54 million</b>	
Current roll at Shirley Intermediate School - 222		10 October 2012 roll of Shirley Intermediate School.
<b>Cost per learner</b>	<b>\$20,450</b>	

### Risks

---

49. If Shirley Intermediate School closes, the key risk is that the community will feel that its response has not been properly considered, and that you, or the Ministry, have followed a predetermined closure agenda.
50. To mitigate this risk, we recommend that you release this report to the Board of Shirley Intermediate School.

### Conclusion

---

51. The Ministry's recommendation is that Shirley Intermediate School should close, that the proposed closure date should be brought forward to 27 January 2015, and that Shirley Primary School be recapitated. The reasons for these recommendations are as follows:
  - a. Deferral in addressing the issues of people movement and infrastructure damage affecting schools is likely to create uncertainty for learners and the community. If it is deferred so that additional consultation about the Board's new vision for the school is undertaken, it is not expected that any updated information will change the Ministry's recommendation.
  - b. The Indicative Ten Year Property Cost to remediate the school is \$4.5 million. When the cost per learner to repair the school is taken into account, it is the Ministry's view that it does not make economic sense to repair the school.
  - c. The Ministry acknowledges the important role that Shirley Intermediate School sees itself as having in providing for the educational and pastoral requirements of Year 7-8 learners, however the Ministry believes that these needs can also be met in a variety of school environments and structures.
  - d. The Board's submission focused on the success and importance of its Māori Immersion - Te Tāhu Rua Reo programme. The range of programmes delivered at any one school or within a schooling cluster will always change over time. The programme run by Shirley Intermediate School can provide a foundation for this provision to be continued at another school in the cluster. Therefore this is not a sufficient reason to support an alternative from the original proposal.



- e. Moving forward the proposed closure date from the end of 2016, to 27 January 2015, will avoid roll decline prior to closure, and will enable the Shirley cluster of schools to move forward with changes to its schools.

## Next Steps

---

- 52. If, after considering the information in this report, you decide that Shirley Intermediate School should close, the Ministry will develop a letter to the Board of Trustees inviting it to provide to you, within 28 days of the date of the letter any further reasons why the school should remain open. Should you agree with the recommendation, the Ministry will also develop a letter to the Board of Trustees of Shirley Primary School initiating formal consultation on the proposed recapitation of that school.
- 53. If you disagree with the Ministry's recommendation, the Ministry will develop appropriate letters for your signature.
- 54. Once your decision has been made, the Ministry recommends that a copy of this report be released to the Shirley Intermediate School Board of Trustees.

Map of the Shirley Cluster



Rationale for Change Document



## Appendix Three

### Property Implication Notes

1. Cost per learner is the cost of each proposal or alternative proposal divided by the number of affected learners.
2. Increases to non teaching spaces will be assessed at each site, but no allowance has been made in any of the above figures.
3. Indicative Ten Year Property Costs information - The figures may vary from amounts previously presented and may be subject to change as further infrastructure related costing information is obtained through detailed engineering evaluations.
4. For condition assessment – a physical site inspection was undertaken of every building to evaluate the anticipated maintenance requirements at each school for the next 10 years.
5. For assessing earthquake damage – the recording and quantifying of earthquake damage and indicative repair costs from all events was undertaken. These reports were reviewed by professional loss adjustors and are being used to support the Ministry's insurance claim.
6. For assessing structural strengthening – Information gathered via a national desktop study and during site visits by project managers and engineers has informed indicative assessments around strengthening which have been, or are being confirmed through the detailed engineering evaluation (DEE) process. All follow up site specific invasive investigations are being carried out by qualified engineers who interpret the findings and recommend further testing as appropriate.
7. For assessing weather tightness – cost estimates were developed as part of a national survey of all school buildings. Further detailed assessments were carried out on buildings identified through this exercise.
8. These indicative cost estimates are based upon information, data and research carried out by external parties. They are dependent on the information and assumptions included. While these results may vary as further information and/or assumptions are modified, these preliminary estimates will continue to provide the initial basis for costs of these projects.

### Education Provision at Alternative Schools

#### Banks Avenue School

The Education Review Office (ERO) last reviewed Banks Avenue School in August 2008. ERO found that the quality of teaching was generally high, particularly in numeracy, but also in some aspects of literacy.

During its review, ERO observed many effective teaching and learning practices. Curriculum leaders provide useful support for teachers in promoting a learning culture at the school.

*Students receive generally high quality teaching particularly in numeracy, and in aspects of literacy. Since 2006, there has been extensive school-wide development, including two Ministry of Education contracts - Talent Development Initiative and Extending High Standards Across Schools (EHSAS). This professional development has supported teachers in providing well-planned programmes that meet the interests and abilities of most students. These programmes, including the inquiry approach to learning, provide many opportunities for students to experience success. The next step for the senior managers and teachers is to develop a curriculum self-review process that will show where the programmes continue to meet student needs, interests and abilities, and where the board may need to provide more resourcing.*

The review noted that governance practices were generally sound but some further development was required.

The school is on a regular ERO review cycle.

#### Shirley School

ERO last reviewed Shirley School in October 2009. ERO reported that the Principal and teachers actively encourage participation by parents in the school's programmes and activities and that parents and students *value the caring and inclusive environment the principal and staff provide and the wide range of learning opportunities.*

The Principal and teachers place a high priority on the quality of the relationships they have with learners. ERO noted the positive features of learning and teaching as follows:

- *students encouraged by their teachers to understand and take more responsibility for their learning*
- *the learning and leadership opportunities provided for students within and beyond the classroom in all aspects of the curriculum*
- *the effective use of assessment information by teachers to identify students' learning needs and plan suitable programmes*
- *the importance the principal and staff place on providing additional learning support for students with specific learning needs and for those who require extension.*

Shirley School is on a regular ERO review cycle.



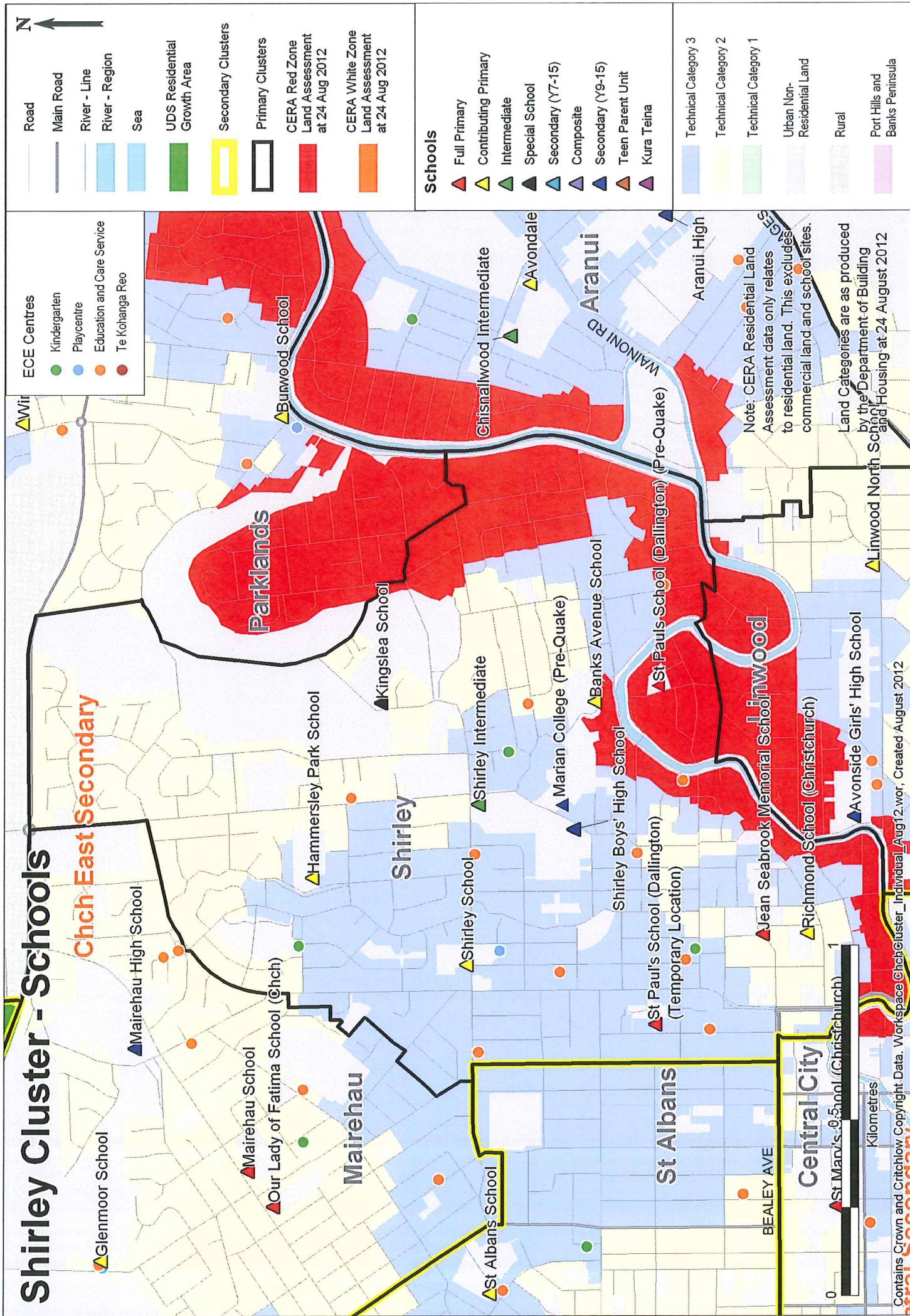
Map of the Shirley Cluster





# Shirley Cluster - Schools

## Chch East Secondary



- ECE Centres**
- Kindergarten
  - Playcentre
  - Education and Care Service
  - Te Kohanga Reo

- Road**
- Main Road
  - River - Line
  - River - Region
  - Sea
- UDS Residential Growth Area**
- Secondary Clusters**
- Primary Clusters**
- CERA Red Zone Land Assessment at 24 Aug 2012**
- CERA White Zone Land Assessment at 24 Aug 2012**

- Schools**
- Full Primary
  - Contributing Primary
  - Intermediate
  - Special School
  - Secondary (Y7-15)
  - Composite
  - Secondary (Y9-15)
  - Teen Parent Unit
  - Kura Teina

- Technical Category 3
- Technical Category 2
- Technical Category 1
- Urban Non-Residential Land
- Rural
- Port Hills and Banks Peninsula

Note: CERA Residential Land Assessment data only relates to residential land. This excludes commercial land and school sites.

Land Categories are as produced by the Department of Building and Housing at 24 August 2012

Rationale for Change Document



# Shirley Intermediate School – Rationale for change

This document has been prepared to assist discussions with parents and communities about proposals for education renewal for greater Christchurch.

---

## Why is change needed?

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

The extent of damage and ongoing impact of people movement in the wake of the 2010 and 2011 earthquakes mean it cannot be restored to the way it was.

We need to accept in areas that have been depopulated we will have to do things differently, which will inevitably mean some change to services. The viability of existing individual schools and increased demand for new schools are a key consideration going forward.

The earthquakes, while devastating, have provided an opportunity beyond simply replacing what was there, to restore, consolidate and rejuvenate to provide new and improved facilities that will reshape education, improve the options and outcomes for learners, and support greater diversity and choice.

Education renewal for greater Christchurch is about meeting the needs and aspirations of children and young people. We want to ensure the approach addresses inequities and improves outcomes while prioritising action that will have a positive impact on learners in greatest need of assistance.

With the cost 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.

Discussions with schools, communities and providers within learning community clusters have and will continue to be key to informing decisions around the overall future shape of each education community. Ways to enhance infrastructure and address existing property issues, improve education outcomes, and consider future governance will form part of these discussions which are running in parallel to consultation around formal proposals.

*“We have a chance to set up something really good here so we need to do our best to get it right”– submission to Directions for Education Renewal across greater Christchurch.*



---

## Why is it proposed my school close?

People movement and land and or building damage as a result of the earthquakes are the catalysts for change across the network across greater Christchurch.

Many school buildings suffered significant damage, school sites have been compromised and there were 4,311 fewer student enrolments across greater Christchurch at July 2012 compared to July 2010<sup>1</sup>.

Even before the earthquake there were around 5,000 spaces already under utilised in the network

The Shirley cluster is made up of four primary schools and Shirley Intermediate School, each of which is operating well below roll capacity.

While Shirley Intermediate is one of the better utilised schools (operating at 67% capacity), its roll has been declining since the mid 1990s. The situation is not expected to improve given the widespread earthquake damage to surrounding residential property and the school's proximity to the red zone.

Condition assessment data suggests the school, which has suffered significant earthquake damage, is also in poor physical condition overall.

Given the risk the roll will continue to fall and the significant over supply of capacity that already exists within the Shirley cluster, it is difficult to justify the high level of investment that will be required to keep the school operational.

### Land

Surrounding land is predominately CERA technical category 3 (TC3).

Overall "moderate" land damage has been calculated, but the site can be given a dual rating of "moderate" to "high".

In the northern portion of the site, land performance aligns with that of a TC2 foundation type. On the southern sports fields, it is deemed to possess TC3 qualities and poses a high risk of liquefaction, inundation and lateral spread hazard.

Assessments suggest geotechnical considerations are likely to be a factor when undertaking development at this site. Significant foundation engineering is likely to be required.

### Buildings

The buildings on the Shirley Intermediate School site have suffered some degree of earthquake damage. This covers a wide spectrum from minor cracking to ceiling and wall finishes to cracks in foundations.

Some buildings will require earthquake strengthening. Detailed Engineering Evaluations (DEE's) are scheduled to commence mid 2013 and be complete end 2013; these reports will confirm the exact scale of this work.

No weather tightness issues were identified during the national survey and subsequent inspections.

---

<sup>1</sup> This figure includes international fee-paying students.

## Indicative Ten Year Property Costs\*

<b>Indicative Ten Year Property for Shirley Intermediate</b>	<b>\$4.5 million</b>
<i>Note: This figure may vary from amounts previously presented and may be subject to change when more detailed assessments are completed.</i>	

The above costs are predominately split between structural strengthening and condition assessment works.

*\*These preliminary cost estimates are based upon information, data and research carried out by external parties. They are dependent on the information and assumptions included. While these results may vary as further information and/or assumptions are modified, these preliminary estimates will continue to provide the initial basis for design cost of these projects.*

### Cost estimate information

**For condition assessment** – a physical site inspection was undertaken of every building to evaluate the anticipated maintenance requirements at each school for the next 10 years.

**For assessing earthquake damage** – the recording and quantifying of earthquake damage and indicative repair costs from all events was undertaken. These reports were reviewed by professional loss adjusters and are being used to support the Ministry's insurance claim.

**For assessing structural strengthening** – Information gathered via a national desktop study and during site visits by project managers and engineers has informed indicative assessments around strengthening which have been, or are being confirmed through the Detailed Engineering Evaluation (DEE) process. All follow up site specific invasive investigations are being carried out by qualified engineers who interpret the findings and recommend further testing as appropriate.

**For assessing weather tightness** – cost estimates were developed as part of a national survey of all school buildings. Further detailed assessments were carried out on buildings identified through this exercise.

### People

Shirley Intermediate had a roll of 227 at July 2012 which less than the roll in 2008 and 2010.

*Rolls of schools in the cluster: Total July rolls 2008, 2010, 2012<sup>2</sup>*

School Name	Type	Authority	2008	2010	2012
St Paul's School (Dallington)	Full Primary (Year 1-8)	State: Integrated	278	283	219
Banks Avenue School	Contributing (Year 1-6)	State	604	588	394
Hammersley Park School	Contributing (Year 1-6)	State	116	95	49
Richmond School (Christchurch)	Contributing (Year 1-6)	State	104	69	49

<sup>2</sup> July School Rolls are total July rolls, excluding international fee paying students.

School Name	Type	Authority	2008	2010	2012
Shirley Intermediate	Intermediate (Year 7-8)	State	313	309	227
Shirley School	Contributing (Year 1-6)	State	250	238	256
<b>Total</b>			<b>1,665</b>	<b>1,582</b>	<b>1,194</b>

### ***Student Distribution patterns<sup>3</sup>***

Analysis of July 2012 student address data shows approximately 1,320 year 1-8 students reside in the Shirley cluster. Of these, 82% attend a state school, 16% attend a state integrated school, and 2% attend a private school.

Forty four percent of year 1-8 students who live in the Shirley cluster attend one of the five state schools in the cluster.

*Schools with the highest number of year 1-8 students living in the Shirley cluster catchment.*

School	Authority	# students <sup>4</sup>	% <sup>5</sup>
Banks Avenue School	State	221	16.7%
Shirley School	State	185	14.0%
Shirley Intermediate	State	130	9.8%
Mairehau School	State	81	6.1%
Chisnallwood Intermediate	State	67	5.1%
St Paul's School (Dallington)	State Integrated	62	4.7%
Windsor School (Christchurch)	State	62	4.7%
Our Lady of Fatima School (Chch)	State Integrated	55	4.2%
Hammersley Park School	State	41	3.1%
Burwood School	State	36	2.7%

*Student Distribution (cluster level) July 2012 student address data*

#### **Years 1-6**

In the current network configuration, approximately 90% of year 1-6 students in the Shirley cluster reside within 1 km of a year 1-6 state education provider. The remainder largely reside within the Windsor School enrolment scheme.

#### **Years 7-8**

In the current network configuration, approximately 34% of year 7-8 students in the Shirley cluster reside within 1 km of a year 7-8 state education provider.

<sup>3</sup> Analysis includes all crown 'funded' students only, i.e. regular, regular adult, returning adult & extramural. It reflects the student's home address – which bears no relationship to the school they were enrolled at. Not all student records were address matched.

<sup>4</sup> Number of all year 1-8 students in the cluster that attend a given school

<sup>5</sup> Percentage of all year 1-8 students in the cluster that attend a given school



---

## ***Population change<sup>6</sup>***

### *Percentage of March 2010 and March 2012 student address records<sup>7</sup> in CERA Red Zones<sup>8</sup> within the cluster*

At March 2010, approximately 18% (274) of the 1,552 year 1-8 students residing in the Shirley cluster lived within areas now classified as “Red Zone” land by CERA.

At March 2012, approximately 7% (85) of the 1,269 year 1-8 students residing in the Shirley cluster lived within these areas.

This shows that while a number of students have left their red zone residences, a significant number of families remain in these areas at this stage.

There are significant areas of CERA ‘Red Zone’ land within the Shirley cluster.

There is no greenfield residential development proposed within the cluster. On this basis the scale of household change in this area is expected to reduce demand for local primary schooling provision.

The Ministry will continue to work with agencies such as Christchurch City Council and CERA on projected population change.

---

<sup>6</sup> March data has been used for the comparison across the period 2010 to 2012, as no relevant historical July student address data exists.

<sup>7</sup> Student address records are geocoded (address matched) records from the respective school roll returns. Not all records were address matched.

<sup>8</sup> CERA Red Zone data at 24 August 2012

---

## What would proposed closure mean for the school and its community?

*Student Distribution (cluster level) July 2012 student address data*

### **Years 1-6**

In the current network configuration, approximately 90% of year 1-6 students in the Shirley cluster reside within 1 km of a year 1-6 state education provider. The remainder largely reside within the Windsor School enrolment scheme.

Under the proposed network changes (excluding the relocated Banks Avenue School) 44% of year 1-6 students living within the cluster would be within 1 km of a provider of year 1-6 education.

Relocating Banks Ave to the Hammersley Park School site would increase this to 62% or relocating to Burwood Park would result in 63%. This is a significant reduction in the number of students who reside within 1 km of an education provider. However, many students in these areas already travel further than this in order to attend other schools.

### **Years 7-8**

In the current network configuration, approximately 34% of year 7-8 students in the Shirley cluster reside within 1 km of a year 7-8 state education provider.

Under the proposed network changes (excluding the relocated Banks Avenue School) 41% of year 7-8 students living within the cluster would be within 1km of a provider of year 7-8 education.

Relocating Banks Avenue School to the Hammersley Park School site would increase this to 57%, relocating to Burwood Park would result in 61%. This is a significant increase in the number of students who reside within 1 km of an education provider.

### **Shirley Intermediate**

Thirty three percent of current Shirley Intermediate students reside within 1 km of the current school site. Forty one percent reside within the Shirley cluster. The remaining students are predominantly drawn from the Mairehau and Linwood clusters.

### **Hammersley Park School**

Eighty eight percent of current Hammersley Park School students reside within 1 km of the current school site. Forty one percent of current students reside within 1 km of either Mairehau or Shirley Schools.

*Note that the future location and catchment of Banks Avenue School is currently unknown.*

### **Shirley School**

Under the proposed changes, Shirley School would be likely to take some students from the current catchments of Richmond and Hammersley Park Schools.

Fifty four percent of current Shirley students reside within 1 km of the Shirley School site.

---

## **Richmond School**

Seventy nine percent of current Richmond School students reside within 1 km of the current school site. Twenty one percent of current students reside within 1 km of Christchurch East School.

## **Banks Avenue School**

The future location and catchment of Banks Avenue School is currently unknown. Forty one percent of current Banks Avenue School students reside within 1 km of the current school site. Within 1 km of Hammersley Park School site reside 15% of current Banks Avenue School students, and approximately 26% reside within 1 km of Burwood Park.

*Note: The future location and catchment of Banks Avenue is currently unknown.*

Closing Shirley Intermediate would enable funding to be invested in the nearby schools where the majority of learners would most likely go, and into the network generally to provide modern learning environments for a larger number of students.

Safe and inspiring learning environments are key to meeting the New Zealand Property vision for greater Christchurch schools, which means:

- Ensuring any health and safety and infrastructural issues are addressed
- Taking into account whole of life cost considerations, to allow cost over the life of the asset, rather than initial capital cost to drive repair or replacement decisions
- Enabling all entitlement teaching spaces to be upgraded to meet the 'Sheerin' Core modern learning environment standard – which has a strong focus on heating lighting, acoustics, ventilation and ICT infrastructure upgrades.

This will include the provision of appropriate shared facilities across schools within a cluster that can be used by both schools and the community and other agencies as appropriate.

The Ministry will ensure appropriate provision for learners within this cluster to support any changes that may result from consultation.

The Ministry will provide information around enrolment options to families and provide required support.

The provisions of the respective employment agreements will apply for staff.

If a decision to close is made the school property will go into a disposal process

## **How would the proposed closure of my school fit into the overall plan for my learning community cluster?**

Renewal focuses on the cluster of provision within an education community and the collective impact of people movement and land and building damage across the entire provision within the cluster.

The future of your learners should continue to feature in the wider cluster discussion.

In the first instance this is because the cluster may have thoughts around alternative options that will meet the overarching needs of this cluster to not only revitalise infrastructure but also enhance educational outcomes across this education community that it wishes to contribute during consultation.





## Appendix Three

### Property Implication Notes

1. Cost per learner is the cost of each proposal or alternative proposal divided by the number of affected learners.
2. Increases to non teaching spaces will be assessed at each site, but no allowance has been made in any of the above figures.
3. Indicative Ten Year Property Costs information - The figures may vary from amounts previously presented and may be subject to change as further infrastructure related costing information is obtained through detailed engineering evaluations.
4. For condition assessment – a physical site inspection was undertaken of every building to evaluate the anticipated maintenance requirements at each school for the next 10 years.
5. For assessing earthquake damage – the recording and quantifying of earthquake damage and indicative repair costs from all events was undertaken. These reports were reviewed by professional loss adjustors and are being used to support the Ministry's insurance claim.
6. For assessing structural strengthening – Information gathered via a national desktop study and during site visits by project managers and engineers has informed indicative assessments around strengthening which have been, or are being confirmed through the detailed engineering evaluation (DEE) process. All follow up site specific invasive investigations are being carried out by qualified engineers who interpret the findings and recommend further testing as appropriate.
7. For assessing weather tightness – cost estimates were developed as part of a national survey of all school buildings. Further detailed assessments were carried out on buildings identified through this exercise.
8. These indicative cost estimates are based upon information, data and research carried out by external parties. They are dependent on the information and assumptions included. While these results may vary as further information and/or assumptions are modified, these preliminary estimates will continue to provide the initial basis for costs of these projects.

### Education Provision at Alternative Schools

#### Banks Avenue School

The Education Review Office (ERO) last reviewed Banks Avenue School in August 2008. ERO found that the quality of teaching was generally high, particularly in numeracy, but also in some aspects of literacy.

During its review, ERO observed many effective teaching and learning practices. Curriculum leaders provide useful support for teachers in promoting a learning culture at the school.

*Students receive generally high quality teaching particularly in numeracy, and in aspects of literacy. Since 2006, there has been extensive school-wide development, including two Ministry of Education contracts - Talent Development Initiative and Extending High Standards Across Schools (EHSAS). This professional development has supported teachers in providing well-planned programmes that meet the interests and abilities of most students. These programmes, including the inquiry approach to learning, provide many opportunities for students to experience success. The next step for the senior managers and teachers is to develop a curriculum self-review process that will show where the programmes continue to meet student needs, interests and abilities, and where the board may need to provide more resourcing.*

The review noted that governance practices were generally sound but some further development was required.

The school is on a regular ERO review cycle.

#### Shirley School

ERO last reviewed Shirley School in October 2009. ERO reported that the Principal and teachers actively encourage participation by parents in the school's programmes and activities and that parents and students *value the caring and inclusive environment the principal and staff provide and the wide range of learning opportunities.*

The Principal and teachers place a high priority on the quality of the relationships they have with learners. ERO noted the positive features of learning and teaching as follows:

- *students encouraged by their teachers to understand and take more responsibility for their learning*
- *the learning and leadership opportunities provided for students within and beyond the classroom in all aspects of the curriculum*
- *the effective use of assessment information by teachers to identify students' learning needs and plan suitable programmes*
- *the importance the principal and staff place on providing additional learning support for students with specific learning needs and for those who require extension.*

Shirley School is on a regular ERO review cycle.



