

Education Report: Consideration of Closure of Glenmoor School (3350): Feedback from the second consultation period

Executive Summary

1. This paper seeks your decision on the proposed closure of Glenmoor School under section 154 of the Education Act 1989.
2. On 13 September 2012, you announced a number of proposals for changes to schooling in greater Christchurch including the proposal to close Glenmoor School. The rationale for the possible closure of Glenmoor School is based on its low roll, which was 42 children (1 July 2012), and 27 children (provisional roll data) at 1 March 2013, and the relative cost of the property remediation that would be required if this school was to remain open. The school is not considered to be essential to the schooling network.
3. In January 2013, the Ministry of Education reported to you on the results of the consultation undertaken by the Board with its community about the proposal to close Glenmoor School. This report (Metis 741574) is attached for your information (Appendix One). The Ministry recommended that Glenmoor School should be closed.
4. On 18 February 2013, you announced your interim decision that Glenmoor School should close, and wrote to the Board of the school giving it until 28 March 2013 to advise you of any further reasons why the school should remain open. The Board responded on 28 March 2013 and this response was forwarded to you on 3 April.
5. The Board's response states that it considers your decision was based on faulty data related to the cost of structural strengthening work, which it believes to be "grossly overstated".
6. The Ministry stands by its indicative costs for structural strengthening property work at the school.
7. The Board also sees potential for growth in close proximity to the school, and believes its children would struggle in a larger school.
8. The Ministry considered the potential for demographic change and the impact of a closure decision on children, particularly those with special needs, and reported to you before your interim decision was made (Metis 741574 – Appendix One).
9. It is expected that children from Glenmoor School will predominantly attend Mairehau School. The Ministry will work with the Board to develop children's individual transition plans at the Board's request. This can include accessing programmes such as FRIENDS. The Ministry will support the school through developing and implementing a transition plan.

10. If Glenmoor School closes, it is estimated there would be operational costs to the Crown of \$25,067 in the first year, with estimated annual operational savings after that of \$138,662 per year. The net operating savings to the Crown in the first ten years after closure are estimated to be \$829,551.
11. The Ministry's view is that Glenmoor School should close, and that closure should take effect on 27 January 2014.

Recommended Actions

We recommend that you:

- a. **note** the information provided by the Board of Trustees about the second consultation feedback and consider this alongside the original submission from the Board;
- b. **agree** to the closure of Glenmoor School on 27 January 2014;
AGREE / DISAGREE
- c. **note** that once your decision is known, the Ministry will provide letters for your signature to the Board of Trustees of Glenmoor School, and to the local Members of Parliament, advising them of your decision. A Gazette notice will also be provided; and
- d. **agree** that a copy of this report is released to the Board of Trustees of Glenmoor School.

AGREE / DISAGREE


Katrina Casey
Deputy Secretary
Regional Operations


Hon Hekia Parata
Minister of Education

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Education Report: Consideration of Closure of Glenmoor School (3350): Feedback from the second consultation period

Purpose

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

Background

2. Glenmoor School is a decile 3, Year 1-6 contributing primary school in the Mairehau Learning Community Cluster in the Christchurch Central electorate. The July 2012 roll of the school was 42, which included 11 Māori, 29 New Zealand European, one Asian child, and one child of another ethnicity. The provisional 1 March 2013 roll was 27 children.
3. On 13 September 2012, you announced a number of proposed changes to schooling provision in greater Christchurch, and on 28 September 2012 you wrote to the Board of Trustees of Glenmoor School formally initiating consultation on possible closure of the school. That consultation period ended on 7 December 2012.
4. In January 2013, the Ministry reported to you on the outcome of the consultation process and recommended that Glenmoor School should be closed. This report is attached (Metis 741574 - Appendix One).
5. On 18 February 2013, you announced your interim decision that Glenmoor School should close, and wrote to the Board of Trustees giving it until 28 March 2013 to advise you of any further reasons why Glenmoor School should remain open.
6. Part of the rationale for the proposed closure of Glenmoor School was its property condition and spare capacity. The school was built in 1957 and, while not significantly damaged by the earthquakes, should the school remain open its buildings would require earthquake strengthening. The school has a low roll, with an average roll of 64 children over the last 20 years. It is operating at only 40% of its capacity.

Response from the Board of Trustees

7. The Chair of the Board and the Principal did not request a meeting with you to discuss the interim decision.
8. The Board responded to your letter on 28 March 2013.

The Board:

- expresses disappointment in the interim decision and asks you to reconsider your decision.

- feels that the decision to close Glenmoor School is based on faulty data, particularly regarding the estimated \$1.7 million cost of “structural strengthening”.
 - is concerned at the potential loss of the Glenmoor School resource to the Mairehau Learning Community Cluster, particularly at a time of projected growth near to the school.
 - believes that many of its children, particularly its special needs children, will struggle in a larger school.
9. You did not receive any correspondence about this proposal apart from the submission from the Board.

Ministry's Response

10. Your interim decision to close Glenmoor School was based on a consideration of a range of information, including current and historic roll numbers at Glenmoor School, the cost of property remediation including structural strengthening, and confidence in the ability of remaining schools to meet the needs of the children enrolled at their schools.
11. The Ministry has no reason to question its indicative costs of \$1.7 million for structural strengthening work, which is supported by an independent Quantity Surveyor estimate. While a reassessment of this work could be undertaken it would cost about \$30,000 and, as this is a contributing factor rather than a key factor in determining the final decision for the school, the Ministry does not support this being undertaken.
12. The additional population growth that the Board is referring to is at the new Highfield Park development; this has not been approved yet. If approval is given, the development would be expected to impact on the schooling network in about 20 years.
13. As reported in Metis 741574, the Ministry believes that if development proceeds at Highfield Park, expected growth can initially be accommodated in other schools in the network. Glenmoor School is not well situated to service this potential population growth. The Ministry does not support the retention of Glenmoor School for this period to service this potential growth.
14. Also in Metis 741574, the Ministry advised you that future network planning indicates that the school is not well located for special education provision, and as a result is not considered a suitable option for satellite provision. Children with special education needs can be accommodated in other schools across the network and, if Glenmoor School is closed, the Ministry will work with families to determine the options available for these children.

Access to other schools

15. If you decide that Glenmoor School will close, education provision will be available at Mairehau School. The Ministry's report to you in January 2013 provided you with a summary of the most recent report by the Education Review Office on Mairehau School. Children from Glenmoor School can be expected to receive high quality provision at the other schools they will attend.

16. Two additional teaching spaces would be provided at Mairehau Primary School to accommodate children from Glenmoor School.
17. The Ministry is currently meeting with the Boards of schools where their enrolment scheme is likely to change should the proposed closures / mergers be implemented for 2014. This includes the Boards of Glenmoor, Papanui, Mairehau and Paparoa Street Schools to consult on the schools' thoughts on required zone changes if Glenmoor School closes. The schools have been informed that the Ministry can use an Order in Council to create a shared zone during the interim period, in order to create certainty for parents.¹

Support

18. The Ministry recognises that the closure process is difficult for staff, and will work with Boards to ensure that adequate and appropriate support for staff is in place throughout the process.
19. The Ministry's Education Wellbeing Response team is available to work collaboratively with the school and its Board to identify strengths and needs across Board of Trustees, staff, and children. The team can work with the school management and Board to problem-solve issues related to wellbeing and develop a plan for ongoing support. This may include direct support from Ministry resources, as well as facilitating engagement with a wide range of activities and agencies. Specific student and teacher programmes are also available as part of a school plan e.g. FRIENDS².
20. The Union representatives and the Ministry have developed a plan for supporting staff which offers provision for developing CVs and other skills, should that be requested.

Services that are currently provided at Glenmoor School

21. The Board of Glenmoor School has the following programmes:
 - OSCAR programme for children (out of school time care programme).
 - A Perceptual Motor Programme (PMP) and a designated room for this.
22. The school uses a spare office for a withdrawal room for its two ORS children (who both have Autism). It has also recently refurbished its computer suite as part of a library multipurpose room.
23. As well as these programmes there is a private Early Childhood Education service on the site (St Albans Playcentre). None of the families attending the playcentre are involved with the school and it is therefore considered the service's enrolments will not be affected by your final decision. If the school is to close and the playcentre remains on its current site, the Ministry can provide for sub-division and the provision of a driveway and parking through rationalisation of the remainder of the Glenmoor School site.

¹ More details around the indicative enrolment schemes can be found in the report: *Outcomes of Consultation on Proposed School Closures and Mergers in Greater Christchurch* (Metis 770370).

² This is a programme that helps children build resilience during times of transition. More details can be found in the report: *Outcomes of Consultation on Proposed School Closures and Mergers in Greater Christchurch* (Metis 770370).

24. Should the final decision be to close Glenmoor School the Ministry will:
- work with the SWiS provider to identify accommodation support required to relocate the SWiS fieldworker;
 - it is noted that the OSCAR programme is run by a private provider and, if all parties agreed, this could be relocated to another school; and
 - work with the Board to determine the reallocation of resources from the school to other schools in the area. These, along with the EDI funding that is generated by the closure and with support from the Ministry's Education Wellbeing Response team, will be used help transition of children to their next school and strengthen education provision at the next school.
25. Managing the special education network across Christchurch will include the relocation of special education satellites where these have been affected by any school mergers or closures. Glenmoor School currently has a satellite of Ferndale School on its site which would be relocated should the decision be to close the school. This process would include discussions with the Board of Ferndale Special School and the Ministry regarding other options in the network. The Ministry will work with the Ferndale Board to facilitate any changes required following your final decision for the future of Glenmoor School.
26. It is noted that a review of Special Education was undertaken in 2010 and that the relocation of special education satellites in Christchurch was planned as a result of this process. Glenmoor School currently has a satellite of Ferndale School on its site which would be relocated should the decision be to close the school. This process would include discussions with Boards of schools and would be undertaken following your final decision for the future of Glenmoor School.

Staffing

27. Glenmoor School has a confirmed staffing for 2013 of 2.6 FTTEs. It also has 4.88 FTE support staff positions (8 employees). Should the final decision be that the school closes, permanent teaching and support staff at the school will be eligible to access the provisions of their relevant collective agreements.

Financial Implications

28. If you agree to the closure of Glenmoor School, the cost to the Crown of the Education Development Initiative (EDI) enhancement would be \$306,000 based on the EDI policy. Joint Schools Initiative Funding (JSIF) would be \$87,340. This funding is only generated if the closure is implemented.
29. It is estimated that there would be operational costs to the Crown in the first year of \$25,067 with estimated annual operational savings after that of \$138,662 per year. The estimated total net operating savings to the Crown in the first ten years after closure are estimated to be \$829,551.

Property

30. If Glenmoor School is closed, the site would be disposed of according to the government policy requirements applying to the disposal of surplus Crown-owned land.
31. Two additional teaching spaces would be provided at Mairehau Primary School to accommodate children from Glenmoor School. This would be at a cost of approximately \$460,000.

Conclusion

32. The Ministry's view remains that you should proceed with the proposal to close Glenmoor School and that the date of closure should be 27 January 2014.
33. The reason for this recommendation is that:
 - The roll of Glenmoor School was 42 on 1 July 2012, and there is little evidence to support substantial future roll growth. The roll in 2013 appears to show further decline, with the provisional 1 March 2013 roll of 27 children, compared to 40 on 1 March 2012.
 - The Indicative Ten Year Property cost for remediation work at the school is \$2.18 million, and it is the Ministry's view that it does not make economic sense to repair the school.
 - If Glenmoor School was to close, Mairehau School is able to provide education for children from Glenmoor and can be expected to offer high quality education provision.

Next steps

34. Once your decision on the future of Glenmoor School is known, the Ministry will prepare letters to the Board of Trustees, and local Members of Parliament, advising them of it. A Gazette notice will also be provided.
35. If the decision is to close the school, the Ministry will meet with the Board and begin the implementation process which will include the appointment of a change manager to support the Board in its operational role and a residual agent to oversee the Board's finances up to the date of closure and wind up its accounts following the closure.

Implementation

36. More details around the roles of the change manager and the residual agent can be found in the report: *Outcomes of Consultation on Proposed School Closures and Mergers in Greater Christchurch* (Metis 770370).

List of Appendices

Appendix One Education Report: Consideration of Closure of Glenmoor School
(3350)

Appendix Two Analysis of points made by the Board of Glenmoor School

Appendix One

Education Report: Consideration of Closure of Glenmoor School (3350)

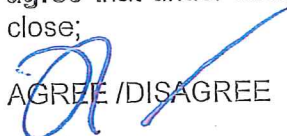
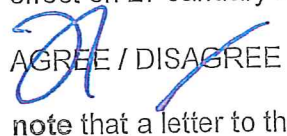
Education Report: Consideration of Closure of Glenmoor School (3350)

Executive summary

1. This report seeks your decision on the proposed closure of Glenmoor School under section 154 of the Education Act 1989.
2. On 13 September 2012, you announced the proposed closure of Glenmoor School, effective beginning of 2014, as part of a number of proposed changes to schooling provision in greater Christchurch. On 28 September 2012 you initiated formal consultation on the proposal.
3. The roll of Glenmoor School was 42 learners as at July 2012. The proposal to close Glenmoor School is based on its low roll, and the relative cost of the property remediation that would be required if this school was to remain open. The school is not considered to be required in the schooling network.
4. The Board of Trustees of Glenmoor School, with the assistance of a facilitator, has undertaken consultation with its community about the proposal. The Board does not agree with the proposal to close Glenmoor School. The Board engaged its school community through a questionnaire and consulted with the Highfield Park developer. As well as feedback from these groups and individuals it received letters of support from other schools and community groups. The feedback focused on the integral part the school plays in the community.
5. The Board believes there is a need for this provision as it considers that other schools in the cluster may not have capacity to accommodate the extra learners that the Highfield Park Development may create. The Board proposes that Glenmoor School is retained and relocated to a site in the Highfield Park Development.
6. The Board's proposal of relocating to a site in the Highfield Park Development is not supported by the Ministry. The Ministry considers that if the development goes ahead, there is sufficient capacity in the clusters adjacent to the development to accommodate any extra learners in the foreseeable future. If necessary, additional schooling will be considered at a future time.
7. While the Ministry acknowledges the proposal put forward by the Board and the community's support for the school remaining open, the Ministry recommends that Glenmoor School is closed and that your preferred date for the closure is 27 January 2014.
8. If, after considering the information in this report, you decide that Glenmoor School should be closed, a letter will be developed for your signature to the Board asking it to provide you within 28 days of the date of your letter, with any further reasons why the school should not be closed.

Recommended actions

We recommend that you:

- a. **note** the information provided about the responses to the consultation by the Board of Trustees of Glenmoor School with its school community about the proposed closure of Glenmoor School;
- b. **note** that the Board of Glenmoor School does not agree with the proposal to close Glenmoor School;
- c. **agree** that under section 154 of the Education Act 1989, Glenmoor School should close;

AGREE / DISAGREE
- d. **agree** that if the final decision is that Glenmoor School closes, closure will take effect on 27 January 2014;

AGREE / DISAGREE
- e. **note** that a letter to the Board of Trustees of Glenmoor School will be developed for your signature once your decision is known. If your decision is to close Glenmoor School, the letter will give the Board details of the 28 day consultation process;
- f. **note** that letters to the local Members of Parliament will be developed once your decision is known;
- g. **note** that if you decide that Glenmoor School should not be closed, the Ministry will develop letters for your signature; and
- h. **agree** that a copy of this report be released to the Board of Trustees of Glenmoor School.


AGREE / DISAGREE


Katrina Casey
Deputy Secretary
Regional Operations


Hon Hekia Parata
Minister of Education

23 / 1 / 13

Education Report: **Consideration of Closure of Glenmoor School (3350)**

Purpose

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

Background

2. Glenmoor School is a decile 3, Year 1-6 contributing primary school in the Mairehau Learning Community Cluster in the Christchurch Central electorate. A map of the area is attached as Appendix One. The July 2012 roll of the school was 42 which included 29 New Zealand European, 11 Māori, one Asian, and one learner of another ethnicity.
3. The appointment of a Limited Statutory Manager to the Glenmoor School Board of Trustees was revoked in March 2012. This appointment had been made to support the Board in matters of employment.
4. 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 Glenmoor School.
5. On 28 September 2012 you wrote to the Board of Trustees of Glenmoor School and initiated consultation on the possible closure of Glenmoor School. That consultation period ended on 7 December 2012.
6. If, following the 28 day consultation you decide to close Glenmoor School it is recommended that this take effect on 27 January 2014.

Reasons for Considering Closure

7. Glenmoor School was built in 1957 and while not significantly damaged by the earthquakes, the buildings will require earthquake strengthening. The school has a low roll, which though reaching a peak of 82 in 2002, has had an average of 64 learners over the last 20 years. The school is operating at only 40% of its capacity.
8. An analysis of roll data for learners at Glenmoor School shows that 23 of the current learners live outside of the Mairehau area, and of the 19 who live within it, 16 learners live within one kilometre of Mairehau Primary School. This means that only a small number of local learners attend Glenmoor School.

Learning Community Cluster Proposal

9. The proposal for the Mairehau Learning Community Cluster is as follows:

School	Type	Proposal
Glenmoor School	Yr 1-6	Close school
Mairehau Primary School	Yr 1-8	Retain school

10. The Rationale for Change document for Glenmoor School is attached as Appendix Two.

Consultation under Sections 154 and 157 of the Education Act 1989

11. 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 Glenmoor School

12. On 13 September 2012 you announced a number of proposals for education renewal in greater Christchurch. This announcement included the proposal to close Glenmoor School.
13. On 28 September 2012 you wrote to the Board of Trustees of Glenmoor School and initiated consultation on the possible closure of Glenmoor School and you attended a meeting with the Board on 30 November. That consultation period ended on 7 December 2012.
14. The Ministry also held three information workshops on the consultation process for Board Chairs and the facilitator 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.
15. The final date for submissions on the proposal to close Glenmoor School was 7 December 2012. On 14 December 2012, you were provided with the complete submission from the Board of Trustees of Glenmoor School.
16. The Board appointed a facilitator to undertake consultation on its behalf. The feedback from the Board of Glenmoor School is summarised as follows:
- Glenmoor School should not close, and should retain the existing staffing and teaching resources.
 - The school has suffered little earthquake damage and is able to operate viably in its current state. The Board proposes that the school stays on its current site until at least the end of 2015.
 - During this time, Glenmoor School will seek to develop a unique education approach that uses an environmental theme to deliver the curriculum. The Board intends to take advantage of its location and grounds, and provide programmes to teach environmental sustainability linked to curriculum teaching outcomes. Once established, the school would be considered as a "Sustainability Learning Centre for the Future".

- d. The Board has highlighted a range of benefits associated with this teaching model. These include positive implications for the health and wellbeing of the learners, the environment and the wider community.
- e. From 2015 onwards, the Board has suggested an alternative proposal to relocate the school to a site within the Highfield Park Development, 2 km north of the current Glenmoor School site. The Board believes there is a need for this provision as other schools in the cluster may not have the capacity to accommodate any extra learners the Highfield Park Development may create. The Board has also indicated that the Highfield Park developers are in support of this proposal.

Consultation with the Boards of schools whose rolls might be affected

- 17. On your behalf, the Ministry undertook consultation with the Board of Mairehau Primary School. The feedback from Mairehau Primary School reflected a desire for the Ministry to engage with the school in a timely manner should the decision be to close Glenmoor School.

Ministry Comment

Roll

- 18. As at October 2012, Glenmoor School had a roll of 42 learners. As the roll has been between 40 and 60 learners for the last 20 years, there is little evidence to support a proposal for any major roll growth in the future.
- 19. The Board of Glenmoor School emphasised the many benefits learners receive from being in a small school environment. These range from the inclusive learning community the school can foster, to higher achievement due to more effectively tailored curriculum programmes. While there is evidence to support this, it doesn't negate the fact that many larger schools can achieve similar outcomes for their students. It is the Ministry's expectation that all schools deliver tailored curriculum programmes to effectively address the needs of their learners and community.

Glenmoor School Board's proposal

- 20. The Board's submission demonstrated the desire to take advantage of the location and grounds to develop the school with a focus on incorporating environmental and sustainability issues into the curriculum.
- 21. Feedback from the community consultation undertaken by the Board shows that the community would be responsive to developing the school with this new focus. The Board has provided a report from a local environmental educator, outlining how Glenmoor School could adopt a sustainable learning approach.
- 22. The Ministry recognises the importance of delivering individualised programmes to address the needs of learning communities and therefore commends the Board of Glenmoor School for investigating an innovative focus for curriculum delivery. However, as it is an expectation of the Ministry that this level of quality curriculum provision is available to all learners, this is not considered a sufficient reason to support an alternative to the original proposal.

23. An environmental and sustainability focus in any educational delivery is valuable and the Ministry would support the schools in the cluster if they wish to provide this as part of future curriculum programmes.
24. The Board's alternative proposal of relocating to a site in the Highfield Park Development is not supported by the Ministry. This is because the development has not yet received approval from the Christchurch City Council, and it is under consideration by the Environment Court as there are potential infrastructure concerns with the site. If the development does go ahead, there is sufficient spare capacity in the schools near to the development to accommodate any extra learners in the foreseeable future as outlined in the rationale for the proposal. If additional provision is necessary in the future, this will be considered at that time.

Early Childhood Provision and Special Education Provision on site

25. There is an early childhood education provider, St Albans Playcentre, on the Glenmoor School site. The playcentre operates under the governance of the Canterbury Playcentre Association and the parent committee. This group is confident that if Glenmoor School closes, this will not affect enrolments at St Albans Playcentre as none of the families attending are involved with the school.
26. If the school is to close and the playcentre remains on its current site, the Ministry will provide for subdivision and the provision of a driveway and parking, through rationalisation of the remainder of the Glenmoor School site.
27. Glenmoor School currently hosts one classroom satellite provision for four learners enrolled at Ferndale Special School. In 2013, this number will increase to seven. The school is not well located within the context of future network planning for special education, and as a result is not considered a suitable option for future satellite provision. The Ministry considers that learners with special educational needs currently attending the Glenmoor School site can be accommodated in other schools across the Special Education network. If you decide to close the school, the Ministry will work closely with the families concerned to determine the options available for these learners.
28. The Indicative Ten Year Property Cost for repairing Glenmoor School is \$2.18 million. This cost of \$57,000 per learner would indicate that the school is uneconomical to repair. The revised indicative cost for the original proposal to close the school is \$0.6 million. This revised figure accounts for additional teaching space in the cluster to accommodate learners from Glenmoor School, alternative accommodation of the Ferndale special education satellite and the subdivision of the existing site for the playcentre to remain at its current location. The resulting cost per learner of \$16,000 for this option is significantly lower than that to repair the school. This information is outlined in the Property Implications section of this report.
29. As a large proportion of the Glenmoor School learners live within one kilometre of Mairehau School, if the school is to close the Ministry would provide two additional teaching spaces there. There is also sufficient capacity in the schools in the neighbouring Learning Community Cluster to accommodate any future roll growth. This is where almost half of the Glenmoor School learners reside.

30. If a decision is made to close Glenmoor School it is proposed that this be on 27 January 2014. This will allow sufficient time for two temporary classrooms to be built on the Mairehau Primary School site to accommodate learners from Glenmoor School.

Alternative Schooling Options and Quality of Education Provision

31. The Education Review Office (ERO) last reviewed Glenmoor 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.

32. If Glenmoor School were to be closed, education provision would be available at Mairehau School. A summary of the latest ERO report for Mairehau School is attached as Appendix three. This summary shows that learners from Glenmoor School can be expected to receive high quality provision at Mairehau School.

Priority Learners

33. The 2012 roll of Glenmoor School included 26.2% of learners who identified as Māori. The school does not provide Māori medium education.
34. The school's two most recent ERO reviews do not specifically mention the achievement of Māori learners.

Ongoing Resourcing Scheme (ORS)

35. As at 1 July 2012, Glenmoor School had two learners accessing Ongoing Resourcing Scheme (ORS) funding. One learner was high needs, and one was very high needs.

Staffing

36. Glenmoor School had a 2012 staffing entitlement of 2.5 Full Time Teacher Equivalents (FTTE).

Financial Implications

37. If Glenmoor School closes it would generate Education Development Initiative (EDI) funding and Joint Schools Initiative Funding (JSIF), in line with the EDI policy.
38. These EDI funds are used for plans that support student achievement, psycho-social needs, transition and change management within and across schools and Learning Community Clusters.
39. If your decision is that Glenmoor School should close, or you decide to proceed with further options for consultation on the future of the school, estimates of the costs / savings to the Crown in operational funding will be prepared for your information.

Property Implications

Background Rationale

40. The buildings on the Glenmoor School site have suffered some degree of earthquake damage. This covers a wide spectrum from minor cracking to ceiling and wall finishes, to re-levelling more than one room. Some buildings will require earthquake strengthening. No weather tightness issues were identified with the school buildings during the national survey and subsequent inspections. It is noted that the St Albans Playcentre building, which is on this school site was identified as potentially a building with weather tightness issues. This building is not owned by the Crown.
41. The Indicative Ten Year Property Cost to remediate all school buildings is \$2.18 million.
42. Surrounding land is predominately CERA technical category 2 (TC2). While geotechnical considerations are unlikely to be a significant factor at this site currently, preliminary assessments suggest further investigation will be required if future development is undertaken.

Proposal Analysis

43. The Board of Trustees of Glenmoor School has queried the accuracy of the Detailed Property Information provided in the Rationale for Change document. This information has been verified and is updated as further investigations are completed.
44. The earthquake damage to the buildings on site was minor and of a relatively small value at \$40,000.
45. The cost to remediate the school is predominately for structural strengthening. The Board has asked for more information on the breakdown of these costs. The Ministry has been unable to provide further information because the detailed engineering evaluations (DEE) are yet to commence. These evaluations are due to commence in mid 2013.

Property Entitlement

46. The Ministry has used a number of data sources to provide an estimated cost per learner for your original proposal and any alternative proposals put forward by the Board. These sources are:

- the latest indicative property cost information
- current roll information (October 2012)
- network analysis of the estimated additional required teaching spaces required.

Revised indicative property costs – Minister's Proposal

Proposal	Cost	Details
Closure of Glenmoor School	\$0.0 million	Closure of school; no repairs or remediation required.
Additional teaching space allowance at Mairehau Primary School	\$0.46 million	2 additional teaching spaces required based on network analysis, see Appendix Five.
Other costs – Relocation of Ferndale Satellite	\$0.05 million	
Other costs – ECE centre to be surveyed and established as a stand alone facility	\$0.10 million	
Total	\$0.61 million	Remaining learners are accommodated into nearby schools that currently have capacity.
Re distributed roll from Glenmoor School - 38		10 October 2012 roll of Glenmoor School to be distributed across nearby schools.
Cost per learner	\$16,053	

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

Alternative Proposal - Glenmoor Primary to remain open

Proposal	Cost	Details
Repairs to Glenmoor School	\$2.18 million	These are the indicative costs to repair the school.
Other costs	\$0.00 million	Nil
Total	\$2.18 million	
Current roll at Glenmoor School - 38		10 October 2012 roll of Glenmoor School.
Cost per learner	\$57,368	

47. An explanation of property information is contained in Appendix four.

Risks

48. If Glenmoor 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.
49. To mitigate this risk, we recommend that you release this report to the Board of Glenmoor School.

Conclusion and Next Steps

50. The Ministry's recommendation is that you agree that Glenmoor School is closed. The reasons for this recommendation are that:
 - a. Glenmoor School has a 1 July 2012 roll of 42 learners and there is little evidence to support any future roll growth.
 - b. The Indicative Ten Year Property Cost to remediate the school is \$2.18 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 Board's submission proposed that the school focus on incorporating environmental and sustainability issues into the curriculum and develop into a Sustainability Learning Centre for the Future. However, as the Ministry expects that all schools provide individualised teaching programmes to meet the needs of their learners, this is not a sufficient reason in itself to support an alternative to the original proposal.
51. If after considering the information in this report you decide that Glenmoor School should close, a letter will be developed for your signature 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.
52. If your decision is that Glenmoor School should not be closed, a letter will be developed for your signature.
53. Letters for local Members of Parliament will be provided to you once your decision is known.
54. The Ministry recommends that a copy of this report be released to the Glenmoor School Board of Trustees once your decision has been made.

Appendix One

Map of the Mairehau Cluster



Northcote School-(Christchurch)

West Secondary

St Bedes College

OR (SH 74)

Redwood

St Joseph's School (Papanui)

 Glenmoor School

▲Mairehau-High-School

Chch East Secondary

MARSHLAND RD

Parklands

St Albans

Mairrehau

~~▲Mairehau School~~
~~▲Our Lady of Fatima Sc~~

📍Mairehau School
 📍Our Lady of Fatima School (Chen)

Hammersley Park School

Shirley

Shirley School

Note: CERA Residential Land - Assessment data not only relates to residential land. This excludes commercial land and school sites.

Heaton Normal Intermediate

0 1

0.5

kilometres

Contains Crown and Critical Path Data. Workspace Chron

and housing at **BYAKS Avenue**

- ECE Centres
- Kindergarten
 - Playcentre
 - Education and Care Services
 - Te Kohanga Reo

-
- Road
- Main Road
- River - Line
- River - Region
- Sea
- UDS Residential Growth Area
- Secondary Cluster
- Primary Clusters
- CERA "Red Zone" Land Assessment at 16 August 2012
- CERA "White Zone" Land Assessment at 16 August 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

Rationale for Change Document

Glenmoor 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 changes 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 2010¹.

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

Glenmoor School has a roll of only 42 learners and is operating at 40% of its roll capacity. It has operated with a small roll of between 40 and 60 learners for the last 20 years.

While the school itself was not significantly damaged by the earthquake, it was built in 1957 and will require earthquake strengthening. Additionally, the Mairehau cluster it sits within is adjacent to Shirley where there is unlikely to be rapid growth in the future because of the significant earthquake damage.

Given the level of investment required to keep the school operating, it is difficult to justify retention in its current form unless an alternative option can be found that would see it become well utilised in the future.

Land

Surrounding land is predominately CERA technical category 2 (TC2).

While geotechnical considerations are unlikely to be a significant factor, preliminary assessments suggest further investigation will be required if development is undertaken on this site.

Buildings

The buildings on the Glenmoor Primary School site have suffered some degree of earthquake damage. This covers a wide spectrum from minor cracking to ceiling and wall finishes to re-levelling more than one room.

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.

¹ This figure includes international fee-paying students.

Indicative Ten Year Property Costs*

Indicative Ten Year Property Costs for Glenmoor Primary School	\$2.2 million
<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 structural strengthening remediation 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

Glenmoor School had a July 2012 roll of 42 which continues the pattern of decline from 2008 to 2010.

Rolls of schools in the cluster: July rolls 2008, 2010, 2012²

School Name	Type	Authority	2008	2010	2012
Our Lady of Fatima School (Chch)	Full Primary (Year 1-8)	State: Integrated	252	260	257
Glenmoor School	Contributing (Year 1-6)	State	58	47	42
Mairehau School	Full Primary (Year 1-8)	State	346	371	365
Total			656	678	664

² July School Rolls are total July rolls, excluding international fee paying students.

Student Distribution patterns³

Analysis of July 2012 student address data shows approximately 841 year 1-8 students reside in the Mairehau cluster. Of these, 79% attend a state school, 18% attend a state integrated school, and 3% attend a private school.

Schools with the highest number of year 1-6 students living in the Mairehau cluster catchment.

School	Authority	# students⁴	%⁵
Mairehau School	State	198	31%
St Albans School	State	132	21%
Our Lady of Fatima School (Chch)	State Integrated	71	11%
Paparoa Street School	State	38	6%
Banks Avenue School	State	19	3%
Glenmoor School	State	19	3%
Shirley School	State	18	3%
Elmwood Normal School	State	17	3%
St Albans Catholic School (Christchurch)	State Integrated	16	3%
St Andrew's College (Christchurch)	Private	10	2%

Approximately 31% of all year 1-6 students in the Mairehau cluster attend Mairehau School. Approximately 3% attend Glenmoor School.

Given the St Albans School enrolment scheme overlaps that of Mairehau School in the south of the Mairehau cluster, a large number of students attend St Albans School,

Population change⁶

There has been a slight increase in student numbers across the Mairehau cluster.

According to the March 2012 roll return data there are now 1,264 year 1-15 students compared to 1,233 in March 2010⁷.

There are no areas of CERA 'Red Zone' land within the Mairehau cluster⁸ and no large scale greenfield development planned.

There is a small increase projected in household numbers of around 380 by 2021⁹.

Household numbers are projected to grow by a further 250 approximately by 2041.

³ 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.

⁴ Number of all year 1-6 students in the cluster that attend a given school

⁵ Percentage of all year 1-6 students in the cluster that attend a given school

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

⁷ Note this is a count of student address data points, not total school roll.

⁸ CERA Red Zone data at 24 August 2012

⁹ Source: Greater Christchurch Household Scenarios 2011-2041, Prepared for the UDS Partners, March 2012. Figures quoted are based on the 'BAU Quick Scenario' household projections and are compared to pre-earthquake 2011 household data.

Note: The timing of growth is influenced by a number of factors such as economic and social determinants many of which remain uncertain following the earthquakes.

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

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

Of the 42 student address records provided by Glenmoor School in the July 2012 roll return, 19 reside within the Mairehau cluster.

Of these, 16 are within 1 km of Mairehau School with the remainder within the current Mairehau School enrolment zone.

The 20 Glenmoor student addresses outside the Mairehau cluster are scattered across several other clusters, including Redwood, St Albans, Shirley and Parklands.

This suggests a very small number of local students are actually served by Glenmoor School.

The impact of the proposed closure is likely to be small in respect to student distribution across the immediate network.

It is anticipated future growth in the area would be accommodated across the local schools such as Papanui School, Paparoa Street School and Mairehau Primary School.

Closing Glenmoor Primary 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 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 to ensure families understand the options for enrolment, and to provide support should this be required.

The provisions of the respective employment agreements will apply.

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 that it wishes to contribute during consultation 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.

The cluster will also need to consider how learners might be accommodated in the future should a decision be made to close the school. The cluster would want to consider how enhanced provision that might be required to support moving student populations might look.

How would the proposed closure of my school fit into the overall plan for the network as a whole?

Students currently enrolled at Glenmoor Primary School would be accommodated within the remaining schools within the area.

Facts and Figures

School Rolls are confirmed total 1 July rolls, excluding international fee paying students.

Student Distribution data is drawn primarily from the address matched July 2012 school roll return dataset (excluding international fee paying students). Where March 2010 and March 2012 student address data has been used, the use of these datasets is indicated.

Individual student records have been cleaned of all sensitive data and address matched (geocoded) to street addresses. Not all student records were address matched, as some records were not able to be geocoded, and student records identified with a privacy risk indicator have been excluded from the data. Across all schools in greater Christchurch, approximately 95% of records were address matched.

Where a school has an enrolment scheme, this is legally defined in a written description and is available from the relevant school. School enrolment scheme "home zones" or "school zones" are legally defined in the written description, and the display of any enrolment zone in a map is only a visual representation of the written description. School enrolment schemes, enrolment zones, and associated maps are reviewed periodically

Land and infrastructure information has been drawn from a variety of sources as outlined above.

Utilisation: The amount of student space being used (peak roll) as a percentage of the total student spaces available. Total student space has been based on the number of classrooms as at February 2012.

Peak rolls used: Primary – the October 2011 roll

Secondary and Intermediate – the March 2012 roll return

Relevant reports and documentation will be provided.

Contact us

Email us shapingeducation@minedu.govt.nz

Education Provision at Alternative Schools

Mairehau Primary School

ERO last reviewed Mairehau Primary School in October 2012. ERO reported that trustees are experienced, knowledgeable and committed to ongoing training.

The report noted that:

Students are actively involved in their learning. ERO observed very good levels of student on-task behaviours. Students interact positively with each other and with their teachers. Most students spoken with were able to talk about the purpose of their learning, and what they needed to do to achieve success. This reflects teachers' high expectations for learning and behaviour.

Most students achieved at or above National Standards in reading and written language in 2011. Senior leaders and teachers are now focused on improving results in mathematics.

Senior leaders use analysed information at school-wide level to inform professional development programmes, appraisal goals and overall student achievement targets. All teachers are involved in planning teams to set and monitor more specific and appropriate targets for groups of students at risk of not achieving. For example, in 2012 there is a target to improve the engagement and achievement of Pacific students. This includes strategies to better engage with parents, professional development for teachers and the reforming of a Pacific cultural group.

ERO will review the school again in four to five years.

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.

Appendix Two

Analysis of points made by the Board of Glenmoor School

Issues raised by Glenmoor School	Ministry response
<p>The rationale for closure appears to be based on faulty data. The school has little earthquake damage (\$40k estimated repairs), the Ministry only recently provided any evidence to substantiate the estimate of \$1.7 million for "structural strengthening", and these costs are "grossly overstated".</p>	<p>The Ministry has no reason to question its indicative costs of \$1.7 million for structural strengthening work, which is supported by an independent Quantity Surveyor estimate. While a reassessment of this work could be undertaken it would cost about \$30,000 and, as this is a contributing factor rather than a key factor in determining the final decision for the school, the Ministry does not support this being undertaken.</p> <p>Indicative ten year property costs of \$2.2 million were stated in the <i>Glenmoor School - Rationale for change</i> document in October 2012, the costs being predominantly for structural strengthening remediation works.</p>
<p>The closure of the school would mean the school, its buildings and grounds, would be lost to the Mairehau community, with likely subsequent infill housing which would not further benefit the community.</p>	<p>The Ministry cannot determine the future use of the school property following closure and disposal of the property according to Government policy requirements. This is not a reason for the proposed closure not to proceed.</p>
<p>The proposed closure appears to be for short-term financial gain without considering the longer term cost, as the growth projections in the area indicate significant property developments beginning within one km of the school over the next two to three years, resulting in a significant influx of new children.</p>	<p>The additional population growth that the Board is referring to is at the new Highfield Park development, which is not yet approved but if it is would impact on the schooling network in about 20 years.</p> <p>If development proceeds at Highfield Park, expected growth can initially be accommodated in other schools in the network. Glenmoor School is not well situated to service this potential population growth.</p>
<p>The Glenmoor School children, particularly the special needs children, will struggle to realise their full potential in a larger school. This will add to the significant stress children and their whānau have been under following the earthquakes.</p>	<p>Education provision will be available at Mairehau School. The most recent ERO report for Mairehau School shows that children can expect to receive high quality education provision there.</p> <p>Future network planning indicates that Glenmoor School is not well located for special education provision. Children with special education needs can be accommodated in other schools across the network and, if the school closes, the Ministry will work with families to determine the options available for these children.</p>

