

## **Education Report: Consideration of Closure of Richmond School (3486): Feedback from the second consultation period**

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### **Executive Summary**

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1. This paper seeks your decision on the proposed closure of Richmond 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 Richmond School. The rationale for the possible closure of Richmond School is based on its low roll, which was 49 children, at 1 July 2012, and 33 children (provisional roll data) at 1 March 2013, as well as the surplus capacity in the Shirley Learning Community Cluster as a whole. In 2012 Richmond School was operating at only 31% capacity.
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 Richmond School. This report (Metis 741572) is attached for your information (Appendix One). The Ministry recommended that Richmond School should be closed.
4. On 18 February 2013, you announced your interim decision that Richmond 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.
5. The Ministry received a letter dated 28 March 2013 from the Board stating that it had no argument in favour of the school remaining open or further information to add to its initial submission that was provided as feedback to the original proposal.
6. A statement in the school newsletter of 19 March 2013 informed the school community that the Board "with much regret" had accepted your interim decision to close Richmond School.
7. If you agree to the closure of Richmond School, the recommended date of closure will be 27 January 2014. It is expected that children from Richmond School would attend at either Shirley Primary or Christchurch East Schools. The Ministry will support the school through developing and implementing a transition plan.
8. If Richmond School closes it is estimated that there would be costs to the Crown of \$44,900 in the first year, with estimated annual savings after that of \$139,723 per year. The net operating savings to the Crown in the first ten years after closure are estimated to be \$769,775. This includes the additional extra costs of Richmond School children attending other schools.
9. The Ministry's view is that Richmond School should close, and that closure should take effect on 27 January 2014.

## Recommended Actions

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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 Richmond 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 Richmond School, and to the local Members of Parliament, advising them of your decision. A Gazette notice will also be provided;
- d. **agree** that a copy of this report is released to the Board of Trustees of Richmond School.

AGREE / DISAGREE

  
Katrina Casey  
Deputy Secretary  
Regional Operations

Encls



Hon Hekia Parata  
Minister of Education

20/5/13

## **Education Report: Consideration of Closure of Richmond School (3486): Feedback from the second consultation period**

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### **Purpose**

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

### **Background**

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2. Richmond School is a decile 2, Year 1-6 contributing primary school in the Shirley Learning Community Cluster in the Christchurch Central electorate. The July 2012 roll of the school was 49 children, which included 16 Māori, 9 Pasifika, 22 New Zealand European, one Asian child, and one child of another ethnicity. The school's provisional 1 March 2013 roll was 33 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 Richmond School formally initiating consultation on possible closure of the school. That consultation period ended on 7 December 2012.
4. The Shirley Learning Community Cluster, of which Richmond School is a part, is made up of four primary schools and Shirley Intermediate School. All but one of these schools are operating below capacity, resulting in significant oversupply of primary spaces. The roll at Richmond School has been in steady decline since 2000, and in 2012 the school was operating at 31% of its capacity.
5. In January 2013, the Ministry reported to you on the outcome of the consultation process and recommended that Richmond School should be closed. This report (Metis 741572) is attached for your information (Appendix One).
6. On 18 February 2013, you announced your interim decision that Richmond School should close, and wrote to the Board of Trustees giving it until 28 March 2013 to advise you of any further reasons why Richmond School should remain open.
7. In later February 2013 you wrote to the Board of Richmond School offering to meet with it to discuss your interim decision for the school. The Board chose not to accept the opportunity to meet with you.

### **Response from the Board of Trustees**

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8. The Ministry received a letter from the Board dated 28 March 2013 stating that it had "no argument in favour of the school remaining open or further information to add to its initial submission that was provided as feedback" in response to your original proposal.



9. The following statement appeared in the school newsletter of 19 March 2013:

*"The Board of Trustees of Richmond School with the support of the Principal and School Staff, have decided not to appeal the decision made by the Minister of Education regarding the school's closure, and, with much regret, have accepted the Minister's decision."*

## Ministry's Response

10. The Ministry is not aware of any reason to change your original proposal for the school.

## Access to other schools

11. If you decide that Richmond School will close, education provision will be available at Shirley Primary School and Christchurch East 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 these schools. The reports show that children from Richmond School can be expected to receive high quality provision at either of the nearby schools.
12. Should you decide to close Richmond School no additional property provision will be required at other schools in the area as there is capacity for the Richmond children.
13. 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. The schools have been informed that the Ministry can use its powers under an Order in Council to create a shared zone during the interim period, in order to create certainty for parents<sup>1</sup>.

## Priority Groups

### **Special Education**

14. Provision of all aspects of Special Education has been considered by the Ministry. Individual children who currently receive a specialist service have been identified and, should you decide to close the school, transition planning will occur with the goal of minimal, if any, disruption to these specialist services as schools transition through the merger process.
15. The Ministry's goal is for all schools to demonstrate inclusive practices. Where necessary, merging schools will be assisted to meet the individual needs of all children who attend regardless of their level of special education need.
16. Any additional services or supports provided to schools, for example Social Workers in Schools, PB4L and RTLB, have been identified. The Ministry will work with the school and providers to minimise any disruption.

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<sup>1</sup> 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).



## Māori Medium

17. In 2012 there were 36 children at Richmond School learning at Level 5 in Māori Medium classes. Should you agree to close Richmond School, children could access this provision at Shirley School, which offers Level 6. The Ministry will work with the Cluster to further support this programme from Shirley Intermediate School.

## Wellbeing

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18. The Ministry's Education Wellbeing Response team is available to work collaboratively with the school and its Board to identify strengths and needs across the Board, 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. FRIENDS<sup>2</sup>.

## Staffing

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19. Richmond School has a confirmed staffing for 2013 of 3.5 FTTEs. The school also has 1.63 FTE support staff positions (3 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.
20. 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.
21. 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.

## Financial Implications

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22. If you agree to the closure of Richmond School, the cost to the Crown of the Education Development Initiative (EDI) enhancement would be \$344,500 based on the EDI policy. Joint Schools Initiative Funding (JSIF) would be \$98,330. This funding is only generated if the closure is implemented.
23. It is estimated that there would be operational costs to the Crown in the first year of \$44,901, with estimated annual operational savings after that of \$139,723 per year. The estimated total net operating savings to the Crown in the first ten years after closure are estimated to be \$769,775.

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<sup>2</sup> 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).

## Property

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24. If Richmond School is closed, the site would be disposed of according to the government policy requirements applying to the disposal of surplus Crown-owned land.
25. Should the closure proceed no additional property at other schools in the area is required.

## Conclusion

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26. The Ministry's view remains that you should proceed with the proposal to close Richmond School and that closure should be 27 January 2014. The school's roll has dropped, and deferring the closure any longer is likely to lead to an unstable environment for children.

## Next steps

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27. Once your decision on the future of Richmond School is known, the Ministry will prepare letters to the Board of Trustees, and local Members of Parliament, advising them of your decision. A Gazette notice will also be provided.

### ***Implementation***

28. 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.

**Appendix One**

Education Report: Proposed Closure of Richmond School (3486)



## **Education Report: Consideration of Closure of Richmond School (3486)**

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### **Executive Summary**

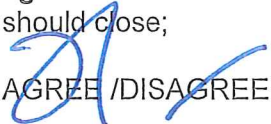
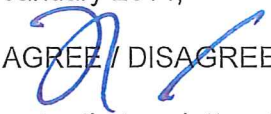
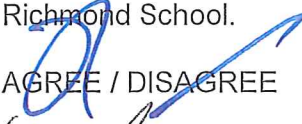
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1. This report seeks your decision on the proposed closure of Richmond School under section 154 of the Education Act 1989. The Ministry recommends that you proceed with the proposed closure.
2. On 13 September 2012, you announced the proposed closure of Richmond School, effective the beginning of 2014, as part of a number of proposals for changes to schooling provision in greater Christchurch. On 28 September 2012 you initiated formal consultation on the proposal.
3. The proposal to close Richmond School is based on its low roll. The school's roll was 49 learners as at July 2012. This is down from a peak roll in 2000 of 224 learners. As at October 2012 the school is currently operating at only 31% capacity. The buildings at Richmond School have suffered some damage as a result of the earthquakes, require earthquake strengthening, and have been flagged for weather tightness remediation.
4. The Board of Trustees of Richmond School, with the assistance of a facilitator, has undertaken consultation with its community about the proposal and provided the Ministry with its submission. The Board does not agree with the proposed closure and proposed that the school remain on its current site. The Board's submission focused on the strong community Richmond School has fostered for its learners, and the benefits of a small school. The Board received several letters of support from parents, the Delta Community Trust, local residents, the Hagley-Ferrymead Community Board, responses from an online survey, and a community petition.
5. While the Ministry acknowledges the proposal put forward by the Board and the community's support for the school remaining open, its view is that, when the cost per learner to repair the school is considered alongside the surplus capacity in nearby schools, Richmond School should be closed as it does not make economic sense to repair the school on its current site.
6. The Ministry recommends that you continue with the closure of Richmond School and that the date of closure should be 27 January 2014.
7. If, after considering the information in this report, you decide that Richmond School should be closed, a letter will be developed for your signature to the Board of Trustees 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

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We recommend that you:

- a. **note** the information provided about the responses to the consultation by the Board of Trustees of Richmond School with its school community about the proposed closure of Richmond School;
- b. **note** that the Board of Trustees of Richmond School disagrees with the proposal to close Richmond School;
- c. **agree** that under section 154 of the Education Act 1989 Richmond School should close;  
  
AGREE / DISAGREE
- d. **agree** that if Richmond School closes, your preferred date of closure is 27 January 2014;  
  
AGREE / DISAGREE
- e. **note** that a letter to the Board of Trustees of Richmond School will be developed for your signature once your decision is known. If your decision is to close Richmond School, this 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; and
- g. **agree** that a copy of this report be released to the Board of Trustees of Richmond 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 Richmond School (3486)

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### Purpose

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

### Background

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2. Richmond School is a decile 2, Year 1-6 contributing primary school in the Shirley 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 49 which included 16 Māori, 9 Pasifika, 22 New Zealand European, one Asian, and one learner of another ethnicity. This roll number had risen slightly by October 2012, when 54 learners were enrolled.
3. On 13 September 2012 you announced a number of proposals for changes in education provision in greater Christchurch. This announcement included the proposal to close Richmond School.
4. On 28 September 2012 you wrote to the Board of Trustees of Richmond School and initiated consultation on the possible closure of Richmond School. That consultation period ended on 7 December 2012.
5. After considering the Board's feedback the Ministry recommends that you continue the closure of Richmond School, and that it is proposed for closure on 27 January 2014.
6. There is currently a limited statutory manager in place to assist the Board of Trustees of Richmond School in matters related to student achievement.

### Reasons for Considering Closure

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7. The Shirley Learning Community Cluster, of which Richmond School is a part, is made up of four primary schools and Shirley Intermediate School. All but one of these schools are operating below capacity, resulting in significant over-supply of student spaces in the cluster.
8. The roll at Richmond School has been in steady decline since 2000, when the roll peaked at 224. It is currently operating at 31% of its capacity.
9. Given the surplus capacity in the cluster, and the widespread damage in the residential area around the school, it is difficult to justify the investment required to upgrade the property to meet modern learning environment standards. Indicative ten year property costs are estimated to be \$0.89 million.



## Learning Community Cluster proposal

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

School	Type	Proposal
Richmond School	Yr 1-6	Close school
Banks Avenue School	Yr 1-6	Recapitate, relocate, and continue
Shirley Intermediate School	Yr 7-8	Close school
Shirley School	Yr 1-6	Recapitate and continue

11. Hammersley Park School was part of the Shirley Learning Community Cluster. In September 2012 the Board of Hammersley Park School sought closure of the school. After undertaking the required consultation you agreed to this request. The date of closure is 27 January 2013.
12. The Rationale for Change document for Richmond School is attached as Appendix Two.

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

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13. 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 Richmond School

14. On 13 September 2012 you called a meeting of all schools affected by the proposals for possible closure and merger. You also wrote to the Boards of the schools on 28 September 2012, and you attended a meeting with the Board of Richmond School on 30 October 2012.
15. The Board appointed a facilitator to undertake consultation on its behalf. 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. Regular contact has been maintained with a representative of the Board and the Principal.
16. The final date for submissions on the proposal to close Richmond School was 7 December 2012. On 14 December 2012, you were provided with the complete submission from the Board of Trustees of Richmond School.
17. The feedback from the Board of Richmond School is summarised as follows:
- Richmond School should remain open on its current site. The school has strong community support and proposes a further consultation from Term 4 2013 to inform a community-driven decision about its future.
  - Shirley School should remain open on its current site and Banks Avenue School relocate to a site in the Burwood Park vicinity.

- c. Richmond School has developed a strong school community with a particular focus on addressing the needs of low socio-economic and immigrant families.
- d. There is an ongoing need for Richmond School as the community continues to grow with new families arriving in the area and the development of new housing projects.
- e. The Board has provided excerpts from literature supporting the benefits of small schools, especially in low socio-economic areas. Also included was information putting forward the argument that this is an inappropriate time to undertake a restructuring of schools in Christchurch.
- f. Richmond School's Board also highlighted the positive comments from its recent Education Review Office report, emphasising the high quality of teaching staff and management within the school. The Board recognises that the school has gone through a period of change and has moved forward from its past difficulties.
- g. The Board has stated that the figure the Ministry has presented as the school's capacity utilisation is incorrect and that the school is actually utilising a much higher percentage of its teaching space capacity.
- h. The school has suffered very little earthquake damage and is able to operate viably in its present state. The Indicative Ten Year Property Costs for the school, \$0.89 million, are considered low compared to many other affected schools.

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

- 18. On your behalf, the Ministry undertook consultation with Boards of other schools in the Shirley Learning Community Cluster. While the Ministry received no feedback from these groups directly, we are informed that the Avon/Otakaro sector cluster of schools, of which Richmond School is a part, made comment directly to the Board of Richmond School.

### **Ministry Comment**

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#### **Roll**

- 19. As at October 2012, Richmond School has a roll of 54 learners. Since 2000, when the roll peaked at 224 learners, the roll has been declining and there is no evidence to support any major roll growth, despite the slight rise in roll between July and October 2012 of 5 learners.
- 20. The submission from the Board of Richmond School states that there is an ongoing need for the school due to growth in the area. However population data for the area shows limited projected growth in households within the current Richmond School catchment in the short and medium term. With a limited number of new houses the population is expected to remain stable at the current levels.



21. The Board of Richmond School argues that there are 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. It is the Ministry's expectation that all schools deliver tailored curriculum programmes to address the needs of their learners and community. While the Ministry accepts that there is some evidence that supports achievement in smaller schools, there is also evidence that indicates smaller schools have a number of disadvantages.
22. The Ministry has provided a detailed response to the issue of school size as raised by a number of the Boards involved in proposals to merge or close, including Richmond School in its education report to you (METIS 742945). In this report, the Ministry states that:

*Given [lack of consistent or New Zealand based evidence], we are not persuaded that small schools necessarily provide a more nurturing environment for their learners, are more likely to be at the heart of their community or provide better outcomes for any particular groups than larger schools. The research is very fairly summarised by the CDHB (Canterbury District Health Board) which concludes 'smaller schools have both advantages and disadvantages'.*

### **Community support**

23. The Board's submission indicates that a strong community exists with the school as its hub. This is evident from the letters from parents and other community members, as well as a large petition signed in support of keeping the school open.
24. The Board's submission also states that there is a particular focus upon the needs of low socio-economic and immigrant families in the community. The Ministry acknowledges this and recognises the importance of delivering individualised programmes to address the needs of learning communities. However, it is an expectation of the Ministry that this level of quality pastoral care and curriculum provision is available to all learners at all schools.

### **Quality education**

25. The Board's submission identifies quality of teaching as one of the reasons that it disagrees with the Minister's proposal to close Richmond School. While the Ministry understands this view, it expects that teachers at all schools will assist learners to achieve to their full potential by identifying learning needs and planning and delivering high quality programmes that meet these needs.

### **Capacity**

26. Given there is surplus capacity in the cluster, the learners from Richmond School are able to be accommodated in other schools. All learners in the Richmond School catchment live within 3.2km of a state school, and 69% are within 1km of a state school.
27. Richmond School has eight teaching spaces, with a capacity of 175 learners. As at October 2012 its roll was 54 learners. This equates to an utilisation level of 31%.



## Property

28. Richmond School has suffered little earthquake damage; the total Indicative Ten Year Property Costs of \$0.89 million is low compared to many other schools. When the cost per learner to repair the school is taken into account alongside the surplus capacity in nearby schools, it is the Ministry's view that it does not make economic sense to repair the school. This information is outlined in the Property Implications section of this report.
29. Deferral in addressing the issues of people movement and infrastructure damage affecting schools is likely to create uncertainty for learners and the community. It is not expected that any updated information will change the recommendation.
30. The Ministry recommends that you continue the process of closure of Richmond School. It is proposed that if you agree to the closure, it is recommended that closure take effect on 27 January 2014. Appendix three contains further property information.

## Alternative Schooling Options and Quality of Education Provision

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31. The Education Review Office (ERO) last reviewed Richmond School in May 2012. In its report, ERO stated that:

*The principal and teachers are aware that many students are still achieving well below the National Standards. Their needs are being addressed through well-planned class programmes and where appropriate, support from outside specialists. Lifting the learning levels of these students needs to be given ongoing priority.*

*A strength within the school's curriculum is the extensive and effective use of information and communication technologies (ICT). The school is well resourced in this area and the principal is leading innovative practices that support student learning and their efficient use of technologies.*
32. If Richmond School was to be closed, education provision would be available at Banks Avenue School and Shirley School. A summary of education provision at these schools is attached as Appendix Four. These summaries show that learners from Richmond School can be expected to receive high quality service provision at their receiving school.

## Priority Learners

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33. The 1 July 2012 roll of Richmond School was 49 which included 32.7% Māori learners and 18.4% Pasifika learners. The school does not provide Māori immersion education.
34. The school's two most recent ERO reviews do not discuss Māori achievement in detail. The 2012 report noted that: *Māori students' achievement is reported to the board. The principal and teachers support Māori students to achieve as Māori through school and programme initiatives.*

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

35. As at 1 July 2012, Richmond School had no learners accessing Ongoing Resourcing Scheme (ORS) funding.

## **Staffing**

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

## **Financial Implications**

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37. If Richmond 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, psychosocial needs, transition and change management within and across schools and Learning Community Clusters.
39. EDI and JSIF funding is only available if the proposed closure of Richmond School takes place.
40. If your decision is that Richmond 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**

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### **Background Rationale**

41. The buildings on the Richmond 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 buildings. Some buildings will require earthquake strengthening. Buildings on site have also been flagged for weather tightness remediation.
42. Surrounding land is a combination of CERA technical category 2 (TC2) and technical category 3 (TC3). Preliminary assessments suggest geotechnical considerations are likely to be a factor when undertaking development at this site. Significant foundation engineering is likely to be required.
43. The Indicative Ten Year Property Cost to repair Richmond School is \$0.89 million.

## Proposal Analysis

44. The Board 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. The Detailed Engineering Evaluation (DEE) for Richmond School is due to be completed mid 2013.
45. The Board has challenged the statement 'Significant foundation engineering is likely to be required'. The surrounding residential land is a combination of CERA technical category 2 (TC2) and technical category 3 (TC3). CERA has stated that these sites will require geotechnical investigation and specific engineering foundation design.

## 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	Property requirement
Close Richmond School	\$0.0 million	Closure of school; no repairs or remediation required, normal disposal costs could be applicable.
Other costs	\$0.00 million	No additional teaching spaces are required to accommodate the closure of Richmond School, based on network analysis.
<b>Total</b>	<b>\$0.00 million</b>	
Re distributed roll from Richmond School - 54		10 October 2012 roll of Richmond School to be distributed across nearby schools.
<b>Cost per learner</b>	<b>\$0</b>	

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

## Alternative Proposal 1 - Richmond Primary to remain open

Proposal	Cost	Property requirement
Repair Richmond School	\$0.89 million	These are the indicative costs to repair the school.
Other costs	\$0.00 million	Nil
<b>Total</b>	<b>\$0.89 million</b>	
Current roll at Richmond School - 54		Richmond School roll as at 10 October 2012.
<b>Cost per learner</b>	<b>\$16,481</b>	



## Risks

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47. The key risk if Richmond School closes 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.
48. To mitigate this risk, we recommend that you release this report to the Board of Richmond School.

## Conclusion and Next Steps

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46. The Ministry's recommendation is that you agree that Richmond School is closed. This recommendation is because:
  - a. Richmond School had a 10 October roll of 54 learners. Although it has risen slightly since July 2012, this change does not reflect a significant change.
  - b. Despite minimal earthquake damage, there are still moderate costs associated with remediating the school. When the cost per learner to repair the school is taken into account alongside the surplus capacity in nearby schools, it is the Ministry's view that it does not make economic sense to repair the school.
  - c. The Board's submission indicates that Richmond School has strong management and quality teaching, with a focus on meeting the needs of all learners. While the Ministry acknowledges the progress made at Richmond School, it expects that all schools provide individualised teaching programmes to meet the needs of their learners, and therefore this is not a sufficient reason to support an alternative to the original proposal.
49. If after considering the information in this report you decide that Richmond School should close, a letter will be developed for your signature to the Board of Trustees inviting it to provide you, within 28 days of the date of the letter, with any further reasons why the school should remain open.
50. Letters to the local Members of Parliament advising them of your decision will also be developed for your signature.
51. If your decision is that Richmond School should not close the Ministry will develop appropriate letters for your signature.
52. Once your decision has been made, the Ministry recommends that a copy of this report be released to the Richmond School Board of Trustees.

## Appendix One

### Map of the Shirley Cluster

## Appendix Two

### 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.

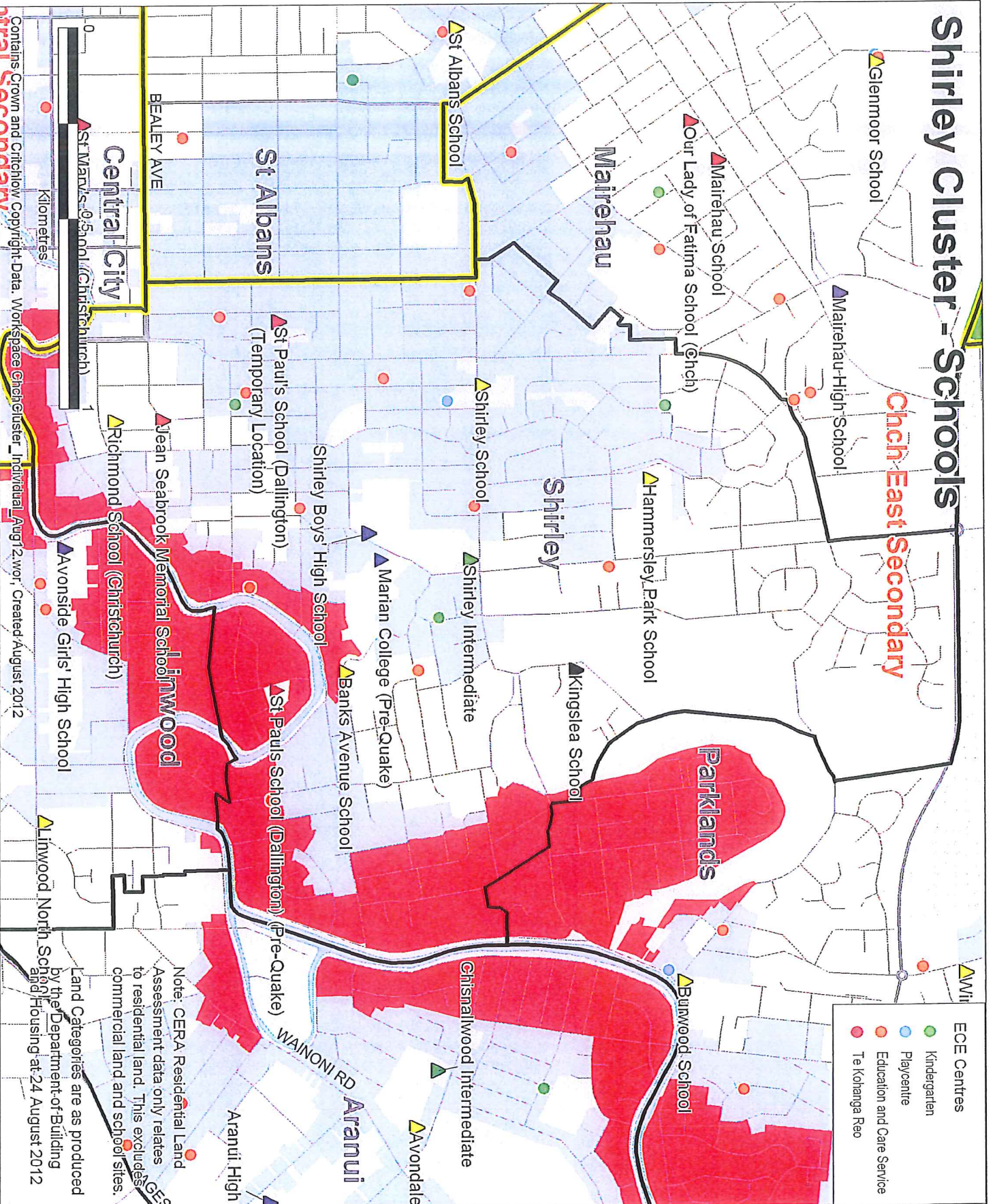
## Appendix One

### 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

## Appendix Two

### Rationale for Change Document



## Richmond School – Rationale for change

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

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### 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.



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## 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. All except Shirley School are operating well below roll capacity, resulting in significant over supply of student places in the area.

The Richmond School roll has been steadily declining since its peak enrolment of 224 learners in 2000. With only 49 enrolled learners in July 2012 it is the least utilised school, operating at just 19% capacity.

Given the widespread damage to surrounding residential property and the school's proximity to the red zone, it is difficult to justify the investment required to bring the school up to modern learning environment standards.

### Land

Surrounding land is a combination of CERA technical category 2 (TC2) and technical category 3 (TC3).

Preliminary 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 Richmond School site have suffered some degree of earthquake damage. This covers a wide spectrum from minor cracking to ceiling and wall finishes to relevelling buildings.

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

Buildings on site have also been flagged for weather tightness remediation.

### Indicative Ten Year Property Costs\*

<b>Indicative Ten Year Property Costs for Richmond Primary School</b>	<b>\$0.9 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 condition assessment and earthquake remediation works.

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

*\*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 adjustors 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**

Richmond School had a roll of 49 at July 2012, which is 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
<b>Richmond School (Christchurch)</b>	<b>Contributing (Year 1-6)</b>	<b>State</b>	<b>104</b>	<b>69</b>	<b>49</b>
Shirley Intermediate	Intermediate (Year 7 and 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>

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

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

Analysis of July 2012 student address data shows that 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 resident within 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.*

<b>School</b>	<b>Authority</b>	<b># students<sup>4</sup></b>	<b>%<sup>5</sup></b>
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

### ***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.

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<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

<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



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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 Richmond cluster but no proposed greenfield residential development. 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.

## **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 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 Ave 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.

### **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.

### **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.

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### **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.

### **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

### **Banks Avenue School**

The future location and catchment of Banks Avenue 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 Richmond School 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.

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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.

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.

## 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

## Contact us

Email us [shapingeducation@minedu.govt.nz](mailto:shapingeducation@minedu.govt.nz)



## 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.
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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.*

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- *students encouraged by their teachers to understand and take more responsibility for their learning*
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- *the effective use of assessment information by teachers to identify students' learning needs and plan suitable programmes*
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Shirley School is on a regular ERO review cycle.

