

Education Report: Consideration of Mergers of Central New Brighton School (3311) and South New Brighton School (3508), and Freeville School (3344) and North New Brighton School (3448): Feedback from the second consultation period

Executive Summary

1. This paper seeks your decision on the proposed merger of Central New Brighton and South New Brighton Schools, and Freeville and North New Brighton Schools under section 156A 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 merge Central New Brighton and South New Brighton Schools on the South New Brighton School site, and the proposal to merge Freeville School and North New Brighton School on the North New Brighton School site.
3. The proposals were based on the surplus capacity in the four existing primary schools in the Brighton cluster and the significant investment required to repair and strengthen school buildings at these schools.
4. In January 2013, the Ministry of Education reported to you on the results of the consultation undertaken by the Boards of each school with its community about both proposals to merge the two schools. These reports (Metis 742542 and 742538) are attached for your information. The Ministry recommended that the merger of Central New Brighton and South New Brighton Schools be approved and that the merger of Freeville and North New Brighton Schools be approved.
5. On 18 February 2013, you announced your interim decision that the mergers should proceed, and wrote to the Boards of each school giving them until 28 March 2013 to advise you of any reasons why the merger should not take place. The Education Act does not require this further consultation period, but you provided it for those schools proposed to be merged, to align with the process for those schools proposed to be closed.
6. The Boards of all four schools have responded to your letter and these submissions were forwarded to you on 3 April.

Proposed merger of Central New Brighton School and South New Brighton Schools

7. The Board of Central New Brighton School continues to disagree with the proposed merger as it believes any merger will be detrimental to the interests of children, families and the community. It is concerned that the social and emotional needs of its children will not be met at a large decile 5 school and that the distance to travel to the South New Brighton School site will become a further barrier to the education of children who are already vulnerable. The Board has proposed an alternative that should the merger proceed it should occur on its site, and that the Ministry should purchase the unused Countdown Supermarket site that borders the site's eastern side. The Board also notes that it endorses, as an alternative, the Freeville School Board's proposal to build a new school on the Rawhiti Domain and merge Freeville School, North New Brighton School and Central New Brighton School on this new site.
8. The Board of South New Brighton School also disagrees with the interim decision. It does not believe that the proposed merger will improve student achievement in the area and it is concerned that the interim decision puts the education model that is currently on offer at significant risk. The Board also maintains its belief that few children from Central New Brighton School would attend a merged school on its site and does not believe that its large number of children should have to undergo the merger process and significant change for the sake of a small number of Central New Brighton School children.
9. The Board of South New Brighton School proposes that, should the merger proceed, it should be the continuing school with a largely unchanged Board membership as opposed to just the continuing site. The Board also proposes that Central New Brighton School should close and South New Brighton School remain as is. It also encourages the Ministry's investigation of a merger between Central New Brighton, North New Brighton and Freeville Schools as proposed by the Freeville School Board.
10. Following analysis of the Board's submissions and demographic data the Ministry no longer considers that this merger is a viable option. However, the Ministry recognises that, given demographic movement in the area and that the indicative cost to repair Central New Brighton School is approximately \$4.4 million, the Ministry does not consider that Central New Brighton School remaining as a stand-alone school is a viable option.

Proposed merger of Freeville and North New Brighton Schools

11. The Board of North New Brighton School has responded to your letter stating that it agrees with the interim decision in principle, but does not agree with the earlier merging date of January 2014. It instead proposes an *'integrated and transitional programme of school merger completed by January 2016'*. The Board believes this would provide time for empowerment, partnership and collaboration so the schools can build trust and cooperation between each other and the communities. The Board also does not agree with the appointment of a Board for the merged school. It believes that this has the potential to disenfranchise both communities as they would not have *'ownership'* of the Board.

12. The Board of Freeville School has responded to your letter stating that it disagrees with the interim decision because its community does not want it to proceed. The Board has stated that should the interim decision go ahead it would like the merger date to revert to the original date of January 2016.
13. The Board of Freeville School proposed two alternatives to the interim decision. The first alternative proposal is to repair Freeville School on its current site. The Ministry does not consider that this is a viable option for the reasons described in the Rationale for Change document. The Board also proposed an alternative of building a new school on the Southern end of the Rawhiti Domain and to merge Freeville School, North New Brighton School and Central New Brighton School at this new school. The Ministry does not consider that it is a viable option as there is no guarantee that the Ministry could purchase the Council owned land at Rawhiti Domain.
14. While the Rawhiti Domain is not a viable site, the Ministry considers that a merger between Central New Brighton, Freeville, and North New Brighton Schools is a viable option and addresses a number of concerns that have been raised by the Boards of all four schools.
15. Following analysis of the Board's submissions the Ministry continues to consider that the proposed merger of Freeville and North New Brighton Schools is a viable option.

Alternative Options

16. The Ministry recommends that you should agree not to merge Central New Brighton and South New Brighton Schools and that you should initiate consultation on one or both of the options described below
17. To allow for due process both options must involve a further period of consultation for Central New Brighton School, and one option includes a further consultation period for Freeville and North New Brighton Schools. The Ministry acknowledges that this may cause some anxiety but notes that it is the fair path to take in the circumstances.

Option One

18. The first option is a proposed merger between Central New Brighton, Freeville and North New Brighton Schools on the North New Brighton School site, effective start of Term 2, 2014. Should you agree to initiate consultation on this option you would also agree to not merge Freeville and North New Brighton Schools. This option would require one additional period of consultation.
19. In this option children would attend school on the North New Brighton School site and the Freeville School site from Term 2 2014. In 2016 the new merged school buildings would be completed and all children would attend school on the North New Brighton School site.
20. If the three schools are merged it is estimated there would be operational costs to the Crown of \$834,734 in the first year, with estimated annual operational savings after that of \$449,022 per year. The estimated net operating savings to the Crown in the first ten years after closure are estimated to be \$2,458,226.

Option Two

21. The second option is to initiate consultation for the closure of Central New Brighton School, effective from the start of Term 2, 2014. Should you agree to initiate consultation on this option you would also agree to merge Freeville and North New Brighton Schools. This option would require two additional rounds of consultation.
22. Should you agree to proceed with option two more detailed information about operational costs and savings to the Crown would be provided to you in the next report.

Initiating Consultation on Option One and Option Two

23. If however you choose to consult on closure of Central New Brighton School, having made a final decision not to merge it with South New Brighton School and a final decision to proceed to merge Freeville and North New Brighton Schools, then merge options are not available to you should you subsequently decide not to close Central New Brighton School. Your options at this point would be for Central New Brighton School to either close or remain open.
24. One way to ensure you have both a viable merge and close option is to consult the communities on both the options for a three way merge of Freeville, North New Brighton and Central New Brighton Schools, and the option to close Central New Brighton School. This means a final decision to merge Freeville and North New Brighton Schools would be deferred.
25. The Ministry considers, given the nature of the community and school responses, that a merger between Central New Brighton and South New Brighton Schools is not viable and therefore a final decision should be made not to proceed with that merge whichever option you now select.

Recommended Actions

We recommend that you:

- a. **note** the information provided about the feedback from the second period of consultation from the Boards of Trustees of Central New Brighton and South New Brighton Schools and Freeville and North New Brighton Schools and consider it alongside the original submissions from the Boards;
- b. **agree** not to merge Central New Brighton School and South New Brighton School on the South New Brighton School site; and
- c. **agree** to initiate consultation as described in one of the three options below;

AGREE / DISAGREE

EITHER

Option One

- c. **agree** not to merge Freeville School and North New Brighton School on the North New Brighton School site; and
- d. **agree** to initiate consultation on a proposed merger between Central New Brighton School, Freeville School and North New Brighton School on the North New Brighton School site, effective start of Term 2, 2014;

AGREE / DISAGREE

OR

Option Two

- e. **agree** to merge Freeville School and North New Brighton School from Term 2, 2014; and
- f. **agree** to initiate consultation on the proposed closure of Central New Brighton School, effective from the start of Term 2, 2014;

AGREE / DISAGREE

OR


Option Three

- g. **agree** to defer your final decision about the proposed merger of Freeville School and North New Brighton School; and
- h. **agree** to initiate consultation on the proposed closure of Central New Brighton School, effective from the start of Term 2, 2014; and
- i. **agree** to initiate consultation on a proposed merger between Central New Brighton School, Freeville School and North New Brighton School on the North New Brighton School site, effective start of Term 2, 2014

AND

- j. **note** that if your decisions are to not merge Central New Brighton School and South New Brighton School and to merge Freeville School and North New Brighton School and initiate consultation on the possible closure of Central New Brighton School, you would not be able to go back to a three way merge or the original merge option if your interim decision is to not close Central New Brighton School;
- k. **note** that once your decision is known, the Ministry will provide letters for your signature to the Boards of Central New Brighton School, South New Brighton School, Freeville School and North New Brighton School and to the local Members of Parliament, advising them of your decision;
- l. **note** that the letters to the Boards of the schools could either initiate the consultation about a merger between Central New Brighton School, Freeville School and North New Brighton School and/or initiate consultation on the proposed closure of Central New Brighton School;
- m. **note** that if you agree to implement the two mergers consulted on following your interim decision, a Gazette notice will be provide for your signature; and
- n. **agree** that a copy of this report is released to the Boards of Trustees of Central New Brighton School, South New Brighton School, Freeville School and North New Brighton School.


AGREE / DISAGREE


Katrina Casey
Deputy Secretary
Regional Operations

Encls


Hon Hekia Parata
Minister of Education

20,5,13

Education Report: Consideration of Mergers of Central New Brighton School (3311) and South New Brighton School (3508), and Freeville School (3344) and North New Brighton School (3448): Feedback from the second consultation period

Purpose

1. This report seeks your decision on the proposed mergers of Central New Brighton and South New Brighton Schools, and Freeville and North New Brighton Schools under section 156A of the Education Act 1989 (the Act).

Background

2. Central New Brighton School is a decile 2, Year 1-8 full primary school in the Christchurch East electorate. The July 2012 roll of the school was 122 comprising 34 Māori, nine Pasifika, 76 New Zealand European children and three international students. Its provisional March 2013 roll is 100.
3. South New Brighton School is a decile 5, Year 1-8 full primary school also in the Christchurch East electorate. The July 2012 roll of the school was 453 comprising 53 Māori, five Pasifika, 389 New Zealand European, three Asian, and three children of other ethnicities. Its provisional March 2013 roll is 426.
4. Freeville School is a decile 4, Year 1-8 full primary school in the Christchurch East electorate. The July 2012 roll of the school was 299 comprising 82 Māori, 6 Pasifika, 204 New Zealand European, 6 Asian children, and one child of another ethnicity. Its provisional March 2013 roll is 275.
5. North New Brighton School is a decile 4, Year 1-8 full primary school also in the Christchurch East electorate. The July 2012 roll of the school was 222 comprising 55 Māori, 9 Pasifika, 153 New Zealand European, and 4 Asian children, and one child of another ethnicity. Its provisional March 2013 roll is 214.
6. 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 Boards of Trustees of both Central New Brighton School and South New Brighton School formally initiating consultation on possible merger of the two schools. You also wrote to the Boards of Trustees of both Freeville School and North New Brighton School initiating consultation on possible merger of the two schools. That consultation period ended on 7 December 2012.
7. The New Brighton Learning Community Cluster comprises four Year 1-8 full primary schools. All of these schools have suffered some degree of earthquake damage. These schools are situated in an eight kilometre stretch of land which is separated from the rest of Christchurch by an area of red zone, the Avon River and an estuary. This is likely to constrain future population growth.

8. All of the four schools in New Brighton are utilising classrooms that were built in the 1960s/1970s and several of the schools are utilising classrooms that were built in the 1940s. The older age of these buildings means they need significant earthquake strengthening. It is not considered cost effective to repair existing buildings as the cost of earthquake repairs alone would exceed the cost of building a new primary school.
9. In January 2013, the Ministry reported to you on the outcome of the first consultation process and recommended that Central New Brighton and South New Brighton Schools should be merged (Metis 742542 – Appendix One) and that Freeville and North New Brighton Schools should also be merged (Metis 742538 – Appendix Two).
10. On 18 February 2013, you announced your interim decision that the mergers should proceed, and wrote to the Boards of Trustees giving them an additional period to let you know of any reasons why Central New Brighton and South New Brighton Schools should not be merged and why Freeville and North New Brighton Schools should not be merged. This consultation period ended on 28 March 2013. The Education Act does not require this further period of consultation in the case of mergers but, as part of the wider consultation over changes in Christchurch, you extended this provision to align the consultation over mergers with the consultation about possible closures.

Response from the Boards of Trustees – Central New Brighton and South New Brighton Schools

11. On 6 March 2013 in separate meetings, you met with the Chair of the Board and the Principal of each of Central New Brighton and South New Brighton Schools to hear their feedback about the interim decision. This was your second visit and a follow up to your visit in the first stage of consultation.
12. The Boards of Central New Brighton and South New Brighton Schools both responded to your letter within the set timeframe.

Central New Brighton School

13. The Board of Central New Brighton School does not agree with the interim decision to merge Central New Brighton and South New Brighton Schools on the South New Brighton School site from January 2014.
14. The Board and the community believe that the proposed merger would be detrimental to the interests of children, families and the community. The Board conducted a survey of parents about the interim decision; 97% of responses were against the earlier merger date. The Board also conducted a survey of the children at the school; 100% did not want the merger to proceed.
15. In particular the Board does not believe that the social and emotional needs of its children will be met at a large decile 5 school, and is concerned that programmes and supports the school currently offers will not be available at the proposed merged school, for example, Duffy Books.
16. The Board also believes that the increased distance to travel to the South New Brighton School site will become a further barrier to education in the lives of children who are already at risk of failing.

17. The Board proposes as an alternative that, should the merger proceed, Central New Brighton School should be the continuing site. To make the site viable the Board suggests that the Ministry purchase the unused Countdown Supermarket site that borders the eastern side of the school to accommodate more classrooms and children. The Board believes this is a viable option because it considers its land to be more stable, it has better resources like the hall and pools, the site is more connected to the local business area, and the Board considers that it is safer as it has less tsunami threat, is closer to bridges and has better entry and exit points.
18. The Board also states that, should the interim decision proceed, the date of the merger should revert to January 2016. The Board believes that the process needs more time to be effective and that the original date created '*legitimate expectations*' for the staff and school community. The Board presented a petition of 1,158 signatures calling for the date to revert to January 2016.
19. The Board also notes that it endorses the Freeville School Board of Trustees proposal to build a new school on the Rawhiti Domain and to merge Central New Brighton School, North New Brighton School and Freeville School on this site. It states that this proposal alleviates some of the concerns its community has about the South New Brighton School site. The Board also requests that should a merger not proceed, that the school is not closed instead.

South New Brighton School

20. The Board does not agree with the interim decision to merge South New Brighton and Central New Brighton Schools on the South New Brighton School site from January 2014.
21. It does not believe that the interim decision will maintain or improve student achievement in the area and is concerned that it puts the education model currently on offer at the school at significant risk.
22. The Board also continues to believe that only a small number of children from Central New Brighton School would attend a merged school on the South New Brighton School site. It has provided supporting evidence it received from the Central New Brighton School Board about why its children would not attend the South New Brighton School site. Reasons include the increased distance to travel, natural land boundaries (river, estuary and sea) and that it is not a natural route as it is a destination not a thoroughfare.
23. For these reasons, the Board and community do not believe that a large number of South New Brighton School children should have to undergo the merger process and a significant amount of change for a potentially small number of children from Central New Brighton School.
24. The Board proposes as an alternative option that, as it expects that the number of Central New Brighton School children that would attend a merged school is small, that Central New Brighton School should close and South New Brighton School should stay as is. In its first submission the Board offered to provide school uniforms for students from Central New Brighton School that enrolled at South New Brighton School.

25. The Board also believes that the proposal from the Freeville School Board of Trustees, to build a new school on the Rawhiti Domain and to merge Central New Brighton School, North New Brighton School and Freeville School on this site, should be investigated by the Ministry.
26. Should the merger proceed the Board believes that it should be the continuing school and Board, not just the continuing site. It also believes that the proposed merger should be delayed until 2015 to avoid causing additional stress to family lives in 2013 and 2014. The Board also stated in its first submission that its staff would engage with professional development with staff from Central New Brighton School during the period prior to a merger.

Other Responses

27. As well as the submissions presented by the Boards, since 18 February 2013 you have received several letters about the proposed mergers (three are about Central New Brighton School and one about South New Brighton School).

Ministry's Response – Central New Brighton and South New Brighton Schools

Central New Brighton School

28. The Board states in its submission that it is concerned that the needs of its children will not be met at a large decile 5 school and that it is concerned that programmes and supports the school currently offers will not be available for example, Duffy Books. The Ministry recognises the importance of delivering individualised programmes to address the needs of learning communities. However, as it is an expectation that quality pastoral care that meets individual needs is available to all children, this is not considered a sufficient reason to support retaining the status quo.
29. The Board is also concerned about the distance required to travel to South New Brighton School for some children. Should you agree to initiate consultation on the proposed merger of Central New Brighton, Freeville and North New Brighton Schools on the North New Brighton School site, distance could be a lesser concern for the community.
30. The Board proposes the alternative option of a proposed merger on the Central New Brighton School site with the purchase of the Countdown Supermarket site next door to the school. The Ministry does not consider this is a viable option as the purchase of this site can not be guaranteed. In addition, the Ministry already owns four sites in the New Brighton area and it is not considered cost effective to purchase another site.
31. The Board also proposed that the date should revert to January 2016. The Ministry proposes that, should you agree to initiate consultation on the proposed merger of Central New Brighton, Freeville and North New Brighton Schools, the proposed date of merger is the start of Term 2, 2014. This allows for an additional round of consultation. Should you decide to initiate consultation on the proposed closure of Central New Brighton School it would require two further rounds of consultation and the Ministry proposes that the effective date is also the start of Term 2, 2014.

South New Brighton School

32. The Board does not believe that the proposed merger will improve student achievement in the area. Should you decide to proceed with your interim decision to merge South New Brighton and Central New Brighton Schools, the Ministry does not consider that this is sufficient reasoning to support an alternative to the interim decision as the Ministry expects children to receive high quality education at the merged school.
33. The Board is concerned that should you decide to merge the school with Central New Brighton School, not many children from Central New Brighton School would attend the merged school. The Ministry considers that the evidence the Board has presented, including the reasoning from the Board of Central New Brighton School about why its children would not attend a school at South New Brighton School, and also correspondence you have received from the Central New Brighton School community, indicates that this is a valid concern.
34. The Board is also concerned that its large number of children and its staff would have to undergo the merger process and a significant amount of change for a likely small number of children from Central New Brighton School. The Ministry acknowledges that the merger process is a significant one for both the children and the staff.
35. The Board proposed as an alternative to the interim decision that Central New Brighton School should close and South New Brighton School should remain as is. The Ministry considers that this is a viable option for you to initiate consultation about.
36. The Board also proposed that, should you decide to proceed with the interim decision, the date of merger is January 2015. Should this be your decision the Ministry considers that the merger date should be the start of Term 2, 2014.

Ministry Comment

37. The Ministry no longer considers that it is a viable option to merge Central New Brighton School with South New Brighton School, and that it is also not a viable option for Central New Brighton School to remain as a stand alone school, given the cost to repair its buildings and the demographic movement in the New Brighton area.
38. The Ministry considers that South New Brighton School's concerns about the small number of children from Central New Brighton School that would attend the proposed merged school on the South New Brighton school site are valid. The Ministry's most recent data shows that approximately only 43 children (35%) from Central New Brighton School reside in the proposed catchment for the merged school.
39. The Ministry considers that putting approximately 450 children and approximately 20 Full Time Teacher Equivalents (FTTE) at South New Brighton School through a significantly disruptive merger process to accommodate approximately 43 students is not necessary to achieve the best use of the schooling network in the New Brighton area.

Response from the Boards of Trustees – Freeville and North New Brighton Schools

40. On 6 March 2013 in separate meetings, you met with the Chair of the Board and the Principal of Freeville and North New Brighton Schools to hear their feedback about the interim decision. This was your first meeting with North New Brighton School and your second visit and a follow up to your visit in the first stage of consultation for Freeville School.
41. The Boards of Freeville and North New Brighton Schools both responded to your letter within the set timeframe.

Freeville School

42. The Board does not agree with the interim decision to merge Freeville School and North New Brighton School on the North New Brighton School site from January 2014.
43. The Board disagrees with the proposal because the majority response from staff and the community is that they do not want the merger to go ahead. The community is fearful that the quality education offered at Freeville School will be compromised in a larger school.
44. The community is also concerned that the security of and progress that has been made in the Māori bilingual unit could be put at risk through a merger process. The community also wonders whether its rights under the Treaty of Waitangi are being protected as decisions are made.
45. Should the proposed merger proceed, the Board also rejects the 2014 timeframe as it does not believe a merger can be successful in the shortened time frame.
46. The Board has noted a number of '*unanswered questions*' that the community has about the proposal. This includes:
 - Why has Freeville School with over 300 children, a bilingual programme, enrolment scheme, excellent ERO review, and a Learning Studio building been proposed for merger?
 - What is the level of commitment from the Ministry of Education to facilitate partnership and ownership of decisions to be made?
47. The Board proposes two alternatives. The first alternative is to repair Freeville School on the current site. The Board believes this is viable as the school is currently meeting the educational needs of children to a high standard and the Board is committed to improving the already successful school. The Board also believes that this proposal maintains choice and diversity available to families in New Brighton. It also believes that it would remove any risks to Māori bilingual education associated with a move.

48. The second alternative proposed by the Board is to build a new school at the southern end of the Rawhiti Domain and to merge Freeville, North New Brighton and Central New Brighton Schools on this site. The Board believes that this would remove disruptive construction from the existing schools and that this merger could take place with a sense of excitement and expectation rather than loss and disempowerment. The Board also notes that this alternative would also meet the desire of the Central New Brighton School community to retain a school in the Central New Brighton area.
49. The Board has also identified a number of recommendations it has, should you agree to proceed with the merger of North New Brighton School and Freeville School. These include;
- that the merger date should remain 2016
 - the Principal be appointed at least 12 months before the merger
 - the two schools are independent until building work has been completed
 - the new facilities are of the same or better quality than its Learning Studio and the community be involved in the design process
 - equal representation be guaranteed on the merger Board
 - should the merged school operate on two sites the Ministry agrees to meet the actual costs of operating on two sites
 - the Ministry supply a detailed job description for the change manager as well as clear guidance to Boards about the legal requirements of the merger Board and the role of the Ministry
 - the Ministry confirms support for bilingual provision at the merged school
 - the Ministry fund an independent advocate for the schools to assist through the merger process.

North New Brighton School

50. The Board agrees in principle with the interim decision to merge North New Brighton School and Freeville School on the North New Brighton School site.
51. However, the Board does not agree with the proposed merging date of 2014 and proposes an *'integrated and transitional programme of school merger completed by January 2016.'* Two school principals would remain for 2014 and 2015. The Board believes that a later date would assist the Board to develop and action a strategic plan for constructive change. It also believes that a 'transitional merger' would provide time for empowerment, partnership and collaboration so the schools can build trust and cooperation between each other and the communities.
52. The Board also does not agree with the appointment of a Board for the proposed merged school. It would prefer that the two Boards are merged to form an interim Board with equal numbers from both communities and that the Minister appoints an independent chairperson. The Board is concerned that the appointment of a Board could disenfranchise both communities as they would not have 'ownership' of such a Board.

Other Responses

53. As well as the submissions presented by the Boards, since 18 February 2013 you have received six letters about the proposed mergers that relate to Freeville School.

Ministry's Response – Freeville and North New Brighton Schools

Freeville School

54. The Board is concerned that the quality education currently offered at Freeville School could be compromised in a larger school. It is the Ministry's expectation that, regardless of size, all schools can achieve the same outcomes for their children. The Ministry expects that children would be able to receive high quality education at the merged school.
55. The Board is also concerned about the security of its Māori bilingual unit and that the progress that has been made could be lost. While the Ministry cannot force a school to operate a bilingual unit, as this is the decision of the Board of the school, the Ministry considers that the bilingual unit could be included, grown and enhanced in the proposed merged school. The appointed Board would have representatives from Freeville School that are likely to be able to assist with the transition to and growth of the bilingual unit in the merged school.
56. The Board states that its community still has questions about why the school is proposed for merger, including that it has a roll of 300, bilingual programme, enrolment scheme and excellent ERO review. The Rationale for Change document explains the reasons that Freeville School has been proposed to merge with North New Brighton School.
57. Should you decide to proceed with the interim decision the Board identified a number of recommendations. These are addressed in the following bullet points:
- the Ministry could work with the merger Board to establish when the Principal could be appointed
 - instead of the two schools being independent until building work has been completed, the Ministry considers that the schools should operate on two sites until the buildings are completed to provide certainty for the communities
 - the facilities will be new modern learning environments and the merged school's Board will be involved in the design, and may seek help from the community
 - the make up of the appointed Board would be developed in consultation with the current Boards of Trustees which allows it to reflect the wider community
 - the Ministry is investigating ways that schools on two or more interim sites can be appropriately resourced
 - the Ministry can supply the school with a job description for the Change Manager and can provide guidance to Boards about the legal requirements of the merger Board

- it is up to the merger Board as to whether bilingual provision continues at the merged school
 - the Ministry could work with the merger Board to establish what the role of an 'Independent Advocate' could entail and how this could be provided within the proposed resourcing.
58. The Board proposed as an alternative to your interim decision that Freeville School is repaired on its current site. The reasons in the Rationale for Change document describe why keeping the status quo is not a viable option.
59. The Board also proposed as an alternative that a new school is built on the Rawhiti Domain and that Freeville, Central New Brighton and North New Brighton Schools are merged on this new site. The Ministry does not consider that building a school on the Rawhiti Domain is a viable option as there is no guarantee that the Ministry could purchase this land from the Council. In addition, the Ministry already owns four sites in the New Brighton area and it is not considered a cost effective option to purchase another site.
60. However, the Ministry considers that the proposed merger of Central New Brighton, Freeville and North New Brighton Schools on the North New Brighton School site is a viable option. While it is not on the site proposed by the Board, the Ministry believes you should consider initiating consultation on this option.
61. The Board has also rejected the date of January 2014 for the proposed merger and would prefer it to occur in January 2016. The Ministry proposes that any proposed merger should occur at the start of Term 2, 2014. This allows time for an additional round of consultation, if the three school merger proceeds.
62. If the decision is to merge Freeville and North New Brighton Schools, this implementation date could change to Term 2, 2014. This allows some of the extra time being sought but not enough to result in considerable numbers of children and / or teachers leaving the school.

North New Brighton School

63. The Board agrees with the proposal to merge the school with Freeville School.
64. However, it rejects the date of January 2014 and would prefer the merger to be a transitional process that will be completed by January 2016. The Ministry proposes a merger date of the start of Term 2, 2014.
65. The Board also rejects the proposal to appoint a Board and proposes a merged Board with an appointed chairperson. The Ministry recommends that you continue with the proposal to appoint a Board for the merged school. The make up of this appointed Board would be developed in consultation with all Boards of Trustees which gives the opportunity for it to reflect the wider community. You would also appoint the chairperson of the Board.

Ministry Comment

66. The Ministry considers that no reasons have been presented by the Boards that would suggest that a merger between Freeville and North New Brighton Schools should not go ahead and consider that this continues to be a viable option.

67. However, given that the Ministry consider that a merger between Central New Brighton and South New Brighton Schools is not viable, and given the submissions suggesting alternative options, the Ministry considers that the proposal to merge Freeville and North New Brighton Schools should be worked through alongside options for Central New Brighton School. These options are discussed in the following sections.

Alternative Options

68. The Ministry recommends that you agree not to proceed with the merger of Central New Brighton and South New Brighton Schools and that you agree to initiate consultation on one, or both, of the two options described below.
69. The first option is for a merger between Central New Brighton, Freeville and North New Brighton Schools on the North New Brighton School site. Should this be your decision you should also agree not to proceed with your interim decision to merge Freeville and North New Brighton Schools. This option would require one additional round of consultation.
70. The second option is for the proposed closure of Central New Brighton School. Should this be your decision you should also agree to merge Freeville and North New Brighton Schools. This option would require two further rounds of consultation but affects only one school, Central New Brighton School.
71. Should you decide to initiate consultation on both of the options described above, you should agree to defer your final decision about the proposed merger of Freeville and North New Brighton Schools.

Option one – proposed merger between Freeville, North New Brighton and Central New Brighton Schools

72. The Ministry considers that the proposal to merge Central New Brighton, Freeville and North New Brighton Schools on the North New Brighton School site is a viable option. Should you agree to initiate consultation on this option, it would require one additional round of consultation.
73. Should you decide to initiate consultation on this option you should also decide to not merge Freeville and North New Brighton Schools.
74. The Ministry recommends that this proposed merger should occur at the start of Term 2, 2014. This would allow for an additional period of consultation.
75. This option would mean that more children from the area would have access to the new modern learning environments that would be developed on the North New Brighton School site, given that the school will be significantly rebuilt (at least 90%).
76. This alternative option could also address a number of the concerns that have been raised by the Boards. These include:
- the concerns that the Central New Brighton School community have about the South New Brighton School site, in particular about distance and safety, are likely to be alleviated on the North New Brighton School site

- members of the Central New Brighton School community stated that they would prefer a merger with North New Brighton and Freeville Schools to a merge with South New Brighton School in the first round of consultation
 - all of the Boards have requested that the merger date be extended
 - the concern of the South New Brighton School Board that its children and staff will be put through a significant merger process for a potentially small number of children from Central New Brighton School.
77. This option, which was proposed by the Freeville School Board, has also been endorsed by the Boards of Central New Brighton and South New Brighton Schools, although the Freeville School Board proposed for the merged school to be on a different site.
78. It is anticipated that this proposal would have no adverse effect on access to primary school education. It would provide local provision on a large site and is expected to result in a school with a sustainable roll and student catchment.

Option two – proposed closure of Central New Brighton School

79. The Ministry considers that the possible closure of Central New Brighton School is a viable option. Should it be your decision to initiate consultation on this option it would require two additional rounds of consultation. You should also agree to merge Freeville and North New Brighton Schools.
80. This option would address the Board of South New Brighton School's and the Ministry's concerns that only a small number of children from Central New Brighton School would attend a merged school on the South New Brighton School site and it would not put the 450 children at South New Brighton School through a disruptive merger process.
81. This option would also allow children from Central New Brighton School to attend their local school. The Ministry's information about where children that attend Central New Brighton School reside is shown in the table below:

Post proposal catchment	Estimated number of Central New Brighton students – October 2012
Central New Brighton / South New Brighton School proposed merger	43
Proposed Aranui Year 1-13 schooling	43
Freeville / North New Brighton School proposed merger	15
Linwood Avenue / Bromley School proposed merger	3
Parkview School	2
Linwood North School	1
Phillipstown / Woolston School proposed merger	1
Somerfield School	1
Queenspark School	1
Total	110

82. Should Central New Brighton School close, the 43 children that the Ministry reasonably expects would attend South New Brighton School could be accommodated within current property on site.
83. The Ministry notes that a significant proportion of children at Central New Brighton School currently reside in the proposed catchment for the proposed Year 1-13 schooling in Aranui. As the timeframe for the completion of the proposed schooling in Aranui is different to the proposed timeframe for this closure, the Ministry believes that it is likely that these children would attend a school on the North New Brighton School site. These children could be accommodated on property currently on site.
84. The Ministry recommends that the proposed closure should occur at the start of Term 2, 2014. At this time Central New Brighton School children would relocate to the North New Brighton School site. The merged school would run from two sites, Freeville and North New Brighton School sites, until the building is completed in 2016.

Option Three: Initiating Consultation on Option One and Option Two

85. If however you choose to consult on closure of Central New Brighton School, having made a final decision not to merge it with South New Brighton School and a final decision to proceed to merge Freeville and North New Brighton Schools, then merge options are not available to you should you subsequently decide not to close Central New Brighton School. Your options at this point would be for Central New Brighton School to either close or remain open.
86. One way to ensure you have both a viable merge and close option is to consult the communities on both the options for a three way merge of Freeville, North New Brighton and Central New Brighton Schools, and the option to close Central New Brighton School. This means a final decision to merge Freeville and North New Brighton Schools would be deferred.
87. The Ministry considers, given the nature of the community and school responses, that a merger between Central New Brighton and South New Brighton Schools is not viable and therefore a final decision should be made not to proceed with that merge whichever option you now select.

Priority Groups

Special Education

88. 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 merge the schools, transition planning will occur with the goal of minimal, if any, disruption to these specialist services as schools transition through the merger process.
89. 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.

90. 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.

Central New Brighton School

91. Central New Brighton School had a July 2012 roll of 122, of which 34 (27.9%) were Māori and 9 (7.4%) were Pasifika children.
92. As at 1 July 2012, Central New Brighton School had two children accessing Ongoing Resourcing Scheme (ORS) High Needs funding. The school accesses a social worker under the Social Workers in Schools initiative and the school commenced School-Wide PB4L in 2012.

South New Brighton School

93. South New Brighton School had a July 2012 roll of 453, of which 53 (11.7%) were Māori and 5 (1.1%) were Pasifika children.
94. As at 1 July 2012, South New Brighton School had three children accessing ORS High Needs funding.

Freeville School

95. Freeville School had a July 2012 roll of 299, of which 82 (27.4%) were Māori and 6 (2%) were Pasifika children. Freeville School provides Māori immersion education at Level 2.
96. The Ministry provides specialist support to a number of children at Freeville School. Freeville School has one child accessing ORS High Needs funding and one child is receiving an Intensive Wraparound Service under PB4L.

North New Brighton School

97. North New Brighton School had a July 2012 roll of 222, of which 55 (24.8%) were Māori and 9 (4.1%) were Pasifika children.
98. The Ministry provides specialist support to a child at North New Brighton School who is receiving an Intensive Wraparound Service under PB4L.

Early Childhood Education

99. North Beach Community Childcare Centre is a community-based education and care centre established in 1996. In February 2011, the centre was forced from its severely damaged Christchurch City Council-owned site in Marriotts Rd. The Ministry assisted the service to establish in a fully relocatable, purpose-built centre on a site at North New Brighton School in July 2012. It operates under a temporary lease of one year, plus the right of renewal of one year.
100. If your final decision is that either the merger between Freeville and North New Brighton should proceed or you agree to consult on the merger between Central New Brighton, Freeville and North New Brighton, it is proposed that the Centre remain on the North New Brighton School site. This could either be in its current position (at no additional cost to the Ministry) or on an alternative part of the merged school site if the reconfiguration of the merged schools requires

relocation of the Centre. The Ministry would need to cover the cost of relocation of the building, playground, fencing and connection to services.

Financial Implications

Central New Brighton School, North New Brighton School and Freeville School proposed merger

101. If you agree to the merger of Central New Brighton, North New Brighton and Freeville Schools, the cost to the Crown of the Education Development Initiative (EDI) enhancement would be \$1,471,000 based on the EDI policy. Joint Schools Initiative Funding (JSIF) would be \$420,340. This funding is only generated if the merger is implemented.
102. It is estimated there would be operational costs to the Crown in the first year of \$834,734, with estimated annual operational savings after that of \$449,022 per year. The estimated total net operating savings to the Crown in the first ten years after merger are estimated to be \$2,458,226.

Central New Brighton School and South New Brighton School proposed merger

103. If you agree to the merger of Central New Brighton and South New Brighton Schools, the cost to the Crown of the EDI enhancement would be \$591,000 based on the EDI policy. JSIF would be \$166,240. This funding is only generated if the merger is implemented.
104. It is estimated there would be operational costs to the Crown in the first year of \$114,385, with estimated annual operational savings after that of \$260,191 per year. The estimated total net operating savings to the Crown in the first ten years after merger are estimated to be \$1,479,090.

Freeville School and North New Brighton School proposed merger

105. If you agree to the merger of Freeville and North New Brighton Schools, the cost to the Crown of the EDI enhancement would be \$880,000 based on the EDI policy. JSIF would be \$251,520. This funding is only generated if the merger is implemented.
106. It is estimated there would be operational costs to the Crown in the first year of \$696,433, with estimated annual operational savings after that of \$196,869 per year. The estimated total net operating costs to the Crown in the first ten years after merger are estimated to be \$56,128.

Possible closure of Central New Brighton School

107. If you agree to close Central New Brighton School, the cost to the Crown of the EDI enhancement would be \$591,000 based on the EDI policy. This funding is only generated if the closure is implemented.
108. Should you decide to initiate consultation on this option, information about operational costs and savings will be provided for you in the Ministry's next report.

Property

Central New Brighton School, Freeville School and North New Brighton School proposed merger

109. The North New Brighton School site is large enough (4.7ha) to accommodate the merger of the three schools. 4.7ha is approximately twice the size of many Christchurch primary schools.
110. The Ministry recommends that the school should operate on two sites, the North New Brighton and Freeville sites, from Term 2, 2014. Children from Central New Brighton School would move to the North New Brighton School site in May 2014 and children from Freeville would move to the site when the rebuild has been completed in January 2016.
111. If you approve the merger of Central New Brighton, Freeville and North New Brighton Schools on the North New Brighton School site, the expected cost for property would be approximately \$12-12.5 million. This is comprised of the cost to rebuild the school to accommodate 650 children. The site is large enough to rebuild the school while also accommodating children currently at the school and those enrolled at Central New Brighton School in the existing classrooms.
112. If the schools are merged, the Freeville and Central New Brighton School sites would be disposed of according to the government policy requirements applying to the disposal of surplus Crown owned land unless there was a need to keep utilising this land for education provision of some sort in the network.

Central New Brighton School and South New Brighton School proposed merger

113. If you decide to proceed with the merger of Central New Brighton and South New Brighton Schools on the South New Brighton School site, the expected cost for property would be \$4.04 million. This is comprised of \$0.23 million for one additional teaching space and \$3.81 million for repairs to South New Brighton School.
114. To accommodate the merger one temporary teaching space would be required for Term 2, 2014, while the redevelopment of South New Brighton is undertaken.
115. If Central New Brighton and South New Brighton schools are merged, the Central New Brighton site would be disposed of according to the government policy requirements applying to the disposal of surplus Crown owned land unless there was a need to keep utilising this land for education provision of some sort in the network.

Freeville School and North New Brighton School proposed merger

116. Should you decide to proceed with the merger of Freeville and North New Brighton Schools, the expected cost for property would be \$10.8 million. This is comprised of the cost to rebuild the school to accommodate 526 children.
117. The Ministry would recommend that the merged school should initially operate on two sites until property is developed on the North New Brighton School site.

118. Should this be your decision the Freeville site would be disposed of according to the government policy requirements applying to the disposal of surplus Crown owned land unless there was a need to keep utilising this land for education provision of some sort in the network.

Possible closure of Central New Brighton School

119. Should you decide to initiate consultation on this option information about expected property costs will be provided in the Ministry's next report to you.
120. Should this be your decision the Central New Brighton site would be disposed of according to the government policy requirements applying to the disposal of surplus Crown owned land unless there was a need to keep utilising this land for education provision of some sort in the network.

Governance at the merged school

121. If your final decision is that Freeville and North New Brighton Schools should merge, or that Central New Brighton, Freeville and North New Brighton schools should merge, the Ministry recommends that the Board of the continuing school is a Board appointed by you during the interim period (being the set period prior to the merger until the election three months after the merger). The make up of this appointed Board would be developed in consultation with the affected Boards of Trustees. This gives the opportunity for it to reflect the wider community. The Ministry will seek nominations to the appointed Board and seek your agreement to its appointment.
122. The appointed Board would take over from the current Board of Trustees of North New Brighton School from the date of its appointment. It would govern North New Brighton through to the merger date and also oversee the merger process.

Staffing

123. Based on the confirmed staffing rolls for each school, if Freeville and North New Brighton Schools merged the Full Time Teacher Equivalents (FTTEs) for the newly merged school would be 24.5. This would represent a drop of 1.2 FTTE. This figure is based on the assumption that all children currently on the rolls of the two schools will go to the newly-merged school.
124. Based on the confirmed staffing rolls for each school, if Central New Brighton, Freeville and North New Brighton Schools merged, the FTTEs for the newly merged school would be 29.7. This would represent a drop of 2.2 FTTE. This figure is based on the assumption that all children currently on the rolls of the three schools will go to the newly merged school.
125. Central New Brighton School has a confirmed teacher staffing for 2013 of 5.9 FTTEs. The school also has 6.84 FTE support staff positions (11 employees). Freeville School has 8.64 FTE support staff positions (13 employees) and North New Brighton School has 5.48 FTE support staff positions (8 employees). Should the final decision be that the schools merge or that Central New Brighton School closes, permanent teaching and support staff at the school/s will be eligible to access the provisions of their relevant collective agreements.

126. The Ministry recognises that the merger 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.
127. 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.

Support for children

128. The Ministry's Education Wellbeing Response team is available to work collaboratively with the schools and the Boards 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 children and teacher programmes are also available as part of a school plan e.g. FRIENDS¹.

Enrolment Scheme

129. 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. This includes discussions with the Boards of South New Brighton, Central New Brighton, North New Brighton and Freeville Schools about their thoughts on required zone changes should the merger(s) be approved. The schools have been informed that the Ministry can use an Order in Council to create the zone if required, as it recognises that parents need certainty about enrolments².

Conclusion

130. The Ministry recommends that you should agree to not proceed with your interim decision to merge Central New Brighton and South New Brighton Schools and that you should initiate consultation on one, or both, of two options.
131. The first option the Ministry recommends that you could initiate consultation on is a proposed merger between Central New Brighton, Freeville, and North New Brighton Schools on the North New Brighton School site, and that the merger should occur at the start of Term 2, 2014. The children from Central New Brighton School would move to the North New Brighton School site for Term 2, 2014 and the children from Freeville School would move to the North New Brighton School site at the beginning of 2016 when the merged school's property has been completed. Should you initiate consultation on this option you should also agree to not proceed with your interim decision to merge Freeville and North New Brighton Schools.

¹ 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).

² 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).

132. The second option the Ministry recommends that you could initiate consultation on is the possible closure of Central New Brighton School. This closure should be effective at the start of Term 2, 2014. This proposal would require an additional two rounds of consultation. Should you initiate consultation on this option you should also agree to merge Freeville and North New Brighton Schools.
133. The third option the Ministry recommends is that you could initiate consultation on both the possible closure of Central New Brighton School and the merger of Central New Brighton, Freeville and North New Brighton Schools. This option would ensure that you have both a viable merge and close option to consult with the communities about. Should this be your decision you should also agree to defer your final decision about the proposed merger of Freeville and North New Brighton Schools.
134. The reason for these recommendations is that evidence from the communities suggests that only a small number of children from Central New Brighton School would attend a merged school on the South New Brighton School site. Also, the New Brighton community has shown a preference for children from Central New Brighton School to attend a school in the north of New Brighton, rather than in the south.
135. To allow for due process both options must involve a further period or periods of consultation for Central New Brighton School, and one period for Freeville and North New Brighton Schools if the three school merge is considered.

Next steps

136. Once your decision is known, the Ministry will prepare letters to the Boards of Trustees, and local Members of Parliament, advising them of your decision.
137. Should you decide to proceed with the mergers between Central New Brighton and South New Brighton Schools, and Freeville and North New Brighton Schools as initially proposed in September 2012, gazette notices will be provided for your signature.
138. Should you decide to initiate consultation on the proposed merger of Central New Brighton, Freeville and North New Brighton Schools the letters you send to the Boards of Trustees will inform them that you have decided not to proceed with your interim decisions and will initiate the consultation period about this proposed merger. The Ministry will provide a report to you about the outcomes of this consultation once this has been completed and the feedback analysed.
139. Should you decide to initiate consultation on the possible closure of Central New Brighton School, the letters you send to the Boards of Trustees will inform them that you have decided not to merge Central New Brighton and South New Brighton Schools and that you have decided to merge Freeville and North New Brighton Schools. The letters would also initiate the first round of consultation with the Board of Central New Brighton School about the school's proposed closure. The Ministry will provide a report to you about the outcomes of the consultation once this has been completed and the feedback analysed. A second round of consultation and second Ministry report will also be required.

140. Should you decide to initiate consultation on the possible closure of Central New Brighton School and the proposed three-way merger, the letters you send to the Boards of Trustees will inform them that you have decided to not proceed with the merger of Central New Brighton School and South New Brighton School and that your final decision about the proposed merger of Freeville and North New Brighton Schools has been deferred. The letter would also initiate the first round of consultation with the Board of Central New Brighton School about the proposed closure of the school and initiate consultation about the proposed merger. The Ministry will provide a report to you about the outcomes of the consultation once this has been completed and the feedback analysed. A second round of consultation and second Ministry report will also be required should you decide to proceed with the possible closure of Central New Brighton School.

Implementation

141. If your final decision is to close Central New Brighton School or to proceed with any of the proposed mergers the Ministry will meet with the Boards and begin the implementation process which includes the appointment of a change manager to support the Board in its operational role and also a residual agent to oversee the Board's finances up to the date of closure / merger and wind up its accounts following the closure / merger.
142. More details around the roles of the change manager and 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: Proposed merger of Central New Brighton School (3311) and South New Brighton School (3508)
- Appendix Two** Education Report: Proposed merger of Freeville School (3344) and North New Brighton School (3448)

Appendix One

Education Report: Proposed merger of Central New Brighton School (3311) and South New Brighton School (3508)

Education Report: Proposed Merger of Central New Brighton School (3311) and South New Brighton School (3508)

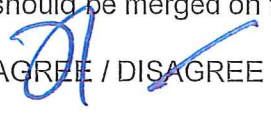
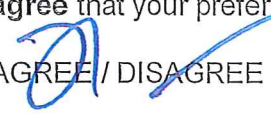
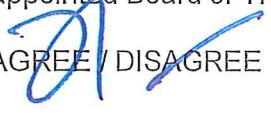
Executive Summary

1. This report seeks your decision on the proposed merger of Central New Brighton School and South New Brighton School under section 156A of the Education Act 1989.
2. On 13 September 2012, you announced the proposed merger, effective from the beginning of 2016, as part of changes to schooling provision in Christchurch. On 28 September 2012 you initiated formal consultation on the proposal to merge Central New Brighton School and South New Brighton School on the South New Brighton School site.
3. The roll at Central New Brighton School was 122 at July 2012 and the roll at South New Brighton School was 453 at July 2012. The proposal was based on the surplus capacity in the four existing primary schools in the Brighton cluster and the significant investment required to repair and strengthen school buildings at these schools. It is considered that merging four schools into two (Central New Brighton School with South New Brighton School and Freeville School with North New Brighton School), and investing in enhanced learning environments at the two merged schools, would better contribute to student learning outcomes.
4. The Boards of Trustees of Central New Brighton and South New Brighton Schools, with the assistance of a facilitator, have undertaken consultation with their communities about the proposal.
5. The submission from the South New Brighton School Board was received on 6 December 2012. The Board stated that it agreed with the rationale, however it rejected the proposal. Its reason for rejecting the proposal is because it considers that a merger would disrupt the approximately 450 South New Brighton School learners for the sake of a likely small number of learners from Central New Brighton School who would attend the merged school. Their first preferred option was for South New Brighton School to remain as is, with an extended enrolment zone. Their second preferred option is for South New Brighton School to merge with Central New Brighton School, with the Board of South New Brighton School being the Board of the continuing school, as well its school being the continuing site.
6. The submission from the Central New Brighton School Board was also received on 6 December 2012. The Board stated that it disagreed with the rationale and proposal because it believes the South New Brighton School site is unsafe. It considers that transport will be difficult, that it will lose the extra support it is entitled to as a low decile school, and that the community will lose the access to the swimming pool. The Board proposed instead that its school become a 'Learning Hub' for the community that will provide a range of supports on-site.

7. The safety concerns about tsunami risk that the Central New Brighton School Board has about the South New Brighton School site are not shared by the Ministry. According to NIWA Modelling of coastal inundation, the two school sites are in a comparable position. Should you agree to merge the two schools the Ministry could survey off the swimming pool so that the community could continue to use it. The Ministry also considers that a 'Learning Hub' could be established at a merged school, should the community want it.
8. After considering all information, the Ministry recommends you agree to merge Central New Brighton School and South New Brighton School as a Year 1 – 8 school on the South New Brighton School site, with an appointed Board being the continuing Board. Should you agree with this recommendation it is proposed that the merger is effective from 27 January 2014 rather than the end of 2015 as initially proposed. It is also proposed that the continuing school be South New Brighton School and the continuing board be a Ministerially appointed board.
9. Once your decision is known, letters will be developed for your signature. If you agree with the Ministry's recommendation, these letters will give the Boards details about the 28 day consultation process.

Recommended Actions

We recommend that you:

- a. **note** the information provided about the responses to the consultation by the Boards with their school communities about a proposed merger of Central New Brighton School and South New Brighton School;
- b. **note** that the Board of Central New Brighton School did not agree with the proposal to merge it with South New Brighton School, and that the first preference of the Board of South New Brighton School was to not merge;
- c. **agree** that Central New Brighton School and South New Brighton School should be merged on the South New Brighton School site;

 AGREE / DISAGREE
- d. **agree** that your preferred date for the merger to take effect is 27 January 2014;

 AGREE / DISAGREE
- e. **agree** that your preference is for a merged school to be initially governed by an appointed Board of Trustees (until the first elections 3 months after the merger);

 AGREE / DISAGREE
- f. **note** that if you agree with the recommendation the Ministry will develop a 28 day letter for your signature, asking the Boards of Trustees of Central New Brighton School and South New Brighton School to provide any further reasons why they do not believe the merger should take place;
- g. **note** that if you disagree with the recommendation the Ministry will develop a letter for your signature, notifying the Boards of your decision;

- h. **note** that letters to the local Members of Parliament will be developed when your final decision is known; and
- i. **agree** that a copy of this report be released to the Boards of Trustees of Central New Brighton School and South New Brighton School.

AGREE / DISAGREE



Katrina Casey
Deputy Secretary
Regional Operations

Encls



Hon Hekia Parata
Minister of Education

23/1/13

Education Report: Proposed Merger of Central New Brighton School (3311) and South New Brighton School (3508)

Purpose

1. This report provides you with information about the responses to the consultation by the Boards of Trustees of Central New Brighton School and South New Brighton School on the proposal to merge the two schools on the South New Brighton site.
2. You are asked to indicate your decision on this proposal.

Background

3. Central New Brighton School is a decile 2, Year 1-8 full primary school in the Christchurch East electorate. A map of the area is attached as Appendix One. The July 2012 roll of the school was 122 which included 34 Māori, nine Pasifika and 76 New Zealand European learners. The roll also included three international students.
4. South New Brighton School is a decile 5, Year 1-8 full primary school in the Christchurch East electorate. The July 2012 roll of the school was 453 which included 53 Māori, five Pasifika, 389 New Zealand European, three Asian, and three learners of other ethnicities.
5. On 13 September 2012 you announced a number of proposed changes to education provision in greater Christchurch. This announcement included the proposal to merge Central New Brighton School with South New Brighton School on the South New Brighton School site.
6. On 28 September 2012 you wrote to the Boards of Trustees of both schools and initiated consultation on the possible merger of Central New Brighton School and South New Brighton School. That consultation period ended on 7 December 2012.
7. The merger is proposed to take place on 27 January 2014.

Reasons for Considering Merger

8. The Brighton cluster comprises four Year 1-8 full primary schools. All of these schools have suffered some degree of earthquake damage. These schools are situated in an 8 kilometre stretch of land which is separated from the rest of Christchurch by an area of red zone, the Avon River, and an estuary. This is likely to constrain future population growth.
9. Overall, the rolls of the four primary schools in the cluster fell by 165 learners between July 2010 and 2012. This included a decrease of 64 learners at South New Brighton School and a decrease of 58 learners at Central New Brighton School (approximately a third of its total roll).

10. All of the four schools in New Brighton are utilising classrooms that were built in the 1960s/1970s and some of the schools are utilising classrooms that were built in the 1940s. The older age of these buildings means they need significant earthquake strengthening. It is not considered cost effective to repair existing buildings as the cost of earthquake repairs alone would exceed the cost of building a new full primary school.
11. The indicative ten year property cost for Central New Brighton School is \$4.4 million, the majority of which is made up of structural strengthening works. For South New Brighton School, and the indicative ten year property costs are \$3.8 million which is split between condition assessment, earthquake damage, and weather tightness remediation.
12. It is proposed to merge the four schools in the cluster onto two sites to allow significant investment in modern learning environments for learners in New Brighton.
13. Merging South New Brighton School with Central New Brighton School on the larger South New Brighton site would support enhanced provision.

Learning Community Cluster Proposal

14. The proposal for the Brighton Learning Community Cluster is as follows:

School	Current Type	Proposal
Central New Brighton School	Year 1-8	Merge with South New Brighton School
South New Brighton School	Year 1-8	Merge with Central New Brighton School
North New Brighton School	Year 1-8	Merge with Freeville School
Freeville School	Year 1-8	Merge with North New Brighton School

15. The Rationale for Change documents for Central New Brighton School and South New Brighton School are attached as Appendix Two.

The Merger Process

16. School mergers take place under section 156A of the Education Act 1989. This section enables the Minister of Education to merge one or more state schools (merging school/s) with another state school (the continuing school).
17. The Board of Trustees of the continuing school usually stays in office while the Boards of the other schools are dissolved on the day the merger takes effect. Alternatively, the Minister may appoint a Board of Trustees for the continuing school.
18. When two schools are merged, neither is legally closed, but one school is identified as the continuing school. All of the assets, debts and liabilities of the merging school become those of the continuing school.

19. School mergers (like school closures) generate Education Development Initiative (EDI) enhancements which will be specified in a Memorandum of Agreement negotiated with the Ministry of Education.

Consultation under Sections 156 and 157 of the Education Act 1989

20. Before making a decision about merging schools, the Minister must consult with the Board of the schools concerned and with the Boards of state schools whose rolls may be affected.

Consultation with the Boards of Central New Brighton School and South New Brighton School

21. You called a meeting at the Lincoln Event Centre on 13 September 2012 of all schools affected by the proposals for closures and mergers. The Ministry also delivered letters initiating consultation for you on 28 September 2012 and you attended a meeting with Central New Brighton School on 2 November 2012 and with South New Brighton School on 3 November 2012 to discuss the proposal.
22. The Ministry also held three information workshops on the consultation process for Board Chairs and facilitators for the schools engaged to undertake the consultation. It was made clear to the Boards at these meetings that no decision about merger had been predetermined. Regular contact has been maintained with representative Board members and the Principals.
23. The Boards each appointed a facilitator to undertake consultation on its behalf. The final date for submissions was 7 December 2012. On 14 December 2012, you were provided with the complete submissions from the Boards of Trustees of Central New Brighton School and South New Brighton School.
24. The feedback from the Boards of Central New Brighton School and South New Brighton School is summarised below.

Board of Trustees of Central New Brighton School

25. The Board of Central New Brighton School does not support the Ministry's Rationale for Change for the following reasons:
- Concerns were expressed about the safety of their children on the South New Brighton School site.
 - There would be a loss of the choice to attend a small school.
 - There would be transport difficulties in attending South New Brighton School.
 - The community would lose the extra assistance that is currently available to their vulnerable learners as a decile 2 school.
 - The community is also concerned that it would lose the use of the swimming school's swimming pool.

26. The Board of Central New Brighton School proposed an alternative option of becoming a 'Learning Hub' for the community which would embrace cultural, educational, environmental resources and support services. The 'Learning Hub' would provide pre-school and parenting support, recreation development, adult education, cultural connectedness and health and well-being support on site.

Board of Trustees of South New Brighton School

27. The Board of South New Brighton School stated that it '*...acknowledges and accepts the rationale*'. However it '*...firmly rejects the proposal presented by you (as it is)*'. The Board rejected the proposal for the following reasons:
- South New Brighton School is providing high quality education to a large learner population.
 - The location of the school poses a challenge to some learners who currently attend Central New Brighton School.
 - The demographic match of the two schools is not ideal.
 - A merger would create disruption for the large number of learners at South New Brighton School for the sake of a likely small number of Central New Brighton School learners who would attend the merged school.
 - Students and the community face disruption from the rebuild and will then face disruption again as the schools merge.
28. The Board of South New Brighton School identified as its first preferred option that the school be left as is with some minor changes. These include increasing the school enrolment zone, developing the school buildings with modern learning environments, and the provision of before and after school care.
29. The Board's second preferred option is to merge with Central New Brighton School, with South New Brighton School being the continuing school and the Board of South New Brighton School being the continuing Board. The Board requested that its Principal remain and stated that it would welcome two parents from Central New Brighton School onto the Board.

Consultation with the Boards of schools whose rolls might be affected

30. On your behalf, the Ministry undertook consultation with the Boards of Aranui School, Chisnallwood Intermediate, Freeville School, North New Brighton School and Wainoni School.
31. In its response to the Ministry, the Board of Aranui School stated that due to the distance between Aranui School and South New Brighton School, the proposed merger would have little effect on the Aranui area. The Board of Aranui School also believes that removing Central New Brighton School is removing the heart of the community. Freeville School responded to the Ministry and stated that the timeframes for the proposed mergers could result in roll pressure at Freeville School. No other responses were received.

Ministry Comment

Central New Brighton School

32. The Board of Central New Brighton School had several concerns about the proposed merger. The Ministry's responses to these issues are detailed in the paragraphs below.

Safety

33. The Board has concerns about the safety of the South New Brighton School site in regards to a perceived tsunami risk. The Ministry however does not share these concerns as property currently occupied is safe for learners. NIWA Modelling of coastal inundation in Christchurch and Kaiapoi from a South American tsunami, indicates that while both sites are prone to inundation, the South New Brighton School site is in a comparable situation to the Central New Brighton School site.

Accessibility

34. The Board is concerned there could be transport difficulties for some learners to attend the South New Brighton School site. If you agree to this merger, school transport assistance will be provided for eligible learners within Ministry policy.

The decile of the merged school

35. The decile for the proposed merged school is likely to be higher than decile 2, which is Central New Brighton School's current decile. The Board has stated it does not want to lose the extra assistance it currently receives for vulnerable learners. Decile ratings indicate the extent to which schools draw their learners from low socio-economic communities. The details of each learner enrolled in the school is analysed to determine the rating and to ensure that the decile resourcing provided represents the appropriate funding level for the particular make up of the school at that time.
36. The decile of a school can be reassessed each year and if the make up of a school community changes through an influx of new enrolments, or from a group of students leaving the school, then a Board is encouraged to apply for the reassessment. This process ensures that if you approve the proposed merger, the merged school's decile funding will be in line with the funding for other schools with learners from the same socio-economic background.
37. It is noted that it is not just decile funding that is used to support vulnerable learners and that Boards can decide to use their operational funding to support the learners at their school in a range of ways and through various programmes and initiatives that best suit their needs.

Learning Hub

38. As an alternative option, the Board proposes that the school become a community 'Learning Hub'. While the Ministry acknowledges this is a valuable vision for education in the area, a 'Learning Hub' could be adopted at any school, including the proposed merged school.

Swimming Pool

39. Should you agree to merge the two schools on the South New Brighton School site, the Ministry could survey off the swimming pool to enable the community to continue to have access to it.

South New Brighton School

40. South New Brighton School accepted the Rationale for Change however disagreed with the proposal based on several issues. The Ministry's responses to these issues are described in the following paragraphs.

Education provision

41. The Board states that it should not merge as it is currently providing high quality education. While this is acknowledged, the Ministry does not consider it is a reason to justify not proceeding with the merger as the Ministry expects all schools to provide learners with the opportunity to achieve to their full potential. The provision of high quality education would therefore be expected to continue at the merged school.
42. The Board of South New Brighton School also has concerns about the disruption to its roll of 450 learners to accommodate a much smaller roll at Central New Brighton School. If the merger is approved, the Ministry will support the board of the continuing school by engaging a change manager to work with the board to plan and manage the changes that are needed to implement the decision. A residual agent will also be appointed to oversee the school's finances and get them in order for the final audit and presentation to the Office of the Auditor General. The Ministry endeavours to support the Boards as much as is required, so that the Principal and teaching staff of the merging and continuing schools can focus on teaching and learning during this time.
43. The Ministry view is that any disruption would be of a short term nature, and would coincide with beginning of year changes that happen as part of normal school operations. The disruption, therefore, does not justify a decision to not proceed with the proposed merger. The Ministry will be funding a change manager to ensure that the process for the merger is as smooth as possible.

Principals' position in merged school

44. The second preferred option of the Board of South New Brighton School was for it to merge with Central New Brighton School but that the current Principal of South New Brighton School would remain in the principal's role in the merged school. Should the proposed merger go ahead the Principal's position must be re-advertised nationally as per the employment collective agreement. The Board of the merged school would then appoint the Principal from the applicants, and this would be based on who is the best candidate for the position.

Timing

45. Your original proposal was for Central New Brighton School to merge with South New Brighton School at the end of 2015. The Ministry recommends that if you agree to this merger, that you revise your preferred date to 27 January 2014.
46. The Ministry will provide relocatable buildings on the South New Brighton School site to allow them to operate on one site. An earlier merger date would allow the Board of Trustees, Principal and senior management team to start considering the needs of its new community, and to be involved in the design of the additional buildings to ensure that these meet the needs of their learners.

Education Provision at the Two Schools

47. The Education Review Office (ERO) last reviewed Central New Brighton School in September 2012. In its report, ERO stated that:

ERO continues to have concerns about the low levels of student achievement. This was also a concern in the 2008 ERO report.

The school has recently begun working on a Ministry of Education funded school-wide programme to improve student behaviour. There are several other initiatives in place to build students' leadership and social skills. While on site, ERO observed students working and playing well together. Students spoken with by ERO could talk about their learning and some of the things they needed to work on to improve.

The principal and teachers recognise that most students need to make accelerated progress in order to reach the National Standards. Reports to the board for reading, writing and numeracy indicate that the majority of students are not on track to reach the expected National Standards by the end of the year. The most significant groups achieving below expectations are in Years 5 to 8, including boys and Māori learners.

48. ERO last reviewed South New Brighton School in September 2012. In its report, ERO stated that:

Students are actively involved in learning activities and lessons, and show good levels of interest in their learning. Those spoken with by ERO:

- *feel well supported in their learning*
- *are aware of the progress they are making and how they can build on this progress*
- *feel their ideas and opinions are listened to and valued.*

Reports to the Board in 2011 show that over three quarters of students achieve at or above the National Standards in reading, mathematics and writing. In response to this information, the board has set targets to raise student achievement. This includes targeting specific groups of students who were not achieving at expectations.

Each class teacher makes good use of their assessment information to identify students at risk of not achieving and the areas in which they need the most support.

The school has high expectations about the progress students will make within a year. Reports to the board about the progress students are making in their first year of school shows most students make significant progress in literacy. School-wide achievement information could be further analysed to show the rate of progress across years for groups of students.

Students at risk of not achieving benefit from a good range of programmes and interventions that support them in their learning. These include specific reading programmes, cross-class groupings and the well-planned use of teaching and support staff.

Priority Learners

49. Central New Brighton School had a July 2012 roll of 122 of whom 27.9% were Māori and 7.4% were Pasifika learners. South New Brighton School had a July 2012 roll of 453, of whom 11.7% were Māori and 1.1% were Pasifika learners. Neither school provides Māori medium education.

50. In relation to Central New Brighton School, in its last report ERO noted the following:

The curriculum is not yet effectively promoting educational success for Māori. Students are hearing and using te reo Māori more in their daily classroom programmes. The school includes Māori protocols and ceremonies in school events. As teachers develop their understanding of effective teaching practices for Māori students this should raise the levels of achievement for this group of students.

Through self review the school has identified the need to:

- *consult with its Māori community*
- *ensure that the newly developed school curriculum better reflects the language, culture and identity of Māori.*

51. In relation to South New Brighton School, in its last report ERO noted the following:

There has been an increased focus on bicultural practices since the 2008 ERO review. This includes greater staff awareness of tikanga Māori and raising the profile of te ao Māori across the school. For instance, teachers are making links between Māori values and those in the school's curriculum, and beginning to explore teaching practices that are more likely to engage Māori learners.

School leaders and teachers are providing additional support for those Māori students who are not yet achieving at their expected level.

Area for review and development

School leaders and trustees need to continue to explore ways to engage with the whānau of Māori students to discuss their wishes and aspirations for their children.

Ongoing Resourcing Scheme (ORS)

52. As at 1 July 2012, Central New Brighton School had two learners and South New Brighton School had three learners accessing Ongoing Resourcing Scheme (ORS) funding. All five learners were high needs.

Options for the Governance of the Merged School

53. If you decide to merge the schools, the Ministry recommends that you state a preference for a Ministerially appointed board of the Continuing School during the interim period (the set period to the merger until the election 3 months after the merger).
54. It is also proposed that if you agree that the merged school is to be located on the South New Brighton School site, that South New Brighton School becomes the continuing school. This means that the appointed board would govern South New Brighton School as well as oversee the merger process.

Staffing

55. Central New Brighton School was resourced for 5.9 Full Time Teacher Equivalent (FTTE) for the 2012 school year.
56. South New Brighton School was resourced for 20.10 FTTE for the 2012 school year.
57. Based on the confirmed staffing rolls for each school as at March 2012, if Central New Brighton School and South New Brighton School merge, the FTTE for the newly merged school would be 25 FTTE. This would represent a drop of one FTTE. This figure is based on the assumption that all learners currently on the rolls of the two schools will go to the newly merged school.

Financial Implications

58. If Central New Brighton and South New Brighton Schools merge it would generate Education Development Initiative (EDI) and Joint Schools Initiative Funding (JSIF), in line with the EDI policy.
59. 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. These funds are only generated if the merger is implemented.
60. If your decision is that the schools should merge, or you decide to proceed with further options for consultation on the future of the schools, estimates of the costs / savings to the Crown in operational funding will be prepared for your information.

Property Implications

Background Rationale

61. The buildings on the Central New Brighton 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 a room. Some buildings will require earthquake strengthening. There are currently no weather tightness issues known at the school as assessed by the national survey and subsequent inspections.
62. Surrounding land is predominately CERA technical category 2 (TC2). The school site was not badly damaged during the recent earthquakes. Only minor structural damage has been sustained and no liquefaction or lateral spreading has been observed or reported during the earthquake sequence. 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.
63. The indicative cost to repair Central New Brighton School is \$4.4 million.
64. The buildings on the South New Brighton 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 and replacing cladding. Some buildings will also require earthquake strengthening. Buildings on the site have also been flagged for weather tightness remediation.
65. Surrounding land is a combination of CERA technical category 2 (TC2) and technical category 3 (TC3). The geotechnical characteristics of the site are less favourable in the vicinity of the sporting fields. A lateral spreading hazard encroaches most of the site emanating from the estuary. However, visual damage (cracking/fissuring) was generally limited to the sporting field areas, although the nature of the soils may have suppressed the large "tears" usually associated with lateral spreading. No land improvement is considered warranted at this time. A full geotechnical report has been undertaken which states the ground beneath the school site is relatively uniform medium dense sands and is suitable for redevelopment with the appropriate engineer designed foundations.
66. The indicative cost to repair South New Brighton School is \$3.8 million.

Proposal Analysis

67. No queries were raised about property in the Central and South New Brighton submissions.

Property Entitlement

68. The Ministry uses a number of data sources to provide an estimated cost per learner for the original Minister's proposal and any alternative proposals put forward by the school.

69. These sources are:

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

70. Further property information is provided in Appendix three.

Minister's Proposal – All learners from Central New Brighton enrolling at South New Brighton (costs have also been prepared based on learners also enrolling at North New Brighton School. The cost per pupil is the same as below, and is attached as part of Appendix Three).

Proposal	Cost	Details
Repairs to South New Brighton School	\$3.81 million	Indicative repair cost to South New Brighton School
Result of merger property entitlement	\$0.23 million	1 additional teaching space, based on network analysis
Other costs	\$0.00 million	Nothing known at this stage
Total	\$4.04 million	
New combined Roll - 563		10 October 2012 combined roll of South New Brighton (453) and Central New Brighton Schools (110)
Cost per learner	\$7,176	

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

Alternative Proposal 1 – Central New Brighton and South New Brighton Schools to remain open

Proposal	Cost	Details
Repairs to Central New Brighton	\$4.35 million	Indicative repair cost to Central New Brighton
Repairs to South New Brighton School	\$3.81 million	Indicative repair cost to South New Brighton School
Total	\$8.16 million	
Combined Roll - 563		10 October 2012 combined roll of South New Brighton (453) and Central New Brighton Schools (110)
Cost per learner	\$14,494	

71. The Ministry does not consider that alternative proposal 1 (both schools remain open) is feasible given the high cost associated with repairing each school. The proposal to merge the two schools would give learners from Central New Brighton School and South New Brighton School the opportunity to attend a school with a Modern Learning Environment

Risks

72. The key risk if Central New Brighton School and South New Brighton School merge is that the community will feel that its response has not been properly considered, and that you, or the Ministry, have followed a predetermined merger agenda.
73. To mitigate this risk, we recommend that you release this report to the Boards of Central New Brighton School and South New Brighton School.

Conclusion

74. The Ministry's recommendation is that you proceed with the merger of Central New Brighton School and South New Brighton School on the South New Brighton School site.
- a. The Ministry recommends you proceed based on the fact that it is not considered cost effective to repair all existing buildings in the Brighton Learning Community Cluster as the cost of repairs would exceed the cost of building a new full primary school. By proceeding with this merger it will enable funding to be invested in South New Brighton School so that Modern Learning Environments will be able to be provided for a large number of learners.
 - b. Merging South New Brighton School with Central New Brighton School on the larger South New Brighton School site would support enhanced provision and allow the merged school to be able to cater for any future roll growth.
 - c. Central New Brighton School proposed as an alternative to the merger that it develops a community 'Learning Hub'. The community of Central New Brighton School will be able to develop a 'Learning Hub' as part of the community of the proposed merged school.

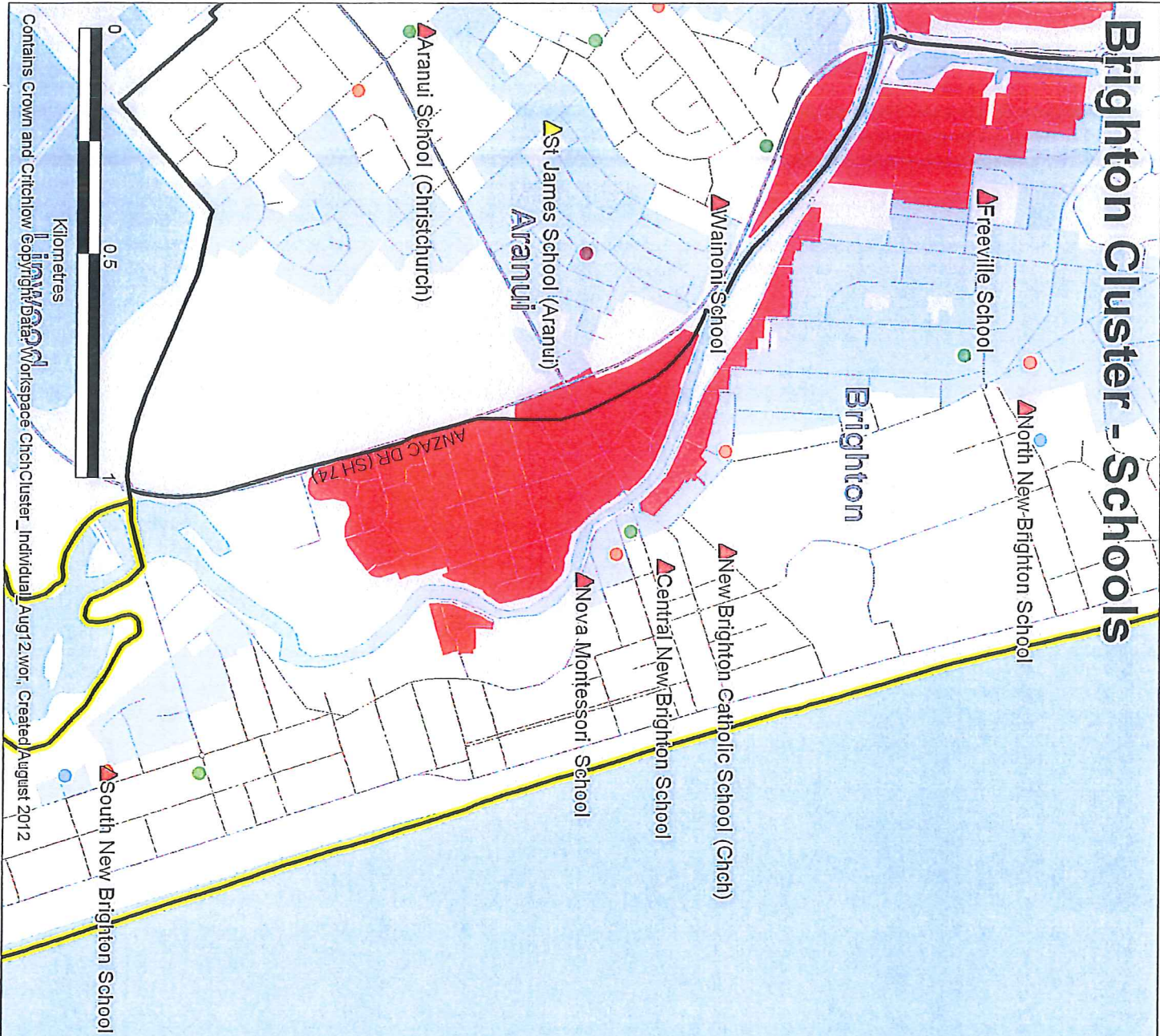
Next steps

75. If after considering the information in this report you decide that Central New Brighton School and South New Brighton School will be merged, letters to the Boards of Trustees will be developed for your signature, inviting them to provide to you, within 28 days of the date of the letter, with any further reasons why the schools should not merge.
76. If you decide that the schools should not be merged, letters will be developed for your signature notifying the Boards of your decision.
77. Once your decision has been made, the Ministry recommends that a copy of this report be released to the Central New Brighton School and South New Brighton School Boards of Trustees.

Map of the Brighton Cluster

Appendix One

Brighton Cluster - Schools



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

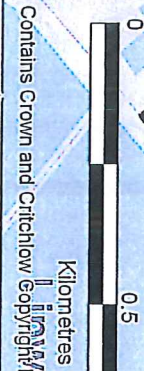
- Road
- Main Road
- River - Line
- River - Region
- Sea
- UDSD Residential Growth Area
- Secondary Clusters
- Primary Clusters
- CERA Red Zone Land Assessment at 24 Aug 2012
- CERA White Zone Land Assessment at 24 Aug 2012

- ### 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



Contains Crown and Citchlow Copyright Data: Workspace ChohCluster_Individual Aug12.wor, Created/August 2012

Rationale for Change Documents

Appendix Two

Central New Brighton – Rationale for change

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

Why is change needed?

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

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

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

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

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

With the cost of renewal considerable, the ideal will be tempered by a sense of what is pragmatic and realistic. Key considerations are the practicalities of existing sites and buildings, the shifts in population distribution and concentration, the development of new communities and a changing urban infrastructure.

Innovative, cost effective, and sustainable options for organising and funding educational opportunities must be explored to provide for diversity and choice in an economically viable way.

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

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

Why is it proposed my school merge?

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.

The Brighton cluster comprises four year 1-8 state primary schools, which are some of the schools which have suffered most earthquake damage. These schools are situated in an 8 km stretch of land which is separated from the rest of Christchurch by an area of red zone and an estuary. This is likely to constrain future population growth.

Student numbers fell by over a third between July 2010 and 2012 in Central New Brighton School. Overall, the rolls of the four primary schools in the cluster fell by 165 students between July 2010 and 2012.

The older age of school buildings in Brighton mean they need significant earthquake strengthening. It is not considered cost effective to repair existing buildings; the cost of earthquake repairs alone would exceed the cost of building a new full primary school.

Instead, it is proposed to merge the four schools in the cluster onto two sites to allow significant investment in modern learning environments for students in Brighton.

Merging South New Brighton School with Central New Brighton School on the larger South New Brighton site would support enhanced provision.

Land

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

The school site has performed very well during the recent earthquakes.

Only minor structural damage has been sustained and no liquefaction or lateral spreading has been observed / reported during the earthquake sequence.

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 Central New Brighton 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 a room.

Some buildings will require earthquake strengthening. Detailed Engineering Evaluations (DEE's) have yet to commence, but are scheduled for completion for end 2013; these reports will confirm the exact scale of this work.

¹ This figure includes international fee-paying students.

There are currently no weather tightness issues known at the school as assessed by the national survey and subsequent inspections.

Indicative Ten Year Property Costs*

Indicative Ten Year Property Costs for Central New Brighton School	\$4.4 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 majority of the above cost above is made up of structural strengthening 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 costs 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 school buildings. Further detailed assessments were carried out on buildings identified through this exercise.

People

The aggregated July 2012 rolls of Central New Brighton School and South New Brighton School have decreased by 125 since July 2010.

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

School Name	Type	Authority	2008	2010	2012
New Brighton Catholic School (Chch)	Full Primary (Year 1-8)	State: Integrated	178	184	121
Central New Brighton School	Full Primary (Year 1-8)	State	160	180	119
Freeville School	Full Primary (Year 1-8)	State	333	300	299

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

School Name	Type	Authority	2008	2010	2012
North New Brighton School	Full Primary (Year 1-8)	State	258	261	222
South New Brighton School	Full Primary (Year 1-8)	State	491	517	453
Primary Total			1,420	1,442	1,214
Nova Montessori School	Full Primary (Year 1-8)	Private	50	43	34

Student Distribution Patterns³

Analysis of July 2012 student address data shows that around 88% of Year 1-8 students living in the Brighton cluster catchment attended a state school, 11% were enrolled at state integrated schools and the remaining 1% at private schools.

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

School	Authority	# students ⁴	% ⁵
South New Brighton School	State	372	30%
North New Brighton School	State	192	15%
Freeville School	State	184	15%
Chisnallwood Intermediate	State	86	7%
New Brighton Catholic School (Chch)	State Integrated	64	5%
Central New Brighton School	State	62	5%
Parkview School	State	52	4%
Burwood School	State	20	2%
Windsor School (Christchurch)	State	20	2%
Hillview Christian School	State Integrated	19	2%

Enrolments at the four local state schools equated to 65% of all year 1-8 students living in the Brighton cluster catchment.

Of these approximately 30% were enrolled at South New Brighton School, 15% were enrolled at North New Brighton School, with a further 15% at Freeville School: The remainder were spread across other schools.

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 1-8 students in the cluster catchment who attend a particular school

⁵ Percentage of all year 1-8 students in the cluster catchment who attend a particular school

Population change⁶

Percentage of student address records in red zones within the cluster⁷

There has been a decline in the year 1-8 student population in the Brighton cluster catchment from 1,530 in March 2010 to 1,232 in March 2012, based on address matched roll return data⁸.

There are significant areas of red zone land in the Brighton cluster.

As at March 2010 approximately 18% (281) of students within the Brighton cluster were within the area now classed as CERA "Red Zones". By March 2012 this reduced to 8% (98 students) of year 1-8 students (based on EPS address records).

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

The number of year 1-8 students residing in the northern part of the Brighton cluster catchment has decreased by around 130 between March 2010 and March 2012.

In the southern part of the Brighton cluster (from a line south of the southern end of Rawhiti Domain) there are around 160 fewer year 1-8 students in March 2012 compared to March 2010.

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

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

Approximately 44% of Central New Brighton School students reside within a 1 km radius of Central New Brighton School.

3% of Central New Brighton School students reside within a 1 km radius of South New Brighton School.

If Central New Brighton School and South New Brighton School were to merge on the South New Brighton School site approximately 156 students who currently reside within a 1km radius of Central New Brighton School would then be more than 1km from a state primary school.

Based on July 2012 student address data analysis, the proposed merger onto the South New Brighton site would mean around 43% of year 1-8 students living in the southern end of the Brighton catchment would live within 1 km of a state primary school.

Merging Central New Brighton School would enable funding to be invested in South New Brighton School 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

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 CERA Red Zone data at 24 August 2012

⁸ Note this is a count of student address data points, not total school roll.

-
- 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.

An effective merger brings together the strengths of both schools. The particular programmes which are run in the merged school are decisions made by the board of the continuing school, however, it is likely the successful programmes, culture etc which have been developed within either school would be continued in the merged school.

The Ministry would expect a merged school would want to work with all learners in its community.

If a merger is to proceed the move would not be piecemeal.

The Board of the continuing school would discuss an implementation plan for the merger with the Ministry. This would then be implemented.

If a final decision to merge is made by the Minister, and gazetted, the board of the continuing school or a new board as appropriate, would oversee the process. This will include decisions around school name, uniform, branding etc.

There must be at least one full term between the gazetting and when the merger is implemented. In some cases, the Minister agrees to appoint a board for the continuing school. The appointed board can co-opt members as required.

Elections for a new board of trustees must be held within three months of the date of merger. At this time, the newly elected board will be representative of all families at the merged school.

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.

Staff, including support staff, will be able to apply for positions in the merged school. Alternatively redundancy may apply in respect to reduced or full loss of hours.

The provisions of the respective employment agreements will apply.

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

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

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

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

In the first instance this is because the cluster may have thoughts around alternative options that will meet the overarching needs of this cluster to not only revitalise infrastructure but

also enhance educational outcomes across this education community that it wishes to contribute during consultation.

The cluster will also need to consider how learners might be accommodated in the future should a decision be made to merge Central New Brighton and South New Brighton schools. The cluster would want to consider how enhanced provision that might be required to support moving student populations might look.

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

The proposed merger of Central New Brighton School with South New Brighton School on the South New Brighton School site is one of two proposed changes for the Brighton cluster.

The other proposed change is:

- The merger of Freeville School with North New Brighton School on the North New Brighton School site.

These proposed changes are intended to provide a spatially sensible and sustainable primary school network that reflects the impact of the red zones across the Brighton cluster.

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

South New Brighton School – Rationale for change

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

Why is change needed?

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

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

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

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

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

With the cost of renewal considerable, the ideal will be tempered by a sense of what is pragmatic and realistic. Key considerations are the practicalities of existing sites and buildings, the shifts in population distribution and concentration, the development of new communities and a changing urban infrastructure.

Innovative, cost effective, and sustainable options for organising and funding educational opportunities must be explored to provide for diversity and choice in an economically viable way.

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

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

Why is it proposed my school merge?

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.

The Brighton cluster comprises four year 1-8 state primary schools, which are some of the schools which have suffered most earthquake damage. These schools are situated in an 8 km stretch of land which is separated from the rest of Christchurch by an area of red zone and an estuary. This is likely to constrain future population growth.

Overall, the rolls of the four primary schools in the cluster fell by 165 students between July 2010 and 2012, including a fall of 64 students in South New Brighton School.

The older age of school buildings in Brighton mean they need significant earthquake strengthening. It is not considered cost effective to repair existing buildings; the cost of earthquake repairs alone would exceed the cost of building a new full primary school.

Instead, it is proposed to merge the four schools in the cluster onto two sites to allow significant investment in modern learning environments for students in Brighton.

Merging South New Brighton School with Central New Brighton School on the larger South New Brighton site would support enhanced provision.

Land

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

The geotechnical characteristics of the site are less favourable in the vicinity of the sporting fields. A lateral spreading hazard encroaches most of the site emanating from the estuary. However, visual damage (cracking/fissuring) was generally limited to the sporting field areas, although the nature of the soils may have suppressed the large "tears" usually associated with lateral spreading.

No land improvement is considered warranted at this time. A full geotechnical report has been undertaken which states the ground beneath the school site is relatively uniform medium dense sands and is suitable for redevelopment with the appropriate engineer designed foundations.

Buildings

The buildings on the South New Brighton 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 buildings and replacing cladding.

¹ This figure includes international fee-paying students.

Some buildings will also require earthquake strengthening. Detailed Engineering Evaluations (DEE's) have yet to commence, but are scheduled for completion for 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*

<p>Indicative Ten Year Property Costs for South New Brighton School</p> <p><i>Note: This figure may vary from amounts previously presented and may be subject to change when more detailed assessments are completed.</i></p>	<p>\$3.8 million</p>
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The above costs are predominately split between condition assessment, earthquake damage and weather tightness remediation.

**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 costs 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 school buildings. Further detailed assessments were carried out on buildings identified through this exercise.

People

The aggregated July 2012 rolls of South New Brighton School and Central New Brighton Schools have decreased by 125 since July 2010.

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

School Name	Type	Authority	2008	2010	2012
New Brighton Catholic School (Chch)	Full Primary (Year 1-8)	State: Integrated	178	184	121

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

School Name	Type	Authority	2008	2010	2012
Central New Brighton School	Full Primary (Year 1-8)	State	160	180	119
Freeville School	Full Primary (Year 1-8)	State	333	300	299
North New Brighton School	Full Primary (Year 1-8)	State	258	261	222
South New Brighton School	Full Primary (Year 1-8)	State	491	517	453
Primary total			1,420	1,442	1,214
Nova Montessori School	Full Primary (Year 1-8)	Private	50	43	34

Student Distribution Patterns³

Analysis of July 2012 student address data shows around 88% of year 1-8 students living in the Brighton cluster catchment attended a state school, 11% were enrolled at state integrated schools and the remaining 1% at private schools.

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

School	Authority	# students ⁴	% ⁵
South New Brighton School	State	372	30%
North New Brighton School	State	192	15%
Freeville School	State	184	15%
Chisnallwood Intermediate	State	86	7%
New Brighton Catholic School (Chch)	State Integrated	64	5%
Central New Brighton School	State	62	5%
Parkview School	State	52	4%
Burwood School	State	20	2%
Windsor School (Christchurch)	State	20	2%
Hillview Christian School	State Integrated	19	2%

Enrolments at the four local state schools equated to 65% of all year 1-8 students living in the Brighton cluster catchment.

Of the students living in the Brighton cluster catchment, approximately 30% were enrolled at South New Brighton School, 15% were enrolled at North New Brighton School, with a further 15% enrolled at Freeville School. The remainder were spread across other schools.

³ Student distribution data is based on 'funded' students only. i.e. it does not include foreign fee paying students etc. It reflects the student home address – which bears no relationship to the school they were enrolled at.

⁴ Number of all year 1-8 students in the cluster catchment who attend a particular school

⁵ Percentage of all year 1-8 students in the cluster catchment who attend a particular school

Population change⁶

Percentage of student address records in red zones within the cluster⁷

There has been a decline in the year 1-8 student population in the Brighton cluster catchment from 1,530 in March 2010 to 1,232 in March 2012, based on roll return data.

There are significant areas of red zone land in the Brighton cluster.

As at March 2010 approximately 18% (281) of students within the Brighton cluster were within the area now classed as CERA "Red Zones". By March 2012 this reduced to 8% (98 students) of year 1-8 students (based on student address records).

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

The number of year 1-8 students residing in the northern part of the Brighton cluster catchment has decreased by around 130 between March 2010 and March 2012.

In the southern part of the Brighton cluster (from a line south of the southern end of Rawhiti Domain) there are around 160 fewer year 1-8 students in March 2012 compared to March 2010.

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

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 CERA Red Zone data at 24 August 2012

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

Approximately 44% of Central New Brighton School students reside within a 1 km radius of Central New Brighton School⁸.

This compares to 3% of Central New Brighton School students residing within a 1 km radius of South New Brighton School.

If South New Brighton School and Central New Brighton School were to merge on the South New Brighton School site approximately 156 students who currently reside within a 1 km radius of Central New Brighton School would then be more than 1 km from a state primary school.

Based on July 2012 student address data analysis, the proposed merger onto the South New Brighton site would mean around 43% of year 1-8 students living in the southern end of the Brighton catchment would live within 1 km of a state primary school.

Merging Central New Brighton School would enable funding to be invested in South New Brighton School 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.

An effective merger brings together the strengths of both schools. The particular programmes which are run in the merged school are decisions made by the board of the continuing school, however, it is likely the successful programmes, culture etc which have been developed within either school would be continued in the merged school.

The Ministry would expect a merged school would want to work with all learners in its community.

If a merger is to proceed the move would not be piecemeal.

The Board of the continuing school would discuss an implementation plan for the merger with the Ministry. This would then be implemented.

If a final decision to merge is made by the Minister, and gazetted, the board of the continuing school or a new board as appropriate, would oversee the process. This will include decisions around school name, uniform, branding etc.

⁸ Based on address matched July 2012 roll return data. Excludes international fee paying students.

There must be at least one full term between the gazetting and the merger is implemented. In some cases, the Minister agrees to appoint a board for the continuing school. The appointed board can co-opt members as required.

Elections for a new board of trustees must be held within three months of the date of merger. At this time, the newly elected board will be representative of all families at the merged school.

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 options for enrolment to families and required support.

Staff, including support staff, will be able to apply for positions in the merged school. Alternatively redundancy may apply in respect to reduced or full loss of hours.

The provisions of the respective employment agreements will apply.

If a decision to merge is made the vacated school property site will go into a disposal process.

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

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

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

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

The cluster will also need to consider how learners might be accommodated in the future should a decision be made to merge South New Brighton and Central New Brighton schools. The cluster would want to consider how enhanced provision that might be required to support moving student populations might look.

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

The proposed merger of South New Brighton School and Central New Brighton School on the South New Brighton School site is one of two proposed changes for the Brighton cluster. The other proposed change is:

- The merger of Freeville School with North New Brighton School on the North New Brighton School site.

These proposed changes are intended to provide a spatially sensible and sustainable primary school network that reflects the impact of the red zones in the Brighton cluster.

Facts and Figures

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

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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

Property Information

1. Cost per learner is the cost of each proposal or alternative proposal divided by the number of affected learners.
2. The calculation for an additional teaching space is based on the Network Analysis.
3. The calculation for Teaching Space Allowance is based on the Ministry's standard allowance for a roll growth classroom, and additional allowance for site specific conditions and infrastructure.
4. Additional allowance for site specific conditions and infrastructure will be assessed on a site by site basis at the time of project planning. This figure has been used to provide consistent indicative cost estimates.
5. Primary School – Teaching Space Allowance

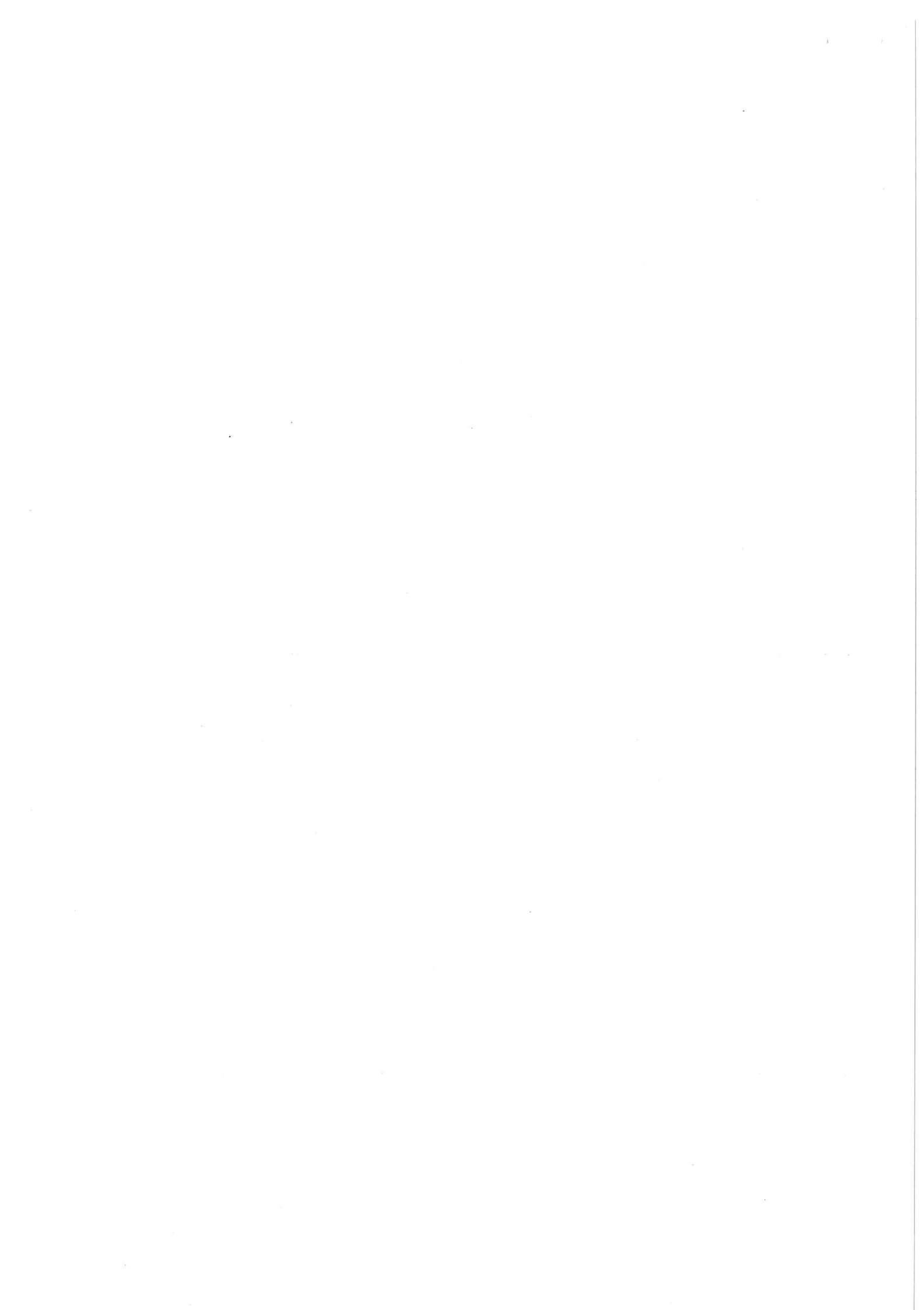
Standard allowance	\$197,520
Additional allowance for site specific conditions	\$32,480
Total allowance	\$230,000

6. Increases to non-teaching spaces will be assessed at each site, but no allowance has been made in any of the above figures.
7. 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.
8. 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.
9. 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.
10. 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.
11. 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.

12. 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.
13. The Ministry has also prepared calculations for learners from Central New Brighton attending at North New Brighton, and providing new provision at that school.

Minister's Proposal B – Allocation of learners from Central New Brighton who reside in the catchment area of North New Brighton and South New Brighton

Proposal	Costs	Details
Repairs to South New Brighton School	\$3.81 million	Indicative repair cost to South New Brighton School
Result of merger property entitlement	\$0.00 million	0 additional teaching space, based on network analysis
Additional teaching space allowance at North New Brighton School	\$0.23 million	1 additional teaching space, based on network analysis. All remaining learners who reside outside the Brighton catchment area would be absorbed into there local network
Other costs	\$0.00 million	Nothing known at this stage
Total	\$4.04 million	
New combined Roll - 563		10 October 2012 combined roll of South New Brighton (453) and Central New Brighton Schools (110)
Cost per learner	\$7,176	



Appendix Two

Education Report: Proposed merger of Freeville School (3344) and North New Brighton School (3448)

**Education Report: Proposed Merger of Freeville School (3344)
and North New Brighton School (3448)**

Executive Summary

1. This paper seeks your decision on the proposed merger of Freeville School and North New Brighton School under section 156(A) of the Education Act 1989.
2. On 13 September 2012, you announced the proposed merger as part of a number of changes to schooling provision in greater Christchurch. On 28 September 2012 you initiated formal consultation on the proposal to merge Freeville School and North New Brighton School on the North New Brighton School site to take effect on 27 January 2016.
3. The roll of Freeville School was 299 as at July 2012 and the roll of North New Brighton School was 222 as at July 2012. This proposal was based on the surplus capacity in the four existing primary schools in the Brighton cluster and the significant investment required to repair and strengthen school buildings at these schools. It is considered that merging four schools into two (Freeville School with North New Brighton School and Central New Brighton School with South New Brighton School), and investing in enhanced learning environments at the two merged schools, would better contribute to student learning outcomes.
4. The Boards of Trustees of Freeville School and North New Brighton Schools, with the assistance of a facilitator, have undertaken consultation with their communities about the proposal.
5. The submission from the Board of Freeville School stated that it disagreed with both the Ministry's Rationale for Change and the proposal to merge the school with North New Brighton School on the North New Brighton School site. The Board disagrees with the Ministry's rationale because in its view:
 - the Ministry has not provided accurate information about land, buildings, and people in the New Brighton area
 - there is uncertainty about the future use of red zone land around the school
 - the school's land had no lateral spreading and only minor liquefaction
 - a school of 300 – 400 is large enough to provide curriculum choice and diversity.
6. The Board of Freeville School also proposed that Freeville School is 'enhanced' on its current site and it requested more time to explore other opportunities and options.

7. The Ministry considers that it has provided the Board of Freeville School with the most up-to-date and accurate information about land, buildings and the movement of people in the area that is available and given that it could be a significant period of time before a decision will be made about the future of red zone land the education of learners in Christchurch could be marginalised in the interim period. The Ministry does not consider these reasons to justify an alternative to the proposal.
8. The submission from the Board of North New Brighton School agreed with the proposal with some minor variations. One of these variations was to have a permanent early childhood education (ECE) centre on the merged school site. The Ministry considers that this is a viable option.
9. The Ministry recommends you agree to merge Freeville School and North New Brighton School as a Year 1 – 8 school on the North New Brighton School site and that the effective date of the merger be 27 January 2014.
10. It is proposed that the merged school operates on split sites until the property is developed for the merged school on the North New Brighton School site, and that an appointed Board is the board of the continuing school and that the continuing school is North New Brighton School.
11. Once your decision is known, letters will be developed for your signature. If you agree with the Ministry's recommendation, these letters will give the Boards details about the 28 day consultation process.

Recommended Actions

We recommend that you:

- a. **note** the information about the responses to the consultation by the Boards of Trustees with their school communities about a proposed merger of Freeville School and North New Brighton School;
- b. **note** that the Board of Freeville School disagreed with the proposal to merge and that the Board of North New Brighton School agreed with the proposal to merge;
- c. **agree** that Freeville School and North New Brighton School should be merged on the North New Brighton School site and that North New Brighton School be the continuing school;

AGREE / DISAGREE

- d. **agree** that your preferred date for the merger to take effect is 27 January 2014 and that the school operate on split sites until the property is developed for the merged school on the North New Brighton School site;

AGREE / DISAGREE

- e. **agree** that your preference is for a merged school to be initially governed by an appointed Board of Trustees;

AGREE / DISAGREE

- f. **note** that if you agree with the recommendation, the Ministry will develop a 28 day letter for your signature, asking the Boards of Trustees of Freeville School and North New Brighton School to provide any further reasons why they do not believe the merger should proceed;
- g. **note** that if you decide not to merge Freeville School and North New Brighton School, the Ministry will develop alternative letters for your signature;
- h. **note** that letters to the local Members of Parliament will be developed once your decision is known; and
- i. **agree** that a copy of this report be released to the Boards of Trustees of Freeville and North New Brighton Schools.

AGREE / DISAGREE



Katrina Casey
Deputy Secretary
Regional Operations

Encl



Hon Hekia Parata
Minister of Education

23/1/13

Education Report: **Proposed Merger of Freeville School (3344) and North New Brighton School (3448)**

Purpose

1. This report provides you with information about the responses to the consultation by the Boards of Trustees of Freeville School and North New Brighton School on the proposal to merge the two schools on the North New Brighton site.
2. You are asked to indicate your decision on this proposal.

Background

3. Freeville School is a decile 4, Year 1-8 full primary school in the Christchurch East electorate. A map of the area is attached as Appendix One. The July 2012 roll of the school was 299 which included 82 Māori, 6 Pasifika, 204 New Zealand European, 6 Asian, and 1 child of another ethnicity.
4. North New Brighton School is a decile 4, Year 1-8 full primary school in the Christchurch East electorate. The July roll of the school was 222 which included 55 Māori, 9 Pasifika, 153 New Zealand European, 4 Asian and 1 child of another ethnicity.
5. On 13 September 2012 you announced a number of proposals for changes to schooling provision in greater Christchurch. This announcement included the proposal to merge Freeville School with North New Brighton School.
6. On 28 September 2012 you wrote to the Boards of Trustees of both schools and initiated consultation on the possible merger of Freeville School and North New Brighton School on the North New Brighton School site. That consultation period ended on 7 December 2012.
7. The merger was proposed to take place at the beginning of 2016. The Ministry of Education (the Ministry) proposes that you change your preferred date for the proposed merger to take place on 27 January 2014. If the merger and revised date are approved, the newly merged school will operate on two sites until the property is developed for the merged school on the North New Brighton School site. This would enable the Board of the continuing school to work with its community on the design and construction of permanent Modern Learning Environment buildings at the school. If this is the decision that is agreed the Ministry will ensure the schools are supported to work through this process effectively.

Reasons for Considering Merger

8. The Brighton cluster comprises four Year 1-8 full primary schools. All of these schools have suffered some degree of earthquake damage. These schools are situated in an eight kilometre stretch of land which is separated from the rest of Christchurch by an area of red zone, the Avon River and an estuary. This is likely to constrain future population growth.

9. Freeville School's roll has remained stable over the past two years; however the overall roll of the four primary schools in the cluster fell by 165 learners between July 2010 and 2012. This included a decrease of 39 learners at North New Brighton School.
10. All of the four schools in Brighton are utilising classrooms that were built in the 1960s/1970s and several of the schools are utilising classrooms that were built in the 1940s. The older age of these buildings mean they need significant earthquake strengthening. It is not considered cost effective to repair existing buildings as the cost of earthquake repairs alone would exceed the cost of building a new full primary school.
11. The indicative ten year property cost for Freeville School is \$5.7 million, split between structural strengthening works, earthquake damage, and weather tightness remediation. For North New Brighton School, the indicative ten year property costs are also \$5.7 million which is split between structural strengthening and work associated with earthquake repairs.
12. Merging Freeville School with North New Brighton School on the North New Brighton School site would support enhanced provision. The North New Brighton School site is proposed as the site for the merged school as it is over twice the size of the Freeville School site. Given that the schools are approximately one kilometre apart, children would continue to be accommodated within their community.

Learning Community Cluster Proposal

13. The proposal for the Brighton Learning Community Cluster is as follows:

School	Current Type	Proposal
Central New Brighton School	Year 1-8	Merge with South New Brighton School
South New Brighton School	Year 1-8	Merge with Central New Brighton School
North New Brighton School	Year 1-8	Merge with Freeville School
Freeville School	Year 1-8	Merge with North New Brighton School

14. The Rationale for Change documents for Freeville School and North New Brighton School are attached as Appendix Two.

The Merger Process

15. School mergers take place under both sections 156A and 157 of the Act. This section enables the Minister of Education to merge one or more state schools (merging school/s) with another state school (the continuing school).
16. The Board of the continuing school usually stays in office while the Boards of the other schools are dissolved on the day the merger takes effect. Alternatively, the Minister may appoint a Board of Trustees for the continuing school.

17. When two schools are merged, neither is legally closed, but one school is identified as the continuing school. All of the assets, debts and liabilities of the merging school/s become those of the continuing school.
18. School mergers (like school closures) generate Education Development Initiative (EDI) enhancements which will be specified in a Memorandum of Agreement negotiated with the Ministry of Education.

Consultation under Sections 156A and 157 of the Education Act 1989

19. Before making a decision about merging schools, the Minister must consult with the Board of the schools concerned and with the Boards of state schools whose rolls may be affected.

Consultation with the Boards of Freeville School and North New Brighton School

20. You called a meeting at the Lincoln Event Centre on 13 September 2012 of all schools in greater Christchurch and those affected by the proposals around closures and mergers. The Ministry also delivered letters initiating consultation for you on 28 September 2012 and you attended a meeting with Freeville School on 3 November 2012 to discuss the proposal. North New Brighton School did not request a meeting with you.
21. The Ministry also held three information workshops on the consultation process for Board Chairs and the facilitator for the school engaged to undertake the consultation. It was made clear to the Boards at these meetings that no decision about merger had been predetermined. Regular contact has been maintained with representative Board members and the Principals.
22. The Boards appointed a facilitator to undertake consultation on their behalf. The final date for submissions on the proposal was 7 December 2012. On 14 December 2012 you were provided with the complete submission from the Boards of Trustees of Freeville School and North New Brighton School.
23. In addition to the formal submissions from the Boards, you received two letters from members of the public in relation to Freeville School.
24. The feedback from the Boards of Freeville School and North New Brighton School is summarised in the following paragraphs.
25. *Freeville School*
The Board of Freeville School rejected the proposal to merge with North New Brighton School. The Board disagrees with the Ministry's Rationale for Change on the following basis:
 - the Ministry has not provided accurate information about land, buildings, and people in the area
 - there is uncertainty about the future of red zone land
 - Freeville School site has no lateral spreading and only minor/moderate liquefaction
 - it believes that a size of 300 to 400 learners is adequate to provide for curriculum choice and diversity.

26. The Board of Freeville School also provided an alternative option in its submission. This is for '*...the enhancement of Freeville School on its current site*'; this includes the enhancement of the bilingual unit, innovative teaching/learning practice, small size, and community focus. The Board also stated that it '*desires more time to explore other opportunities and options*'.

North New Brighton School

27. The submission from the Board of North New Brighton School agreed with the Ministry's Rationale for Change. The Board accepted the proposal with some variations. These included: the establishment of permanent early childhood education (ECE) provision on site, a new playground, and new school buildings which have '*innovative and creative architecture*'.

Consultation with the Boards of schools whose rolls might be affected

28. On your behalf, the Ministry undertook consultation with the Boards of Wainoni School, Aranui School and Central New Brighton School. The Ministry received feedback from the Board of Aranui School that stated it considered that there were no likely implications for the school as the learners from Freeville and North New Brighton School would be unlikely to attend Aranui School. No other feedback on the merger proposal was received.

Ministry Comment

29. The Ministry's responses to the issues raised in the submission from Freeville School's Board of Trustees are detailed below.

Freeville School

The Rationale for Change document

30. The Ministry has provided the Board of Freeville School with the most up-to-date and accurate information about land, buildings and the movement of people in the area that is available.

31. In regards to the future use of red zone land the CERA website states:

"Future long term use of red zone land will be considered once a substantial proportion of red zone land has been transferred to the Crown. CERA, on behalf of the Crown, will lead an assessment of options for land use. The assessment will consider hazard risk, opportunities for economic return, natural features and ecology of the land and adjacent waterways. It will also consider any community input required as part of the process and look for consistency with urban growth policies for greater Christchurch. Land Information New Zealand and CERA will be responsible for interim land management."

32. This indicates that it could be a significant period of time before a decision will be made about the future of red zone land. The Ministry considers that should a decision about schooling not be made until this has occurred, the education of learners in Christchurch could be marginalised in the interim period.

33. Freeville School is on a small site of 2.2 hectares which could limit future growth, and there are also more site implications for the development of this site. The Ministry considers that the larger 4.7 hectare site at North New Brighton School would allow for future growth and is thus the preferred option for the site of the proposed merged school. There are also fewer site implications for the development of the North New Brighton site.

34. The Board of Freeville School believes that a school of 300 to 400 children is sufficient in size to provide for curriculum diversity and choice. It is the Ministry's expectation that, regardless of size, all schools should deliver curriculum programmes that address the needs of learners and allow them to reach their full potential. Thus the Ministry considers that the size of the school is not sufficient reason to justify an alternative to the original proposal. A school of 500 to 600 children should allow learners to meet their potential in the same way that a school of 300 to 400 children does.

New school vision for Freeville School

35. The Board of Freeville School instead proposes to enhance Freeville School. The Ministry's view is that the special characteristics of Freeville School, such as the bilingual unit and innovative teaching/learning practice, can be included and enhanced in a merged school.

North New Brighton School

36. The North New Brighton School Board agreed with the Rationale for Change and accepted the merger proposal with minor variations. One of these variations is the provision of a permanent ECE centre on site. The Ministry's preference for the North Beach Community Childcare Centre to remain on the North New Brighton School site permanently, and it is proposed that it is offered a permanent lease.

37. Another variation the Board of North New Brighton School wanted was the provision of modern, innovative and creative learning environments and a playground at the merged school. Should you agree to the proposed merger the board of the continuing school will work with the Board of Freeville School and the community to provide input into the development of the permanent Modern Learning Environment buildings and facilities at the school.

Timing

38. Your original proposal was that Freeville School and North New Brighton School merge at the end of 2015. The Ministry recommends that if you agree to the merger, that you change your preferred date for its implementation to 27 January 2014 and that the merged school operates on split sites while the necessary property work is undertaken. The reason for this is that an earlier merging date allows the Board of Trustees, Principal and the school's senior management team to start considering the needs of its new community, and to be involved in the design of the additional buildings to ensure that these meet the needs of their children.

39. Should North New Brighton School and Freeville School operate as a merged split-site school there are no short term property implications.

Education Provision at the Two Schools

40. The Education Review Office (ERO) last reviewed Freeville School in July 2012. In its report, ERO stated that:

Most students are achieving at or above the National Standards in reading, writing and mathematics. Māori and Pacific students' achievement in reading and writing is similar to the achievement of their peers across the whole school. The board has set targets for groups of students who are at risk of not achieving. Students at risk of not achieving are well supported. They receive a range of innovative programmes that are purposefully matched to their needs. The teacher in charge of special programmes, with input from other teachers, effectively monitors students' progress and achievement and regularly reports this to the board. This level of reporting is helping the board to make strategic decisions about maintaining these programmes.

Students are highly engaged in their learning. ERO noticed students:

- confidently talking about their learning with their teachers and peers
- directing and leading their learning
- reflecting on their learning and identifying their next steps.

Students and parents receive good information about how well students are achieving and progressing. Students and parents use this information to set purposeful learning goals.

41. ERO last reviewed North New Brighton School in October 2012. In its report, ERO stated that:

Students who spoke with ERO showed a good awareness of their learning. This included their achievement levels in relation to National Standards; setting goals around what they have to improve on; and what kind of a learner is expected at their school. Students know that if they are having difficulties with their learning they will be helped.

The school's 2011 end of year school achievement information shows that around two thirds of the students were achieving at or above the National Standards in reading, writing and mathematics. There is a larger number of students achieving above the reading National Standards than in writing and mathematics. However, senior leaders have identified that there are some groups of students who are not achieving well in relation to National Standards.

In 2012, the school has set appropriate targets to address these areas of achievement. At the time of the ERO review, the senior leaders were preparing a report for the board in relation to the achievement of these targets.

Teachers and leaders are using useful strategies to support students' learning. Classroom planning shows that teachers are making good use of assessment information to inform their teaching. There is a range of learning support programmes for literacy and mathematics. Teachers have been part of targeted professional learning and development over a number of years.

Priority Learners

42. Freeville School had a July 2012 roll of 299 of which 82 (27.4%) were Māori learners and 6 (2%) were Pasifika. North New Brighton School had a July 2012 roll of 222, of which 55 (24.8%) were Māori and 9 (4.1%) were Pasifika. Freeville School provides Māori immersion education at level 2.

43. The most recent ERO report for Freeville School noted:

The school has developed a highly effective process of consultation with parents of Māori students over a number of years. The principal at that time undertook a year-long professional development course which supported his knowledge and understanding of his Māori identity, language and culture. This has had a positive impact on the school's acknowledgement and inclusion of te reo and tikanga Māori in the daily life of the school. The establishment of a bilingual option for Māori students and students whose parents have selected this as an option for their children has increased the profile of te reo and tikanga Māori in the school. Kapa haka is an activity that all children at the school have an opportunity to participate in. Māori students told ERO they appreciated the opportunities they had to learn more about themselves. One student commented: "It makes me feel good and my culture is not lost".

44. The most recent ERO report for North New Brighton School noted:

School leaders are aware of the need to review and develop the curriculum further to help promote Māori students' success as Māori. They have been proactive in this area and have developed a useful set of actions in the 2012 school charter.

Ongoing Resourcing Scheme (ORS)

45. As at 1 July 2012, Freeville School had one high needs learner accessing Ongoing Resourcing Scheme (ORS) funding. North New Brighton School had no learners accessing this funding.

Early Childhood Education

46. All schools in Greater Christchurch will have a master property plan developed in 2013 which will reflect the Learning Community Cluster plan and required repairs and redevelopment. In a case where significant reconfiguration is required on a site, land for future ECE provision will be included if the site is suitable. Establishment of ECE services on new or merged school sites will be supported where there is a demand for more ECE than is currently available.

47. As part of its alternative proposal, the Board of North New Brighton School has proposed that it have a permanent early childhood centre on site in order to allow its learners' 'seamless integration' from early childhood education (ECE) to school.

48. North Beach Community Childcare Centre is a community-based education and care centre established in 1996. In February 2011, the centre was forced from its severely damaged Christchurch City Council-owned site in Marriotts Road to a church hall. The church hall was damaged in June 2011, and the Ministry assisted the service to establish in a fully relocatable, purpose-built centre owned by the Ministry on a site at North New Brighton School in July 2012. It currently operates under a temporary lease of one year, plus the right of renewal of one year.
49. North Beach Community Childcare Centre has long had a close relationship with North New Brighton School. Since its relocation, the new entrant classes and the preschool have been sharing resources and activities, for example athletics day and school performances. The Childcare Centre also incorporates a transition to school group in its daily programme.
50. The Ministry proposes that North Beach Community Childcare Centre remains on the North New Brighton School site in its current position. A new, permanent lease would be issued to the centre. There would be no cost to the Ministry for this option. If the reconfiguration of the merged schools requires relocation of the ECE, it is proposed that they are accommodated on an alternative part of the new school. The cost of relocation of the building, playground, fencing and connection to services would be to the Ministry.

Options for the Governance of the Merged School

51. If you decide to merge the schools, the Ministry recommends that you state a preference for a Ministerially appointed Board as the Board of the continuing school during the interim period (the set period prior to the merger until the election three months after the merger).
52. It is also proposed that if you agree that the merged school is to be located on the North New Brighton School site, that North New Brighton School is the continuing school. This means that the appointed board would govern North New Brighton School and oversee the merger process once it is appointed.

Staffing

53. Freeville School was resourced for 14 Full Time Teacher Equivalents (FTTE) for the 2012 school year.
54. North New Brighton School was resourced for 9.7 FTTE for the 2012 school year.
55. Based on the confirmed staffing rolls for each school as at March 2012, if Freeville School and North New Brighton School merge, the FTTE for the newly merged school would be 22.6 FTTE. This would represent a drop of one FTTE. This figure is based on the assumption that all learners currently on the rolls of the two schools will go to the newly merged school.

Financial Implications

56. If Freeville and North New Brighton Schools merge it would generate Education Development Initiative (EDI) and Joint Schools Initiative Funding (JSIF), in line with the EDI policy.
57. These funds are used for programmes that support student achievement, psychosocial needs, transition and change management within and across schools and Learning Community Clusters. These funds are only generated if the merger is implemented.
58. If your decision is that the schools should merge, or you decide to proceed with further options for consultation on the future of the schools, estimates of the costs / savings to the Crown in operational funding will be prepared for your information.

Property Implications

Background Rationale

59. The buildings on the Freeville School site have suffered significant earthquake damage. This covers a wide spectrum from minor cracking to ceiling and wall finishes to demolition of school blocks. One block has been demolished and another cordoned off. Some buildings will require earthquake strengthening. Buildings on site have also been flagged for weather tightness remediation.
60. Surrounding land is a combination of CERA technical category 3 (TC3) and CERA Red Zone. There has been moderate to severe structural damage to buildings, though no lateral spreading and only minor to moderate liquefaction was experienced on site during the earthquake sequence. The low level of liquefaction on site is probably due to the elevated aspect of the school grounds relative to the surrounding streets, which did suffer severe liquefaction and ground damage. Part of Freeville School is adjacent to the red zone where damaged houses are not able to be rebuilt. Preliminary assessments suggest geotechnical considerations are likely to be a factor when undertaking development at this site. Significant foundation engineering is also likely to be required.
61. The Indicative cost to repair Freeville School is \$5.7 million
62. The buildings on the North New Brighton Primary School site have suffered some degree of earthquake damage. This covers a wide spectrum from minor cracking to ceiling and wall finishes to potentially the replacement of a building due to earthquake damage. Some buildings will require earthquake strengthening. Buildings on site have also been flagged for weather tightness remediation.
63. Surrounding land is a combination of CERA technical category 2 (TC2) and technical category 3 (TC3). Moderate amounts of liquefaction surfaced in low lying areas of the site; in particular the sporting fields (depressed area), the front car park and near the former library (Block 2), which has experienced significant subsidence. Inundation associated with liquefaction was localised and quickly drained away. No lateral spreading was evident at the site. Foundation engineering is likely to be required and is likely to be a factor when undertaking development at this site.

64. The Indicative cost to repair North New Brighton Primary School is \$5.7 million.

Proposal Analysis

65. The North New Brighton School site is large enough (4.7ha) to accommodate the merger of the two schools. 4.7ha is approximately twice the size of many Christchurch primary schools.

66. The Board of Trustees of Freeville School has queried the uncertainty about the future of the 'red zone' land. The below is an extract from the CERA website.

67. *"Future long-term use of red zone land will be considered once a substantial proportion of red zone land has been transferred to the Crown. CERA, on behalf of the Crown, will lead an assessment of future options for land use. The assessment will consider hazard risk, opportunities for economic return, natural features and ecology of the land and adjacent waterways. It will also consider any community input required as part of the process and look for consistency with urban growth policies for greater Christchurch. Land Information New Zealand and CERA will be responsible for interim land management."*

Property Entitlement

68. The Ministry uses a number of data sources to provide an estimated cost per learner for the original Minister's proposal and any alternative proposals put forward by the school.

69. These sources are:

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

Ministers Proposal – All learners from Freeville enrolling at North New Brighton

Proposal	Cost	Details
Repairs to North New Brighton School	\$5.69 million	Indicative repair cost to North New Brighton School
Result of merger property entitlement	\$1.61 million	7 additional teaching spaces, based on network analysis
Other costs	\$0.00 million	Nothing known at this stage
Total	\$7.30 million	
New combined Roll - 526		10 October 2012 combined roll of North New Brighton (226) and Freeville School (300)
Cost per learner	\$13,878	

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

Ministers Proposal – All learners from Freeville enrolling at a new school on North New Brighton site

Proposal	Cost	Details
Build a new school on North New Brighton School site	\$10.80 million	This is the indicative cost to build a new school
Other costs	\$0.00 million	Nothing known at this stage
Total	\$10.80 million	
New combined Roll - 526	526	10 October 2012 combined roll of North New Brighton (226) and Freeville School (300)
Cost per learner	\$20,532	

Alternative Proposal 1 – North New Brighton and Freeville Schools to remain open

Proposal	Cost	Details
Repairs to Freeville School	\$5.71 million	Indicative repair cost to Freeville School
Repairs to North New Brighton School	\$5.69 million	Indicative repair cost to North New Brighton School
Total	\$11.40 million	
Combined Roll - 526		10 October 2012 combined roll of North New Brighton (226) and Freeville School (300)
Cost per learner	\$21,673	

70. Alternative Proposal 1 is not considered feasible as it is more cost effective to merge the two schools and it will also provide a wider number of learners with the opportunity to utilise Modern Learning Environments.

Transport

71. There are no transport implications for the Ministry should you agree to a merger between Freeville School and North New Brighton School.

Risks

72. The key risk if Freeville School and North New Brighton School merge is that the Freeville community will feel that its response has not been properly considered, and that you, or the Ministry, have followed a predetermined merger agenda.
73. To mitigate this risk, we recommend that you release this report to the Boards of Freeville School and North New Brighton School.

Conclusion and Next Steps

74. The Ministry's recommendation is that you proceed with the proposed merger of Freeville School and North New Brighton School on the North New Brighton School site, to take effect from 27 January 2014. This recommendation is because:
- a. the merger would support enhanced provision and give a wide range of learners the opportunity to experience Modern Learning Environments. As the schools are approximately one kilometre apart learners would continue to be accommodated within their community. In addition, the North New Brighton School site, at 4.7 hectares, is significantly larger than the Freeville School site and would be able to cater for any future roll growth. The North New Brighton School site also has fewer site implications for development.
 - b. the rationale that was used by the Board of Freeville School to disagree with the Minister's proposal, including accuracy of information on land, uncertainty about red zone land and school size, does not justify not proceeding with the merger.
 - c. the Board of Freeville School proposed, as an alternative, that it is enhanced on its current site. The special characteristics that are at Freeville School, such as its bilingual unit and innovative teaching and learning practice, will be able to be enhanced at the proposed merged school.
 - d. the Board of North New Brighton School accepted both the Rationale for Change and the proposal to merge.
75. If after considering the information in this report you decide that Freeville School and North New Brighton School should merge, the Ministry will develop letters for your signature to the Boards of Trustees inviting them to provide to you, within 28 days of the date of the letter, any further reasons why the schools should not merge.
76. If your decision is that the schools should not merge, or you wish to consider further options for their future, the Ministry will develop appropriate letters for your signature.
77. Once your decision has been made, the Ministry recommends that a copy of this report be released to the Freeville School and North New Brighton School Boards of Trustees.

Appendix One

Map of the Brighton Cluster

Rationale for Change Document

Property Information

1. Cost per learner is the cost of each proposal or alternative proposal divided by the number of effected learners.
2. The calculation for an additional teaching space is based on the Network Analysis.
3. The calculation for the teaching space allowance is based on the Ministry's standard allowance for a roll growth classroom, and additional allowance for site specific conditions and infrastructure.
4. Additional allowance for site specific conditions and infrastructure will be assessed on a site by site basis at the time of project planning. This figure has been used to provide consistent indicative cost estimates.

5. Primary School – Teaching Space Allowance

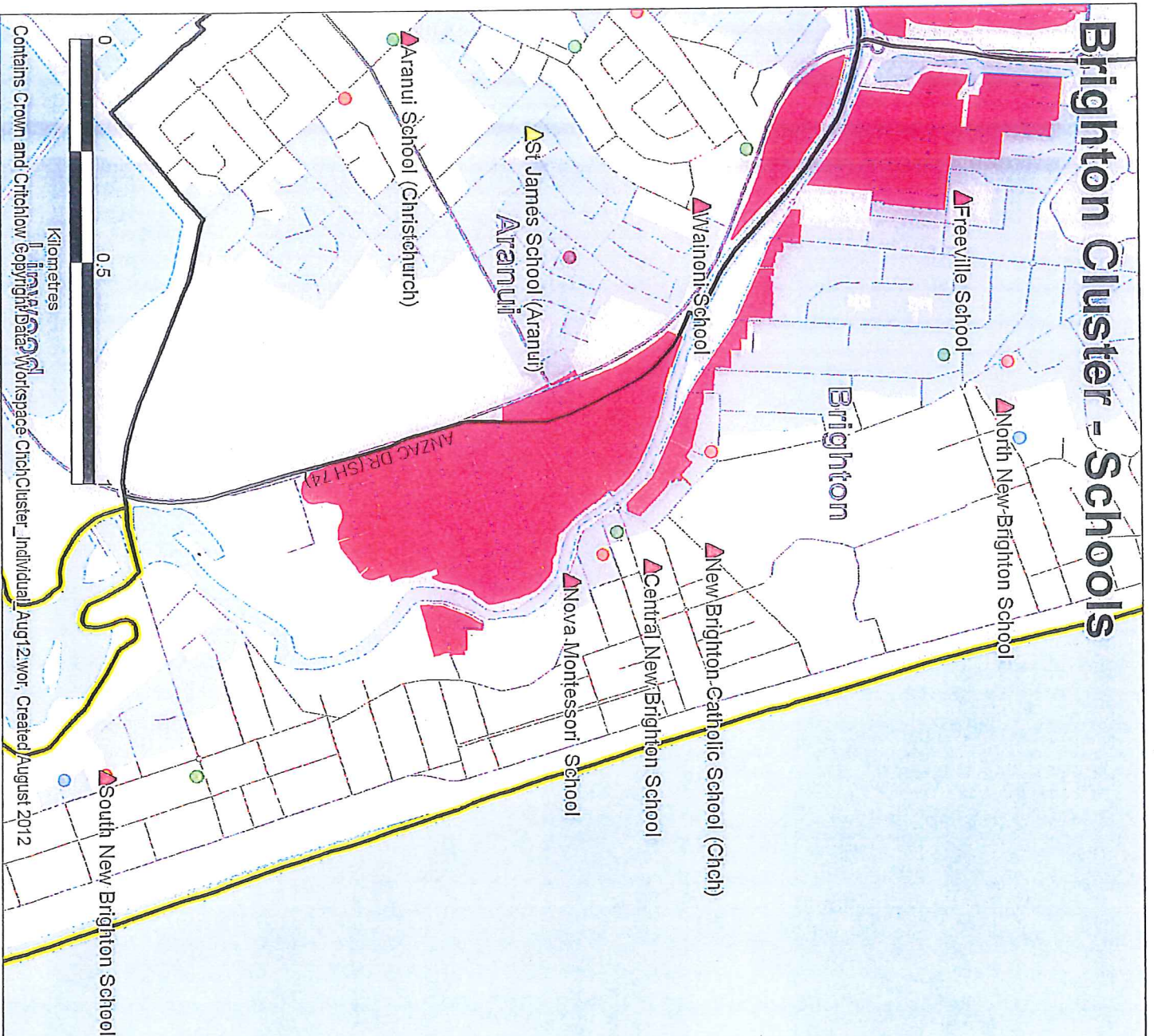
Standard allowance	\$197,520
Additional allowance for site specific conditions	\$32,480
Total allowance	\$230,000

6. Increases to non-teaching spaces will be assessed at each site, but no allowance has been made in any of the above figures.
7. 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.
8. 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.
9. 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.
10. 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.
11. 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.
12. 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 One

Map of the Brighton Cluster

Brighton Cluster - Schools



- 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

Freeville 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 merge?

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.

The Brighton cluster comprises four year 1-8 state primary schools, some of which suffered significant earthquake damage. These schools are situated in an 8 km stretch of land which is separated from the rest of Christchurch by an area of red zone and an estuary. This is likely to constrain future population growth.

While Freeville School's roll has been stable over the past two years, the rolls of the other three schools in the cluster collectively fell by over 160 students. This included a fall of almost 40 students for North New Brighton. Both North New Brighton and Central New Brighton are less than two-thirds full.

The older age of school buildings in Brighton mean they need significant earthquake strengthening. It is not considered cost effective to repair existing buildings; the cost of earthquake repairs alone would exceed the cost of building a new full primary school.

Instead, we propose merging the four schools in the cluster onto two sites to allow significant investment in modern learning environments for students in Brighton.

Merging Freeville School with North New Brighton School on the North New Brighton site would support enhanced provision. We are proposing the North New Brighton site as it is over twice the size of the Freeville School site. Given the schools are approximately 1 km apart learners would continue to be accommodated within their community.

Land

Surrounding land is a combination of CERA technical category 3 (TC3) and CERA Red Zone.

There has been moderate to severe structural damage to buildings, though no lateral spreading and only minor to moderate liquefaction was experienced on site during the earthquake sequence.

The low level of liquefaction on site is probably due to the elevated aspect of the school grounds relative to the surrounding streets which did suffer severe liquefaction and ground damage.

Part of Freeville School is adjacent to the red zone where damaged houses are not able to be rebuilt.

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

¹ This figure includes international fee-paying students.

Buildings

The buildings on the Freeville School site have suffered significant earthquake damage. This covers a wide spectrum from minor cracking to ceiling and wall finishes to demolition of school blocks. One block has been demolished and another cordoned off.

Some buildings will require earthquake strengthening. Detailed Engineering Evaluations (DEE's) have yet to commence, but are scheduled for completion for end 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*

Indicative Ten Year Property Costs for Freeville Primary School	\$5.7 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 split between structural strengthening, earthquake damage and weather tightness remediation.

**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 the 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

The aggregated July 2012 rolls of Freeville School and North New Brighton School have decreased by 40 since July 2010.

While Freeville's roll has remained stable, the number of year 1-8 students residing in the northern part of the Brighton cluster catchment has decreased by around 130 between March 2010 and March 2012.

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

School Name	Type	Authority	2008	2010	2012
New Brighton Catholic School (Chch)	Full Primary (Year 1-8)	State: Integrated	178	184	121
Central New Brighton School	Full Primary (Year 1-8)	State	160	180	119
Freeville School	Full Primary (Year 1-8)	State	333	300	299
North New Brighton School	Full Primary (Year 1-8)	State	258	261	222
South New Brighton School	Full Primary (Year 1-8)	State	491	517	453
Primary Total			1420	1442	1214
Nova Montessori School	Full Primary (Year 1-8)	Private	50	43	34

Student Distribution patterns³

Analysis of July 2012 student address data shows that around 88% of year 1-8 students living in the Brighton cluster catchment attended a state school, 11% were enrolled at state integrated schools and the remaining 1% at private schools.

Schools with the highest number of year 1-8 students living in the Brighton cluster catchment

School	Authority	# students ⁴	% ⁵
South New Brighton School	State	372	30%
North New Brighton School	State	192	15%
Freeville School	State	184	15%
Chisnallwood Intermediate	State	86	7%
New Brighton Catholic School (Chch)	State Integrated	64	5%
Central New Brighton School	State	62	5%
Parkview School	State	52	4%
Burwood School	State	20	2%
Windsor School (Christchurch)	State	20	2%
Hillview Christian School	State Integrated	19	2%

Enrolments at the four local state schools equated to 65% of all year 1-8 students living in the Brighton cluster catchment.

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

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 1-8 students in the cluster that attend a given school

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

Of these students, approximately one third were enrolled at South New Brighton School, 15% at North New Brighton School, with a further 15% enrolled at Freeville School.

At the Brighton cluster level, of the 1,246 year 1-8 students residing in the Brighton cluster, 1,043 (84%) reside within 1 km of a state primary school. This reduces to 67% (842 students) based on the proposed mergers in the cluster.

Based on July 2012 student address data analysis, the proposed merger onto the North New Brighton site would mean around 89% of year 1-8 students living in the northern end of the Brighton catchment would live within 1 km of a state primary school

Population change⁶

Roll return data shows the number of year 1-8 students living in the Brighton cluster catchment reduced from 1,530 to 1,232 between March 2010 and March 2012.

Percentage of March 2010 and March 2012 student address records in red zones within the cluster

Approximately 18% (281 students) of March 2010 student address records were within the area now classed as CERA Red Zones⁷ within the Brighton cluster. March 2012 student distribution data shows that the number of students living in the red zones has reduced to 8% (98 students) of year 1-8 students.

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

In the northern part of the Brighton cluster (from a line north of the southern end of Rawhiti Domain) there are around 130 fewer year 1-8 students in March 2012 compared to March 2010.

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

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

Approximately 43% of Freeville School students reside within a 1 km radius of Freeville School.

This compares to 51% of Freeville School students who reside within a 1 km radius of North New Brighton School.

Only one Freeville student would live outside of a 1 km radius from a state primary school if Freeville and North New Brighton School were to merge on the North New Brighton School site.

Based on July 2012 student address data analysis, the proposed merger onto the North New Brighton site would mean around 89% of year 1-8 students living in the northern end of the Brighton catchment would live within 1 km of a state primary school.

The larger site at North New Brighton School (proposed continuing site) will allow for future growth.

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 CERA Red Zone data at 24 August 2012

Merging Freeville School would enable funding to be invested in North New Brighton School 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.

An effective merger brings together the strengths of both schools. The particular programmes which are run in the merged school are decisions made by the board of the continuing school, however, it is likely the successful programmes, culture etc which have been developed within either school would be continued in the merged school.

The Ministry would expect a merged school would want to work with all learners in its community.

If a merger is to proceed the move would not be piecemeal.

The board of the continuing school would discuss an implementation plan for the merger with the Ministry. This would then be implemented.

If a final decision to merge is made by the Minister, and gazetted, the board of the continuing school or a new board as appropriate, would oversee the process. This will include decisions around school name, uniform, branding etc.

There must be at least one full term between the gazetting and when the merger is implemented. In some cases, the Minister agrees to appoint a board for the continuing school. The appointed board can co-opt members as required.

Elections for a new board of trustees must be held within three months of the date of merger. At this time, the newly elected board will be representative of all families at the merged school.

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.

Staff, including support staff, will be able to apply for positions in the merged school. Alternatively redundancy may apply in respect to reduced or full loss of hours.

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

If a decision to merge is made the vacated school property site will go into a disposal process.

How would the proposed merger 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 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 merge Freeville and North New Brighton schools. The cluster would want to consider how enhanced provision that might be required to support moving student populations might look.

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

The proposed merger of Freeville School with North New Brighton School on the North New Brighton School site is one of two proposed changes for the Brighton cluster. The other proposed change is:

- The merger of Central New Brighton School and South New Brighton School on the South New Brighton School site.

These proposed changes are intended to provide a spatially sensible and sustainable primary school network to accommodate the impact of the red zones in the Brighton cluster.

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

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North New Brighton School – Rationale for change

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

Why is change needed?

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

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

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

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

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

With the cost of renewal considerable, the ideal will be tempered by a sense of what is pragmatic and realistic. Key considerations are the practicalities of existing sites and buildings, the shifts in population distribution and concentration, the development of new communities and a changing urban infrastructure.

Innovative, cost effective, and sustainable options for organising and funding educational opportunities must be explored to provide for diversity and choice in an economically viable way.

Discussions with schools, communities and providers within learning community clusters have and will continue to be key to forming 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 merge?

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.

The Brighton cluster comprises four year 1-8 primary schools, which are some of the schools which have suffered most earthquake damage. These schools are situated in an 8 km stretch of land which is separated from the rest of Christchurch by an area of red zone and an estuary. This is likely to constrain future population growth.

North New Brighton's roll fell by almost 40 students between July 2010 and July 2012, and the rolls of the four schools in the cluster collectively fell by 165 students. Both North New Brighton and Central New Brighton are less than two-thirds full.

The older age of school buildings in Brighton mean they would need significant earthquake strengthening. It is not considered cost effective to repair existing buildings; the cost of earthquake repairs alone would exceed the cost of building a new full primary school.

Instead, we propose merging the four schools in the cluster onto two sites to allow significant investment in modern learning environments for learners in Brighton.

Merging North New Brighton School with Freeville School on the North New Brighton site would support enhanced provision. This site is over twice the size of Freeville School. Given the schools are just 1 km apart learners would continue to be accommodated within their community.

Land

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

Moderate amounts of liquefaction surfaced in low lying areas of the site; in particular the sporting fields (depressed area), the front car park and near the former library (Block 2), which has experienced significant subsidence. Inundation associated with liquefaction was localised and quickly drained away. No lateral spreading was evident at the site.

Foundation engineering is likely to be required and is likely to be a factor when undertaking development at this site.

Buildings

The buildings on the North New Brighton Primary School site have suffered some degree of earthquake damage. This covers a wide spectrum from minor cracking to ceiling and wall finishes to potentially the replacement of a building due to earthquake damage.

¹ This figure includes international fee-paying students.

Some buildings will require earthquake strengthening. Detailed Engineering Evaluations (DEE's) have commenced and are scheduled for completion for early 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*

Indicative Ten Year Property Costs for North New Brighton Primary School	\$5.7 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 split between structural strengthening and works associated with earthquake repairs.

**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 the 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

The aggregated July 2012 rolls of North New Brighton and Freeville Schools have decreased by 40 since July 2010.

North New Brighton School had a roll of 222 at July 2012, which less than in 2008.

Freeville's roll has remained stable.

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

School Name	Type	Authority	2008	2010	2012
New Brighton Catholic School (Chch)	Full Primary (Year 1-8)	State: Integrated	178	184	121
Central New Brighton School	Full Primary (Year 1-8)	State	160	180	119
Freeville School	Full Primary (Year 1-8)	State	333	300	299
North New Brighton School	Full Primary (Year 1-8)	State	258	261	222
South New Brighton School	Full Primary (Year 1-8)	State	491	517	453
Primary Total			1,420	1,442	1,214
Nova Montessori School	Full Primary (Year 1-8)	Private	50	43	34

Student Distribution patterns³

Analysis of July 2012 student address data shows around 88% of year 1-8 students living in the Brighton cluster catchment attended a state school, 11% were enrolled at state integrated schools and the remaining 1% at private schools.

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

School	Authority	# students ⁴	% ⁵
South New Brighton School	State	372	30%
North New Brighton School	State	192	15%
Freeville School	State	184	15%
Chisnallwood Intermediate	State	86	7%
New Brighton Catholic School (Chch)	State Integrated	64	5%
Central New Brighton School	State	62	5%
Parkview School	State	52	4%
Burwood School	State	20	2%
Windsor School (Christchurch)	State	20	2%
Hillview Christian School	State Integrated	19	2%

Enrolments at the four local state schools equated to 65% of all year 1-8 students living in the Brighton cluster catchment.

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

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 1-8 students in the cluster who attend a particular school

⁵ Percentage of all year 1-8 students in the cluster who attend a particular school

Of these students, approximately one third were enrolled at South New Brighton School, 15% at North New Brighton School, with a further 15% enrolled at Freeville School.

At the Brighton cluster level, of the 1,246 year 1-8 students residing in the Brighton cluster, 1,043 (84%) reside within 1 km of a state primary school. This reduces to 67% (842 students) based on the proposed mergers in the cluster.

Population change⁶

Percentage of student address records in red zones within the cluster⁷

There has been a decline in the year 1-8 student population in the Brighton cluster catchment from 1,530 in March 2010 to 1,232 in March 2012, based on address matched roll return data.

There are significant areas of red zone land in the Brighton cluster.

As at March 2010 approximately 18% (281) of students within the Brighton cluster were within the area now classed as CERA "Red Zones". By March 2012 this reduced to 8% (98) students (based on student address records)

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

In the northern part of the Brighton cluster (from a line north of the southern end of Rawhiti Domain) there are around 130 fewer year 1-8 students in March 2012 compared to March 2010.

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

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

Approximately 43% of Freeville School students reside within a 1 km radius of Freeville School (based on July 2012 student address data).

This compares to 51% of Freeville School students who reside within a 1 km radius of North New Brighton School.

Only one Freeville School student would live outside of a 1 km radius from a state primary school if Freeville and North New Brighton School were to merge on the North New Brighton School site.

Based on July 2012 student address data analysis, the proposed merger onto the North New Brighton School site would mean around 89% of year 1-8 students living in the northern end of the Brighton catchment would live within 1 km of a state primary school.

The larger site at North New Brighton School (proposed continuing site) should allow for future growth.

Merging with Freeville School would enable funding to be invested in North New Brighton School 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.

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 CERA Red Zone data at 24 August 2012

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.

An effective merger brings together the strengths of both schools. The particular programmes which are run in the merged school are decisions made by the board of the continuing school, however, it is likely the successful programmes, culture etc which have been developed within either school would be continued in the merged school.

The Ministry would expect a merged school would want to work with all learners in its community.

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Relevant reports and documentation will be provided.

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Appendix Three

Property Information

1. Cost per learner is the cost of each proposal or alternative proposal divided by the number of effected learners.
2. The calculation for an additional teaching space is based on the Network Analysis.
3. The calculation for the teaching space allowance is based on the Ministry's standard allowance for a roll growth classroom, and additional allowance for site specific conditions and infrastructure.
4. Additional allowance for site specific conditions and infrastructure will be assessed on a site by site basis at the time of project planning. This figure has been used to provide consistent indicative cost estimates.
5. Primary School – Teaching Space Allowance

Standard allowance	\$197,520
Additional allowance for site specific conditions	\$32,480
Total allowance	\$230,000
6. Increases to non-teaching spaces will be assessed at each site, but no allowance has been made in any of the above figures.
7. 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.
8. 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.
9. 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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11. 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.
12. 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.

