

Dear [REDACTED]

Thank you for your email dated 24 April 2017, to the Ministry of Education requesting the following information:

- *KPMG discussion doc. Am I able to have a copy of this? My understanding is it was completed recently and looks at sustainability across the whole Christchurch schools network.*

Your request has been considered under the Official Information Act 1982 (the Act).

As you may be aware, following the earthquakes, the Christchurch secondary school principals agreed a vision for their work. Every secondary aged learner in Otautahi/Christchurch will be engaged in a purposeful, individualised pathway. The Otautahi/Christchurch education network will be a professional learning community that recognises its collective responsibility to ensure all students learn to their potential based on choice, equity and social justice.

This vision arose through the work of Greater Christchurch's secondary school principals who have been working together to determine the best future approach for secondary education in greater Christchurch.

Canterbury schools continue to take a proactive and future-focussed approach; actively working together to ensure an improved network that can sustain future population growth and population movement. A review of the greater Christchurch state secondary school enrolment mechanism will identify options to optimise the enrolment network based on sector feedback and Ministry of Education modelling.

We are supporting schools through providing analytics and data so they can understand and plan for their communities. In a sustainable schooling network, students should be able to access quality education provision within their geographic area. Currently, many students travel to schools some distance from their homes resulting in high utilisation rates in some schools and high numbers of surplus spaces in others.

With the Christchurch rebuild now well underway, the future of schools in the east of the city now certain and with the sector moving to a more collaborative approach to learning, through the introduction of Communities of Learning | KāhuiAko, it is now opportune to review the enrolment mechanism throughout greater Christchurch to ensure the schooling network can accommodate future population growth and population movements.

We commissioned KPMG in October 2016 to:

- Consult with Boards and Principals of secondary schools in the Greater Christchurch network on their perspectives of the appropriateness and effectiveness of current enrolment zones, and to develop a range of high-level options for enrolment zone restructuring; and
- Work with Ministry of Education analysts to understand the implications of the proposals.

A draft report was presented to sector leaders at a recent meeting where it was well received. It is considered a further positive step towards collaboration across the sector while recognising that there is still plenty of work to do. All schools were issued with a copy of the report and asked to table it at their next Board of Trustees meeting for consideration.

As this is a draft report for further exploration, it does not represent current government or Ministry policy. No recommendation or scenario in the report is being considered for implementation at this point, pending receiving feedback from the schools on outcome of consultation with their communities. Furthermore, many of the scenarios could not be implemented at this point in any case as there is no legislation that would enable us to do so.

Enrolment schemes help Boards of Trustees to manage their school rolls so as to ensure there is enough space in their school to ensure local students can attend. The major driver of capacity and utilisation is school rolls. These fluctuate for a number of reasons. Secondary school rolls often start high then ease as students leave during the year, while primary schools tend to acquire students throughout the year. We plan carefully for roll growth, and use Statistics New Zealand data as our main source for forecasting as well as Territorial Local Authority planning information and proposed residential developments.

As you may be aware, utilisation is a measure used to assess school network capacity. The figures are calculated by dividing the school roll by school capacity. Utilisation figures are monitored carefully to identify where investment or support is needed to address any capacity concerns.

Our figures refer to Ministry-owned teaching spaces only. They do not include facilities that are owned by a school's Board of Trustees or leased by the Ministry. Schools have strict requirements in terms of the Building Code regulations, and the fact that a school is calculated as being at capacity does not indicate there is anything unsafe about the school.

We work closely with schools that are close to capacity to either help them manage their rolls more effectively, or to provide them with more classrooms. To make sure there is room for local students, we can:

- Implement enrolment schemes so that schools with spare capacity balance out schools which may be under pressure
- If the school already has an enrolment scheme, we can work with the school to effectively manage their out-of-zone enrolments, ensuring that local kids that live in zone are able to attend the school
- Provide additional classrooms where necessary to accommodate in zone roll growth
- Build new schools in areas where there is no existing school network or it is not appropriate to increase existing schools' capacity further.

When we need to focus on an individual school, we assess capacity requirements using the published School Property Guide. Different allowances for space are calculated, depending on factors such as the ages of the students, whether the school is operating in a Māori medium education provision, and whether there are students who require learning support. We then talk directly with the school to check, as our data relies on assumptions such as which parts of the school are used as teaching space and which are not.

Some schools may be at capacity because they are accepting students from outside their enrolment zone or because they have international students, neither of which is funded for classroom space. They can do this but need to ensure that there is enough room for all students to continue to learn comfortably. We are happy to work with schools if they need support in managing their roll numbers.

As requested, please find a copy of KPMG draft report attached. This is being released to you as **Appendix One**. A small amount of information has been withheld in accordance with section 9(2)(a) of the Act, to protect the privacy of natural persons.

As per section 9(1) of the Act, we have considered whether there are countervailing public interest considerations favouring the release of the withheld information. We do not believe such considerations are present in this case.

I trust the information provided is of assistance. Should you have any concerns with this response, I would encourage you to raise these with the Ministry. Alternatively, you are advised of your right to ask an Ombudsman to review this response. You can do this by writing to info@ombudsman.parliament.nz or Office of the Ombudsman, PO Box 10152, Wellington 6143.

Yours sincerely



Katrina Casey
Deputy Secretary
Sector Enablement and Support

Draft

SCHOOL
ZONE

KPMG Research
Greater Christchurch Secondary School Enrolment Review

Confidential

April 2017

kpmg.com/nz

Draft



Ministry of Education
Attention: Mark Doyle
39 Princess Street
PO Box 2522
Christchurch 8140

April 2017

Dear Mark,

Greater Christchurch Secondary School Enrolment Review

Please find enclosed KPMG's report into the Greater Christchurch secondary school enrolment network.
We have conducted this engagement under the terms described in our engagement letter dated 28 October 2016.

We would be more than happy to discuss the content of this report with you in greater detail. We would also like to particularly acknowledge the input and support from the Ropu Whakahaere and the Ministry of Education analysts, for providing access to data and resources, and to the 16 school Principals and Boards who participated in the consultations, for giving open and honest feedback.

If you have any further questions regarding this report, please feel free to contact us.

Kind regards,

Partner
[REDACTED]
S 9(2)(a) OIA

Director
[REDACTED]
S 9(2)(a) OIA

Disclaimers
Inherent Limitations
This report has been prepared in accordance with our Engagement Letter dated 28 October 2016. The services provided under our engagement letter ('Services') have not been undertaken in accordance with any auditing, review or assurance standards. The term "Audit/Review" used in this report does not relate to an Audit/Review as defined under professional assurance standards.
The information presented in this report is based on that made available to us in the course of our work/publicly available information/information provided by the Ministry of Education. We have indicated within this report the sources of the information provided. Unless otherwise stated in this report, we have relied upon the truth, accuracy and completeness of any information provided or made available to us in connection with the Services without independently verifying it.
No warranty of completeness, accuracy or reliability is given in relation to the statements and representations made by, and the information and documentation provided by the Ministry of Education consulted as part of the process.
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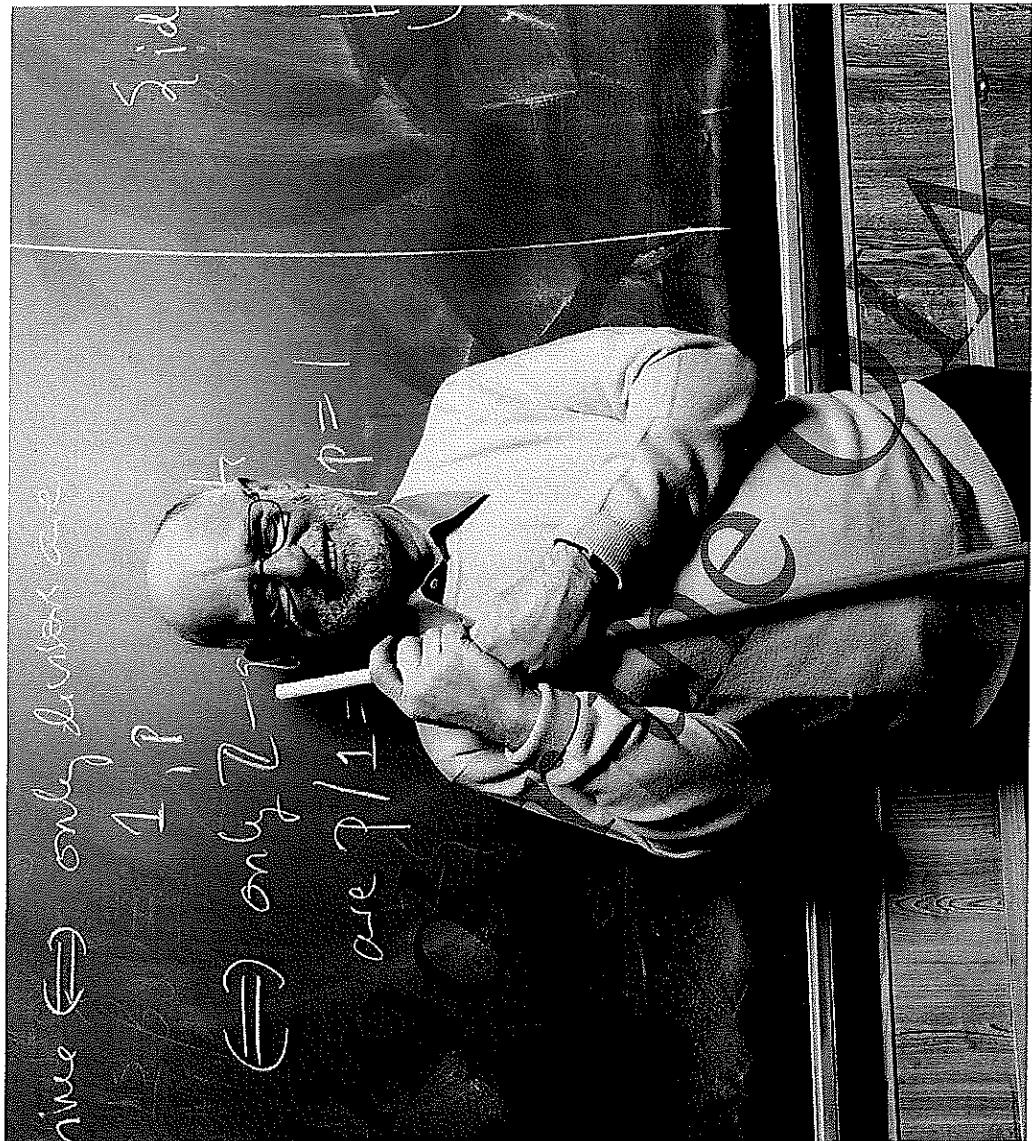
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Executive Summary

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Executive Summary

Background

The Canterbury earthquakes caused significant disruption in the education sector in Greater Christchurch.

Population shifts and the ability to take out-of-zone students has created significant variances in resource utilisation throughout the network.

Current enrolment zones do not optimise the relationship between supply and current local demand.

Not all schools in Greater Christchurch currently have an enrolment zone. The original intent for implementing enrolment zones was based on seeking to manage potential overcrowding. Those that do have enrolment zones still take out-of-zone students to fill surplus capacity, as shown at figure 1, which has flow-on effects throughout the network.

The 2010 and 2011 Canterbury earthquakes created significant disruption in the Greater Christchurch education network. Student numbers throughout the network dropped, as families shifted away from the city and these numbers have still not recovered to pre-earthquake levels.

Schools in the east of the city, such as Avonside Girls' and Shirley Boys', were particularly impacted by the earthquakes, with large areas of their current enrolment zones red-zoned (deemed uninhabitable) and significant damage to their infrastructure, leaving an uncertain future for both the school and the local community.

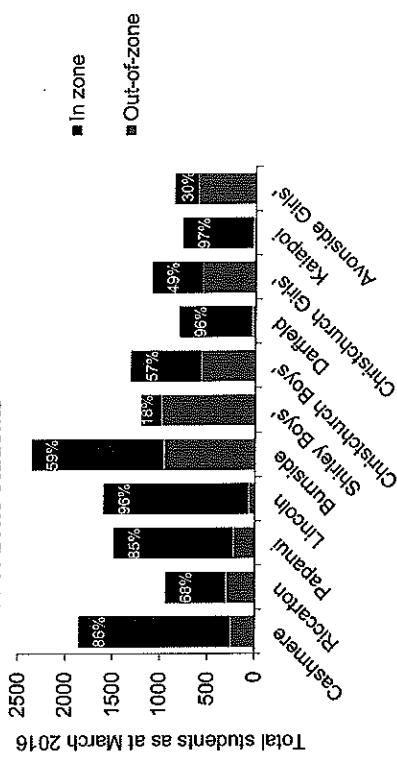
Post-earthquake population shifts, particularly towards the south and west of the city, further compounded pre-earthquake movements, where parents sought alternative schools for their children to attend. These movements are perceived by some to have been instigated by an entrenched culture in Christchurch City that links social status to the secondary school you attended.

As enrolment numbers declined at schools in the east of the city, the ability of these schools to offer the same breadth of curriculum to their students was impacted.

Not all schools in Greater Christchurch currently have an enrolment zone. The original intent for implementing enrolment zones was based on seeking to manage potential overcrowding.

Those that do have enrolment zones still take out-of-zone students to fill surplus capacity, as shown at figure 1, which has flow-on effects throughout the network.

Figure 1: Significant variation in number of out-of-zone students



Note: Only schools with current enrolment zones are shown in this graph.

Ministry of Education analysis shows that these current enrolment zones do not optimise the relationship between current supply (a school's capacity) and network demand, as some schools are over 100% utilised, while others have significant resource capacity (are under-utilised).

With the Christchurch rebuild now well underway, the future of schools in the east of the city is uncertain and with the sector moving to a more collaborative approach to learning, through the introduction of Communities of Learning/Kāhui Ako (CoL), it is now opportune to review the enrolment mechanism throughout Greater Christchurch to ensure an improved network that can sustain future population growth and population movements.

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Scope and approach

Scope

KPMG was commissioned in October 2016 to:

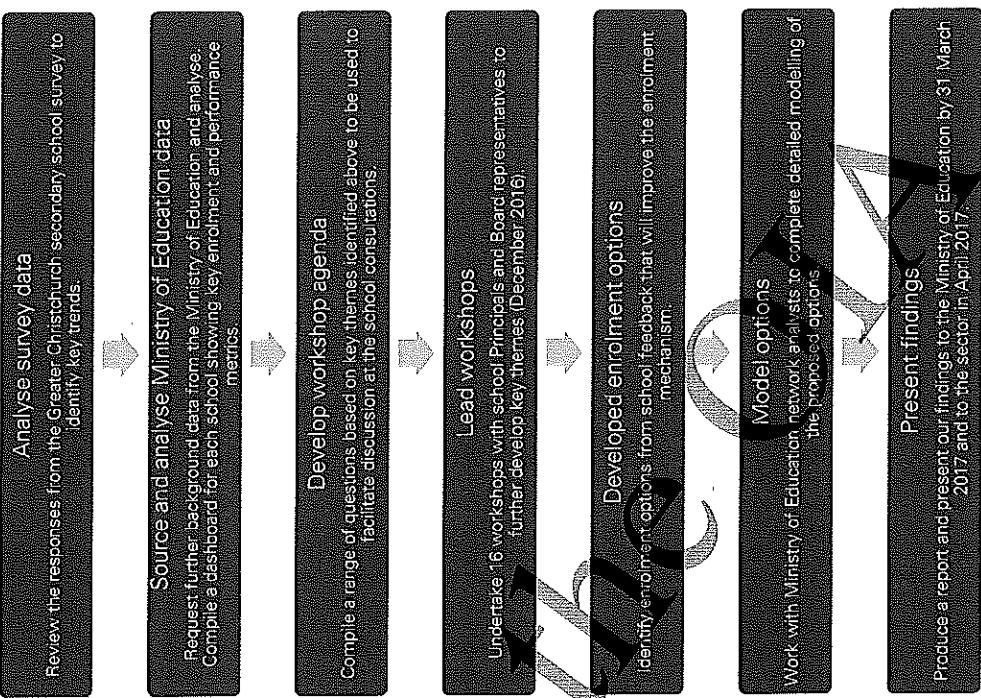
1. Consult with Boards and Principals of secondary schools in the Greater Christchurch network to source perspectives on the appropriateness and effectiveness of current enrolment zones, and then to develop a range of high-level options for how future enrolment zones could be structured at a systemic level based on their feedback.
2. Work with Ministry of Education analysts to develop further analysis to support proposed options and present findings to the sector.

This review will identify options to optimise the enrolment network based on sector feedback and Ministry of Education modelling.

- Areas specifically listed as out of scope are:
- The following school types in Greater Christchurch:
 - Primary and intermediate schools.
 - Independent secondary schools.
 - State integrated secondary schools.
 - Designated special character schools.
 - All secondary schools outside Greater Christchurch.
 - Detailed modelling of options.
 - Recommending/implementing a preferred enrolment option.
 - Recommending any school closures or mergers.

- The Ministry of Education commissioned a review of the Greater Christchurch state secondary school enrolment mechanism.
1. Consult with Boards and Principals of secondary schools in the Greater Christchurch network to source perspectives on the appropriateness and effectiveness of current enrolment zones, and then to develop a range of high-level options for how future enrolment zones could be structured at a systemic level based on their feedback.
 2. Work with Ministry of Education analysts to develop further analysis to support proposed options and present findings to the sector.

Approach



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Key Findings

The majority of schools consulted believe that all state secondary schools in Greater Christchurch should have an enrolment zone and that a dual layer approach is the most appropriate way to achieve this.

During December 2016 we engaged with 16 state secondary schools in Greater Christchurch to discuss the results of the initial enrolment survey, conducted before KPMG's involvement, and to better understand each school's perspective on the appropriateness and effectiveness of the current enrolment scheme, including discussing alternate mechanisms for managing future enrolments. Listed below are the key findings from the consultation process:

- 87% of schools believe that all state co-educational secondary schools in Greater Christchurch need to have an enrolment zone.
- 81% of schools believe that all state single sex secondary schools in Greater Christchurch need to have an enrolment zone.
- 87% of schools do not believe that special education in Greater Christchurch needs to have separate enrolment zones.
- 100% of schools believe that a dual layer approach to enrolment is appropriate in Greater Christchurch.
- 69% of schools believe that the number of out-of-zone students at state secondary schools in Greater Christchurch needs to be capped at an agreed level.
- 62% of schools believe that a Memorandum of Agreement for state secondary schools in Greater Christchurch was needed, provided it was binding and enforceable.
- 81% of schools do not agree with state secondary schools offering entry level scholarships.
- 56% of schools do not agree with the concept of having a central agency overseeing enrolment in Greater Christchurch.

- The majority of schools consulted do not believe that excess market capacity is the underlying issue causing the malalignment of supply and demand in the network and do not agree that school closures should be considered.
- The majority of schools are firmly against a free market approach to education.

- Proposed implementation timeframes for an agreed new enrolment zone mechanism range from as early as next year (2018) or from the end of the secondary school rebuild programme (2020/21).

An anonymised table showing each school's viewpoint on a range of these key areas is shown on page 26.

During these consultations we observed how the viewpoints expressed by school Boards and Principals have evolved since the initial survey on enrolment, particularly as new ideas were proposed, pre-formulated ideas discussed in depth or more information was provided. We intend to further analyse the development of these viewpoints from the school consultation phase until post the sector debrief in April 2017.

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Proposed enrolment options

Schools surveyed had varying perspectives on enrolment ranging from a complete free market/choice

approach to a fully regulated model.

Two key factors that strongly impacted the range of enrolment viewpoints were empowering parents with total choice (free market/choice) and supporting equity of opportunity and equity of outcome for all school children (full regulation).

Range of views held by Greater Christchurch state secondary schools on enrolment scheme options

- 2) Partial free market/choice
- 3) No change
- 4) Partial regulation (ex. Single sex)
- 5) Partial regulation (inc. Single sex)
- 6) Full regulation



The 16 school constitutions provided a range of viewpoints on enrolment schemes that can be broadly illustrated as points on a spectrum of degrees ranging from a pure free market/choice approach to full government regulation (see above). The 6 options shown above can be described as follows:

- 1) **Free market choice**
- 2) **Partial free market/choice**
- 3) **No change**
- 4) **Partial regulation (ex. Single sex)**
- 5) **Partial regulation (inc. Single sex)**
- 6) **Full regulation**

This option gives parents total choice on what type (co-educational or single sex) and what school they want to send their children to. Schools would be required to accept all students that apply. There would be no enrolment zones and no capacity limits. Like a business, schools that perform well and are seen to be desirable will flourish at the expense of other schools. This option would likely result in some school closures and other schools growing larger.

This option gives parents total choice but this ability is limited to, or would be capped at, an agreed school capacity. Schools and the Ministry of Education would come to an agreed capacity limit based on resources available, which would then be monitored to ensure compliance. All students would be able to apply to any school type or specific school, with schools taking only as many students as allowed through a ballot or an acceptance process that assured fairness. This option would stop certain schools growing continually larger but may still result in school closures if there's excess supply in the network.

The network remains partially regulated with zones that do not currently optimise the relationship between supply and demand. There would continue to be no penalties for out-of-zone enrolments and a continued perception by some schools that the current funding model incentivises some schools growing larger at the expense of others, which may exacerbate current enrolment problems.

Zones would be implemented for all Greater Christchurch state secondary schools, excluding single sex. Zones would be optimised so that local demand meets capacity, minimising out-of-zone enrolments. There would be no zones for single sex schools and all students that apply would be balloted, regardless of geographical location (choice of type not choice of name). The number of single sex students that can be accepted would be limited by an agreed capacity level. No penalties would apply for breaches.

Zones would be implemented for all Greater Christchurch state secondary schools, including single sex. Single sex school zones would overlap co-educational school zones (dual layers). Zones would be optimised so that local demand meets or nearly meets capacity, minimising out-of-zone enrolments. Single sex schools would take a larger number of out-of-zone enrolments than co-educational to offer choice. The number of single sex students that can be accepted would be limited by an agreed capacity level. No penalties would apply for breaches.

This option would require all state secondary schools in Greater Christchurch to have zones and a designated percentage of out-of-zone students. Single sex school zones would overlap co-educational school zones (dual layers). Students would be expected to go to their local school in the first instance and out-of-zone enrolments would be capped. Financial penalties would be enforced for breaching the out-of-zone student cap.

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Proposed enrolment options continued

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In order to evaluate the potential costs and benefits of the six proposed enrolment options defined above, we developed a framework (hereby referred to as the ‘RAE framework’). This RAE framework is based on the current Ministry of Education network decision making framework. The RAE framework analysed each option in terms of its impact on the efficient use of resources, the extent to which the option provides reasonable access to education and in terms of equitable education provision. Each component has then been rated on a scale from ‘fully delivers against the RAE framework (green) to doesn’t deliver against the RAE framework (red), (see key below).

The impact of each proposed option on educational policy and current legislation has also been briefly discussed for completeness.

Listed below is a summary of each option, excluding option 3 (no change, against the RAE framework. Option 3 has been rated neutral (orange) for all three components of the RAE framework (see page 36 for more detail).

Option	Resourcing	Access	Equity	Legislation
1) Free market/ choice	As preferences change, there could be large shifts in resourcing demand at each school, so resource provision would need to be highly responsive. Some school closures are likely.	The preferred school may not be the student’s local school potentially requiring students to travel large distances.	Educational outcomes may be impacted by school closures or reduced curriculum offerings at smaller schools.	Legislative change would be required. This option does not align with the current Ministry of Education property funding policy. Fully delivers against RAE framework
2) Partial free market/ choice	As secondary schools in Greater Christchurch are currently being rebuilt to their agreed build number (the cap in this option), additional resourcing costs would be minimal. However, some schools may still close if there is excess capacity in the network.	This option may create a greater potential for students not to attend their local school depending on the enrolment selection process.	Depending on the acceptance process, this option could disadvantage underperforming students (e.g. if selection is based on test scores).	Current legislation does not provide for a roll cap. This option may specifically exclude local students which is against current legislation. This option does not align with current Ministry of Education property funding policy. Partially delivers against RAE framework
4) Partial regulation excluding single sex	Redrawing enrolment zones to optimise supply and demand would ensure the efficient use of resources, however, there is no mechanism to enforce compliance in this option.	Co-educational students would be automatically accepted into their local school. Single sex students living in close geographical proximity may not be accepted.	Students would be able to access a variety of education types. Without zones, single sex schools would need a fair and transparent process for enrolment.	Current legislation does not provide for a roll cap. This option may specifically exclude local students (single sex schools) which is against current legislation. The single sex component of this option is also against current educational policy. Partially doesn't deliver against RAE framework
5) Partial regulation including single sex	Redrawing enrolment zones to optimise supply and demand would ensure the efficient use of resources, however, there is no mechanism to enforce compliance in this option.	All students would be automatically accepted into their local school. Out-of-zone students could apply to single sex schools via a ballot.	Students would be able to access a variety of education types and the acceptance process would be fair and transparent.	Current legislation does not provide for a roll cap. According to the Ministry of Education analysis this option has the closest fit with current educational policy. Doesn't deliver against RAE framework
6) Full regulation	Redrawing enrolment zones to optimise supply and demand would ensure the efficient use of resources. Penalties for non-adherence would help enforce compliance.	All students would be expected to go to their local school, ensuring reasonable and convenient access to education for all students.	Students would be able to access a variety of education types and the acceptance process would be fair and transparent.	Current legislation does not provide for a roll cap. Legislation and current educational policy would need to be changed for the imposition of penalties for non-adherence to enrolment zones.

Executive Summary

Recommended next steps

Further analysis will be required before a preferred option can be chosen.

In the interim, there are four items that could be quickly implemented which should increase sector transparency and build trust.

Recommended next steps

1. Communicate the proposed six options (see page 8) to the consultation participants and seek feedback (April 2017). Develop a shortlisted set of options.
2. Complete more detailed analysis and modelling of the shortlisted set of enrolment options, to ensure they are fit for purpose and allow for projected population growth and population movements.
3. Choose the preferred option and understand any initial barriers to implementation, as well as any legal implications, including whether legislation would need to be amended or new legislation drafted.
4. Consider wider sector consultations and initial public consultations on the preferred option, ensuring the communication clearly articulates the benefits, risks and implications of the change.
5. Agree with the sector on a comprehensive list of key principles for managing future enrolment arrangements.
6. Consider expanding the current initiative to include state integrated secondary schools, designated special character secondary schools, secondary schools outside the Greater Christchurch area as well as to primary and intermediate schools.

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Additional considerations

- Publish individual school data regularly e.g. capacity, utilisation, enrolment numbers and split between in-zone and out-of-zone students to increase transparency within the sector.
- Align the Christchurch Girls' High School and Christchurch Boys' High School zones so students in that area have equal opportunity to access single sex education.
- Stop state secondary schools from offering any type of enrolment scholarship/enticement (e.g. music, academic or sport) to both in-zone and out-of-zone students in order to help mitigate perceived views of "elitism" by some schools.
- Create a Greater Christchurch 'ballot day' where all secondary schools completing an enrolment ballot do it together using an agreed methodology; promoting transparency and sharing outcomes to reduce the planning issues associated with multi-enrolment.
- Update the Christchurch Secondary School Vision for Education to reflect the outcomes from this review, providing future moral guidance to Boards and Principals regarding enrolment.

Draft

Released under the OIA
Background

Background

Overview

The total number of year 9-15 students in Greater Christchurch has declined since the Canterbury Earthquakes in 2010 and 2011.

There are significant variances in the level of resource utilisation amongst state secondary schools in Greater Christchurch

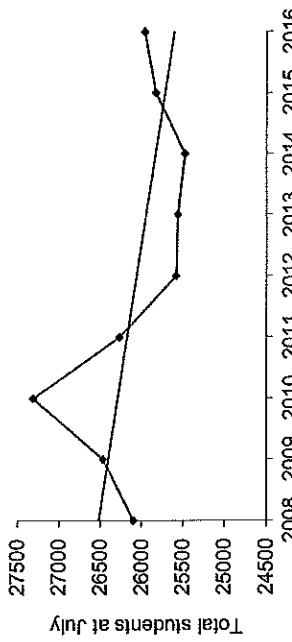
The 2010 and 2011 Canterbury earthquakes created significant disruption in the Greater Christchurch education network. Schools in the east of the city (e.g. Shirley Boys' and Avonside Girls') suffered particularly badly with ruined buildings and red-zoned residents being forced to relocate.

As illustrated below, the number of total secondary school students throughout the Greater Christchurch network fell, from a peak roll of 27,308 year 9/15 students at 1 July 2010 (pre-earthquake) to 26,262 at 1 July 2016 (post-earthquake).

This downward trend continued until 2014 and has only recently begun to recover, with a total roll count of 25,960 at 1 July 2016. (Note that other factors potentially influencing this decline have not been considered, such as immigration, internal migration and birth rates.)

The number of year 9-15 students in Greater Christchurch has still not recovered to pre-earthquake levels.

Figure 2: Decline in Yr 9-15 students in Greater Christchurch

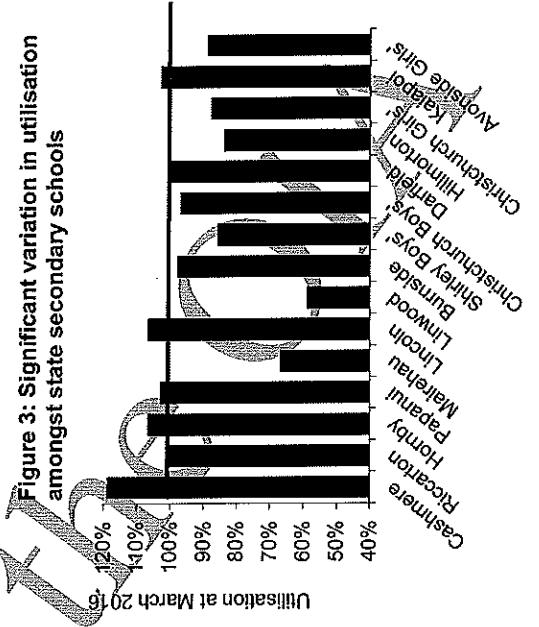


As the Christchurch population relocated after the earthquakes, particularly towards the south and west of the city, some school resources became stretched (over 100% utilised) while other schools were under-utilised from a resource perspective.

Utilisation is a key measure of efficiency as it demonstrates how well available resources are being used to produce a given output. In figure 3 below, we have calculated the utilisation percentage of each school as the number of enrolled students at March 2016 divided by the total capacity of the school, based on Ministry of Education data.

This graph shows the variation in school utilisation. Cashmere, for example, is exceeding capacity with a utilisation percentage of 119%. Linwood, on the other hand, has surplus capacity with a utilisation percentage of 59%.

Figure 3: Significant variation in utilisation amongst state secondary schools



Background

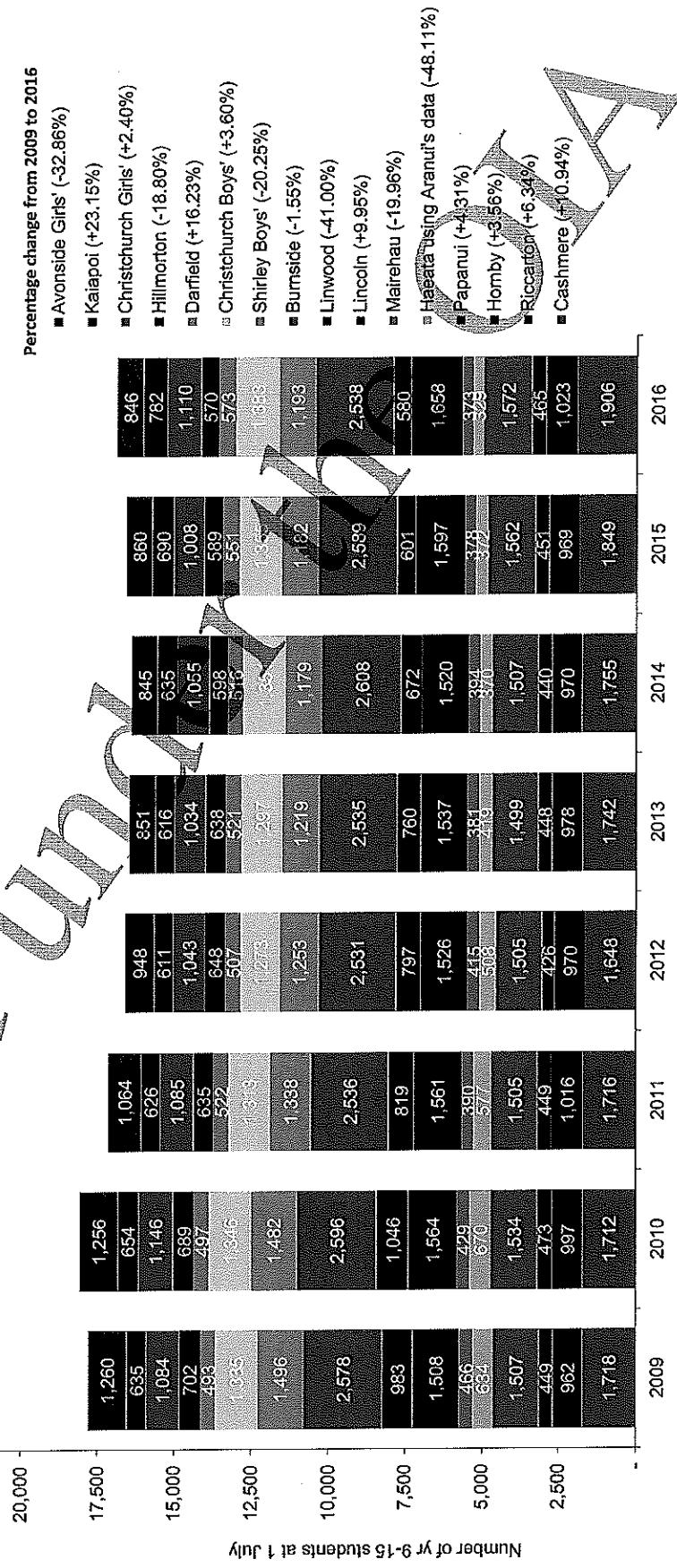
Overview continued

Overview continued

Secondary schools in the east of Christchurch (for example Avonside Girls', Shirley Boys', Linwood, Mairehau and Haearau (using Aranui's data)) faced declining student enrolment numbers between 2009 and 2016, as shown in figure 4 below. At the same time, enrolment numbers at schools in the south and west of the city (for example Darfield, Lincoln and Cashmere) grew.

As enrolment numbers fell in schools to the east of the city, the schools' ability to offer the same breadth of curriculum as larger schools was impacted and hence, potentially, also the educational outcomes of their students.

Figure 4: Changing student enrolment numbers by Greater Christchurch state secondary school



Background Overview continued

Christchurch City is perceived to have an entrenched culture that may link status to the secondary school you attended.

Out-of-zone student enrolment numbers are impacting on roll numbers at schools perceived to be less attractive or at lower decile schools.

Overview continued

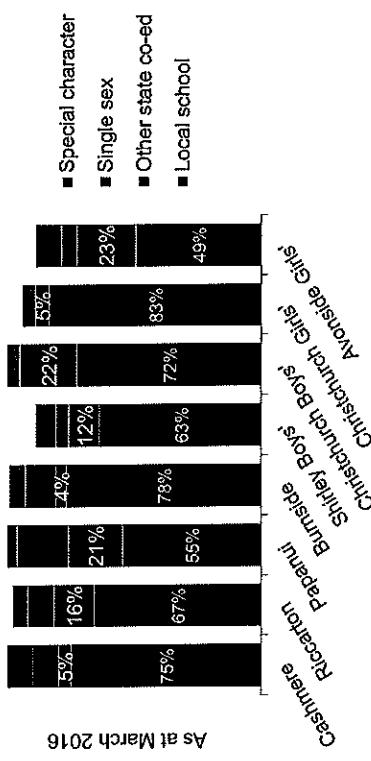
Post-earthquake population shifts compounded the impacts of pre-earthquake movements, where highly mobile parents sought out schools that were perceived to be more attractive for their children to attend. Many of the stakeholders consulted as part of this work (see Appendix E) speak of a highly entrenched culture in Christchurch City whereby the secondary school attended is seen as a significant indicator of status.

This culture is perceived to be driving parents to send their children to specific schools that are considered to be high-performing, often resulting in students travelling across town, away from their local secondary school. These movements may in turn be perpetuating a cycle of "good" schools being well attended and getting bigger while "poor" schools may struggle to fill their roll.

As shown in figure 5, secondary schools that currently have enrolment zones are not attracting all of their eligible students. This is because they are often having to compete with other state secondary schools, frequently the same school type, who are trying to fill their own surplus capacity with out-of-zone enrolments.

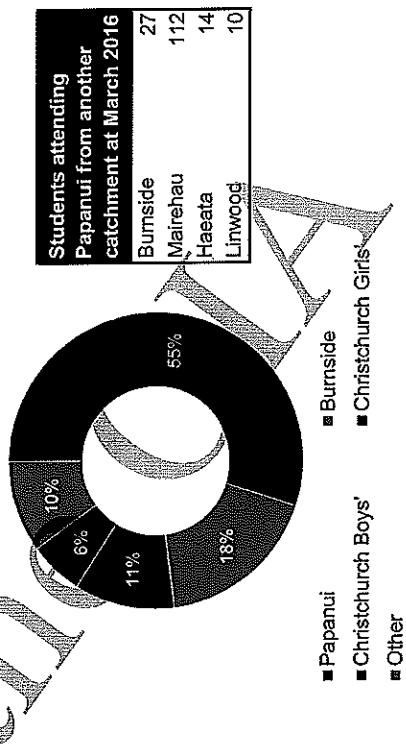
An example of this is Papanui, see figure 6. Papanui loses 21% of its eligible in-zone students to other state co-educational schools in Greater Christchurch, particularly Burnside which accounts for 18% (390 students) of this total. Burnside has considerable surplus capacity compared to their current local demand, so they require 41% of their students to come from out-of-zone. This surplus capacity has flow on effects throughout the network, see the table below, as Papanui now has to take out-of-zone enrolments to fill their surplus capacity. Figure 1 on page 5 illustrates the level of variation that exists in the number of out-of-zone students accepted.

Figure 5: Breakdown of enrolment choices by enrolment zone



Note: Only schools with current enrolment zones are shown in this graph.
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Figure 6: Student destinations within current Papanui enrolment zone at March 2016



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Key Findings

Key findings

View on enrolment zones for co-educational secondary schools

87% of schools consulted believe that all state co-educational secondary schools in Greater Christchurch should have enrolment zones. Reasons listed by Boards and Principals as to why this should occur included:

- Zones would encourage students to go to their local school instead of parents cherry picking what they deem to be the best school.
- Zones help control school growth and capacity, stopping schools from exceeding their optimal size (tipping point) in terms of management structure and resources available.
- A lack of clear and transparent zones may support the perception of cycles of self-fulfilling prophecies of declining rolls/falling standards/rising inequality in some schools and thereby limit choice.
- Zones help schools and Boards plan better as they know many students are in their zone and can therefore resource accordingly.

The schools that disagreed that all state co-educational secondary schools in Greater Christchurch should have enrolment zones (13%) did so because they believe:

- In a complete free market approach, where parents have total choice of school. Their perspective is that different schools have different strengths and parents should be able to choose based on these strengths.
- Enrolment zones were unnecessary as agreed build caps were already in place, which would stop schools from growing larger at the expense of other schools.
- A hierarchy of parental preference could develop or be accentuated where parents choose private education first and co-educational schooling last.

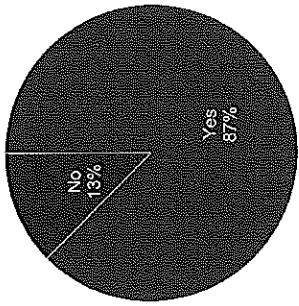
The majority of secondary schools consulted (87%) believe that all state co-educational secondary schools in Greater Christchurch should have enrolment zones. Reasons listed by Boards and Principals as to why this should occur included:

- Zones would encourage students to go to their local school instead of parents cherry picking what they deem to be the best school.
- Zones help control school growth and capacity, stopping schools from exceeding their optimal size (tipping point) in terms of management structure and resources available.
- A lack of clear and transparent zones may support the perception of cycles of self-fulfilling prophecies of declining rolls/falling standards/rising inequality in some schools and thereby limit choice.
- Zones help schools and Boards plan better as they know many students are in their zone and can therefore resource accordingly.

The schools that disagreed that all state co-educational secondary schools in Greater Christchurch should have enrolment zones (13%) did so because they believe:

- In a complete free market approach, where parents have total choice of school. Their perspective is that different schools have different strengths and parents should be able to choose based on these strengths.
- Enrolment zones were unnecessary as agreed build caps were already in place, which would stop schools from growing larger at the expense of other schools.
- A hierarchy of parental preference could develop or be accentuated where parents choose private education first and co-educational schooling last.

Figure 7: Should all co-educational secondary schools in Greater Christchurch have an enrolment zone?



Schools that advocated for enrolment zones made it clear that the implementation of zones across the city would not solve all of the problems described above (in the background section) but that they were a start towards managing the issues better.

The following concerns were raised by Boards and Principals regarding implementation:

- Parents, particularly the mobile middle-class, may still try to bypass the system.
- If the zones were not reviewed regularly, inefficiencies may arise as they would not consistently optimise the relationship between supply and demand in the system.
- A hierarchy of parental preference could develop or be accentuated where parents choose private education first and co-educational schooling last.

Key findings

Views on enrolment zones for single sex secondary schools

81% of schools consulted believe that all state single sex secondary schools in Greater Christchurch need enrolment zones.

The majority of secondary schools consulted (81%) believe that all state single sex secondary schools in Greater Christchurch should have enrolment zones. Boards and Principals were divided on the current single sex enrolment zones. Some stated that single sex schools should not be allowed to expand their current enrolment zones because, when they were originally set up, they specifically asked for smaller zones so they could offer more out-of-zone positions. Others stated that these zones needed to be bigger so parents could have greater choice.

A perceived issue was raised by some schools that it is inappropriate, and possibly discriminatory, that if you live in certain parts of the central city, you only have access to single sex schools. In some cases this access only applies to one gender, e.g. a boy can attend Christchurch Boys' but his sister cannot attend Christchurch Girls'.

Opinion on how to implement enrolment zones for single sex schools varied with the following options raised:

- The city should be split in two with Avonside Girls' and Shirley Boys' covering one half and Christchurch Girls' and Christchurch Boys' covering the other. The split could be an east and west split, divided approximately by Colombo Street, or a north and south split.
- Have a dual layered scheme for single sex enrolment, where a small zone allows students in the immediate vicinity to attend while all remaining positions, up to the agreed capacity, are balloted from across the city.

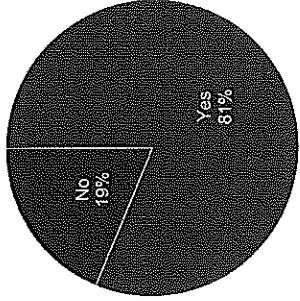
Boards and Principals were divided on the current single sex enrolment zones. Some stated that single sex schools should not be allowed to expand their current enrolment zones because, when they were originally set up, they specifically asked for smaller zones so they could offer more out-of-zone positions. Others stated that these zones needed to be bigger so parents could have greater choice.

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- Have a dual layered scheme for single sex enrolment, where a small zone allows students in the immediate vicinity to attend while all remaining positions, up to the agreed capacity, are balloted from across the city.

Figure 8: Should all single sex secondary schools in Greater Christchurch have an enrolment zone?



Of the 19% that opposed enrolment zones for state single sex secondary schools, the following reasons were given:

- If parents choose single sex education, it should be choice of school type and not choice of school name, e.g. all students wishing to attend a single sex school will be balloted regardless of geographical proximity to the school.
- There is no need for zones if a capacity level is set as it is very difficult to overfill a school.
- Zoning is about uniformity. Some Principals and Boards question why taxpayers' money is being spent on schools that "no one wants to go to". When currently some schools, particularly Christchurch Boys' and Christchurch Girls', are oversubscribed and are having to turn away many out-of-zone students each year.

Key findings

View on enrolment zones for special education

87% of schools consulted do not believe that special education in Greater Christchurch needs enrolment zones.

This view is in regards to high needs ORS students only.

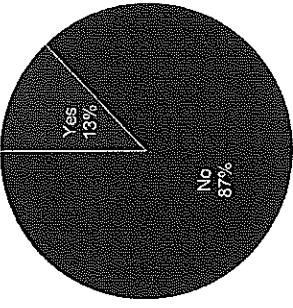
The majority of secondary schools consulted (87%) do not believe that special education in Greater Christchurch should have separate or distinct enrolment zones. (Please note that this percentage and the analysis below mainly refers to high needs special education students only.)

The general consensus of Boards and Principals was that local state secondary schools should be able to provide special education support to their local students. However, in their experience they have found that parents of high needs students tend to choose schools based on the needs of their child rather than defaulting to attending the local school.

If all students on the Ongoing Resourcing Scheme ('ORS') spectrum did want to attend their local school, those consulted believed that they would require additional funding and resources to support this.

If enrolment zones were enforced for special education provision, concerns were raised by Boards and Principals that the child may be disadvantaged if the school cannot appropriately cater for their needs and that they may feel alienated if there are no other students like them at the school. Some schools questioned whether the sector currently has a clear enough picture of the true demand for special education needs as there is a lack of published data available. These schools suggested that more work would be needed to understand the demand level before determining how services could be delivered to meet that demand.

Figure 9: Should special education providers in Greater Christchurch have enrolment zones?



Of the 13% of schools consulted that did support zones for special education provision, the following reasons were given:

- Designated special education schools, like Allenvale, are currently overloaded with long waiting lists, suggesting that there may be surplus demand in the system currently.
 - Special education should be zoned, like co-educational or single sex, so that schools can be resourced appropriately and offer models across the city in terms of providing choice and style of learning.
- A suggestion was made that the sector could do better in this area if all schools in Greater Christchurch developed a system-wide approach where each state secondary school had some form of specialisation e.g. Down Syndrome. This could manage the demand more evenly across the city.

Key findings View on dual layer enrolment zones

100% of schools consulted believe that a dual layer approach to enrolment is appropriate in Greater Christchurch.

A dual layer is where single sex enrolment zones overlap co-educational enrolment zones.

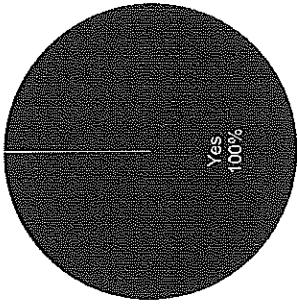
All secondary schools consulted believe dual layers, to varying extents, were required for state secondary school enrolment zones in Greater Christchurch. (Please note that for the purposes of this analysis a dual layer enrolment scheme is understood to be a scheme where single sex enrolment zones overlap co-educational enrolment zones for state secondary schools.)

Parental choice was frequently raised by Boards and Principals as a pivotal issue when discussing enrolment zones. A dual layer approach was seen by many as ensuring some parental choice, limited by available capacity, as parents will be able to choose between co-educational and single sex schooling as well as private and designated special character it was also viewed as a way to provide greater transparency to parents and other schools regarding enrolment applications.

A number of suggestions were made by schools to ensure the success and appropriateness of a dual layer scheme for Greater Christchurch. The scheme:

- Will require appropriate capacity caps and established ballot processes so single sex schools are not oversubscribed.
- Requires out-of-zone enrolments to be capped.
- Needs to ensure that parents have the right to apply to a single sex school but does not guarantee a place.
- Would need to prohibit parents from choosing between two co-educational state secondary schools.

Figure 10: Should Greater Christchurch have dual layer enrolment zones?



Although 100% of schools favoured a dual layer approach, there were some concerns raised:

- It will be difficult to ensure all parents have access to a single sex boys, single sex girls and a co-educational state secondary school in the same zone.
- Dual layer may cause a divide between the available school types in the area as single sex education may be perceived to be more elite than co-educational education.

Key findings View on capping out-of-zone students

69% of schools consulted believe that the number of out-of-zone students at state secondary schools in Greater Christchurch needs to be capped.

The majority of secondary schools consulted (69%) believe that all state secondary schools in Greater Christchurch should have a cap on the number of out-of-zone students that they can accept each year.

This was one of the more contentious issues raised during the consultations as some Boards and Principals do not see out-of-zone student enrolments as a problem, as it offers families greater choice, while others believe students travelling out-of-zone are detrimental to the local geographical community and impact school planning.

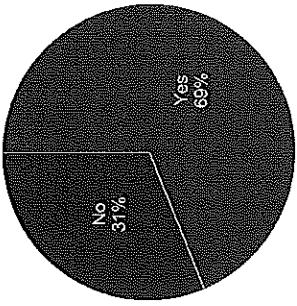
Opinions on the issue were strong and diverse. Some schools, believing in a more free-market economic approach were against capping out-of-zone students. Other schools, believing in a more regulated approach, suggested that the Ministry should not find any out-of-zone students to dis-incentivises schools from accepting out-of-zone students on the roll.

For those that supported a cap the following points were raised:

- Capping out-of-zone students has merits for co-educational education but may not be suitable for single-sex.
- The cap could be a reducing ceiling or a percentage (5-10% suggested).
- A financial incentive may need to be implemented, or school funding reduced, for breaking/not breaking the cap.
- Definition of current out-of-zone priorities (categories 1-6) need to be clarified, including which would sit within the cap.
- Caps will potentially not be needed over time if zones optimise supply and demand of enrolment.

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Figure 11: Should out-of-zone student numbers be capped in Greater Christchurch state secondary schools?



Of the 31% who were against capping out-of-zone student enrolment numbers, the following reasons were given:

- If enrolment numbers were down in a year, available spaces could be filled with out-of-zone students through the ballot process.
 - There is a risk that capping may result in more students going to the private sector for their schooling.
 - All students should be able to go to a school that offers a specialist programme regardless of zoning.
 - Schools should be working to the agreed build capacity level not a capped level of enrolment.
- Concerns were also raised as to whether this cap would include foreign fee paying students and adult students.

Key findings

View on preparing a memorandum of agreement regarding enrolment

62% of schools consulted believe that a Memorandum of Agreement for state secondary schools in Greater Christchurch should be completed. This view is contingent on the agreement being binding and enforceable.

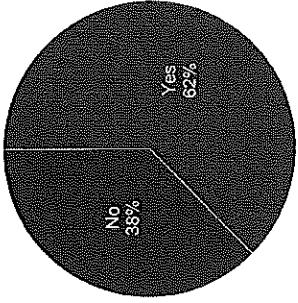
The majority of secondary schools consulted (62%) believe that a Memorandum of Agreement for state secondary schools in Greater Christchurch should be completed. This agreement would override any current agreements in place regarding enrolment in Greater Christchurch. (Please note that this percentage is contingent on the agreement being binding and/or legally enforceable. If it was not binding, none of the schools consulted thought an agreement would be worthwhile.)

There is a perception amongst some schools that a Memorandum of Agreement would not be particularly useful, as they believe that some schools may be unlikely to adhere to it in order to enforce adherence to a new agreement, a range of options were proposed including:

- A financial penalty for non-adherence.
- Publishing the names of the schools that have not complied.
- Providing a positive reward e.g. additional funding for complying with the terms of the agreement.
- No funding for out-of-zone enrolments.

A Memorandum of Agreement was seen by some as necessary to ensure a long term solution to the current issues as it may help to stop the issues re-occurring in the future as Boards and Principals (who were not signatories to the original Memorandum) change. Revisiting and updating the Christchurch Secondary School Vision for Education, completed post-earthquake by the Canterbury West Coast Secondary Principals' Association, to reflect the outcomes of this review, may provide additional moral guidance to Boards and Principals when they are making future decisions regarding enrolment.

Figure 12: Do you think a Memorandum of Agreement on enrolment should be completed in Greater Christchurch?



Those who were against a Memorandum of Agreement cited the following reasons for not wanting to enter into one:

- A lack of trust, i.e. some may still act in their own interests, regardless of whether they sign a Memorandum.
- A lack of interest in entering into any more agreements e.g. single sex schools are already in an agreement with the Ministry of Education regarding enrolment.
- A belief that some Boards would be unwilling to sign it, as they are comprised of parents whose property values may be correlated with school zones.
- Schools may be unwilling to enter into an agreement with the potential for litigation.

It was suggested that compliance with this agreement could be independently verified each year by a body such as ERO.

Key findings

View on entry scholarships provided by secondary schools

Entry scholarships provided by secondary schools

81% of schools consulted do not agree with state secondary schools offering entry scholarships.

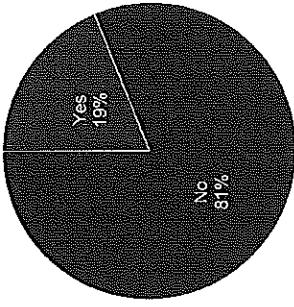
The majority of secondary schools consulted (81%) do not agree with the provision of scholarships at state secondary schools for entry level students.

The general consensus around what is classed as a scholarship covered monetary awards and sporting academies (in particular rugby) but also potentially specialist programmes, including music.

Many of the Boards and Principals consulted had strong views against the use of scholarships. These included:

- Scholarships may be used to encourage enrolment from out-of-zone students.
 - They appear to undermine the enrolment process and the principle of collaboration between schools.
 - A perception that schools should "add value not buy value."
 - A perception that scholarships "erode culture capital and reinforce the perception of elitism."
 - Scholarship exams may be an opportunity to "source information on students that you are not legally able to source through other means."
 - A state school should not be able to advantage itself over another state school.
- Some scholarships such as specialist music programmes are seen by some Boards and Principals as further driving elitism and demographic segregation.

Figure 13: Do you agree with the provision of entry scholarships to state secondary schools?



The 19% of schools consulted who were in favour of scholarships stated that they were a positive thing because:

- They can be used as a basis for supporting schools that need to boost enrolment numbers.
- They are a way to build a competitive advantage over private schools.
- They allow talented students to go to the most appropriate school for them, even if it is out-of-zone.

Scholarships in state secondary schools are clearly a contentious issue. However, very few schools consulted said that they have a scholarship programme. There may be an opportunity to drive greater transparency in regards to the numbers of schools providing scholarships, the volume of students accepting scholarships who are out-of-zone and to clarify the definition of what constitutes a "scholarship."

Key findings

View on having a central agency overseeing enrolment

56% of schools consulted do not agree with the concept of having a central agency overseeing enrolment in Greater Christchurch.

The majority of secondary schools consulted (56%) do not support the concept of a central agency overseeing the enrolment process for state secondary schools in Greater Christchurch.

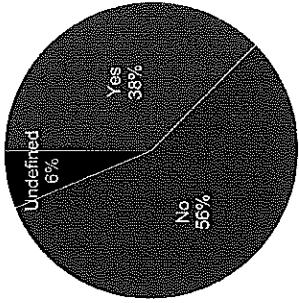
Initially, nearly all schools involved in the consultations opposed the idea of a central agency as they interpreted "central agency" to mean the Ministry of Education. Boards and Principals suggested that the Ministry may not be suitable for this role for multiple reasons including the need to ensure full impartiality and objectivity of decision making.

Boards and Principals were more supportive of an independent law/accounting firm, the Education Review Office (ERO) or a governance group overseeing the enrolment process.

Reasons Boards and Principals were against a central enrolment agency included:

- Would be seen as challenging a school's integrity.
- May be an unnecessary level of bureaucracy.
- May not be the most efficient or effective way to ensure integrity of the enrolment process.
- The enrolment process is often the first interaction that schools have with students. A central agency may take away these initial interactions, potentially impacting the relationship.

Figure 14: Do you think having a central agency to oversee the enrolment process in Greater Christchurch would be useful?



Of the 38% of schools consulted that wanted some form of central agency to oversee the enrolment process, reasons listed for this decision included:

- It would be a convenient administrative centre.
- It would remove perceptions around the integrity of ballot processes and the perceived "cherry picking" of students.
- Potential enrolment areas suggested by Boards and Principals that the agency could oversee were:
 - A review panel for special cases
 - Dealing with any arbitration arising from disputed enrolment decisions.
 - Ensuring the even distribution of students inline with the agreed capacity of schools.

Key findings Other views raised during consultations

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There is a perception by some Boards and Principals that the current ballot system lacks fairness and transparency.

Proposed implementation timeframes range from as early as next year (2018) or from the end of the secondary school rebuild programme (2020/21).

Optimising the current ballot system

Some Boards and Principals do not believe that all state secondary Schools with zones are currently conducting their ballots for out-of-zone students in a fair and transparent way. The issue seems to stem from how the students are classified between the priorities (priorities 1-6) and not from the manner in which the ballot is completed, as all schools who use a ballot stated that they used a Justice of the Peace or a member of the Police to oversee the process.

The current balloting priorities have been seen by some as needing further clarification. Suggestions made by Boards and Principals as ways to increase transparency in the ballot process include:

- Having the whole ballot process (including classifying by priority) completed by an independent external organisation.
- Having a Greater Christchurch ballot day where all ballots are completed in a certain location using the same process. The rankings of the students from this day could potentially be shared between the schools to help mitigate the issues associated with multi-enrolments.

It is worth noting that some schools are against balloting altogether as they believe that it may reduce parental choice, because there is no guarantee that their children can attend the school of their choice if they live out-of-zone.

Implementation timeframe for enrolment changes

During the consultations, we sought the views of Boards and Principals on the ideal implementation timeframe for making any enrolment changes. The following options for timeframes were suggested:

- Aim for the end of the secondary school rebuild programme (2020-2021).
- In line with when Shirley Boys' and Avonside Girls' move to their new site.
- 2018, with zone changes notified by the end of May 2017.
- 2019 to allow adequate time to prepare for the changes.

The majority of schools consulted believed that some form of grandfathering would be required as any enrolment zone changes are phased in. Grandfathering provisions would allow students in clearly defined circumstances to attend a school under the previous enrolment scheme regulations as opposed to the new regulations, i.e. if enrolment boundaries change. After an agreed period of time, these provisions would be removed and all future cases would have to apply the new enrolment scheme regulations.

Key findings Other views raised during consultations

Executive Summary	Background	Key findings	Enrolment options	Next steps	Appendices
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Managing market capacity

A small number of Boards and Principals believe that the underlying issue causing the need for this review is that the Greater Christchurch state secondary school network has excess capacity. Furthermore, they believe that eliminating this surplus capacity would go a long way to relieving many current enrolment challenges.

Given this viewpoint, some schools do not believe changing or enforcing enrolment zones would solve the current issues, particularly as enrolment legislation was originally set up to prevent overcrowding.

The consideration of school closures is out of the scope of this review. However, some schools stated that they believe that there is at least one school too many in the network.

The majority of schools are firmly against a free market approach to education and believe that school closures would limit potential access to a local school.

The free market perspective: Theory vs practice

One school's Board and Principal advocated a complete free market perspective for school enrolment, although agreed that this approach may be more theoretically feasible than practical to implement.

This free market perspective would be a model where there are no enrolment zones and parents have total choice as to where to send their child, even if this results in some school closures or consolidation of schools.

New Plymouth and to some extent, special education provision for high needs students, were given as examples of where this approach may work successfully. The publication, "Roll Play," by the Maxim Institute was also mentioned as research that suggests school profiles may not change much if the sector became a free market.

When we raised the perspective of a full free market approach to school enrolment in other consultations, most Boards and Principals were firmly against the approach for the following reasons:

- You can't leave schooling up to competition as some schools will never be able to compete.
- Having no enrolment zones would exacerbate the current flow of students from the east to the west.
- The model would only drive further inequality and inequity of both opportunity and outcomes.

Key findings

Anonymised viewpoints on enrolment

The table below lists the viewpoints of each of the 16 schools consulted on the key areas discussed above. To preserve anonymity, the order in which the table is presented has been randomly selected.

School	Enrolment zones - Co-educational	Enrolment zones - Single sex	Enrolment zones - Special Education	Dual layer zones	Capping out-of-zone students	Memorandum of Agreement	Scholarships	Central agency	Implementation timeframe
1	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	2019-2021
2	Yes	Yes	Yes	Yes	Yes	No	No	No	2018-2019
3	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	2018-2019
4	No	No	No	No	No	No	Yes	No	Undefined
5	Yes	No	No	No	Yes	No	No	Yes	Within 5 years
6	Yes	Yes	Yes	No	No	No	No	No	Within 5 years
7	Yes	Yes	Yes	No	Yes	Yes	No	No	No
8	Yes	Yes	Yes	No	Yes	Yes	No	No	Undefined
9	Yes	Yes	Yes	No	Yes	Yes	No	No	2018-2019
10	Yes	Yes	Yes	No	Yes	Yes	No	Yes	Within 5 years
11	No	No	No	No	No	Yes	Yes	Yes	2018
12	Yes	Yes	Yes	No	Yes	Yes	No	No	Undefined
13	Yes	Yes	Yes	No	Yes	Yes	No	No	2018
14	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	2018
15	Yes	Yes	Yes	No	Yes	Yes	No	No	Undefined
16	Yes	Yes	Yes	No	Yes	Yes	No	No	2018

Interpretation notes relating to the table above:

Enrolment zones co-educational = a 'no' response in this column means that the school is against enrolment zones altogether.
 Dual layer zones = a 'yes' response in this column means that the school is in favour of having single sex school enrolment zone overlapping co-educational school enrolment zones.

Capping out-of-zone students = a 'no' response in this column does not necessarily mean the school is opposed to capping out-of-zone students, it instead could mean that they believe the whole school should be capped at an agreed level so out-of-zone students do not need to be separated out.

Memorandum of Agreement = a 'no' in this column does not necessarily mean that the school disagrees with a Memorandum of Agreement but instead that they are against the Agreement if it is not binding/legally enforceable.

Central agency = a 'yes' in this column means the school agrees to the idea of using some type of interdependent central agency for enrolment, but this is not necessarily the Ministry of Education.

Key findings

Development of Stakeholders' Viewpoints from Initial Survey findings

Throughout KPMG's consultation process, we observed how the viewpoints of school Boards and Principals evolved.

Detailed below is a high level overview depicting how perspectives may have evolved during the work, starting with the high level findings from a survey conducted by the sector before KPMG was engaged. This survey was sent to all Greater Christchurch state secondary schools and had 13 responses. Analysing the results from this survey was the starting point of KPMG's review and formed the basis for our consultation questions.

A space has been provided on the following page to further illustrate the development of viewpoints, from the consultation stage until the post sector debrief period, and will be completed after the sector presentation to be held in April 2017.

These tables illustrate how viewpoints, even viewpoints once strongly held and vocally expressed by school Boards and Principals, can change over time as new ideas are proposed, pre-formulated ideas are discussed in depth or more information is provided.

Initial survey perspectives (see Appendix B)	Consultation perspective
77% of schools surveyed believed that all secondary schools in Greater Christchurch needed an enrolment zone.	This percentage increased to 87% for co-educational schools and 81% for single sex schools when discussed during the consultation. This increase resulted from more schools, who were in favour of enrolment zones, partaking in the consultation stage than those who responded to the survey.
85% of schools surveyed were in favour of a dual layer enrolment scheme.	This percentage increased to 100% of schools when discussed further as we were able to get a clearly defined response to the question, where as in the initial survey two responses were undefined.
46% of schools surveyed thought a Memorandum of Agreement would be very useful to align school rolls to roll capacity and a further 46% thought it would be moderately useful.	When this topic was raised during the consultations, the viewpoints expressed differed considerably from the survey results. School Boards and Principals who were in favour of a Memorandum of Agreement totalled 62% and all who were in favour stated that the Memorandum had to be enforceable and binding otherwise no schools consulted believed a Memorandum would have any value to schools in Greater Christchurch.
23% of schools surveyed were supportive of the idea of having a central agency to oversee enrolment.	This percentage increased to 38% during the consultations as when discussed, it became clear that schools had assumed that a 'central agency' would be the Ministry of Education. When we proposed alternatives such as ERO or an independent law or accounting firm, more school Boards and Principals saw some value in doing this.
46% of schools surveyed were against the use of scholarships in Greater Christchurch state secondary schools.	This percentage increased considerably to 81% in the consultations. We believe that the reason behind this large increase was that the question in the initial survey was vague and once we asked more narrower questions on the topic it became evident that the majority of schools had very strong, negative viewpoints regarding the use of entry level scholarships in state secondary schools.
62% of schools surveyed were in favour of including special education provision in enrolment zones.	This topic saw the biggest change in viewpoint with only 12% of schools consulted in favour of having enrolment zones for special education. The reasoning behind this change again appeared to be confusion regarding the question as initially schools believed that this question related to specialist schools like Allenvale as opposed to special education provision at secondary schools throughout Greater Christchurch. When these school types were differentiated it became clear that school Boards and Principals were against this.

Key findings Development of stakeholders' viewpoints from consultations

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Appendices

Consultation perspective	Post sector debrief perspective
Enrolment zones	To be completed following the sector presentation to be held in April 2017
Dual layers	To be completed following the sector presentation to be held in April 2017
Memorandum of Agreement	To be completed following the sector presentation to be held in April 2017
Central Agency	To be completed following the sector presentation to be held in April 2017
Scholarships	To be completed following the sector presentation to be held in April 2017
Special Education	To be completed following the sector presentation to be held in April 2017

Under the QIA



Draft

Released
Proposed enrollment options

Under the OIA

Proposed enrolment options

Evaluation of proposed enrolment options

Based on the viewpoints expressed during the secondary school consultations, we have identified six distinct enrolment options which can be analysed in more detail. The six options are: free market/choice, partial free market/choice, no change, partial regulation excluding single sex, partial regulation including single sex and full regulation.

The following pages provide a more detailed analysis of each option, including a definition, potential costs and benefits and the impact on legislation of each option, if implemented. To complete this analysis, we have worked with Ministry of Education analysts to model what each option would look like in practice (where possible). The assumptions included in this modelling are stated in Appendix F and should be read in conjunction with this section. Please note that we have not recommended a preferred option at this stage. More work may be required to conclude on a preferred option.

The table below summarises our findings in regards to each proposed enrolment option for state secondary schools in Greater Christchurch. Each option is evaluated in terms of its impact on the efficient use of resources, the extent to which the option provides reasonable access to education and in terms of equitable education provision.

Enrolment options	Resourcing	Access	Equity	Legislative change required
Option 1: Free market/choice	[Redacted]	[Redacted]	[Redacted]	Yes
Option 2: Partial free market/choice	[Redacted]	[Redacted]	[Redacted]	Yes
Option 3: No change	[Redacted]	[Redacted]	[Redacted]	X NA
Option 4: Partial regulation excluding single sex	[Redacted]	[Redacted]	[Redacted]	X Yes
Option 5: Partial regulation including single sex	[Redacted]	[Redacted]	[Redacted]	Limited
Option 6: Full regulation	[Redacted]	[Redacted]	[Redacted]	Yes

Key:

- [Redacted] Fully delivers against RAE framework
- [Redacted] Partially delivers against RAE framework
- [Redacted] Neutral
- [Redacted] Partially doesn't deliver against RAE framework
- [Redacted] Doesn't deliver against RAE framework

Conclusion:

Based on the analysis above, and in the following pages, option 6, a fully regulated enrolment scheme, has the most favourable outcomes across all three measures of the evaluation framework, while option 1 has the least. This does not necessarily mean that option 6 is the most feasible option practically or has the least implementation barriers, hence more work would be required to determine a preferred option.

Proposed enrolment options

Explanation of framework

The components of the RAE framework used to analyse each enrolment option are:

- Resourcing
- Access
- Equity

This framework has been based on the current Ministry of Education network planning framework.

Evaluation framework

The framework used to analyse and rate each of the proposed six enrolment options is based on the Ministry of Education's current framework for network decision making (hereby referred to as the 'RAE framework').

This framework sets our four key areas to measure based on the Government's and the sector's strategic goals:

- Quality
- Resourcing
- Access
- Equity

In this model, the quality component is an overarching measure, which is impacted by the outcomes of the resourcing, access and equity measures. As a result, and due to the subjective nature of what defines 'quality,' we have excluded quality from our framework. The remaining three measures are explained below:

Resourcing

- Are resources being efficiently utilised?

This measure aims to ensure that the current secondary school network's resources (including teaching staff, land and infrastructure) are being put to their most appropriate use, both in the short and long term.

Access

- Are students able to access suitable education within reasonable proximity for their needs?
- This measure aims to ensure that all students can attend a suitable secondary school within a reasonable and convenient distance of their home and that the school offers a broad curriculum that is suited to their needs.

Equity

- Are all students provided for in a way which supports the delivery of equitable educational outcomes?

This measure aims to ensure that all students can access a variety of education types e.g. Maori Medium or special education in a fair and transparent manner, allowing quality educational outcomes for all. For completeness, we also summarise whether the proposed enrolment options can be implemented under current educational policy and/or legislation.

Capacity to demand ratio

Where possible we have worked with the Ministry of Education analysts to calculate the capacity to demand ratio for each enrolment option. This ratio compares the agreed build capacity of the school to the local demand in the proposed enrolment zone or catchment area. If enrolment zones/catchment areas exactly filled school capacity then the ratio would be 1.00. However we understand that the Ministry considers, at a system wide level, an acceptable ratio can be up to 1.10.

Proposed enrolment options

Option 1 - Free market/choice

A complete free market/choice approach to enrolment gives parents total choice.

This option may result in some schools growing larger while other schools may close.

No modelling has been completed for this option.

Conclusion

Resourcing	[redacted]
Access	[redacted]
Equity	[redacted]
Legislative change required	Yes

Option 1 – Free market/choice

This option gives parents total choice on what type (co-educational or single sex) and what school they want to send their children to. Schools would be required to accept all students that apply. There would be no enrolment zones and no capacity limits.

Overview

A complete free market/choice approach to enrolment in Greater Christchurch gives parents total choice.

Parents, who are readily mobile, would likely choose to send their children to schools which were perceived to be more reputable or more favoured at the time. This may not be their local school. Some schools could grow very large at the expense of other schools, subject to material and capital constraints. Those families that were unable to travel to their preferred school would stay at their local school, whose roll count could be dramatically reduced, potentially impacting the educational outcomes of their students.

In an extreme scenario, this option could lead to all students going to one school and the remaining schools having to close due to insufficient enrolment numbers, thereby making them unviable.

The ability to plan in a free market/choice system would be very challenging for the sector as schools could fall in or out of favour with parents regularly, potentially causing large shifts in student numbers over time.

Modelling

Modelling of this option has not been completed as it is contingent on numerous complex factors that impact parental preference e.g. religious values, socio-economic circumstances and perception. These factors cannot be easily accounted for and hence meaningful projections cannot be made.

Therefore, no capacity to demand ratio has been calculated for this option.

Draft

Proposed enrolment options

Option 1 - Free market/choice continued

Executive Summary	Background	Key findings	Enrolment options	Next steps	Appendices
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Under a free market/choice option, some schools may face overcrowding while others may have surplus capacity.

Students may potentially bypass their local school to go to their preferred option.

Limited educational choices could impact student outcomes.

Conclusion	Resourcing	Access	Equity	Legislative change required
				Yes

option breakdown against RAE framework

Resourcing:

Property and school infrastructure would need to be provided by the Government to meet demand levels at each school. Demand levels could change significantly over time, so the ability to shift or create new resources will need to be highly responsive. These enrolment movements could result in overcrowding at 'in favour' schools and surplus capacity at others.

The cost of building new facilities at 'popular' schools and demolishing others at 'unpopular' schools would be very high, hence this option doesn't deliver against the framework (red).

Access:

The preferred school may not be a student's local school, requiring students to potentially travel large distances for their education. Those that can't travel would go to their local school, which may not best suit their needs from a curriculum perspective.

Therefore, students have very poor access to education and hence this option doesn't deliver against the framework (red).

Equity:

Potential multiple school closures may impact the ability for students to attend a range of education types or source a breadth of curriculum.

Equity continued:

Students attending smaller, less favourable schools may have their educational outcomes hindered by reduced curriculum offerings.

Limited educational choices may result in a poor outcome for students, so this option doesn't deliver against the framework (red).

Legislation/policy impact

S11A of the Education Act 1989 states the purposes and principles of enrolment schemes, in particular that they:

- are used to prevent overcrowding (ss1a);
- need to ensure that the selection of applicants is fair and transparent (ss1b);
- enable the best use of existing networks (ss1c).

Option 1 does not satisfy ss1a and ss1c of this section as allowing complete choice may result in significant overcrowding at preferred schools and other schools closing, hence this option does not utilise the current network's resources effectively.

This option also does not align with the current Ministry of Education property funding policy and, due to the potential high costs of implementing this option, changes to the policy are perceived by the Ministry of Education analysis to be unlikely.

Proposed enrolment options

Option 2 - Partial free market/choice

A partial free market/choice scheme still allows parental choice but this is limited by a school's build number.

This option will stop some schools from growing continually larger, but may still result in school closures if there is excess capacity in the network.

Option 2 – Partial free market/choice

This option gives parents total choice but this ability is limited to, or would be capped at, the agreed school capacity. Schools and the Ministry of Education would come to an agreed capacity limit based on resources available, which would then be monitored to ensure compliance. All students would be able to apply to any school type or specific school, with schools taking only as many students as allowed through a ballot or an acceptance process that assured fairness.

Note that for the purposes of this analysis the agreed capacity level is the current school build number adjusted to account for year 9-15 students only, per the Ministry of Education's rebuild plan.

Overview

This option allows students to enrol at any state secondary school in Greater Christchurch, regardless of where they live. However, not all applicants may get in if the number of applicants combined with enrolled student numbers exceeds the school's build capacity. This option could stop students who are in close proximity to the school from being able to attend.

Oversubscribed schools may need to implement an acceptance process. Ensuring this process is fair and transparent and does not potentially disadvantage students with poor academic results, is a key area that would need to be resolved if this option was to be implemented.

Overview continued

By capping school enrolment numbers at the Ministry of Education's build number, schools would not grow larger than their capacity. However, if there is excess capacity in the network, some schools may still close if there is seen to be an 'unpopular' school.

This option may also be subject to changes in parental choice, potentially causing large fluctuations in school rolls overtime, making school resource planning challenging.

Modelling

Modelling of this option has not been completed as, like option 1, it is contingent on numerous complex factors that impact parental preference. However, due to this option being capped by the school's build number, a relatively clear picture of what this enrolment scheme would look like can be obtained.

The total agreed build capacity for state secondary schools in Christchurch City is 14,000. As at 1 March 2016, there were 12,745 year 9-15 students at Christchurch City secondary schools, which leaves surplus capacity in the network of 1,255 spaces. If all students chose to go to the 'preferred' schools, then there may be too few students remaining at smaller schools, possibly making them unviable.

When enrolment numbers are projected out to 2026, the number of surplus spaces based on the total build number falls to 400, indicating that some unviable schools in the short term may need to be kept open to meet medium term growth.

Draft

Proposed enrolment options

Option 2 - Partial free market/choice continued

Executive Summary	Background	Key findings	Enrolment options	Next steps	Appendices

Draft

School facilities may be more efficiently utilised in option 2 compared with option 1, with fewer potential school closures.

Option 2 may create a greater potential for students to not attend their local school.

Any enrolment selection process will need to be fair and transparent.

Conclusion

Resourceing	
Access	
Equity	
Legislative change required	Yes

option breakdown against RAE framework

Resourceing:

This option has minimal resourcing costs, when compared to option 1, as secondary schools in Greater Christchurch are currently being rebuilt to their build number, so no further investment will be needed in the short term.

Some schools may close if there is surplus capacity in the network, which is not effectively utilising current network resources. Therefore, this option partially delivers against the framework (green/orange).

Access:

Under this option, the distance students would be travelling to school may increase as parents choose the school based on preference as opposed to location. Students wishing to attend their local school may be rejected depending on the enrolment selection process in place, hindering their access to education.

Potential flow-on effects from increased travel may include: more congestion, increased risk of injury for students commuting, environmental issues and a lack of geographical community bonds.

Due to capacity constraints, more students may end up attending their local school so although access is poor, it is better than option 1. Therefore, this option partially doesn't deliver against the framework (orange/red).

Equity:

Depending on the acceptance process, this option could impact disadvantaged or underperforming students. Students attending smaller, less favourable schools, may also have their educational outcomes hindered by reduced curriculum offerings.

There would likely be fewer school closures than may be the case under option 1, however, anything that impacts on the equity of opportunity to education is unfavourable. Therefore, this option partially doesn't deliver against the framework (orange/red).

Legislation/policy impact

Current legislation does not provide for a roll cap to be implemented at state secondary schools, so legislation would need to be amended if this option was to be selected.

This option may also contravene aspects of S11A of the Education Act 1989, in particular ss1b – to ensure the selection of applicants is fair and transparent, depending on what process is put in place to cope with any oversubscription of schools. S11A specifically states that an enrolment scheme does not exclude local students (ss2a) which is a possibility under option 2 if schools are oversubscribed with applications.

This option also does not align with the current Ministry of Education property funding policy and due to the potential costs of implementing this option, changes to the policy are perceived by the Ministry of Education analysts to be unlikely.

Proposed enrolment options

Option 3 - No change

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option 3 – No change

Current enrolment zones do not optimise the relationship between local demand and supply.

All schools consulted agreed that the current enrolment scheme is not working and requires changes.

Some schools are perceived to be growing larger at the expense of others.

Conclusion

Resourcing	[redacted]
Access	[redacted]
Equity	[redacted]

Legislative change required	N/A
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Overview continued

The Greater Christchurch enrolment network remains partially regulated with zones (see Appendix A) that do not currently optimise the relationship between local supply and demand, i.e. school capacity is either too high or low in relation to in-zone demand, resulting in significant variances in utilisation of resources.

There would continue to be no penalties for out-of-zone enrolments and a continued perception by some schools that the current funding model incentivises some schools to grow large at the expense of others.

Overview

Throughout the consultation process, all schools stated that the current enrolment scheme needed to change. This was for a variety of reasons which are discussed above in the "background" and "key findings" sections.

The current system requires state secondary schools only to have enrolment zones if necessary to prevent overcrowding. Once these zones are in place, there is nothing to stop schools with excess capacity from accepting out-of-zone students.

Ministry of Education data shows that these current enrolment zones do not optimise local demand and supply, with multiple schools overcrowded (with resources over 100% utilised), while others have significant excess capacity e.g. Mairehau with 67% resource utilisation and Linwood with 59% resource utilisation at March 2016 (see figure 3 on page 12).

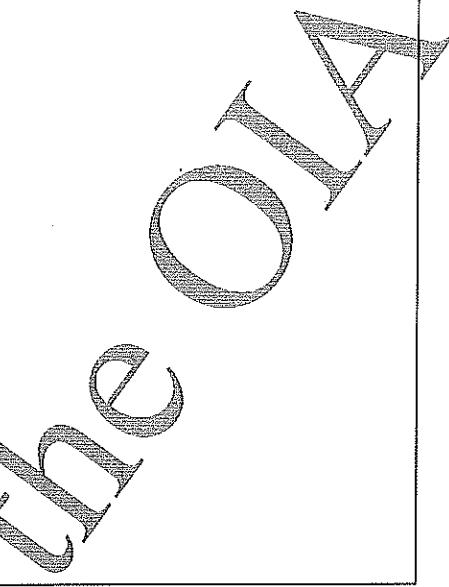
Agreements regarding enrolment have been made in the past, but these appear to not have been adhered to and there is a perception that some schools have been growing larger at the expense of other state secondary schools.

Option breakdown against RAE framework

This option has been rated neutral (orange) for all aspects of the RAE framework to allow comparisons between the options.

Legislation/policy impact

The current enrolment scheme complies with current legislation and educational policy.



Proposed enrolment options

Option 3 - No change continued

Executive Summary	Background	Key findings	Enrolment options	Next steps	Appendices
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If all students attended their local school under the current enrolment system, the demand to capacity ratio would be 1.10 at a network level.

This ratio assumes that students attend their local school, which is not always the case currently.

Projected growth to 2026 exceeds schools' build capacity.

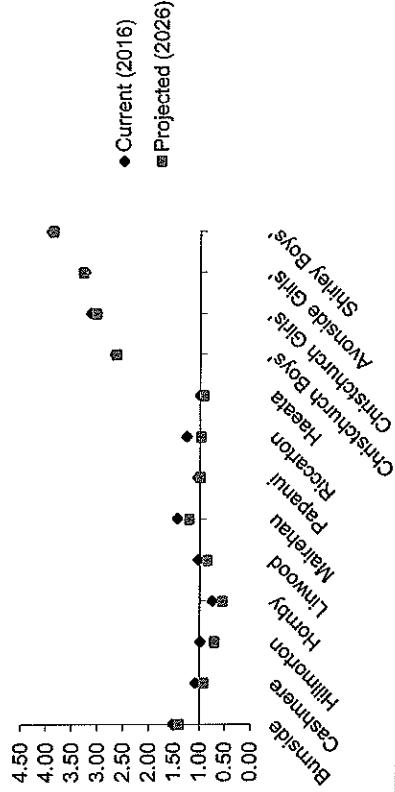
Conclusion

Resourcing	[Redacted]
Access	[Redacted]
Equity	[Redacted]
Legislative change required	N/A

Modelling
Modelling of the no change option illustrates how the status quo could develop over time.
As at 1 March 2016 there were 12,745 year 9-15 students at Christchurch City secondary schools. Of this 8,337 were in a co-educational catchment zone and 1,453 in a single sex catchment zone.

The Christchurch City network is currently being rebuilt to cater for 14,000 students, split between 9,400 co-educational students and 4,600 single sex students.
Therefore, the total capacity (build number) in zone/catchment demand ratio for state secondary schools in Christchurch City at 1 March 2016 is 1.10 (broken down to be 1.13 for co-educational and 3.17 for single sex catchments). Although this ratio initially appears to be acceptable at any overall network level, this analysis assumes that students in-zone or in-the-catchment area go to their local school. We know, from figure 5 on page 14, that this assumption is not what is occurring in practice as schools look to fill their available capacity with out-of-zone or out-of-catchment students.
A particularly interesting ratio to discuss is Burnside's. Based on Burnside's current catchment area, the school is 681 students short of local demand to meet their build number of 2,000. They are therefore, having to source these students from other catchment areas causing flow-on effects throughout the network.

Figure 15: Option 3 build number to catchment demand ratio



Modelling continued

When the current enrolment scheme is projected out to 2026, the capacity to demand ratio for Christchurch City decreases to 0.97 at a network level, indicating that further facilities will need to be built over time to meet increased demand.

A particular point of interest from this projection is that even in 10 years' time, Burnsmead's capacity still significantly exceeds supply with 575 students required from other catchment areas.

Single sex schools currently, and in the projection to 2026, have a considerably higher capacity to demand ratio. This aligns with their intention, when the enrolment zones were drawn, to allow a higher proportion of out-of-zone students to attend, such as children of past pupils.

Proposed enrolment options

Option 4 - Partial regulation excluding single sex

A partially regulated scheme ensures students are accepted to their local co-educational school.

Single sex education offers greater choice to parents so single sex schools have been excluded.

Option 4 – Partial regulation excluding single sex

Zones could be implemented for all Greater Christchurch state secondary schools, excluding single sex. Zones would be optimised so that local demand meets capacity, minimising out-of-zone enrolments.

Single sex education offers parents choice, so there would be no zones for single sex schools and all students that apply would be banded, regardless of geographical location (choice of type, not choice of name). The number of single sex students that can be accepted would be limited by an agreed capacity level. No penalties would apply for breaches.

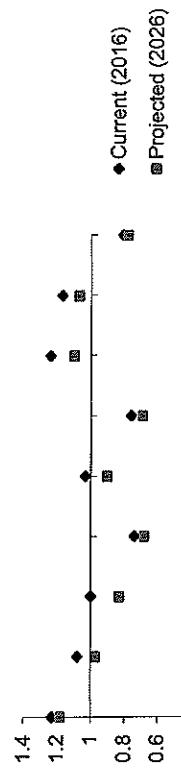
For the purposes of analysis, as in option 2, the agreed capacity level has been set as the school's build number.

Overview

This option sees enrolment zones in place for all Greater Christchurch state co-educational secondary schools. Current enrolment zones have been reviewed and redrawn if necessary to ensure they optimise local demand against supply (a school's build number). Where possible, feedback provided by schools during the consultation process has been incorporated in the drawing of these zones.

A map of the proposed enrolment zones for Christchurch City is shown on the following page. The aim of this modelling is to optimise the overall network capacity to demand ratio to be 1.00 or as close to 1.00 as possible.

Figure 16: Option 4 build number to catchment demand ratio



Note: Only co-educational secondary schools are shown in this graph.

Modelling

Redrawing current enrolment zones and implementing zones at all other state secondary schools in Christchurch City, excluding single sex sees the average capacity to demand ratio remain the same as option 3 at a network level, with a ratio of 1.10. However, the ratio improves at a school zone type level decreasing from 1.13, in option 3 to 1.06 for co-educational schools. This indicates that the enrolment zones proposed (see map below) are nearly aligning supply with demand.

Note that this analysis assumes that all students go to their local school, which may not be the case as this option does not enforce compliance.

Conclusion

Resourcing	
Access	
Equity	
Legislative change required	Yes

Proposed enrolment options

Option 4 - Partial regulation excluding single sex continued

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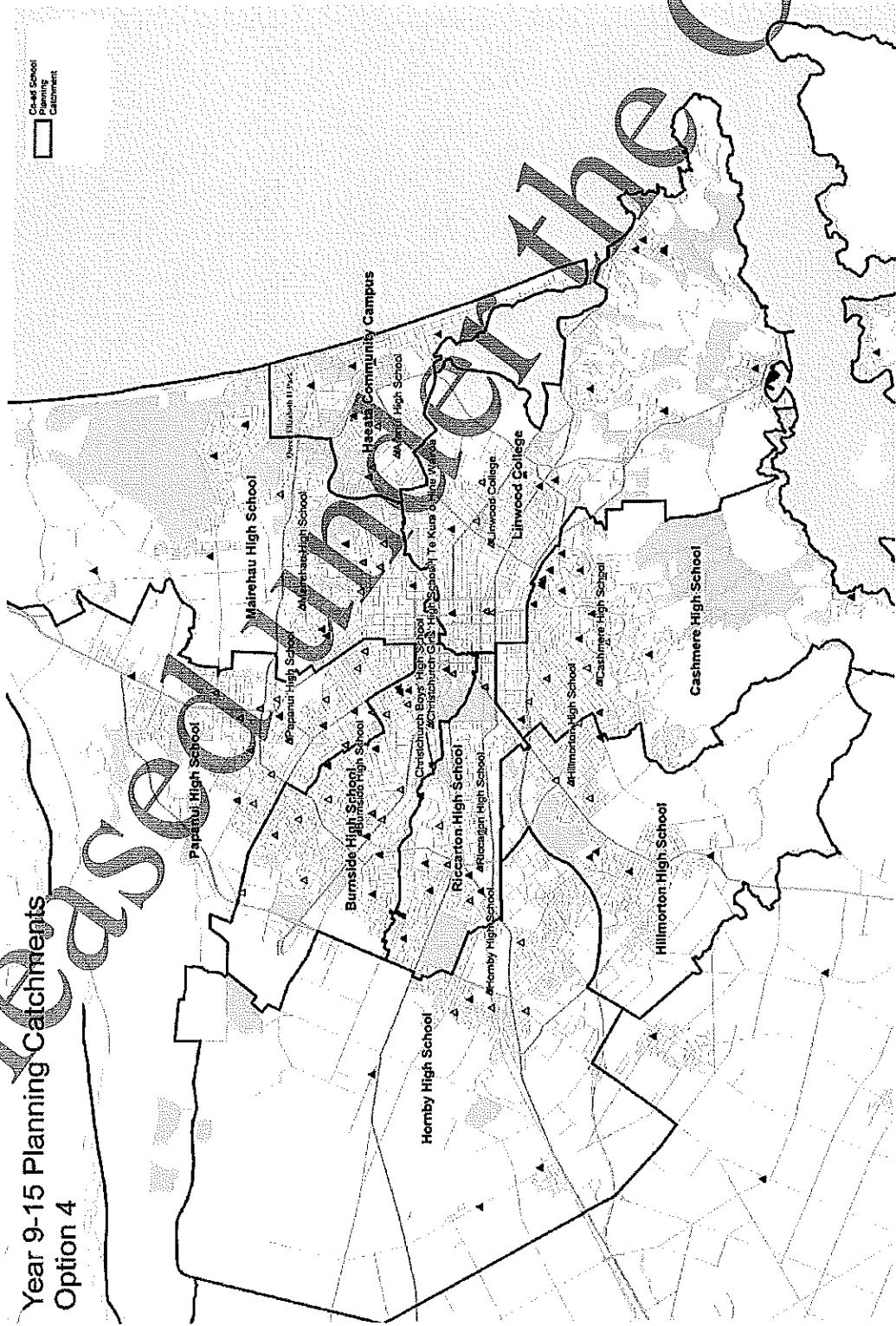
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Modelling continued

Depending on the growth rates used, Urban Development Strategy household projections from late 2016 ('UDS') or Statistics New Zealand age 13-17 projections from 2015 ('SNZ'), the projected growth rate in Christchurch City to 2026 ranges from 10.9% (UDS) to 15.6% (SNZ).

When these rates are incorporated into the capacity to demand ratio, it falls from 1.10 at a sector level:

- to 0.99 using UDS, indicating near perfect alignment between resource capacity and in-zone demand;
- to 0.95 using SNZ, indicating further additional facilities may be needed in the medium term to cope with greater in-zone demand.



Proposed enrolment options

Option 4 - Partial regulation excluding single sex continued

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Optimising enrolment zones to make local demand meet local supply ensures effective resource use.

Co-educational school students would have better access to their local school than single sex students.

option breakdown against RAE framework

Resourcing:

Optimising enrolment zones to best suit supply (the build capacity of the local school) ensures that resources are being effectively utilised throughout the network.

However, as this option has no mechanism to stop schools from accepting out-of-zone students, resources could be under/over utilised if schools do not adhere to the boundaries. Therefore, this option partially delivers against the framework (green/orange).

Access:

By implementing enrolment zones for all co-educational/state secondary schools in Greater Christchurch, students will automatically be able to attend their nearest school as they will be classed as in-zone, so are required to be provided for. Parents wishing to send their child to a single sex school will not have the same level of access, as all students will be balloted, so students in close geographical proximity may miss out.

Overall, this option partially delivers against the framework (green/orange) for access as, although it has favourable outcomes for co-educational school students, single sex school students are disadvantaged.

Conclusion

Resourcing	
Access	
Equity	
Legislative change required	Yes

Equity:

Students would still be able to have access to a variety of education types, however, without a zone for single sex schools, the way in which students are accepted may not be seen to be fair and transparent.

Students' educational outcomes at smaller schools may still be impacted if schools choose not to adhere to enrolment zones and take on applicants from schools that are perceived to be 'less reputable,' potentially impacting the educational outcomes of the students remaining at these schools.

Therefore, this option partially delivers against the framework (green/orange).

Legislation/policy impact

As mentioned in option 2, current legislation does not provide for a roll over to be implemented at state secondary schools. Therefore, legislation would need to be amended if this option was to be selected regarding the agreed capacity number for single sex schools.

s11A of the Education Act 1999 (defined above in option 1) specifically states that an enrolment scheme does not exclude local students (ss2a), which is a possibility under option 4 in relation to single sex schools, as students in immediate proximity may not be selected through the ballot process. The co-educational component of this option fits within current educational policy, the single sex component does not.

Proposed enrolment options

Option 5 - Partial regulation including single sex

A partially regulated scheme ensures all students can attend their local school.

Single sex education offers choice to parents. Therefore, the proposed enrolment zones are smaller, allowing single sex schools to take more out-of-zone students.

Option 5 – Partial regulation including single sex

Zones would be implemented for all Greater Christchurch state secondary schools, including single sex. Single sex school zones would overlap co-educational school zones (dual layers). Zones would be optimised so that local demand meets or nearly meets capacity, minimising out-of-zone enrolments.

Single sex schools would take a larger number of out-of-zone enrolments than co-educational schools to offer choice. The number of single sex students that can be accepted would be limited by an agreed capacity level.

No penalties would apply for breaches.

For the purposes of analysis, as in options 2 and 4, the agreed capacity level has been set as the school's build number.

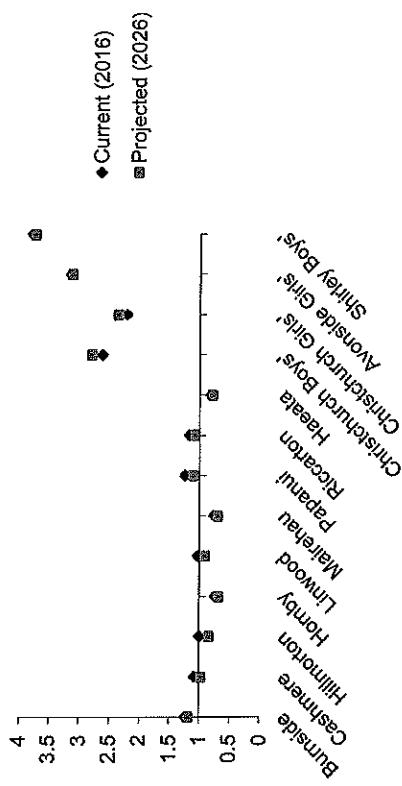
Overview

This option sees Greater Christchurch covered by enrolment zones for all state secondary schools. Current enrolment zones have been reviewed and redrawn if necessary to ensure they optimise local demand against supply (a school's build number).

Conclusion

Resourcing	
Access	
Equity	
Legislative change required	Limited

Figure 17: Option 5 build number to catchment demand ratio



Modelling

Redrawing current enrolment zones and implementing zones at all other state secondary schools in Christchurch City, including single sex sees the average capacity to demand ratio remain the same as options 3 and 4 at a network level, with a ratio of 1.10. However, the ratio improves at a school type level decreasing from 4.13 in option 3, to 1.06 for co-educational schools and from 3.17, in option 3, to 2.83 for single sex schools. This indicates that the enrolment zones proposed (see map below) are more closely aligning supply with demand.

Note that this analysis assumes that all students go to their local school, which may not be the case as this option does not enforce compliance.

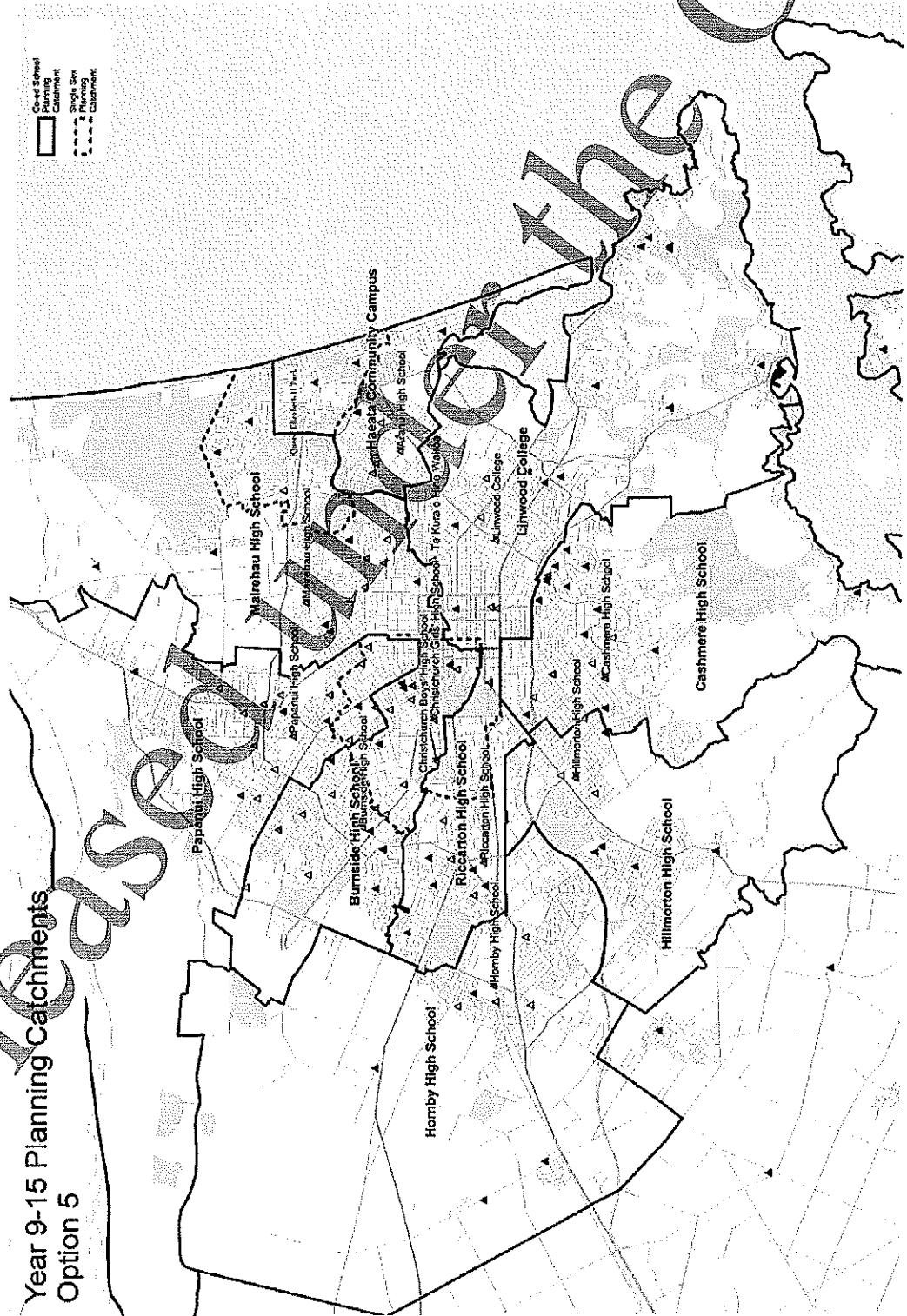
Proposed enrolment options

Option 5 - Partial regulation including single sex continued

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Year 9-15 Planning Catchments Option 5



Modelling continued

Depending on the growth rates used, UDS household projections from late 2016 ('UDS') or Statistics New Zealand age 13-17 projections from 2015 ('SNZ'), the projected growth rate in Christchurch City to 2026 ranges from 10.9% (UDS) to 15.6% (SNZ).

When these rates are incorporated into the capacity to demand ratio, it falls from 1.10 at a sector level:

- to 0.99 using UDS, indicating near perfect alignment between resource capacity and in-zone demand;
- to 0.95 using SNZ, indicating further additional facilities may be needed in the medium term to cope with greater in-zoned demand.

These are the same results described in option 4.

Proposed enrolment options

Option 5 - Partial regulation including single sex continued

Executive Summary	Background	Key findings	Enrolment options	Next steps	Appendices
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Draft

Optimising enrolment zones to make local demand meet local supply ensures effective resource use.

Co-educational and single sex school students would automatically have access to their local school.

option breakdown against RAE framework

Resourcing:

Optimising enrolment zones to best meet current supply (the build capacity of the local school) ensures that resources are being effectively utilised throughout the network.

However, as this option has no mechanism to stop schools from accepting out-of-zone students, resources could be under/over utilised if schools do not adhere to the boundaries. Therefore, this option partially delivers against the framework (green/orange).

Access:

By implementing enrolment zones for all state secondary schools in Greater Christchurch, students would automatically be able to attend their nearest school as they will be classed as in-zone, so are required to be provided for.

Parents wishing to send their child to a single sex school, who are out-of-zone, would still have the option of applying to the school through the ballot system.

Overall, this option partially delivers against the framework (green/orange) for local students, both for co-educational and single sex schools, but due to the capacity cap at single sex schools not all students who may wish to attend would be able to attend.

Conclusion

Resourcing	
Access	
Equity	
Legislative change required	Limited

Equity:

Students would still be able to have access to a variety of education types and the process for working out acceptance would be fair and transparent.

Students' educational outcomes at smaller schools may still be impacted if schools choose not to adhere to enrolment zones and take on applicants from schools that are perceived to be 'less reputable,' potentially impacting the educational outcomes of students remaining at these schools.

Therefore, this option partially delivers against the framework (green/orange).

Legislation/policy impact

As mentioned in options 2 and 4, current legislation does not provide for a roll cap to be implemented at state secondary schools, so legislation would need to be amended if this option was to be selected regarding the agreed capacity number for single sex schools.

According to the Ministry of Education analysts, this option has the closest fit with current educational policy in New Zealand and is likely to require few legislative changes as both the co-educational and single sex components of this options fit within current educational policy.

Proposed enrolment options

Option 6 - Full regulation

A fully regulated scheme would ensure all students attended their local school.

Option 6 – Full regulation

This option would require all state secondary schools in Greater Christchurch to have zones and a designated percentage of out-of-zone students. Single sex school zones would overlap co-educational school zones (dual layers).

Students would be expected to go to their local school in the first instance and out-of-zone enrolments would be capped. Financial penalties would be enforced for breaching the out-of-zone student cap.

For the purposes of this analysis, the capacity level has been defined as the optimal build capacity for year 9-16 students.

Overview

This option sees enrolment zones in place for all Greater Christchurch state secondary schools. Current enrolment zones have been reviewed and redrawn if necessary to ensure they optimise local demand against supply (a school's build number).

The maximum percentage of out-of-zone students allowed to attend a co-educational school has been set at 10%.

Single sex zones have been drawn to account for approximately 40% in-zone demand and 60% out-of-zone demand. Based on geographical location, they have also been grouped to cover the same area. Where possible, feedback provided by schools during the consultation process has been incorporated in the drawing of these zones.

Conclusion

Resourcing	[Redacted]
Access	[Redacted]
Equity	[Redacted]
Legislative change required	Yes

Unlike in options 4 and 5, option 6 includes the addition of financial penalties for breaching the number of out-of-zone students designated to be at the specific school.

Overview continued

These financial penalties could be in the form of providing no funding, not just property funding, for out-of-zone students above the cap, or in the form of a fine.

Modelling

In the modelling of this option, the same enrolment zones for Christchurch City have been used as in option 5, shown on page 41. However, the capacity totals have been revised to assume the highest potential 2016 roll as the capacity number. These figures have been included to illustrate what would happen in a 'perfect world,' with complete adherence to the enrolment boundaries.

These changes to capacity adjust the capacity to demand ratio at a network level for Christchurch City from 1.10 in options 3, 4 and 5 to 1.40. When split between sector types, this is a rise for co-educational schools from 1.13 to 1.58 and a fall for single sex schools from 3.17 to 2.35.

These figures can be adjusted further to account for current parental preferences school type. If these preferences are included then the ratios at network level falls from 1.10 to 0.97, at a co-educational level from 1.13 to 1.10 and at single sex level from 3.17 to 1.60. Overall, these ratios are the closest to 1.00 across all three measures currently.

The agreed build capacities, used in options 2, 4 and 5, are significantly different to the capacities used in the modelling of this option. Therefore, the agreed build capacities should be revisited if further exploration of option 6 is required.

Proposed enrolment options

Option 6 - Full regulation continued

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Optimising enrolment zones to make local demand meet local supply ensures effective resource use.

Co-educational and single sex school students would automatically have access to their local school!

This option offers the most equitable educational outcomes for all students.

Conclusion

Resourcing	[Redacted]
Access	[Redacted]
Equity	[Redacted]
Legislative change required	Yes

option breakdown against RAE framework

Resourcing:

Optimising enrolment zones to best meet supply (the build capacity of the local school) ensures that resources are being effectively utilised throughout the network.

Due to the imposition of financial penalties for non-adherence to the enrolment zones, schools would be unlikely to take more out-of-zone students than their imposed cap allows. These penalties help to ensure that resources throughout the network remain efficiently utilised over the long term.

Therefore, this option delivers against the framework (green).

Access:

In this option, students would be expected to go to their local school, either single sex or co-educational, so all students would be able to access education within a reasonable and convenient distance of their home.

Potential benefits of this option include: reduced congestion due to fewer students travelling across town, stronger community bonds and clear learning pathways for all students. Overall, this option delivers against the framework (green).

Equity:

Students would still be able to have access to a variety of education types and the process for working out acceptance would be fair and transparent.

Schools would be dis-incentivised from taking out-of-zone students above a proposed cap by financial penalties so the risk of mass movements of students travelling across town to go to another school would be minimised, helping to ensure more quality educational outcomes for all.

Therefore, this option delivers against the framework (green).

Legislation/policy impact

As mentioned above, current legislation does not provide for a roll cap to be implemented at state secondary schools so legislation would need to be amended if this option was to be selected to account for the designated percentage of out-of-zone students allowed at each specific school type.

Legislation would need to be created and policy changes would need to occur to allow for the imposition of penalties for breaking the out-of-zone student cap, as currently there is nothing in place to cover this.