Pathways to Youth Resilience: Education Services in New Zealand

Jacob Daubé, Katie Stevens, Kimberley Dewhurst, Robyn Munford, Jackie Sanders, Mark Henaghan, Nicola Stanley Clarke, Youthline Auckland, Kelly Tikao, Brigit Mirfin Veitch, Jackie Cumming, Sue Buckley, Nicola Grace, Linda Liebenberg.

With grateful thanks to the Ministry of Business, Innovation and Employment for funding this research and the New Zealand Families Commission, Child Youth and Family Services and Youthline Auckland who have provided invaluable support to this research programme.

Massey University
Resilience Research Centre

January, 2013
# Table of Contents

**INTRODUCTION** .............................................................................................................. 2  
**LEGISLATION – THE EDUCATION ACT 1989** ................................................................. 2  
**POLICY** ............................................................................................................................ 3  
  - Special Education ........................................................................................................... 3  
  - Alternative Education ................................................................................................. 6  
  - Exemption Policy ....................................................................................................... 7  
  - Truancy and Non-Enrolment ..................................................................................... 7  
  - Behavioural Policies ................................................................................................. 8  
  - National Standards .................................................................................................. 10  
**DELIVERY** ....................................................................................................................... 10  
  - Outside the Mainstream .......................................................................................... 11  
  - Transition Programs ............................................................................................... 13  
  - Youth Mental Health Project .................................................................................... 14  
  - Social Sector Trials ................................................................................................. 14  
  - Expert Advisory Group’s Solutions to Child Poverty Paper .................................. 15  
**STATISTICS** .................................................................................................................... 15  
  - Special Education .................................................................................................... 16  
  - Alternative Education ............................................................................................. 17  
  - Te Kura Enrolments ............................................................................................... 18  
  - Exemptions ............................................................................................................... 19  
  - Non-Enrolments ..................................................................................................... 19  
**COSTS** ................................................................................................................................ 21  
**WORKFORCE** .................................................................................................................. 22  
**SUMMARY** ....................................................................................................................... 22  
**ENDNOTES** ..................................................................................................................... 24  
**BIBLIOGRAPHY** .............................................................................................................. 26  
**ACKNOWLEDGMENTS** ................................................................................................. 30
INTRODUCTION
This document is one of a set of six background documents that address the policy and practice context within which services are delivered to youth in New Zealand. Together the documents cover the areas of youth justice, care and protection, mental health, health and disability and educational services that are additional to mainstream schooling. A final document examines the policy and practice context around youth transition services. These documents provide background information for a youth research programme that focuses upon the needs and issues confronted by vulnerable youth with complex needs; the Pathways to Resilience project and the Youth Transitions Study. The Pathways to Resilience project examines the role of services and youth resilience in good outcomes for youth exposed to risk, and the Youth Transitions study explores the ways in which youth with complex needs navigate a pathway to young adulthood with a specific focus on engagement in education, transitions to employment and identity formation processes through this period of emerging adulthood. The current paper outlines legislation, policies and programmes affecting the education of high needs young people in particular. This includes Special and Alternative education settings, settings which support young people who have a physical disability, settings which deal with young people who truant or who are exempted from school, and services designed to address the transition of high needs young people into mainstream school or other education settings. A brief description of the overall configuration of mainstream education services is outlined later in this section under ‘delivery’.

LEGISLATION – THE EDUCATION ACT 1989
Free and compulsory access to education in New Zealand is guaranteed to children and young people in New Zealand by the Education Act (1989). The Act states that “every person who is not a foreign student is entitled to free enrolment and free education at any State school during the period beginning on the person’s fifth birthday and ending on 1 January after the person’s 19th birthday” and that every person who is not a foreign student be enrolled at a “registered school at all times during the period beginning on the person’s sixth birthday and ending on the person’s 16th birthday” (New Zealand Parliament, 1989). The Education Act also guarantees equal rights for people with disabilities to participate in mainstream primary and secondary education: “People who have special educational needs (whether because of disability or otherwise) have the same rights to enrol and receive education in state schools as people who do not” (New Zealand Parliament, 1989).

If for some reason young people are not suited for mainstream schooling, alternative forms of education are guaranteed under the same Act. If children and young people cannot attend mainstream schooling, then their school is legally required to find them alternative means of education, whether under the initiative of the principal or board of trustees, the young person, their caregivers, or another service provider (i.e. Child Youth and Family). The Act outlines provisions for suspensions, expulsions and stand downs of students, and re-enrolments.
The Education Act 1989 legislated for some of the administrative reforms to the education sector outlined in the Tomorrow’s Schools policy (1988). Tomorrow’s Schools decentralised many of the operational aspects of education, creating schools as autonomous entities governed by Boards of Trustees drawn from local communities. It replaced The Department of Education with the Ministry of Education, focusing on policy and strategic matters (Wylie, 1990).

POLICY

There are a number of key policies guiding the delivery of education services to high and special needs students. The National Education Guidelines direct schools in effective policy and practice. These guidelines include National Education Goals, National Curriculum Statements, the New Zealand Curriculum Framework and National Administration Guidelines.

The Ministry of Education oversees Special Education and Alternative Education policies which support many children and young people who display exceptional educational needs, as well as policies dealing with the exemption of students. The Ministry also operates initiatives regarding the behaviour of all students, not just those who fall under the special or alternative education categories. These include the Inter-agency Plan for Conduct Disorder/Severe Antisocial Behaviour (specifically targeting students displaying signs of conduct disorder) and the Positive Behaviour for Learning Action plan (targeting all students). These policies are described in more detail below.

Special Education

Special Education policy is guided by the Education Act 1989, and informed by the New Zealand Disability Strategy, and the United Nations Convention on the Rights of Persons with Disabilities. In 2010, following a review of the Special Education 2000 framework, the Government introduced a special education framework known as “Success for All: Every School, Every Child”. This new strategy aims to establish a fully inclusive education system in New Zealand, by providing a range of funding and support to students with special education needs in order to make the education system accessible to them (Ministry of Education (MOE), 2012a). Success for All introduces the following initiatives:

- Increased monitoring of schools’ performance in achieving a fully inclusive education system. This is undertaken by the Education Review Office (ERO) following a 2010 report which found that only 50% of schools were considered to be inclusive (ERO, 2010b)
- An additional 1000 children and young people receiving support through the Ongoing Resourcing Scheme (ORS)
- Distribution of best practice guidelines for supporting young people to transition from school into post-school life
- The Specialist Teacher Outreach Service, providing itinerant specialist teaching support for students receiving ORS funding who are enrolled in their local school
• A transformation of the organisational structure of the Resource Teacher: Learning and Behaviour Service (RTLB) to provide more effective services, targeted funding and more rigorous training and competency measures
• An improved complaints and disputes resolution system within the Ministry of Education
• Training for Boards of Trustees around Special Education Services (MOE, 2012b)

Approximately 2000 Special Education staff members are employed by the Ministry of Education, including specialists and professionals such as psychologists, therapists and Maori cultural advisors, and other support staff to work with the students and their families and whanau to develop and implement students’ Individual Education Plans. Special Education services provide direct support to approximately 30,000 students up to the age of 21 each year, and funding for the 40,000-60,000 students with moderate special education needs (MOE, 2012c). The services are available for children and young people with learning difficulties, communication, emotional or behavioural difficulties, or intellectual, sensory (hearing or visual) or physical impairments.

The majority of young people receiving Special Education services will be enrolled in a mainstream secondary school, and have access to one or more of the following services:
• Support from a Special Education Needs Coordinator (SEnCO), who works with a child’s teacher and parents to develop an individual education plan that fits the child’s needs
• Severe Behaviour Service - this service provides specialist support for children and young people in years 1-10 whose behaviour significantly affects their learning.
• Resource Teacher: Learning and Behaviour - provide various support for teachers, schools and students, helping them develop inclusive education practices and effective learning and teaching strategies.
• Resource Teacher: Vision - provide support for teachers and students who are blind or have a significant vision impairment.
• Resource Teacher: Deaf - provide support for teachers and students who are Deaf or have a significant hearing loss.
• Teachers’ Aide - students may receive additional classroom support to assist them in undertaking learning activities. Teachers’ Aides also support teachers to manage a student’s behaviour and allow the teacher to work one-on-one with the student.
• Individual Education Plan (IEP) - sets out individualised goals for the young person and outlines how they will be supported to achieve them, including teaching strategies, resources and strategies for parents to support the young person at home. The IEP is developed by the young person, their family and whanau, teachers and other support staff involved with the young person’s education (MOE, 2010c).
Students with ‘very high’ needs may be eligible to receive additional support from the Ministry of Education or from another government funded provider, such as a special school. These young people may receive funding through the Ongoing Resourcing Scheme (ORS), which provides support for children with multiple or severe needs to help them learn alongside their peers. ORS funding provides additional teacher time, support from specialists (such as speech and language therapists or physiotherapists), teachers’ aide time, and funding for small items students might require (such as extra large pens or computer software) (MOE, 2012d).

In addition, the young person may be eligible for Special Education School Transport Assistance (SESTA), grants to allow for school property to be adapted to meet their needs, or support from one of the 28 Special Day Schools or 8 Special Residential Schools to support their education (MOE, 2012d).

All schools receive a Special Education Grant to assist them in supporting students with special education needs in addition to the operational grant they receive to support all the students at the school. The amount a school receives through the Special Education Grant depends on the number of students with special educational needs at the school. The funding can be used to purchase resources, professional support (such as that provided by teachers’ aides, psychologists or physiotherapists), and training for teachers. In addition to this, there are a number of support schemes for specific special educational needs, outlined in the table below. Funding is provided directly to schools or the appropriate service provider by the Government (MOE, 2012a).

<table>
<thead>
<tr>
<th>Table 1: Special Education Support Schemes:</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ongoing Resourcing Scheme (ORS)</strong></td>
</tr>
<tr>
<td><strong>School High Health Needs Fund (SHHNF)</strong></td>
</tr>
<tr>
<td><strong>Education Assessments</strong></td>
</tr>
</tbody>
</table>
### Supplementary Learning Support (SLS)
This scheme provides support to students with “significant and ongoing” learning needs. It aims to provide support to students who have missed out on ORRS support (because they did not meet the criteria for high needs) by supplementing the support they already receive from special education services. It provides students with access to a learning support teacher and some specialist support. Students on the ORRS scheme are not eligible. In 2012, work was undertaken to amalgamate the SLS Service and the Resource Teacher: Learning and Behaviour service in order to reduce fragmentation within the education system.

### Severe Behaviour Service
This service provides advice and specialist support for children and young people displaying serious behavioural problems, including support to the child’s early childhood centre, family and school. Services are usually provided to students in year 10 and below unless they are ORS funded.

### Alternative Education
The Ministry of Education manages an alternative education (AE) policy, which was developed in 1999 in response to concerns about the “increasing number of young people who were excluded from school and had few other educational options” (Denny, Clark, & Watson 2004, p.1). In general, current educational policy favours provision for all students within mainstream education, with specialised services as a last resort. Accordingly, alternative education is viewed as a last resort which aims to provide a successful return to learning, either at a school or tertiary education (MOE, 2013).

The AE policy applies to students aged 13-15 who have become “alienated” from mainstream schooling. Criteria for involvement with AE services are that the young person has:
- been out of school for two or more terms and/or
- a history of multiple exclusions and/or
- was referred to the Correspondence school as a last resort and has dropped out and/or
- has been absent for at least half of the last 20 weeks (not due to illness) and this has meant they are unable to maintain a mainstream programme and/or
- been suspended or excluded and is at risk of further suspension/exclusion.

In accordance with the Education Act (1989) all students – including AE students - must be enrolled at a registered school. Delivery of alternative education is managed by the school at which the student is enrolled.

The Ministry’s alternative education policy requires schools to make every effort to retain students in the mainstream education system. Where they are unable to do so, the school at which the student is enrolled is required and funded by the Ministry to make provisions for students either by providing alternative education programmes themselves (on or off school site) or by purchasing these in from external (community) sources (on or off school site)⁴. The school retains oversight, and schools in a district are encouraged to work as a consortium.
Schools are funded by the Ministry at a rate of $11,100 p.a. per alternative education student. Each secondary school is eligible for a finite number of student places based on its roll and socio-economic decile (Te Kete Ipurangi, 2002). If alternative education spaces are oversubscribed students go on a waiting list.

In September 2010 the Minister for Education Anne Tolley announced a number of changes to alternative education, in response to the 2009 review of alternative education. These changes include an increase in funding to $19.48 million from 2011 (including an increase in funding for each placement); the requirement that Alternative Education providers must involve a registered teacher to provide advice, professional guidance and support to tutors; improved monitoring of student progress and reporting by activity centres; extended contracts with providers (from one to two years); some centrally funded professional development for providers (focussing in 2010 on effective literacy emphasising best practice approaches with Maori students) and identification of alternative pathways for students unlikely to return to mainstream or tertiary education (e.g. Youth Guarantee courses). In addition the Minister announced further work would be undertaken on Alternative Education funding and the “appropriate mix between registered teachers, tutors and access to the Correspondence School will take place over the next two years” (Tolley, 2010, para. 23). These changes were effective from 2011.

Exemption Policy
The Ministry of Education operates an exemption policy which allows students aged 15, under exceptional circumstances, to leave school: “… parents of students aged fifteen may apply to the Ministry of Education for an exemption from schooling on the basis of educational problems, conduct, or the unlikelihood of the student gaining benefit from attending available schools...” (MOE, 2009a).

In acknowledgement of the social and economic disadvantages faced by those who leave school early, the Ministry of Education reviewed its exemption policy in 2007 with a view to reducing the number of exemptions it granted. This policy change has resulted in the exemption rate dropping 90 per cent between 2006 and 2011, from a rate of 65.3 per 1000 15 year old students in 2006 to 6.6 per 1000 15 year old students in 2011. The decline in exemption rates has been similar for both Maori and Pakeha.

Truancy and Non-Enrolment
As outlined earlier, under the Education Act 1989, school enrolment and attendance is compulsory for children and young people aged six to sixteen years. The Act requires schools to “take all reasonable steps to ensure that children and young people who are required to attend school do so” and outlines Board of Trustee and parental responsibilities for student attendance. Under section 29 of the Act parents can be convicted and fined if their child fails to
attend school. The Attendance Regulations 1951, the National Administration Guidelines and the Ministry’s Attendance Guidelines (MOE, 2007) also provide guidance to schools on managing student attendance.

The Ministry of Education expects schools to contact and work with students and their parents regarding non-attendance. Schools refer persistent truants to the District Truancy Service (DTS) which is responsible for managing persistent truants. After receiving a referral from a school, DTS attempts to locate the truant student, return him/her to school and contact the student’s parents/caregivers. DTS coordinates interventions with the student (working with, for example, the student, parents, school and community agencies), and provides a report on the intervention and outcome. DTS also keeps records of referrals and reports to the Ministry on non-enrolments.

When students under the age of 16 leave a school they have twenty days within which to register with a new school. If they fail to do so they are considered non-enrolled (Ministry of Education 2007, p.11). The Ministry contracts the Non-Enrolment Truancy Service (NETS) to identify and work with such students to return them to school or another legal education option.

The Ministry operates the centralised Electronic Attendance Register as well as an enrolment register (ENROL). Both of these systems enable accurate and timely identification of truants / truancy problems, and non-enrolments.

**Behavioural Policies**

The Positive Behaviour for Learning Action Plan (PB4L) 2010-2014 (NZ Government, 2010) outlines a series of programmes and activities being delivered across New Zealand to address behaviour problems in schools, with a focus on providing early, proactive support for parents, teachers and schools. The PB4L has four major programme components

1. Early Years (*Incredible Years*)
2. Wrap around Service
3. Crisis Response Service
4. School Wide PB4L

Other programmes and activities included in the plan include:

- Programmes for all schools (e.g. bullying surveys)
- An early intervention screening tool
- Identification and development of programmes for Maori, developed by Maori, with a focus on Kura Kaupapa Maori and schools and early childhood centres with high proportions of Maori students
- Individualised services such as “behaviour crisis response services and intensive wrap-around services for students with moderate to intense needs”.

This plan applies to all students across all schools.
The Ministry also implements policies specifically targeting students who present with or are at risk of developing conduct disorder. Conduct disorder or severe antisocial behaviour\textsuperscript{12} and their manifestation in children and young people is an area of growing interest in New Zealand. “Conduct problems are the single most important predictor of later chronic antisocial behaviour problems including poor mental health, academic underachievement, early school leaving, teenage parenthood, delinquency\textsuperscript{13}, unemployment and substance abuse” (Ministry of Social Development, 2007, p.1).

The Dunedin and Christchurch longitudinal studies\textsuperscript{14} found that:

- Approximately 4.5% of primary and intermediate school population demonstrated conduct disorder/severe behavioural problems
- In young children (7-13 yrs) boys were far more likely than girls to display severe conduct problems
- At 15 years, there was no significant difference between the rate of conduct disorder for boys and girls.

Fergusson (as cited in MSD, 2007) also found that:

- The prevalence of conduct disorder/severe antisocial behaviour was much higher for children from lower socio-economic backgrounds
- Maori and Pacific males are more likely to have behavioural difficulties than non-Maori, though this may in fact reflect economic disadvantage.

Services to address conduct disorder/severe antisocial behaviour and funding for these services have, in the past, been managed across different social service agencies (health, justice, care and protection, mental health) in a relatively “ad hoc and isolated manner” (MSD 2007, p.6). In 2007 MSD released the Interagency\textsuperscript{15} Plan for Conduct Disorder/Severe Anti-Social Behaviour 2007-2012 which provides strategic direction on responses to and prevention of conduct disorder across agencies who deal with children and young people. The strategy outlines four action areas:

- developing leadership, coordination, monitoring & evaluation (including an experts group) across government
- transition existing service provision to evidence-based, best-practice interventions
- establish an intensive, comprehensive behavioural service for children aged 3-7 years
- build a shared infrastructure for the delivery of specialist behavioural services.

Positive Behaviour for Learning Action Plan and the Severe Behaviour service (described under special education), the Ministry of Education is playing a large role in responding to this Strategic Plan. Other agencies will also contribute and there are linkages to the High and Complex Needs Strategy (described in the Care and Protection report) and the Youth Offending Strategy (described in the Youth Justice report).
National Standards
In 2009, the Ministry of Education proposed a new set of National Standards, essentially benchmarks of literacy and numeracy against which student (years 1-8) achievement will be measured. National Standards were introduced in 2010. National Standards are designed to support the national curriculum and help students work towards being prepared for NCEA. They are also designed to support parents to become engaged with their child’s education. From 2012 onwards, schools are required to publicly release National Standard achievement information.

DELIVERY
Education in New Zealand is based around a three-tiered categorisation of the compulsory primary and secondary sectors, and voluntary tertiary sector. The primary sector provides for children in their first eight year-levels of education (Years 1-8), the secondary sector accounts for the next five (Years 9-13), and the tertiary sector accounts for further education of any sort.

Mainstream primary and secondary education is delivered through schools which fall into one of three categories. State schools are government funded and operated, private schools are fees based but receive some government funds and state integrated schools are formerly private schools, now government funded but with distinct learning approach/values and usually have a religious affiliation. There are different types of schools including Kura Kaupapa Maori (using Te Reo and Maori approaches to learning) and bilingual schools (usually English and Maori). Homeschooling and correspondence schooling are also options for education.

Once a young person is aged 16 they are no longer required to study at school and may undertake study through a tertiary provider. The New Zealand tertiary sector covers private training establishments (PTEs), polytechnics and institutes of technology, wānanga, colleges of education, universities, Industry Training Organisations (ITOs) and other workplace training. There are multiple tertiary education providers in New Zealand, with a broad range of programmes available, from youth specific programmes (e.g. STAR, Gateway and the Youth Guarantee Programme – see subsequent sections), bridging programmes, industry training, apprenticeships, through to university courses.

Most of New Zealand’s recognised educational qualifications are part of the National Qualifications Framework (NQF), which is monitored by the New Zealand Qualifications Authority. The ‘levels’ achievable within this framework are depicted below. There are approximately 1000 qualifications recognised by the NQF.
The National Certificate in Educational Achievement (NCEA) is New Zealand’s main national qualification for secondary school students. NCEA is made up of national qualifications on the National Qualifications Framework (NQF), based on credits from all unit and achievement standards. NCEA Level 1 is usually studied in the third year of secondary school (Year 11), and NCEA Level 3 is usually studied in the final year of secondary school.

Students may be able to study toward qualifications other than NCEA while they are at school, following an NQF pathway rather than the NCEA pathway, but resulting in equivalent credits.

Tertiary training providers offer courses at the certificate level on the NQF. A National Certificate is a qualification usually registered between Levels 1 and 4 on the NQF, which covers the same course material regardless of where the course is delivered. Through tertiary providers young people who have not achieved NCEA qualifications may be able to achieve equivalent credits on the NQF. Most industries have moved to National Certificates and National Diplomas on the National Qualifications Framework.

**Outside the Mainstream**

Non-mainstream secondary education services are delivered by a range of organisations. The table overleaf describes these organisations and the services they deliver. Unless otherwise stated, these services are funded by the Ministry of Education.
Table 2: Non-Mainstream Education Providers

<table>
<thead>
<tr>
<th>Education Provider</th>
<th>Services Delivered</th>
</tr>
</thead>
</table>
| **Te Aho o Te Kura Pounamu (Te Kura or the Correspondence School)** | Te Kura provides a distance learning alternative for young people through a range of programmes, from extracurricular classes for gifted young people, to full-time study for young people excluded from the mainstream school system\(^\text{19}\). Te Kura takes many students outside of mainstream education and five of the ten eligibility requirements are geared towards accepting students for whom mainstream school is no-longer an option:  
  - Student is alienated from the education system – An alienated student is one who local schools are unwilling to enrol and who is unwilling to attend the local schools (see Activity Centres);  
  - Student is in the custody and/or guardianship of the Child, Youth and Family (CYF);  
  - Student is in the custody of the Department of Corrections;  
  - Student is under 16 years of age and excluded from school, or over 16 years of age and expelled;  
  - Student has assessed psychological or psycho-social needs (The Correspondence School, 2010)\(^\text{21}\).  
Te Kura is often the “school of last resort” for young people, where if they fail to keep up with the work, they are transferred into Alternative Education programs (Te Kete Ipurangi, 2010). Te Kura also provides the coursework and assessment components of education to other alternative education providers. |
| **Alternative Education Providers and Consortia\(^\text{22}\)** | Alternative Education Providers provide education and community training programmes to alternative education students (as defined by Ministry of Education criteria)\(^\text{23}\). Programmes vary considerably, and range from school-based programmes to those delivered from community based settings, to programmes delivered ‘on the job’. Some follow formulised curricula with small variations from mainstream school content, others are more individualised or involve informal work experience (O’Brien et al., 2001). From 2011 alternative education providers are required to have registered teachers provide oversight on programmes delivered to students by tutors who can include community and youth workers, both paid and volunteer (O’Brien et al., 2001).  
Providers’ services are funded\(^\text{24}\) and monitored by the student’s originating school who reports back to the Ministry on services provided. In 2012 there were 200 individual alternative education providers and 99 consortia\(^\text{25}\). Alternative education services in New Zealand are often supported by community, church and Maori trusts. Examples include Youthline’s Alternative Education Programmes and the YMCA’s Specialist Youth Service Corps. |
| **Special Education services** | Special Education (Ministry of Education, Special Education) provides support both within mainstream schools as well as through specialised centres. ‘Special’ schools cater to children with special learning or behaviour needs, and are generally state run. Currently in New Zealand there are 28 special day schools, two residential special schools catering for students with hearing impairments, one for students with visual impairments and five residential special schools for students with a variety of educational and social needs (Ministry of Education, 2008a). |
| **Teen Parent Units** | Teen Parent Units cater to students who are pregnant or have a child and cannot attend mainstream school. They are usually attached to a secondary school. At 1 July 2010 there were 18\(^\text{26}\) Teen Parent Units recognised by the Ministry of Education. Funding from the Ministry of Education is the same as that provided to activity centres. |
| **Regional Health Schools** | These schools were set up under the Special Education 2000 policy to work with students with high health needs. Teachers work at home or at hospital with students who can’t attend school for health reasons (including chronic conditions, mental health conditions and where the student is transitioning back to mainstream school after an illness). The Correspondence School may also provide some resources. Students remain on their regular school roll. There are three health schools across New Zealand, in Auckland, Wellington and Christchurch. |
| **Child Youth and Family Residential Schools** | Some Child Youth and Family residences (youth justice and care and protection) have on-site schools, others may utilise private education providers. While it has been difficult to determine how many schools exist, there were at least seven operating in 2010 (ERO, 2010). These schools are funded by the Ministry of Education. They cater to the most challenging and vulnerable young people in New Zealand. A recent Education Review Office Report on seven of the residential schools found that they provided good education for students, with few improvements needed (ERO, 2010). |
Table 2: Non-Mainstream Education Providers (Cont.)

<table>
<thead>
<tr>
<th>Education Provider</th>
<th>Services Delivered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Activity Centres</td>
<td>Activity Centres are an alternative education resource, and were the precursor to Alternative Education in New Zealand. There are 14 activity centres across New Zealand. These are attached to a ‘host’ school or cluster of schools, and are located either on school grounds or on a separate site. Activity Centres provide temporary education alternatives and are usually used as proactive responses for students struggling in secondary school. Specific criteria for attending an activity centre are determined by the school or cluster to which it is attached. Some activity centres simply provide students with ‘time out’ before returning to regular secondary schooling while others are seen as an alternative until students reach school leaving age or can move into alternative education or community training providers (ERO, 2009). Funding for activity centres is mostly provided by the state, though some centres procure funding elsewhere. Students are included on the funding role of their referring school. Activity Centres themselves receive staffing and operational funding on a notional student roll of 20. Some centres are also able to access Secondary Tertiary Alignment Resource (STAR) and the Careers Information Grant (CIG) funding (see next section). Te Kura is then funded separately by the government to provide the educational courses that Activity Centres use for their students while they are enrolled at the centre. Each Activity Centre has a staffing entitlement of two teachers who are centrally funded. In addition centres receive annual operational grants of between $40,000 and $60,000 each to pay for other costs. Centres tend to supplement these funds through alternative means, such as: using grants from Councils and local authorities; using community task-force staff to help-out in the centre as general staff and supervisors; involving students from the centre in general maintenance and operation activities to both teach life skills and save money; and establishing ‘friends of the centre’ associations involving community figures to help raise funds for specific programs (ERO, 2009). The difference between activity centres and other alternative education programmes is not entirely clear, and the Ministry of Education has been asked to review these differences and the future role of activity centres in alternative education.</td>
</tr>
</tbody>
</table>

Transition Programmes

Within mainstream schooling there are several initiatives designed to assist young people to transition into employment. Gateway is one such initiative, enabling students in years 11-13 to complete ‘on-the-job’ learning (in industries including building, health, media, animal care etc.) which counts towards recognised qualifications. It is administered by the Tertiary Education Commission and usually overseen by the student’s secondary school (Tertiary Education Commission, 2010) with training provided through the tertiary sector. Other programmes such as Secondary Tertiary Alignment Resource (STAR) and Youth Apprenticeships are also available through some schools, and like Gateway aim to encourage young people to complete qualifications and support their transition to further education and career pathways. STAR in particular identifies students who are at risk of not achieving as one of its key target groups and aims to provide access to STAR funded courses to “provide the opportunity to try out non-national curriculum courses that better match their personal needs and interests. At the same time they can experience a very real sense of achievement as they work towards credits in unit standards that contribute towards their NCEA” (Ministry of Education, 2010c). STAR programmes can also be delivered by tertiary education providers.
Some educational services are available to young people aged 16 and over through tertiary sector funding. The recently introduced (January 2010) Youth Guarantee programme enables young people aged 16 and 17 to take part in a range of hands-on tertiary courses free of charge. It was developed to ensure young people are supported through a smooth transition between school, tertiary education and work. In 2010, 2,000 Youth Guarantee places were available. Courses available under the Youth Guarantee programme are delivered by tertiary sector providers and are linked to Levels 1-3 on the National Qualifications Framework.

Similarly, Training Opportunities Programme (TOPS) funding is available to young people aged 16 and over, to “enable learners with low qualifications, and who are at risk of long term unemployment, to engage in further education and training.” TOPS was established by the Ministry of Social Development and is administered by the Tertiary Education Commission. The Salvation Army is one provider involved in delivering TOPS programmes. Funding cuts to this scheme have recently been announced.

**Youth Mental Health Project**
In April 2012, the Government announced a $62 million package designed to ensure that young people with mild to moderate mental health needs receive “better, faster, and more modern help” (Key, 2012). This package addresses youth mental health in four main areas - schools, online, the health sector, and in families and communities. The project builds on a range of existing services and introduces new initiatives to support young people experiencing mental illness.

The initiatives in the education sector include:
- Introducing nurses and youth workers into low decile secondary schools
- Introducing “Check & Connect”, a programme designed to support young people who have disengaged, or are at risk of disengaging, from education
- Introducing training and resources for providers working with truant or disengaged young people so that they can identify mental health needs and access appropriate services

**Social Sector Trials**
The Social Sector Trials aim to explore the effects of shifting responsibility for resource management, decision-making, accountability and the coordination of activities for youth (aged 12-18) from the government to NGOs and employed individuals at the local level. This initiative involves the Ministries of Social Development, Justice, Health and Education, and the New Zealand Police. It is based in six locations around the country – Te Kuiti, Tokoroa, Taumarunui, Levin, Kawerau and Gore. It is hoped that the initiative will strengthen community networks, reduce truancy, increase engagement with education and employment, reduce youth offending and reduce the use of alcohol and other drugs by young people. Examples of the initiatives being put in place include the creation of a Youth Wellness Centre with all resources provided by the
community, the creation of youth mentoring programmes, additional support programmes for offenders, youth coordinators in schools to provide wrap-around services and the creation of programmes to promote positive cultural identity. Following the completion of the trial in February 2013, a cross-sector evaluation will be undertaken\textsuperscript{34}.

**Expert Advisory Group’s Solutions to Child Poverty paper**

The Solutions to Child Poverty paper discusses a range of ways in which New Zealand could address the issue of child poverty and the associated negative outcomes, including low educational achievement, low incomes, and increasing health costs. The proposals put forward in the paper arise out of consultation with the community and research into the issue of child poverty locally and internationally. The proposals include increasing the support available for secondary students to gain skills and establish a pathway into employment, increasing the number of Teen Parent Units to all low-decile secondary schools with high birth rates, and the Government partnering with the NGO sector to provide food in low decile primary and intermediate schools. For more information see the Paper (http://www.occ.org.nz/publications/child_poverty).

**STATISTICS**

In total there were 762,683 students (aged 5-22) enrolled in schools in 2011\textsuperscript{35}. Of these, 642,089 (84\%) were aged 6-16 (those for whom education is compulsory).

The table below summarises student numbers receiving both mainstream and ‘beyond mainstream’ educational services in 2011\textsuperscript{36}.

<table>
<thead>
<tr>
<th>Educational Service</th>
<th>No. Funded Positions</th>
<th>No. Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enrolments at all schools</td>
<td></td>
<td>762,683\textsuperscript{37}</td>
</tr>
<tr>
<td>Enrolments in Special Education Schools</td>
<td></td>
<td>2882</td>
</tr>
<tr>
<td>Students receiving direct support for Special Education needs</td>
<td>&gt;30000</td>
<td></td>
</tr>
<tr>
<td>Number of students receiving school-based special education support for moderate needs</td>
<td>40,000-60,000</td>
<td></td>
</tr>
<tr>
<td>Enrolments in Alternative Education</td>
<td>1888</td>
<td>3500\textsuperscript{38}</td>
</tr>
<tr>
<td>Enrolments with Te Kura (Correspondence School)</td>
<td></td>
<td>7243</td>
</tr>
<tr>
<td>Places available at Activity Centres</td>
<td>280</td>
<td>&gt;280</td>
</tr>
<tr>
<td>Enrolments at Teen Parent Units</td>
<td>513</td>
<td></td>
</tr>
</tbody>
</table>

Table 3: 2011 Student Numbers by category

Notes:

- Figures include students over 16 years.
- It is not possible to calculate totals or proportions of students using ‘beyond mainstream’ education using these figures because some may be in receipt of more than one service.
- Of the students enrolled in teen parent units, two was male, the rest female, and 52 were categorised as ‘adults’.
- The actual number of students attending activity centres in 2011 is unclear, however 14 activity centres were funded for 20 students each, or 280 positions per year (Ministry of Education 2011).
- Te Kura figures include all enrolments, not just alternative and special education.
Special Education

In 2011, 2,882 students attended special education schools; more than 30,000 students (aged 5 to 21 years) received direct funding for special education services, and funding was provided to schools for special education services for 40,000 to 60,000 students (Ministry of Education, 2009b). Special school rolls increased from 2878 in 2010 to 2882 in 2011.

Generally, male enrolments in special education schools tend to be higher than female enrolments, a trend consistent since at least 2001. This is in contrast to the wider (2006) population where male and female figures are relatively evenly matched with 48.2% and 51.2% respectively (Statistics New Zealand 2006, p. 1-33).

![Figure 2. Students attending special education schools by Gender at 1 July](image)

In 2011, Pakeha comprised the largest proportion (47%) of special education students, followed by Maori (24%), Pacific Island (15%), Asian and Other ethnicity students (14%). These figures are relatively consistent with 2006 school-aged population figures (New Zealand European 54.5%, Maori 22.5%, and Pacific 9.8%; Education Counts, 2012).
Children aged 5-13 comprise the majority of special needs students, with young people aged 14-17 years making up just under a third of this group in 2011.

**Alternative Education**

The number of alternative education enrolments has increased steadily since 2000, with over two thirds of alternative education students in 2010 and 2011 being male\(^39\). Again this is in contrast to the general population where male and female figures are relatively evenly matched (48.2% and 51.2% respectively; Statistics New Zealand 2006, p. 1-33).
<table>
<thead>
<tr>
<th>Year</th>
<th>FTE Students</th>
<th>No. Male</th>
<th>No Female</th>
<th>Total No</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
<td>1013</td>
<td>487</td>
<td>1500</td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td>972</td>
<td>466</td>
<td>1438</td>
<td></td>
</tr>
<tr>
<td>2009</td>
<td>1267</td>
<td>973</td>
<td>1434</td>
<td></td>
</tr>
<tr>
<td>2008</td>
<td>1260</td>
<td>958</td>
<td>1471</td>
<td></td>
</tr>
<tr>
<td>2007</td>
<td>1079</td>
<td>874</td>
<td>1318</td>
<td></td>
</tr>
<tr>
<td>2006</td>
<td>1065</td>
<td>780</td>
<td>1178</td>
<td></td>
</tr>
<tr>
<td>2005</td>
<td>1143</td>
<td>816</td>
<td>1227</td>
<td></td>
</tr>
<tr>
<td>2004</td>
<td>1044</td>
<td>842</td>
<td>1205</td>
<td></td>
</tr>
<tr>
<td>2003</td>
<td>971</td>
<td>694</td>
<td>1061</td>
<td></td>
</tr>
<tr>
<td>2002</td>
<td>820</td>
<td>621</td>
<td>973</td>
<td></td>
</tr>
<tr>
<td>2001</td>
<td>576</td>
<td>545</td>
<td>819</td>
<td></td>
</tr>
<tr>
<td>2000</td>
<td>308</td>
<td>284</td>
<td>442</td>
<td></td>
</tr>
</tbody>
</table>

Note: these figures should be read alongside population estimates for the periods concerned.

Maori make up the largest proportion (63%) of students enrolled in alternative education, followed by European students (24%). This is consistent with figures since at least 2005. The proportion of Maori students in alternative education is larger than the wider school-aged population where Maori make up 21.6% of the population (Education Counts, 2006).

Figure 5. Alternative Education Students by Ethnicity at 1 July 2009

Source: Ministry of Education

Te Kura Enrolments
There is a marked ethnicity imbalance between Te Kura’s enrolled population and the wider school-aged New Zealand population: New Zealand European/Pakeha account for 60% of Te Kura’s role, Maori 30% and Pacific 3% (Education Counts, 2012). These figures are in contrast to the wider school-aged population. New Zealand European made up 55% of the population; Maori was 23%, and Pacific 10% (Education Counts, 2012). Gender divisions are not as evident though
females are outnumbered by males 51% to 49% (ERO, 2009b). Male and female figures are relatively evenly matched across the 2006 New Zealand Census population with 48.2% and 51.2% respectively (Statistics New Zealand, 2006, p. 1-33). It should be noted Te Kura caters for gifted and ‘mainstream’ students as well as alternative, special and others ‘outside the mainstream’ education including those in remote locations.

**Exemptions**
Between 2000 and 2006 over 3000 exemptions for young people aged 15 were granted by the Ministry of Education, and in 2005 over 4000 exemptions were granted. In an effort to improve outcomes for young people by keeping them in education longer, the Ministry reviewed its exemption policy in 2007 and has made deliberate efforts to reduce exemptions since. In 2011, 388 exemptions were granted, a decrease of almost 90% since 2006.

The Ministry of Education reports that Maori students continue to have high exemption rates “In 2011, the early leaving exemption rate for Māori students (15.7 per 1,000 15 year-old students) was three times as high as the rate for European/Pākehā (4.8 per 1,000 15 year-old students). The Pasifika rate was 3.6 early leavers per 1,000 15 year-old students.”

In 2011, 74 per cent of all early leaving exemptions were for males.

Most (82%) exempted youth aged 15 years proceeded to a training provider in 2011, while fewer (11.6%) went into full time employment and the remainder (6.4%) to Polytechnic course.

**Non-Enrolments**
The following statistics were drawn from data collected by the Ministry of Education’s non-enrolment truancy service (NETS) regarding students aged 11 to 15 (education is not compulsory for students 16 years and over).

Males under the age of 16 tend to outnumber females not enrolled in education and overall the number has grown over this time.

*Figure 6. Non-Enrolled Students by Gender at 1 July*
Non-enrolments are much higher for Maori (60%) than non-Maori students. This trend has been consistent since at least 2005 and is in contrast with wider school-aged population where Maori comprise 21.6% of the student population.

Youth aged between 14 and 15 years comprised the highest proportion of non-enrolled students.

Non-enrolment does not always indicate a lack of engagement with any educational activity. Recent analysis of non-enrolment data alongside other training and employment data found:
• In 2009 the numbers of youth aged 13, 14 and 15 years in employment, training or education exceeded population estimates (suggesting that there may be few young people of this age outside of education, employment or training).

• In 2009 there were approximately 2,060 youth aged 16 years, 3,949 17 years and 8,695 18 years outside of education, employment or training.

• The number of young people aged 13 to 17 outside of education, employment or training appears to be decreasing since 2007.\textsuperscript{43}

These figures are indicative only and based on population estimates rather than an exact count of youth in the 13-17 year age bracket.

**COSTS**

The following tables outline appropriations for special and alternative education as reported in Treasury estimations of appropriations. It is very difficult to calculate exact figures for government expenditure on these service types. Money is allocated from a number of different Votes and within Votes it is allocated across a number of categories. These figures are therefore indicative only.

**Table 8: 2009/10 Appropriations for Special and Alternative Education**

<table>
<thead>
<tr>
<th>Category</th>
<th>Vote</th>
<th>Amount Appropriated 11/12</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interventions for Target Student Groups</td>
<td>Education</td>
<td>257.192 million</td>
</tr>
<tr>
<td>Targeted Education and Training Grants\textsuperscript{44}</td>
<td>Education</td>
<td>80.0 million</td>
</tr>
<tr>
<td>Special Needs Support</td>
<td>Education</td>
<td>321.443 million</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>578.635 million</strong></td>
</tr>
</tbody>
</table>

**Notes**

*Included:

• Interventions for Target Student Groups includes special and alternative education students as well as administering scholarships and awards for individuals.

*Excluded:

• Appropriations for policy advice.
• Appropriations for general provision of universal education services.
• Information on education spending by other government agencies (ie CYF) was not located.

The Ministry in 2010 claimed “approximately $450 million is spent by the Government each year on programmes to support students with special education needs.”\textsuperscript{45} (Ministry of Education 2010a).

Special Education costs are covered entirely by government funding. While non-government and community agencies may bear some costs in relation to alternative education, these were not able to be located.
**WORKFORCE**
In 2012, the Ministry of Education employed 47,293.2 full time equivalent (FTE) teachers. The largest proportions of teachers were Pakeha and female. 1060 FTEs were employed at special schools and 281.8 FTEs at the Correspondence School.

Data on the number of teachers employed in other areas of special or alternative education were unavailable.

**SUMMARY**
The Education Act (1989) provides free access to education for all citizens aged 5-19 years, and compulsory education for those aged 6-16. These provisions apply equally to all children including those who are unable to attend mainstream education or require additional support to do so. In addition to mainstream education, alternative and special education pathways are available. Individual schools are responsible for many aspects of special and alternative education under the Tomorrow’s Schools policy (1988), including ensuring that students on their role are provided with adequate educational services.

Special education services are available to children and young people with learning difficulties, communication, emotional or behaviour difficulties, intellectual, sensory (hearing and visual) or physical impairments, and gifted children. Most children receiving special education support attend mainstream school. Funding for special education comes from Government and there are a number of specific funding schemes available. Special Education, Success for All has replaced Special Education 2000. Special Education, Success for All introduces a range of new funding options for young people with special educational needs, and encourages schools to ensure that they are fully inclusive for these students.

Alternative education services are a “last resort” option available to students aged 13-15 who have become “alienated” from mainstream schooling. Schools are funded at a rate of $11,100 p.a. per alternative education student and there are a finite number of alternative education student places available each year. Schools may purchase alternative education services from private providers (either independently or as part of a consortium of schools) or provide these directly. A 2009 review of alternative education led to an increase to funding and changes to the professionalisation and monitoring of alternative education services.

Other educational services for young people with high needs include Te Kura (correspondence school), activity centres, teen pregnancy units, Child Youth and Family residential schools, Regional Health schools, services to deal with student behaviour, truancy and non enrolment, and services to assist students’ transition to tertiary education or employment (STAR, Gateway and Youth Guarantee schemes).
In total there were 762,683 students (aged 5-22) enrolled in schools in 2011. 2882 students attended special education schools and 40,000-60,000 received special education funding. 1500 students held alternative education places within the year, 7243 were enrolled with Correspondence School, 280 places were available at activity centres and 513 young people attended teen parent units. Over two thirds of alternative educations students were male and a disproportionately high proportion were Maori. Exemption and non-enrolment rates for Maori are also higher than other ethnicities, and rates for males are markedly higher than for females.

Appropriations for government expenditure in 2009/10 amounted to over 600 million for ‘target student groups’ (including special and alternative education) and special needs support. In 2012, the Ministry of Education employed 47,293.2 full time equivalent (FTE) teachers. 1060 FTEs were employed at special schools and 281.8 FTEs at the Correspondence School.
ENDNOTES


2 Including goals for a broad and balanced curriculum, equal opportunities for all and special consideration for those with special needs.

3 Including gifted students.

4 The school can retain 10% of the funding for administration purposes.

5 Personal correspondence, Ministry of Education, November 2010.


8 Sections 29 and 31 outline Board of Trustee responsibilities.


10 The Incredible Years programme is currently being delivered in some areas to prevent, treat and address behavioural and emotional problems. It targets children aged two to eight at risk for or presenting with behaviour problems.


12 This term refers to a range of behaviours that are severe beyond the normal behaviours expected of children/young people of the same age; that are persistent over time and across different settings (e.g. home and school) and that are antisocial.

13 Including violent offending.

14 Fergusson, as cited in MSD (2007).

15 Developed by the Interagency working group with representatives from the Ministries of Education, Health, Justice, Social Development (including CYF) and the High and Complex Needs Unit, as well as recognised experts in the field of conduct disorder.


17 http://www.minedu.govt.nz/Parents/AllAges/EducationInNZSchoolsInNewZealandSchoolTypes.aspx.

18 In 2008, 13 percent of schools were state integrated, and 4 percent were independent and privately owned. There were 68 kura kaupapa schools providing Maori medium education (Ministry of Education, 2008a).

19 For children and young people in years 1-13, students fulfilling any one of the requirements are entitled to enroll: Geographic isolation or inaccessibility, Itinerancy, young parents, excluded or expelled students, alienated students, Child, Youth and Family recommended enrolments, those recommended on psychological or psychosocial grounds, overseas students with inability to attend schooling overseas, student with exemption from the Ministry to be home-schooled, or if the student is ineligible for New Zealand Government-funded education (i.e. not a New Zealand Citizen) but is willing to pay for Te Kura’s services (The Correspondence School 2010).

20 Exclusion refers to the formal removal of a student aged under 16 from the school and the requirement that the student enroll elsewhere. Expulsion means the formal removal of a student aged 16 or over from the school. If the student wishes to continue schooling, he or she may enroll elsewhere, (MOE, 2009a).


22 Consortia are made up of either a number of schools, or one individual school. A consortium may contract with several providers.

23 It should be noted that in some cases, the school provides their own Alternative Education programme to alienated students (Te Kete Ipurangi, 2002).

24 Schools are funded by the Ministry of Education at a rate of $11,100 per alternative education student; it is up to individual schools how this funding is used.


26 Personal communication Ministry of Education, November 2010.


29 The National Qualifications Framework, with links to the National Certificate of Educational Achievement.
While alternative education students may have access to STAR and GATEWAY funding, access to TOPS funding is available only to young people outside of the education system – that is, students in Alternative Education should not access full time TOPS courses (personal communication, Ministry of Education, November 2010).

http://www.tec.govt.nz/Funding/Fund-finder/Training-Opportunities/.


By year ending July 1.


Ministry of education, personal communication, 13 November 2012. Note that students may attend alternative education for a whole year or for part of a year.


Data supplied by the Ministry of Education 2010, on request.


Initiatives to provide living supports for students at risk who need to move away from home to pursue alternative education options.


Schools are responsible for those students on their roll, including those who receive special or alternative education services which may or may not be delivered directly by the school.

BIBLIOGRAPHY


ACKNOWLEDGMENTS

With grateful thanks to the Ministry of Science and Innovation for funding this research programme and the New Zealand Families Commission and Youthline Auckland who have provided invaluable support to this research programme.