



The Pathways to Resilience Project

Pathways to Youth Resilience: Education in New Zealand – a policy overview

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

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Resilience Research Centre

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INTRODUCTION

This report 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”.

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. CYF). 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, focussing 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**¹ direct schools in effective policy and practice. These guidelines include National Education Goals², 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 needs³, 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 and informed by the New Zealand Disability Strategy⁴ and the United Nations Convention on the Rights of Persons with Disabilities⁵. A special education policy framework called Special Education 2000 was announced in the 1996 Budget to enhance resourcing for children and young people with special education needs. Ministry of Education, Special Education (MoE, SE) is defined in the Policy Guidelines as: “the provision of extra assistance, adapted programmes or learning environments, specialised equipment or materials to support children and young people with accessing the curriculum in a range of settings (Ministry of Education 2010a).” The broad aim of this service is to improve outcomes for “all children and young people with special education needs at their local school, early childhood centre, or wherever they are educated (Ministry of Education 2010a).” Special education services are available to children and young people with learning difficulties, communication, emotional or behaviour difficulties, or intellectual, sensory (hearing and visual) or physical impairments.

Special Education provides a range of services for eligible young people. The majority of young people receiving support attend mainstream secondary schools and have access to one or more of the following services:

- Additional teaching support – specially trained teachers who work with students with learning and/or behaviour difficulties, for example, Resource Teachers: Learning and Behaviour (RTLBs) and Learning Support Teachers (LSTs);
- Specially trained teachers for students with vision impairments (called Resource Teachers: Vision); and/or
- Teachers who work with children who have hearing impairments (called Resource Teachers: Deaf) (Ministry of Education 2008a).

For young people defined as ‘high needs’ their school will coordinate extra services from the Ministry of Education, Special Education or from another government funded provider such as a special school (Ministry of Education 2008b). High needs young people may receive services including specialist therapists for speech and/or physical impairments; psychologists; behavioural advisors; teacher aides for in-class and one-on-one support workers acting under the direction of the therapists, psychologists and advisors. In some cases the

young person may be eligible for transport assistance subsidies, grants for school property to be adapted to fit special needs, and state funded resources and equipment to aid their learning (Ministry of Education 2008b).

Other special education services include individual education programmes (tailored to the individual child and developed in conjunction with the family), behaviour plans or programmes (tailored to the individual child and developed in conjunction with the family), Pouarahi-a-Takiwa and Kaitakawaenga (District Maori Advisors and Maori Liaison Advisors who work with staff to provide services to tamariki and whanau) and Project Early⁶.

All funding for special education services comes from Government and all services provided are free. While all schools receive some special education grants, there are several specific funding schemes outlined in detail in the table below⁷. The appropriate service provider, such as mainstream schools, accredited Ministry of Education, Special Education providers and special schools receive funding directly from the Government (Ministry of Education 2008b).

Table 1: Special Education Support Schemes

Special Education Support Scheme	Description
ORRS (Ongoing and Reviewable Resource Schemes)	These schemes provide resources and specialist assistance for students with the highest level of special education needs. ORRS resources are additional to the special education staff allocations and grants which are paid to all schools in New Zealand. Approximately 7000 students receive this support at any one time. An extension of ORRS is available in 2010 to an additional 400 students over 9 years of age who have missed out on the ORRS schemes in the past.
Enhanced Programme Fund	This fund has been available to schools with a disproportionate number of special education students attending and applies to group programmes rather than individuals. From 2009 applications for the scheme were no longer being taken.
Supplementary Learning Support	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 2006, 1500 students were supported by this scheme.
Education Assessments	These are provided to child and youth offenders (aged 10-16 years) with high education needs and who are at risk of re-offending, in order to help re-engage them in education. This service is the result of a recommendation by the Youth Offending Strategy (refer to Youth Justice section).
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 ORRS funded.

Special Education was reviewed by the Ministry of Education in 2010. While a summary of submissions to the public consultation on Special Education has been published (New Zealand Government 2010b), the Ministry's response to these submissions and review findings were not available at the time of writing⁸.

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 2004:1). 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" (Ministry of Education 2006: 6).

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)⁹. 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 over subscribed students go on a waiting list¹⁰.

In September 2010 the Minister for Education Hon Anne Tolley announced a number of changes to alternative education¹¹, 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”. 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...” (Ministry of Education 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 85 per cent between 2006 and 2009, from a rate of 65.3 per 1000 15 year old students in 2006 to 9.6 per 1,000 15 year-old students in 2009. The decline in exemption rates has been similar for both Maori and Pakeha¹².

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 Trustee¹³ 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 (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-attendance¹⁴. 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 2007:11). 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*¹⁵)
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 needs¹⁶".

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 behaviour¹⁷ and its 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, delinquency¹⁸, unemployment and substance abuse.” (MSD 2007: 1).

The Dunedin and Christchurch longitudinal studies¹⁹ 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 (2004, 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 2007:6). In 2007 MSD released the **Interagency²⁰ 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 3-7 yr olds
- build a shared infrastructure for the delivery of specialist behavioural services.

Through the 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. This policy is set to be implemented in 2010.²¹

DELIVERY

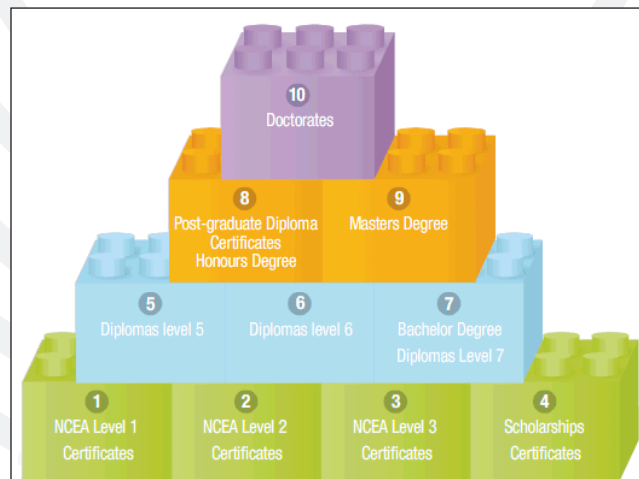
Education in New Zealand is based around a three-tiered categorisation of the compulsory primary and secondary sectors, and voluntary tertiary sector. The primary sector provides for children in their first eight year-levels of education (Years 1-8), the secondary sector accounts for the next five (Years 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 categories²². 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 education²³.

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.

Figure 1.



Source: *Career Services: How to Build a Qualification*

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 below 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

Education Provider	Services Delivered
<p>Te Aho o Te Kura Pounamu (Te Kura or the Correspondence School)</p>	<p>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 system²⁴. 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:</p> <ul style="list-style-type: none"> • Student is alienated from the education system – An alienated student is one who local schools are unwilling to enrol or 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;²⁵ • Student has assessed psychological or psycho-social needs (The Correspondence School 2010). <p>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.</p>

<p>Alternative Education Providers and Consortia²⁶</p>	<p>Alternative Education Providers provide education and community training programmes to alternative education students (as defined by Ministry of Education criteria)²⁷. 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).</p> <p>Providers’ services are funded²⁸ and monitored by the student’s originating school who reports back to the Ministry on services provided. In 2009 there were 180 individual alternative education providers and 95 consortia²⁹. 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.</p>
<p>Activity Centres</p>	<p>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 attached³⁰. 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 2009b).</p> <p>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 fundraise for specific programs (ERO 2009b).</p> <p>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 education³¹.</p>
<p>Special Education services</p>	<p>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).</p>

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 ³² 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).

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 qualifications³³. 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 over³⁴, to “enable learners with low qualifications, and who are at risk of long term unemployment, to engage in further education and training³⁵.” 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 announced³⁶.

STATISTICS

In total there were 760,859 students (aged 5-22) enrolled in schools in 2009³⁷. Of these, 648,296 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 2009.

Educational Service	No. Funded Positions	No. Students
Enrolments at all schools		760859
Enrolments in Special Education Schools		2871 ³⁸
Students receiving direct support for Special Education needs		>30000 ³⁹
Number of students receiving school-based special education support for moderate needs		40,000-60,000 ⁴⁰
Enrolments in Alternative Education	1280	1434 ⁴¹
Enrolments with Te Kura (Correspondence School)		6076 ⁴²
Places available at Activity Centres	280	>280 ⁴³
Enrolments at Teen Parent Units		463 ⁴⁴

Notes:

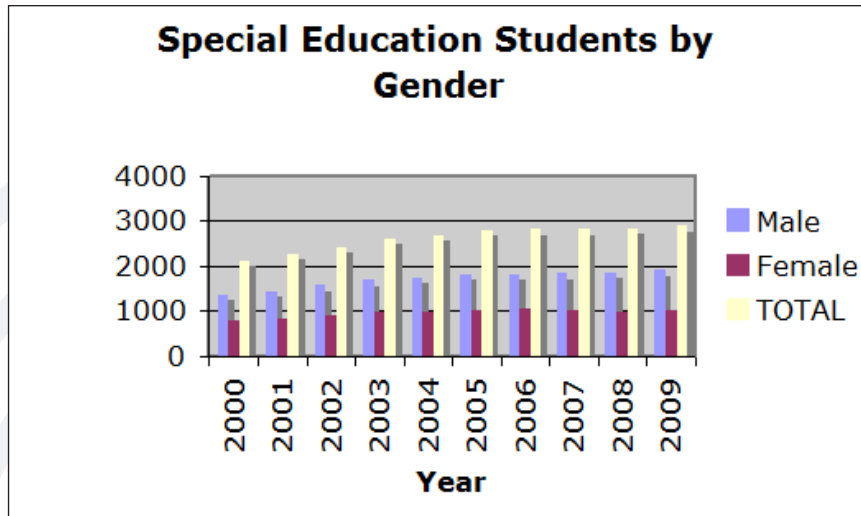
- Figures include students over 16 years.
- It is not possible to calculate totals or proportions of students using 'beyond mainstream' education using these figures because some may be in receipt of more than one service.
- Of the students enrolled in teen parent units, one was male, the rest female, and 41 were categorised as ‘adults’.
- The actual number of students attending activity centres in 2009 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 Education⁴⁵

In 2009, 2871 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 2812 in 2008 to 2871 in 2009.

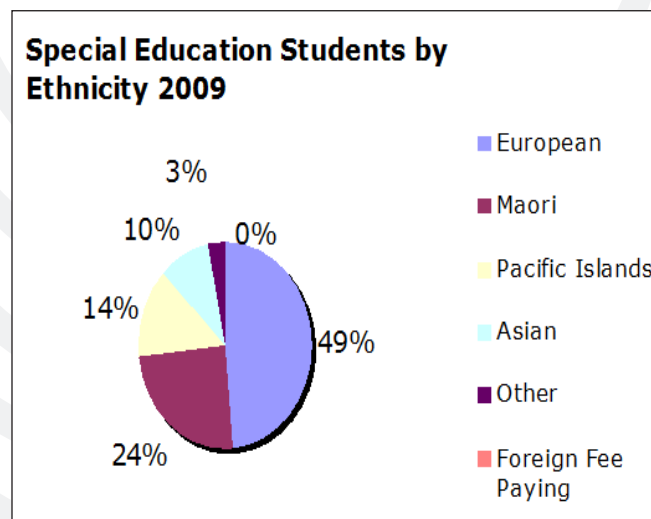
Generally male enrolments in special education schools tend to be higher than female enrolments, a trend consistent since at least 2001. This is in relative contrast to the wider (2006) population where male and female figures are relatively evenly matched with 48.2% and 51.2% respectively (Statistics New Zealand 2006:pp1-33).

Figure 2. Students attending special education schools by Gender at 1



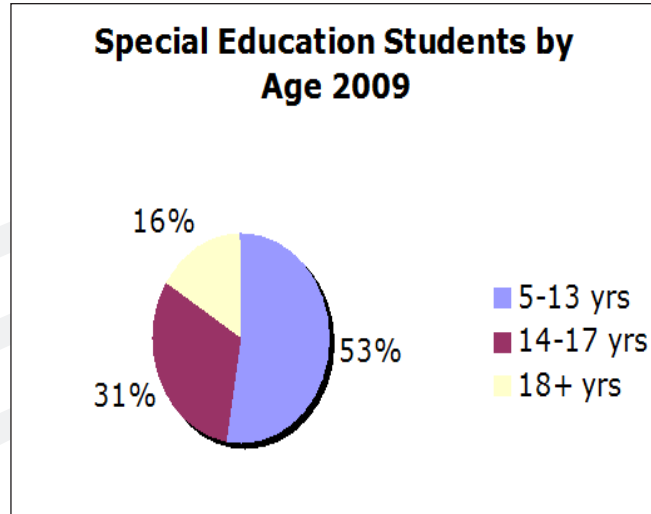
In 2009, Pakeha comprised the largest proportion (49%) of special education students, followed by Maori (24%), Pacific Island (14%), Asian and Other ethnicity students (13%). These figures are relatively consistent with 2006 school-aged population figures (New Zealand European 59%, Maori 21.6%, and Pacific 9.1%; Education Counts 2006).

Figure 3. Special Education Students by Ethnicity at 1 July



Children aged 5-13 comprise the majority of special needs students, with young people aged 14-17 years making up just over a third of this group in 2009.

Figure 4. Special Education Students by Age at 1 July



Alternative Education

The number of alternative education enrolments has increased steadily since 2000, with over two thirds of alternative education students in 2008 and 2009 being male.⁴⁶ Again this is in relative contrast to the general population where male and female figures are relatively evenly matched (48.2% and 51.2% respectively; Statistics New Zealand 2006:pp1-33).

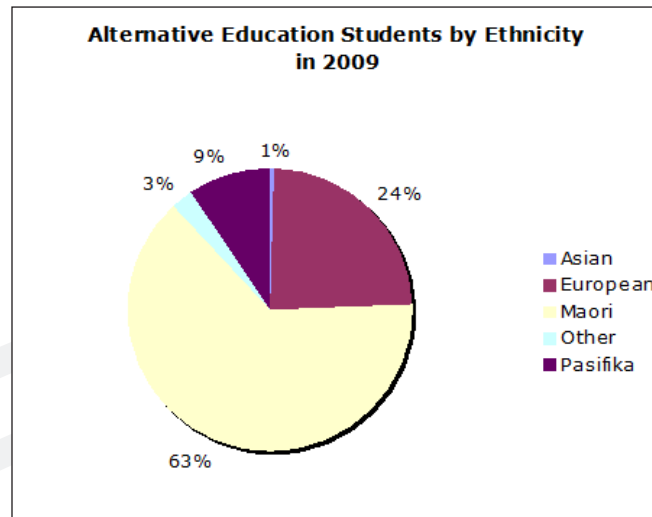
Table 4: Alternative Education Enrolments by Gender

Year	FTE Students	No. Male	No Female	Total No
2009	1267	973	461	1434
2008	1260	958	513	1471
2007	1079	874	444	1318
2006	1065	780	398	1178
2005	1143	816	411	1227
2004	1044	842	363	1205
2003	971	694	367	1061
2002	820	621	352	973
2001	576	545	274	819
2000	308	284	158	442

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

Maori make up the largest proportion (63%), 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



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 53% of Te Kura's role, Maori 34% and Pacific 4% (ERO 2009). These figures are in relative contrast to the wider school-aged population. New Zealand European made up 59.0% of the population; Maori was 21.6%, and Pacific 9.1% (Education Counts 2006). Gender divisions are not as evident though males are outnumbered by females 46% to 54% (ERO 2009). 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:pp1-33). It should be noted Te Kura caters for gifted and 'mainstream' students as well as alternative, special and other 'outside the mainstream' education.

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 2009 (latest data available) approximately 679 exemptions were granted.

The Ministry of Education reports that Maori students continue to have disproportionately high exemption rates although there has been a slight improvement in the last twelve months. "In 2009, the early leaving exemption rate for Māori students (21.2 per 1,000 15 year-old students) was almost four times higher than the rate for Pasifika (5.7 per 1,000 15 year-old students), and nearly three times as high as that for European/Pākehā (7.6 per 1,000 15 year-old students)"⁴⁷.

In 2009, 70 per cent of all early leaving exemptions were for males.

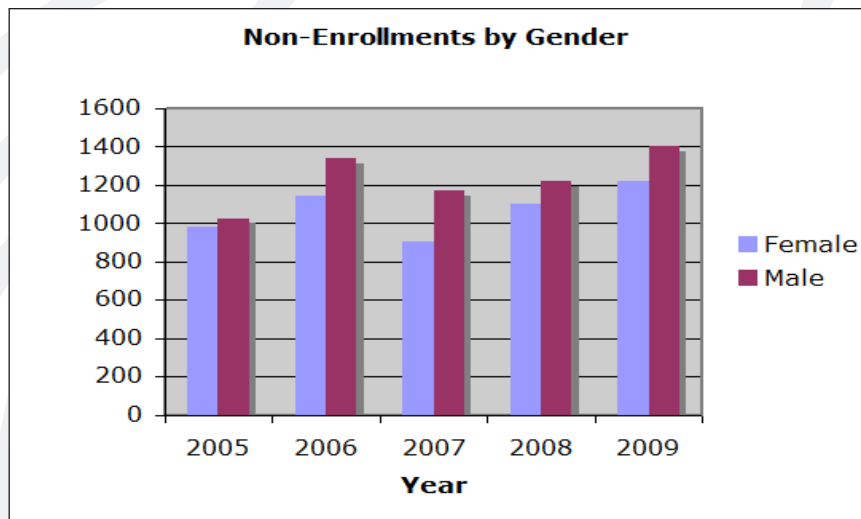
Most (81.2%) exempted fifteen year olds proceeded to a training provider in 2009, while fewer (10.5%) went into full time employment and the remainder (8.2%) to Polytechnic course.

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)⁴⁸.

Males under the age of 16 tend to outnumber females not enrolled in education.

Figure 6. Non-Enrolled Students by Gender at 1 July



Non-enrolments are much higher for Maori (61%) 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%.

Figure 7. Non-Enrolled Students by Ethnicity at 1 July

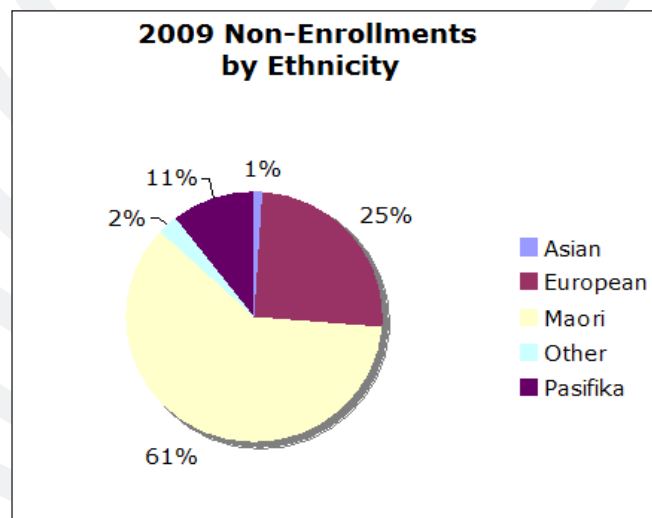


Table 5: Number of Non-enrolled students by ethnic group

	2005	2006	2007	2008	2009
Asian	11	12	15	32	32
European	542	667	582	544	662
Maori	1222	1560	1226	1409	1585
Other	38	31	38	51	63
Pasifika	193	210	219	279	277
TOTAL	2006	2480	2080	2315	2619

The highest proportion of non-enrolled students were those aged 14 and 15 years.

Table 6: Number of Non-enrolled students by age

Age	2005	2006	2007	2008	2009
11	51	44	50	102	129
12	100	118	104	172	193
13	307	400	321	536	535
14	726	881	785	911	958
15	821	1037	819	593	804

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 13, 14 and 15 year olds in employment, training or education exceeded population estimates (indicating there are few or no young people of this age outside of education, employment or training).
- In 2009 there were approximately 2,060 16-year olds, 3949 17-year olds and 8695 18-year olds outside of education, employment or training.
- The number of young people aged 13 to 17 outside of education, employment or training appears to have trended downward since 2007.⁴⁹

These figures are indicative only and based on population estimates rather than an exact count of 13-17 year olds.

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 7: 2009/10 Appropriations for Special and Alternative Education

Category	Vote	Amount Appropriated 09/10
Interventions for Target Student Groups	Education	226.442million
Targetted Education and Training Grants ⁵⁰	Education	80.0million
Special Needs Support	Education	294.550million
TOTAL		600.992 million

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.” (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 2010, the Ministry of Education employed 47692.6 full time equivalent (FTE) teachers. The largest proportions of teachers were Pakeha and female. 1019.2 FTEs were employed at special schools and 311.8 FTEs at the Correspondence School.

Data on the number of teachers employed in other areas of special or alternative education were unavailable⁵¹.

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 role⁵² 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 has recently been reviewed and Government's response to the review findings are yet to be announced.

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 parent 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 760,859 students (aged 5-22) enrolled in schools in 2009. 2871 students attended special education schools and 40,000-60,000 received special education funding. 1434 students held alternative education places within the year, 6076 were enrolled with Correspondence School, 280 places were available at activity centres and 463 young people attended teen parent units. Over two thirds of alternative education 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 2010, the Ministry of Education⁵³ employed 47692.6 full time equivalent (FTE) teachers. 1019.2 FTEs were employed at special schools and 311.8 FTEs at the Correspondence School.

ENDNOTES

¹ <http://www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/PolicyAndStrategy/PlanningReportingRelevantLegislationNEGSAndNAGS/TheNationalEducationGuidelinesNEGs.aspx>; 1/3/2010.

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 "A long term plan for changing New Zealand from a disabling to an inclusive society" (NZ Government 2010). Developed in consultation with the disability sector.

⁵ Adopted by New Zealand in 2008, this convention commits New Zealand to promote access, inclusion, empowerment, equality and the right to education.

⁶ An early intervention programme for 3-7yr olds displaying behaviour problems, with two sites – one in Auckland and one in Christchurch.

⁷ <http://www.minedu.govt.nz/NZEducation/EducationPolicies/SpecialEducation/ServicesAndFunding.aspx>. 17 May 2010.

⁸ As at 1 March 2011.

⁹ The school can retain 10% of the funding for administration purposes.

¹⁰ Personal correspondence, Ministry of Education, November 2010.

¹¹ <http://www.beehive.govt.nz/speech/alternative+education+2010+forum>; 22 February 2011.

¹² www.educationcounts.govt.nz/indicators/student_participation/schooling/1951; October 2010.

¹³ sections 29 and 31 outline Board of Trustee responsibilities.

¹⁴ www.tki.org.nz/r/governance/attendance/dts_e.php; 17 May 2010.

¹⁵ 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.

¹⁶ <http://www.minedu.govt.nz/theMinistry/EducationInitiatives/PositiveBehaviourForLearning/ThePlan/KeyProgrammesAndActivities.aspx>. 17 May 2010.

¹⁷ 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.

¹⁸ Including violent offending.

¹⁹ Fergusson 2005 in MSD (2007).

²⁰ 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.

²¹ Ministry of Education Annual Report 2009.

²² <http://www.minedu.govt.nz/Parents/AllAges/EducationInNZ/SchoolsInNewZealand/SchoolTypes.aspx>. 17 May 2010.

²³ 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).

²⁴ For children and young people in years 1-13, students fulfilling any one of the requirements are entitled to enrol: 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).

²⁵ Exclusion refers to the formal removal of a student aged under 16 from the school and the requirement that the student enrol 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 enrol elsewhere Ministry of Education (2009).

²⁶ Consortia are made up of either a number of schools, or one individual school. A consortium may contract with several providers.

²⁷ It should be noted that in some cases, the school provides their own Alternative Education programme to alienated students (Te Kete Ipurangi 2002).

- ²⁸ 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.
- ²⁹ Personal communication Ministry of Education, April 2010.
- ³⁰ Personal communication Ministry of Education, November 2010.
- ³¹ <http://www.beehive.govt.nz/speech/alternative+education+2010+forum>. 30 September 2010.
- ³² http://www.educationcounts.govt.nz/statistics/schooling/july_school_roll_returns/6048; 25 March 2011.
- ³³ The National Qualifications Framework, with links to the National Certificate of Educational Achievement.
- ³⁴ 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).
- ³⁵ <http://www.tec.govt.nz/Funding/Fund-finder/Training-Opportunities/>.
- ³⁶ http://www.nzherald.co.nz/salvation-army/news/article.cfm?o_id=500505&objectid=10590186.
- ³⁷ <http://www.educationcounts.govt.nz/publications/series/2259/13246/47712>; 9 March 2010.
- ³⁸ <http://www.educationcounts.govt.nz/publications/series/2259/13246/47712>; 9 March 2010.
- ³⁹ Ministry of Education (2009b).
- ⁴⁰ Ministry of Education (2009b).
- ⁴¹ <http://www.educationcounts.govt.nz/publications/series/2259/13246/47712>; 9 March 2010.
- ⁴² <http://www.educationcounts.govt.nz/publications/series/2259/13246/47712>; 9 March 2010.
- ⁴³ Ministry of Education 2011.
- ⁴⁴ <http://www.educationcounts.govt.nz/publications/series/2259/13246/47712>; 9 March 2010.
- ⁴⁵ By year ending July 1.
- ⁴⁶ http://www.educationcounts.govt.nz/_data/assets/file/0018/48213/students2.csv; 9 March 2010 and http://www.educationcounts.govt.nz/_data/assets/excel_doc/0003/71841/Roll-by-studtype-and-FYL.xls; 9 March 2010.
- ⁴⁷ http://www.educationcounts.govt.nz/indicators/student_participation/schooling/1951.
- ⁴⁸ Data supplied by the Ministry of Education 2010, on request.
- ⁴⁹ Source: Ministry of Education, March 2010.
- ⁵⁰ Initiatives to provide living supports for students at risk who need to move away from home to pursue alternative education options.
- ⁵¹ http://www.educationcounts.govt.nz/statistics/schooling/ts/teaching_staff.
- ⁵² 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.
- ⁵³ http://www.educationcounts.govt.nz/statistics/schooling/ts/teaching_staff.

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Social Work and Social Policy Programme
Massey University
Private Bag 11 222
Palmerston North 4442
New Zealand

