

Briefing Note: School network assessment Aotea, Porirua

To:	Hon Chris Hipkins, Minister of Education		
Date:	5 September 2018	Priority:	High
Security Level:	In Confidence	METIS No:	1126753
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Messaging seen by Communications team:	No	Round Robin:	No s 9(2)(a) OIA

Purpose of Report

The purpose of this report is for you to:

Note the outcome of community consultation on the future of education in northern Porirua.

Note school aged population growth in northern Porirua is occurring at a lower rate than previously anticipated and that this growth rate does not support establishing a new primary school in the Aotea development at this time.

Note there is expectation in the Aotea community that a school will be built, and not building a school will attract attention from the local community and potentially the media.

Summary

1. Aotea is a suburb in northern Porirua. The area has experienced sustained greenfield residential development over the past 15 years and will continue to do so until 2024
2. In 2016 and 2017 the Ministry engaged with the north Porirua community to discuss the future of schooling in the area. This included potential options to accommodate a projected increase of 190 additional students in the Aotea development by 2021. The options consulted on took into account that there was capacity across the existing northern Porirua schooling network but some parts of the existing network were highly utilised.
3. The Ministry engaged with the community on four potential options. The community's most supported option was the development of a new full primary school to service the Aotea development.

4. We undertook further analysis on this option in early 2018 using the most up to date data. This analysis showed that school age population growth has not increased as we projected in 2016, and now we expect a slower rate of growth over a longer period of time followed by decline from the mid 2020s. This means that a new school in the Aotea area is not required in the short to medium term (3 – 5 years).
5. We will work with the schools in northern Porirua to review their enrolment schemes, manage their out of zone students and look at other, smaller scale responses to growth if required.
6. We will continue to work with Porirua City Council to update population projections for northern Porirua and monitor the situation frequently as we get new data and residential development progresses in the area.
7. We anticipate members of the community will be disappointed by this decision. We also anticipate media interest and letters to your office.

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A handwritten signature in blue ink, appearing to read 'Katrina Casey'.

Katrina Casey
Deputy Secretary
Sector Enablement and Support

5/19/2018

Background

1. Porirua has three distinct communities that have historically been treated separately for education network purposes; Porirua North, East and West.
2. Reshaping education in Porirua had been a priority for the previous government. The first stage of this work was producing a Northern Porirua Network Plan in response to growth projected as a result of the Aotea development. Following this, work was to be undertaken on the plans for Porirua East and then Porirua West.
3. Of the 33 schools in Porirua, 11 make up the northern Porirua network. These schools are outlined in Table 1.

Table 1: Northern Porirua Schools

School	Type
Adventure School	Full Primary, State
Discovery School	Full Primary, State
Papakowhai School	Full Primary, State
Paremata School	Full Primary, State
Pauatahanui School	Full Primary, State
Plimmerton School	Full Primary, State
Postgate School	Full Primary, State
Pukerua Bay School	Full Primary, State
Rangikura School	Full Primary, State
St Teresa's School	Contributing, State Integrated
Aotea College	Secondary, State

4. All schools in northern Porirua, except Paremata School, are part of the Northern Porirua Community of Learning | Kāhui Ako.
5. Since 2010, there has been a net increase in student numbers at northern Porirua schools. This increase is outlined in Table 2. To date this has been accommodated within the existing schooling network and managed through zoning and the addition of a small number of roll growth classrooms.

Table 2: March 1 Roll Return Data for Northern Porirua Schools

	2010	2011	2012	2013	2014	2015	2016	2017	2018
Number of Students	3,924	4,013	3,998	4,083	4,091	4,173	4,197	4,346	4,390

6. Eight of the northern Porirua primary schools currently operate enrolment schemes. The four closest enrolment schemes to the Aotea development are attached as Annex 1.
7. All schools take out of zone students, both from northern and wider Porirua. The number of out of zone students as at March 1 2018 are listed in Table 3.

Table 3: Out of Zone Students at Schools in Northern Porirua as at 1 March 2018.

School	Number of Out of Zone Students	Total roll
Adventure School	75	439
Discovery School	63	447
Rangikura School*	6	370
Postgate School	207	318
Papakowhai School	13	451
Paremata School	199	368
Pauatahanui School	90	209
Plimmerton School	46	479

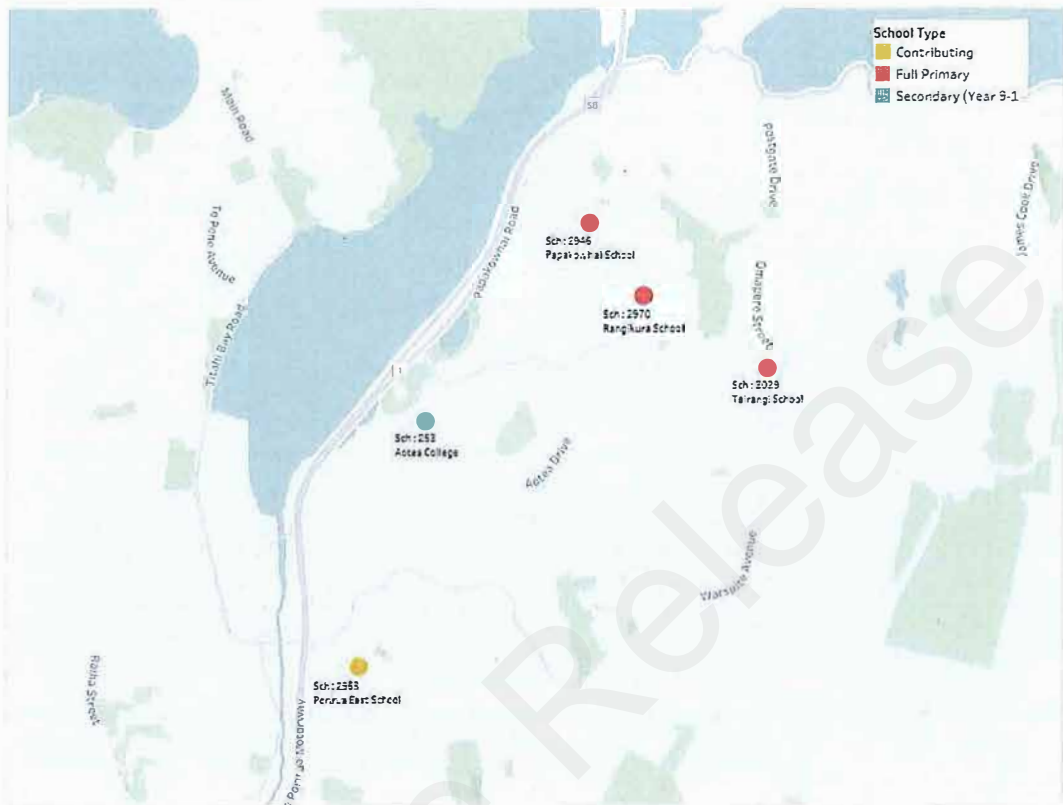
**Scheme implemented January 2018, only out of zone students enrolled this year are included in the out of zone total.*

The Aotea Development

8. Over the past 15 years there has been greenfield development in northern Porirua which has been centred around the new suburb of Aotea. Throughout the development of Aotea we have been monitoring population projections. The suburb was initially projected to be completed in 2021, but development has slowed and it will now be completed in 2024. This will result in an additional 1,200 to 1,500 houses over the life of the project.
9. The closest schools by road to the Aotea development are Papakowhai and Rangikura. This is shown in Figure 1. Rangikura and Papakowhai schools are about the same distance from the Aotea development. Papakowhai School has been the school of choice for the Aotea community while Rangikura School attracts very few enrolments from Aotea.

Figure 1: Map of Porirua showing schools near Aotea subdivision

Schools in Aotea, Porirua



Note Tairangi and Porirua East schools are not part of the northern Porirua network, but are adjacent to it. They are considered part of the eastern Porirua network.

10. Both Papakowhai and Rangikura schools have grown considerably. Papakowhai School's growth is largely a result of the Aotea development. Rangikura School's growth is a result of until recently not having an enrolment scheme. In 2018, Rangikura School implemented an enrolment scheme which includes Aotea. This has led to a reduction of 37 students at the school. The growth the schools have experienced since 2010 is outlined in Table 4.

Table 4: March 1 Roll Return Data for Papakowhai and Rangikura Schools

School	2010	2011	2012	2013	2014	2015	2016	2017	2018
Papakowhai	300	294	307	328	332	379	398	418	451
Rangikura	308	317	316	332	351	364	380	407	370

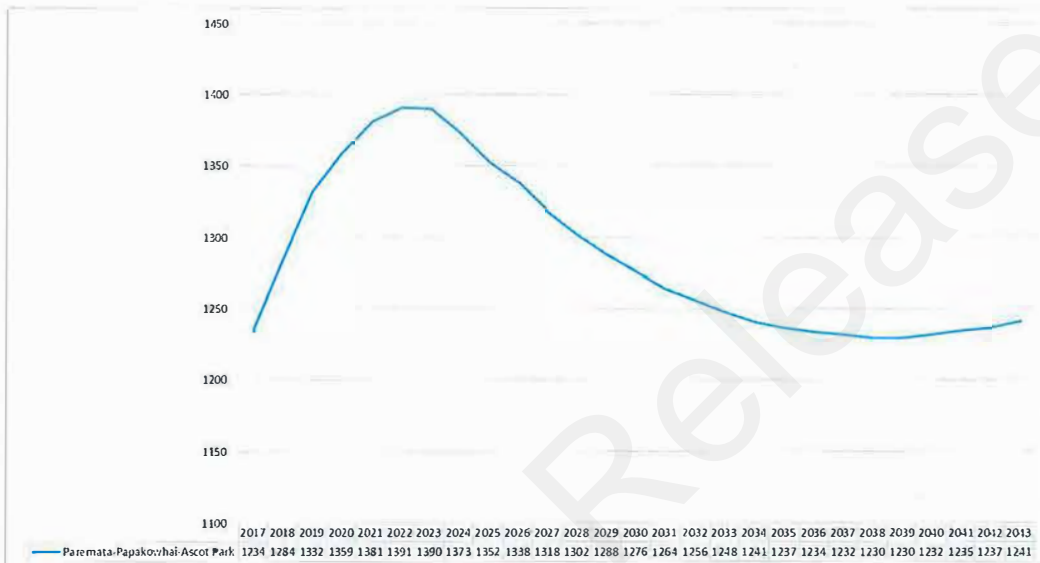
11. Although the Aotea development will eventually increase secondary student numbers in northern Porirua, this growth can be accommodated at Aotea College. Because of this, we have not consulted on secondary provision.

Consultation

12. Based on our projections in August 2016 the Minister of Education agreed to consultation with the wider community about future education provision in northern Porirua.

13. Consultation was based on our analysis undertaken in 2016 and early 2017 indicated an additional 190 students in the Aotea, Papakowhai, Ascot Park and Paremata area by 2021. The projected growth was unable to be accommodated at Rangikura or Papakowhai schools. From 2021 the primary school age population in the same area was then anticipated to decline. This is because although there is growth in Aotea, it is offset by a continual decline in the Papakowhai, Paremata, Ascot Park areas. This is illustrated in Figure 2.

Figure 2: Population Projections from Forecast id (April 2016).



14. The first phase of consultation was completed in May 2017 with over 100 submissions received. From this, four options were developed for further consultation. These options were:
- Change the year levels of Aotea College to Year 7 - 13 and establish a new Year 1 - 6 primary school. For this option to be viable, a number of schools would need to agree to change their provision to Year 1 – 6.
 - Establish a new Year 1 - 8 primary school, and change enrolment zones to create a zone for the new school.
 - Establish a second campus of Papakowhai School and change enrolment zones to create a zone for Papakowhai that included the second campus and its surrounding areas.
 - Change the year levels of Aotea College to Years 7 – 13, and create a Year 7 – 10 middle school campus and a Year 11 – 13 senior secondary campus on the current Aotea College site. A number of primary schools would change to Year 1 - 6.
15. This was followed by an online survey with over 200 responses received in August 2017. The development of a network plan for northern Porirua was started following this and a report back to the community was expected in 2018.
16. The option most supported by the community was the development of a new primary school to service the southern end of the Aotea development. This new school would be small in scale with approximately 200 students. Any option that decapitated primary schools was not favoured by the community.


Revised 2018 Information

17. Further analysis was undertaken in Term 1 2018 prior to any potential budget bid for a new primary school. Although Porirua City Council population forecasts have not been updated since 2016, roll returns from all local schools showed the projected increase in school age population had not occurred at the rate expected. High level analysis of the March 2018 roll returns for Rangikura and Papakowhai Schools indicates that there will be 58 fewer students than anticipated at these schools in October 2017.
18. Implementation of the enrolment scheme at Rangikura School has seen its roll reduce further, with 37 fewer students at 1 March this year. It is anticipated as the enrolment scheme takes effect the roll will continue to decline.
19. The slower than anticipated growth and the impact of Rangikura's enrolment scheme has meant, as at March 1 2018, there were 95 fewer students at the schools than projected.

Decision on a Primary School in Aotea

20. Recent demographic and school roll information indicates that there is no need to establish a primary school in Aotea at this time. This is because:
 - a. The number of students in northern Porirua, particularly in Aotea and Papakowhai have not increased at the rate projected in 2016.
 - b. The population of students is meant to peak in 2021 and then return to levels similar to today until 2043. It is unlikely a new school could be operational by this time.
 - c. The implementation of an enrolment scheme at Rangikura School has created capacity to accommodate more students if required.
 - d. There is capacity across northern Porirua that can be managed through better zoning and schools effectively managing their enrolment schemes.
 - e. Building a primary school in Aotea would add capacity into the northern Porirua network where it isn't required. It would also likely have a significant impact on Papakowhai School's roll.
21. We will review the need for primary provision as part of the Budget and forecasting processes.

Options for Managing Future Growth

22. There is capacity at Rangikura School to accommodate growth. 
23. We plan on undertaking a collaborative review of all school zones in northern Porirua in early 2019. This will include the zones of the schools around the Aotea development. As part of this process we will work with schools to reduce their out of zone student numbers.

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24. There is potential in the review process to provide additional schooling choice for Aotea residents.



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25. We will continue to monitor roll growth and analyse all available population data. If this indicates additional capacity is required this will be considered as part of the annual Budget process.

26. We also have the option to investigate potential change of class for existing schools, although we note this was not the community's preferred option to respond to growth.

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28. Porirua City Council has recently consulted on its draft long term plan. It is suggested that there will be zoning changes for parts of the city, including Ascot Park and Papakowhai. If intensification is approved, there is potential that infill housing could increase the school aged populations in this area. If the zoning change occurs, we will revise our planning.

Key Risks

29. We are aware that there are some expectations in the community that a new school could be built in the area. This has been reinforced by the Aotea subdivision developer and real estate agents who have referenced a new school when selling houses. There will be significant disappointment by the decision not to proceed with a new school at this point.
30. Responses to this news will likely include media attention and letters to your office. This will be managed by a statement from us communicated to submitters, with information released that shows the reasons for the decision. Key messages have been developed as below. We will inform all northern Porirua schools and key stakeholders (such as the Aotea Residents Association) that we will not be proceeding with building a school in Aotea at this time. We will then update the wider community via our website.

Next Steps

31. We will communicate with the boards of the northern Porirua schools and the Aotea Residents Association as soon as you have reviewed this briefing and are in agreement with the proposed approach. We will also update Porirua City Council.
32. We will update the northern Porirua section of our website with the results of the network assessment and the plans for the future in this area.
33. The work done to date on northern Porirua will along with work to be done in the East and West will result in the development of comprehensive plans for the future schooling needs of each community.

34. We will work with all schools in northern Porirua in Term 1, 2019 to review their enrolment schemes.
35. We will analyse all available population information and school roll data each October, from October 2019 to review the decision not to proceed with the school.

Key messages

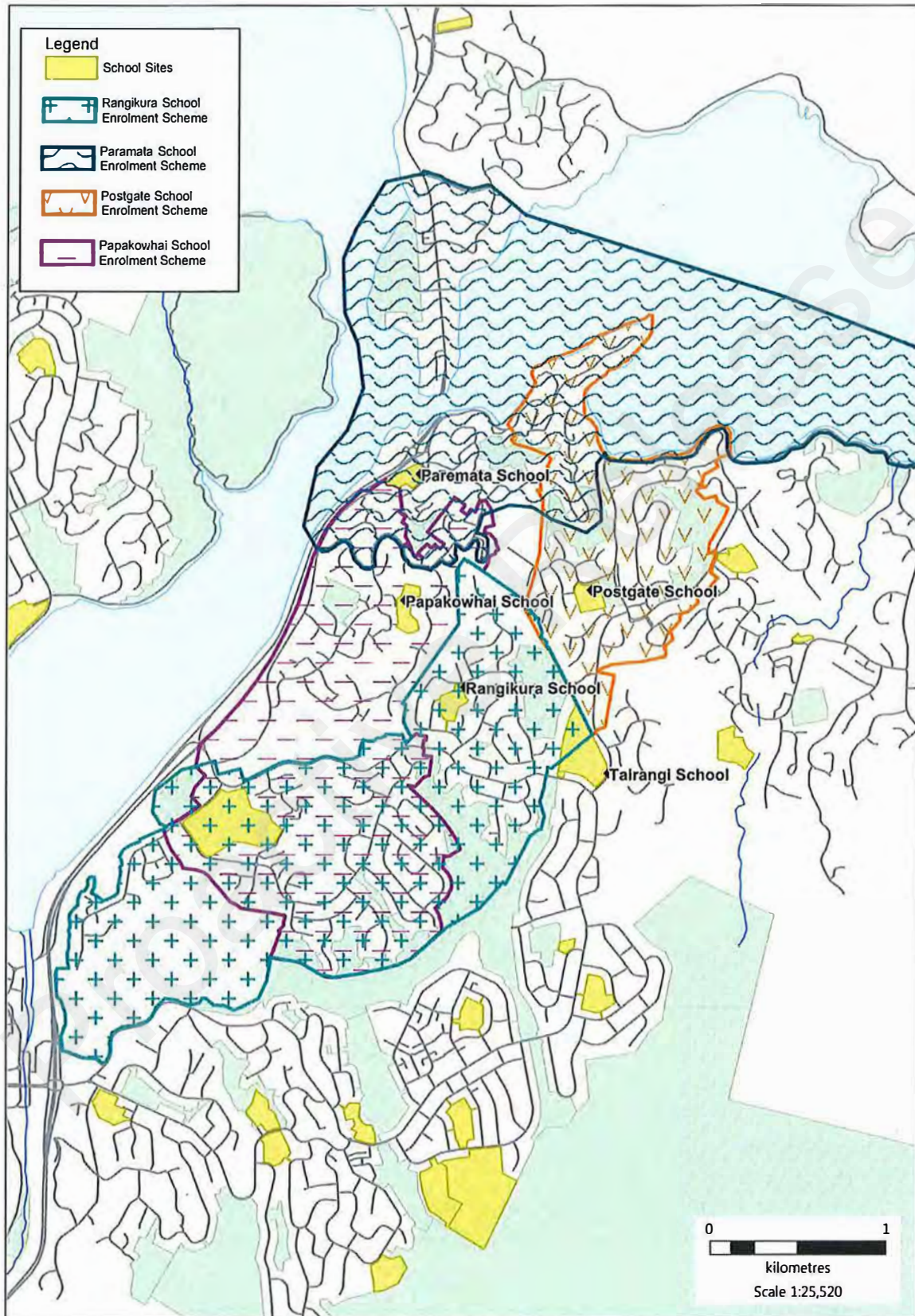
36. We seek to build the world's best education system for every New Zealander with learners at the centre of our considerations.
37. Effective network provision is a foundation component of an education system that provides equity and excellence for all its students.
38. A new school is a large scale investment and as such, a decision to establish one is not taken lightly.
39. The most recent data shows that the southern end of the Aotea development is not generating as many school age students as were initially projected. This means that the school age population growth that we had projected for the area has tracked lower than our initial 2016 projections.
40. Given this situation, we are not able to progress the proposal for a new school for Aotea at this time. We will continue to analyse population and school roll information across northern Porirua and how we might support access to schooling across Aotea and Porirua.
41. We thank the community for taking part in consultation on this matter for the last few years. We do consult communities about schooling provision from time to time. Not all consultations result in new schools.
42. We will keep the northern Porirua community updated with any relevant information.
43. In the meantime, we are continuing to work to ensure there is capacity in existing schools to meet current levels of need.

Annexes

Annex 1: Current North Porirua school enrolment zones near the Aotea Block

Annex 2: Questions and Answers

Annex 1: Current North Porirua school enrolment zones near the Aotea Block



Annex 2: Questions and Answers

Northern Porirua Questions and Answers

Why did the Ministry consult on the future schooling provision in northern Porirua if now the decision is to not build a school at this time?

We consulted on the future schooling provision in northern Porirua because the best available information at the time told us that by 2021 we'd need to accommodate 190 more students in the schools around Aotea. We wanted to get the community's views on how best to achieve this. The consultation we undertook gave us a clear steer on the community's preferred option to accommodate growth.

This information will be used to inform any future consultation on the northern Porirua school network.

Why is the Ministry not building a school?

Earlier this year we reviewed the most up to date population projections and school roll information. These indicated that growth was not occurring at a rate anticipated in 2016 and that there was capacity in the local schooling network. This analysis indicated that at this stage, managing growth can be done via a collaborative review of all northern Porirua school's enrolment schemes.

The Ministry will continue to monitor the population projections and school rolls across northern Porirua and each October will review if a school is required.

Porirua City Council may encourage brownfield development in northern Porirua. How will this be accommodated?

If zoning is changed in northern Porirua we'll work with the city council and evaluate the projected impact of the change on the schooling network.

Why did the Ministry consult on options for future schooling and then not adopt the community's favoured option?

In 2016, population projections indicated that we needed to accommodate approximately 190 additional students into the schools in northern Porirua. Establishing the northern Porirua community's view was an important part of our plan to respond to this growth.

The most up to date information indicates that the growth is not occurring at a rate that supports establishing a new school.

Why has this process taken so long? The community were told we'd have an update in early 2018.

We wanted to make the decision based on the most up to date information. This includes information from schools on their enrolments. This information became available in April and since then we've been working on analysis since then.

Establishing a new school requires a significant amount of information. This includes projections on the number of children who will likely attend.

What happens if more children move in to Aotea?

We'll continue to monitor population projections and roll information for schools in northern Porirua. If the school aged population is projected to increase we will work out the best response to this growth.

How long does it take to build a school if one is needed?

It varies, depending on land acquisition, designation, design and build.

What is the Ministry planning to do to address population growth?

We're going to work with schools across northern Porirua to review their enrolment schemes. A number of these schemes are no longer fit for purpose and have resulted in schools taking a large number of out of zone students. Amending the existing enrolment schemes will create capacity in northern Porirua.

What if there's no land to build a school in Aotea if it's needed?

If a school is required in the future we'll work out the best location for it from land available at the time.

Why is the Ministry not building an intermediate to alleviate pressure in all schools in Northern Porirua?

An additional school is not required at this point in time and may not be required in the future. Feedback provided during consultation indicated that decapitating full primary schools was not a preferred option.

Where will residents of Aotea send their children to school?

Aotea residents are in zone for Rangikura School and can send their children there. Some parts of Aotea are also zoned for Papakowhai School. There is potential in the future, following the collaborative review of enrolment schemes for Aotea to be zoned for other schools.

Parents are also able to apply for schools with enrolment schemes that operate a ballot for out of zone students.

There are other developments around Porirua, including at Plimmerton and Titahi Bay.

What is the Ministry planning to do about these?

We're currently working with Porirua City Council to understand the scale of development and the implications for the schooling network.

Why do people living closer to Rangikura School have access to Papakowhai School than people living further away?

Papakowhai has an enrolment scheme that encompasses Papakowhai and parts of Aotea. This is the school's traditional catchment and acknowledges that there is an overlap area between Papakowhai and Rangikura schools where students may attend either school.

Is decile two Rangikura an option for the Aotea community?

Aotea is currently zoned for Rangikura School. This means students living in the zone are automatically entitled to attend Rangikura.

Why isn't the Ministry building more classes on Papakowhai?

There are challenges associated with intensifying Papakowhai School's site further with access and parking. Increasing capacity isn't as simple as adding classrooms.

Proactive Release