



Education Report: Initiating consultation over a proposed change of class for Te Kura Kaupapa Māori o Ōtepoti (2351)

To:	Hon Chris Hipkins, Minister of Education		
Date:	12 June 2020	Priority:	Medium
Security Level:	In Confidence	METIS No:	1227692
Drafter	Lynette Cochrane, Senior Advisor	DDI:	9(2)(a)
Key Contact:	Julie Anderson, Director of Education for Otago - Southland	DDI:	
Messaging seen by Communications team:	No	Round Robin:	No

Purpose of Report

The report seeks your approval to undertake consultation for a change of class for Te Kura Kaupapa Māori o Ōtepoti (2351) under section 153(1) of the Education Act.

This kura is currently a Year 1-8 full primary school, with Year 9-13 students educated on site through a satellite arrangement with Te Wharekura o Arowhenua, in Invercargill. The board of trustees has applied to become a composite Year 1-13 wharekura so that there is a local Māori Medium Immersion (MMI) pathway beyond Year 8 in Ōtepoti and in Otago.

Summary

- 1 Te Kura Kaupapa Māori o Ōtepoti (TKKM o Ōtepoti) is a co-educational Year 1-8 full primary school in Dunedin.
- 2 Since 2019, TKKM o Ōtepoti has retained Year 9-13 students on site through an approved satellite arrangement with Te Wharekura o Arowhenua (Invercargill). This means that secondary students enrol at that kura, but are educated at TKKM o Ōtepoti. Seven Ōtepoti-based students are currently being educated through this satellite arrangement.
- 3 In 2016, the kura and whānau began working on their aspiration for a change of class application. The stable whānau mana whakahaere at the kura has enabled them to be in the position to apply for wharekura status.

- 4 The kura is well positioned to support its older students and we also consider that this application presents an opportunity to promote a whānau-led, total immersion educational pathway. It supports the *Tau Mai Te Reo* strategy and the Ministry's aim to improve educational outcomes for Māori.
- 5 Approval of this application would also support *Maihi Karauna*, the Crown's Māori language strategy and foster increased participation and success for Māori students through the advancement of Māori education initiatives. It aligns with the *Ka Hikitia* vision of Māori enjoying educational success as Māori and also with the direction of the national network plan to support Māori medium education in the network, currently under development.
- 6 The kura has informed Te Wharekura o Arowhenua and all schools whose rolls might be affected of their intention to seek wharekura status. None objected to the application. The impact on the rolls of local schools is very small, as no other local schools offer a Level 1 MMI pathway.
- 7 The net additional operational cost to the Crown is estimated at approximately \$122,000 (excl GST) per annum. TKKM o Ōtepoti is considered low financial risk.
- 8 There is a redevelopment project currently being undertaken at the kura by Capital Works. As the wharekura grows, there might be a requirement for additional space in the future. This would be subject to the usual roll growth budget prioritisation process. There is adequate land for this.
- 9 We have been working with the board following the COVID-19 Alert Level 4 lockdown as a number of staffing challenges have arisen. These can be resolved and the board is well placed to manage this. However, a shortage of teachers able to teach within a Māori medium context means that the board is developing short term solutions through whānau connections to enable curriculum coverage in Term 2. We have provided \$20,000 in special reasons funding to support this work and to help cover additional relief costs.
- 10 We recommend you approve consultation on this proposal for Year 1-13 Māori medium provision for Otago. A regional priority in the Otago-Southland region is the sustainable provision of high quality pathways for learners and whānau.

Recommended Actions

The Ministry of Education recommends you:

- a. **agree** to initiate consultation under section 157 of the Education Act 1989 (the Act), over a proposal to change the class of Te Kura Kaupapa Māori o Ōtepoti (2351), from a Year 1-8 full primary school to a Year 1-13 composite school, which the Ministry would conduct on your behalf;

Agree / Disagree

- b. **sign** the attached letter to the board of trustees chairperson informing the board of your decision;

- c. **agree** that this Education Report be proactively released once the final decision is made. Any information that might need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Release / Not Release

Katrina Casey
Deputy Secretary
Sector Enablement and Support

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Hon Chris Hipkins
Minister of Education

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Background

- 1 TKKM o Ōtepoti was established in 1994 on the outskirts of Dunedin to provide Māori immersion education for the tamariki (children) of the city and surrounding area. Initially the kura operated as a satellite school under the guidance and support of Te Wharekura o Arowhenua (Invercargill) until it was awarded designated character status in 1998.
- 2 TKKM o Ōtepoti is a decile 2, Year 1-8 Kura Kaupapa Māori located in Ōtepoti, Otago. The current Year 1-8 roll is 44. The kura has seven Year 9-13 taura (students) via its satellite arrangement with Te Wharekura o Arowhenua.
- 3 In 2016, the board first resolved to apply for wharekura status. In this year the kura completed the foundational picture of what whānau wanted, visited with TKKM o Tuia te Matangi to investigate its model and met with Te Wharekura o Arowhenua.
- 4 TKKM o Ōtepoti held a hui in 2017 with whānau and taura of Te Kura Poutama (wharekura) to discuss ideas on what they wanted in their wharekura. The strategic plan annual goals were confirmed, and off-site satellite class approval was given in 2018.
- 5 In February 2020, the TKKM o Ōtepoti Board of Trustees submitted an application to create a local Māori immersion pathway for their taura. The board believes having this pathway would better serve the needs of taura and whānau, both academically and in pursuit of their vision for Māori achieving success as Māori.
- 6 The application lists significant local and regional relationships that would support teaching and learning in a wharekura setting.

Education at the kura

- 7 The Education Review Office (ERO) last reviewed TKKM o Ōtepoti in December 2018. The ERO report states:

“Students interact positively and respectfully with their peers and with others. They are happy, secure and confident learners. The whānau are in the initial stages of applying for wharekura status. There is a strong focus on ensuring good outcomes for students across the kura”.
- 8 The kura is currently on a one-to-two years – Te Pūpuketanga – Development Evaluation. ERO recommends the whānau:
 - work with Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa to build whānau knowledge and understanding of Te Aho Matua
 - use analysed assessment information to provide targeted support for students with specific learning needs.

- 9 We have been working with the board following the COVID-19 Alert Level 4 lockdown as a number of staffing challenges have arisen. These can be resolved and the board are well placed to manage this. However, a shortage of teachers able to teach within a Māori medium context means that the Board is developing short term solutions through whānau connections to enable curriculum coverage in Term 2. We have provided \$20,000 in special reasons funding to support this work and to help cover additional relief costs.
- 10 Under the leadership of the new tumuaki, and given the stability of the board and support from whānau, the school is well positioned to move forward positively and grow into a wharekura.

Financial and Staffing Implications

- 11 Confirmed staffing costs associated with the change of class will be provided in the next report, should you approve consultation.
- 12 TKKM o Ōtepoti has adequate staffing to provide its secondary programme. The kura has 3.10 Full Time Teacher Equivalent entitlement from its staffing roll of 44.
- 13 The following table sets out the 1 March 2020 rolls of TKKM o Ōtepoti, including the students enrolled through the satellite arrangement with Te Wharekura o Arowhenua.

Table 1: 1 March 2020 roll for TKKM o Ōtepoti

Year	1	2	3	4	5	6	7	8	9	10	11	12	13
TKKM o Ōtepoti	7	7	2	6	8	7	5	2					
Satellite arrangement									4	2	1		

- 14 The additional annual operational cost to the Crown from the proposed change is estimated to be approximately \$150,000 (excl GST). Against this, Te Wharekura o Arowhenua would cease to receive \$27,683 (excl GST) per year in split site funding for operating the satellite arrangement.
- 15 The kura suffered an operating loss of \$12,978 in 2018. Previous to this loss, TKKM o Ōtepoti had maintained good budget surpluses, and the management and board of trustees have strengthened their balance sheet by \$100,000 over three years. Working capital is positive indicating that they have cash to pay their obligations.
- 16 The school's assets are depreciated by 82%, which means that they are almost at the end of their useful life, and funds will be needed to replace these in the near future. Capital expenditure can significantly influence the school's financial situation.
- 17 Overall the school is classified as low risk financially.

Māori medium secondary provision in the local area

- 18 Year 8 graduates from TKKM o Ōtepoti have previously had no Māori Medium Immersion (MMI) choice for their Year 9-13 schooling as there are no wharekura in Otago. This is currently met through the satellite arrangement. The board and whānau at Ōtepoti would like a local MMI education pathway in Ōtepoti and Otago.

- 19 The nearest wharekura to Ōtepoti is Te Wharekura o Arowhenua in Invercargill. It is a 196 km trip of about 2 hours and 30 mins by car from the TKKM o Ōtepoti.
- 20 While currently students in Year 9-13 sit under them in the satellite arrangement, there has been an understanding that TKKM o Ōtepoti would ultimately seek to become a wharekura. Due to the distance from each education provider, the impact is viewed as minimal.
- 21 Secondary schools in Ōtepoti will not have their rolls impacted by the change of class, due to the highly developed level of te reo Māori required to be accepted as a taura in wharekura.
- 22 The analysis of the change of class proposal suggests that a change of class would formally recognise the pathway being provided at the kura for students wanting secondary level Māori medium in an immersion setting. The change would be a significant recognition for the kura whānau and improve facilities for secondary students, but is likely to have little effect on the rolls of other kura, primary or secondary schools.
- 23 We propose to consult the kura and schools in the Otago-Southland region that provide secondary level Māori medium programmes. Due to the familiarity with the situation at TKKM o Ōtepoti, we expect the consultation to be concluded quickly and an Education Report put to you in time for implementation for Term 1, 2021¹, should you approve it.

Property and Transport Implications

- 24 The kura comprises two main buildings, approximately 30 years old, housing four teaching spaces, library, administration, resource room and bathrooms. A separate standalone building provides a caretaker space. The school site is approximately 7.5 hectares and there is sufficient room to expand the property provision.
- 25 There is a Capital Works project for redevelopment of property on the kura site. This involves the demolition and rebuilding of Block 1. Once Block 1 is rebuilt the kura will have teaching space to accommodate 77 students. This does not include specialist space. In the future, additional teaching space or specialist space might be required, especially as the wharekura grows. This would be subject to the usual roll growth budget prioritisation process.
- 26 There is sufficient space on site for additional buildings should these be required in the future.
- 27 No changes to existing transport arrangements are necessary. Transport entitlements for students at other schools in the area will not be affected. The kura provides its own transport for students.

¹ A change of class needs to be gazetted with a full term's notice before it can be implemented. This means that the change would need to be gazetted in Term 3, 2020 for it to be implemented in Term 1, 2021.

Conclusion

28 We consider it appropriate to consult on a possible change of class for TKKM o Ōtepoti for the following reasons:

- Approval of wharekura status would enable a MMI pathway for Year 1-13 in Ōtepoti and Otago and supports the Otago Southland regional priority for all ākonga to achieve Māori success as Māori.
- The change would also support *Maihi Karauna*, the Crown's Māori language strategy, foster increased participation and success for Māori students through the advancement of Māori education initiatives, and aligns with the *Ka Hikitia*. It also aligns with the national network plan to support Māori medium education in the network.
- The change is supported by Te Runanga Nui o Kura Kaupapa Māori and Te Wharekura o Arowhenua which has supported development of wharekura capability at TKKM o Ōtepoti through the satellite arrangement, and considers it ready to operate as a standalone wharekura.
- The local Māori student population and demand for Māori medium education is growing, and no school is likely to become marginal if the change is approved.
- The change is supported by those local schools with which the proposal has been discussed so far.
- The kura is well positioned to continue to strengthen its quality education provision. The latest ERO review notes there is a strong focus on ensuring good outcomes for students across the kura.

Next Steps

- 29 If you agree to initiate consultation please sign the attached letter to the chairperson of the board of trustees.
- 30 We will consult on your behalf with Te Wharekura o Arowhenua Board of Trustees, as required by section 157(2)(g) of the Act, and with the boards of all schools whose rolls might be affected by the proposed change of class, as required by section 157(3)(e) of the Act.
- 31 We will then prepare a final report for your consideration.
- 32 If you decline to initiate consultation we will prepare a decline letter for your signature.

Proactive release

- 33 It is intended that this Education Report be proactively released once you have made a final decision on the proposed change of class. Any information that might need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Annexes

Annex 1: Letter to the Board Chair

Proactively Released

Proactively Released

Ana Pene
Chairperson
Te Kura Kaupapa Māori o Ōtepoti Board of Trustees
378 Main South Road
Fairfield
Dunedin 9018

Dear Ana

Thank you for your application for a change of class at Te Kura Kaupapa Māori o Ōtepoti from Year 1-8 full primary school to become a composite Year 1-13 wharekura.

Changing the class of your school requires a statutory decision-making process. Under section 157 of the Education Act 1989 I must consult with the boards of all schools whose rolls might be affected and consider that feedback before I make a decision about your school becoming a composite Year 1 – 13 wharekura. I have asked the Ministry of Education to conduct this consultation on my behalf. I understand this will be done in Term 2 and 3, 2020.

Lynette Cochrane, Senior Advisor in the Ministry's Dunedin office, will inform you about the comments made by these boards and may meet with you to discuss their concerns (if any), as part of the consultation process.

If you have any other information or comments about the change that might be relevant, please forward them as soon as possible at Kathryn Palmer, Manager Education, at the Ministry's Dunedin office. Kathryn can be contacted on 027 433 2126 or at Kathryn.Palmer@education.govt.nz.

Yours sincerely

Chris Hipkins
Minister of Education

cc Julie Anderson, Director of Education for Otago-Southland