



Education Report: **Change of classification for Queen Elizabeth College (201)**

To:	Hon Jan Tinetti, Minister of Education		
Date:	21 August 2023	Priority:	Medium
Security Level:	In Confidence	METIS No:	1314154
Drafter:	Darryl Leath, Lead Adviser Network	DDI:	06 757 6477
Key Contact:	Marlene Clarkson, Director of Education for Taranaki, Whanganui, Manawātū	DDI:	06 349 6304
Messaging seen by Communications team:	No	Round Robin:	No

Purpose

This report seeks your approval for a change of classification for Queen Elizabeth College (201) from a Year 9–13 secondary school to a Year 7-13 composite school, under section 198(1) of the Education and Training Act 2020.

In December 2021, the then Minister of Education, Minister Hipkins, agreed to consult, under section 209 of the Education and Training Act 2020, on this proposal [METIS 1277794 refers]. The Ministry has now completed this consultation.

Summary

1. Queen Elizabeth College (201) is a Year 9–13, co-educational, state secondary school located in the Palmerston North urban area.
2. In August 2021, as part of the school's strategic plan, the Queen Elizabeth College Board (the applicant) applied for a change in classification to become a composite Year 7–13 school.
3. In January 2022, the Ministry began consultation with all school boards whose rolls might be affected by the possible change of classification.
4. As a result of this consultation, Awatapu College, Takaro School, Palmerston North Intermediate School, Monrad - Te Kura Waenga o Tirohanga, and Ross Intermediate School, raised concerns regarding the motivation for the change in classification. The Education Review Office (ERO) verbally expressed concerns to the Ministry about Queen Elizabeth College's ability to offer Year 7 and 8 education. These have since been resolved through further discussions with the school.

5. The Ministry advised the Queen Elizabeth College Board of the replies to the consultation and provided an opportunity for their response.
6. Due to a planned principal sabbatical and upcoming board elections, the Queen Elizabeth College Board requested additional time to address ERO's concerns and to explain their motivation for a change of classification with those schools that expressed concerns, particularly Takaro School, as the school most impacted by the potential change.
7. In May 2023, due to the time elapsed since initial consultation, we reconsulted with those schools whose rolls might be affected by the possible change of classification and with the New Zealand Post Primary Teachers' Association / Te Wehengarua (PPTA) and the New Zealand Educational Institute (NZEI).
8. As a result of the further consultation, 10 school boards supported the change of classification, three did not support the change, and one felt that they did not wish to make a comment.
9. The three boards that were not in support raised concerns around home zones and the possible impact on student rolls. Not being able to fully disclose the possible deferral of the opening date for the new Year 1–8 school in Ruapehu Drive, Palmerston North, has prevented us from answering the concerns raised.
10. In May 2023, ERO supplied Queen Elizabeth College with a positive ERO Evaluation Findings report that focused on the college's Homeroom as a mechanism to cater for year 9 and 10 learners that need an extra level of support for their learning.
11. Given the Year 7 and 8 network pressures in Palmerston North, the positive ERO Evaluation Findings report, and the consultation feedback, the Ministry recommends you agree to the proposed change of classification for Queen Elizabeth College from a Year 9–13 secondary school to a Year 7-13 composite school.

Recommended Actions

The Ministry of Education recommends you:

- a) **note** that in August 2021, we received an application from the Queen Elizabeth College Board asking to change their classification from a Year 9–13 secondary school to a Year 7-13 composite school; and
- b) **note** that in December 2021, under section 209 of the Education and Training Act 2020 (the Act), the then Minister of Education, Minister Hipkins, agreed to consult on the proposed change of classification for Queen Elizabeth College, and the Ministry has completed that consultation on your behalf; and
- c) **note** that 10 school boards supported the change of classification, three did not support the change, and one felt that they did not wish to make a comment. NZEI and PPTA were also consulted and raised concerns which have since been discussed with them; and

- d) **note** that a change of this type is required by the Act to be published in the New Zealand Gazette with a commencement date no earlier than the end of the term after the term during which the notice is published; and
- e) **agree** that under section 198(1)(b) of the Act, Queen Elizabeth College will change its classification from Year 9-13 secondary school to Year 7–13 composite school, effective from 1 January 2024.

Agree/ ☒ Disagree

If you agree, you are asked to:

- f) **sign** the attached letter to the Presiding Member of the Board and the local Members of Parliament informing them of your decision (Annex 1); and
- g) **sign** the attached New Zealand Gazette notice (Annex 2).

We also recommend that you:

- h) **agree** that this report will be proactively released as per your expectation. Any information that might need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Proactively Release / ☒ Not Release

If you decide to decline this application:

- i) **note** we will prepare an alternative letter informing the Presiding Member of the Board of your decision.



Jocelyn Mikaere
Hautū | Deputy Secretary
Te Mahau | Te Tai Whenua

21/08/2023



Hon Jan Tinetti
Minister of Education

27 08 2023

Background

1. Queen Elizabeth College is a co-educational, Year 9–13 state secondary school located in the Palmerston North urban area.
2. There are six state secondary schools in the Palmerston North urban area, four co-educational and two single sex. Other than Manukura, which is a Year 9-13, designated character school, Queen Elizabeth College (QEC) has the highest percentage of ākonga identifying as either Māori or Pacific learners.
3. The March 2023 roll at QEC was 310 ākonga. The ethnic breakdown was 65% Māori, 26% European/Pākehā, and 8% Pacific learners.
4. QEC is a member of Te Oro Karaka Rua Kāhui Ako.
5. On 22 June 2021, the principal informed the Ministry that following community engagement, members of the QEC community had requested the College consider offering education for Year 7 and 8 ākonga.
6. The community have requested this change as they believe that QEC provides a holistic approach to learning and teaching based on culturally responsive and relational pedagogies.
7. On 26 July 2021, we began working collaboratively with the QEC Board discussing the process and requirements for reclassification of the college. We received a formal application to reclassify QEC as a Year 7–13 composite school on 12 August 2021.
8. In October 2021, we shared a summation of our demographic report with the principal, indicating some initial concerns around the possible impact of reclassification on the neighbouring schools. This included the impact reclassification could have on the Year 7-8 roll of Takaro School.
9. The principal noted they had a growing uptake from schools outside of their usual demographic and considered QEC would be offering something different to the existing Year 7-8 schooling options.
10. The current Year 7-13 schools in Palmerston North are state integrated with a special character that reflects their religious tradition. As a state Year 7-13 school QEC proposed that they would be a state school option for the whole community. The principal predicted that if this change was approved, QEC would see a steady increase in their roll.
11. In April 2023, the Queen Elizabeth College Board notified the Ministry they had met with ERO and the Takaro School Board to discuss the issues raised. ERO advised the school they no longer had issues with the proposed change and the Takaro School Board provided their support for the change.
12. On 8 December 2021, the then Minister of Education, Minister Hipkins, agreed that the Ministry undertake, on his behalf, consultation under section 209 of the Education and Training Act 2020 (the Act) with boards whose rolls might be affected by the possible change of classification for Queen Elizabeth College [METIS 1277794 refers].

Consultation

13. Section 209 of the Act requires you to consult with the Board of the school concerned and the boards of all state schools whose rolls might be affected before deciding whether to approve a change of classification.
14. We initially consulted all 46 schools within the wider Palmerston North network. This ensured consultation with all schools whose rolls might be affected, and also informed all schools in the network of the possible change.
15. We also consulted with the Education Review Office (ERO).
16. Following initial consultation, Awatapu College, Takaro School, Palmerston North Intermediate School, Monrad Te Kura Waenga o Tirohanga, and Ross Intermediate School raised concerns regarding QEC's motivation for the change.
17. We advised the QEC Board of the replies to the consultation and provided an opportunity for their response.
18. The QEC Board met with the Takaro School Board, discussed the rationale for requesting a change of classification and resolved the concerns Takaro School had. The Takaro School Board are now supportive of the change.
19. After further discussions with the Ross Intermediate School Board, they advised us of their support of the proposed change.
20. Due to the amount of time between initial consultation and the QEC Board addressing concerns raised, we conducted further consultation with only those schools whose rolls might be affected, and the Education Review Office (ERO). The Ministry also consulted with the New Zealand Post Primary Teachers' Association / Te Wehengarua (PPTA), the New Zealand Educational Institute (NZEI).
21. As a result of the further consultation, 10 school boards supported the change of classification, three did not support the change, and one felt that they did not wish to make a comment.
22. Awatapu College, Monrad–Te Kura Waenga o Tirohanga and Palmerston North Intermediate School maintained their opposition to the change in classification concerned that it may have an impact on their school roll and cause disruption to enrolment zones. Not being able to fully disclose the possible deferral of the opening date for the new Year 1–8 school in Ruapehu Drive, Palmerston North has prevented us from answering these concerns.
23. The possible deferral of the new Year 1–8 school in Ruapehu Drive will necessitate the deferral of enrolment scheme amendments and the need for the Palmerston North Intermediate network to enrol additional students. These additional students will be catered for by additional short-term roll classrooms as required.
24. Following the further consultation, the Education Review Office (ERO) have advised that they no longer have concerns. ERO will be returning to evaluation partner status in 2024, returning to full evaluation as part of their current review process.

25. As a result of consultation, NZEI and PPTA expressed concerns about the possible impact a change in classification may have on the staffing levels at other schools. We discussed the relatively small number of Year 7-8 ākonga that will choose to attend QEC and the minimal impact this will have on the other schools and staffing.
26. We note that at the time of consultation, there had been no formal announcement of a deferral to the establishment and opening of a new Year 1–8 school on Ruapehu Drive, Palmerston North.

Network Considerations

27. QEC is within Palmerston North City planning network which forms the Palmerston North catchment (NEGP). Within this boundary, March 2023 (provisional) roll data shows there are 6214 secondary students. QEC's current market share of this catchment is approximately 5% of students.
28. The 2021 to 2022 pathways data indicated most Year 9 ākonga at QEC came from four feeder schools: Monrad – Te Kura Waenga o Tirohanga, Ross Intermediate School, Palmerston North Intermediate School and Takaro School shown in the table below:

School Name	School Type	Total number of Year 8 students leaving (2021)	Number of Year 8 students enrolling as Year 9 students at QEC (2022)	Percentage of the total number of Year 8 students leaving (2021)
Monrad – Te Kura Waenga o Tirohanga	Alternative Education Provider	178	20	11%
Ross Intermediate School	Year 7-8	258	9	3%
Palmerston North Intermediate School	Year 7-8	349	7	2%
Takaro School	Year 1-8	22	7	32%

29. Monrad – Te Kura Waenga o Tirohanga had an estimated utilisation of 101% in March 2023 (94% in 2022). It does not have an enrolment scheme and is reluctant to develop one given the diversity of its present student population.
30. Ross Intermediate School does have an enrolment scheme and had an estimated utilisation of 83% in March 2023 (76% in 2022).
31. Palmerston North Intermediate School has an enrolment scheme and had an estimated utilisation of 100% in March 2023 (101% in 2022).
32. Takaro School does not have an enrolment scheme and had an estimated utilisation of 97% in March 2023 (93% in 2022).

33. In January 2023, due to residential growth in Palmerston North and pressure on the Year 7 and 8 schooling network, you agreed to establish a new Year 1–8 school on Ruapehu Drive, Palmerston North [METIS 1301895 refers]. It has been proposed that the opening of this new Year 1-8 school for Palmerston North be deferred from 2025 to 2028.
34. To mitigate the impact of this deferral on the Year 7-8 schooling network, we have forecast the need for at least 10 short term roll growth (STRG) classrooms in the Palmerston North catchment.
35. The addition of QEC to the Year 7–8 schooling network may reduce the overall STRG needs associated with the proposed deferring of the new Year 1–8 school in Ruapehu Drive.
36. If the change in classification is agreed, we estimate QEC may have 25–30 Year 7 students in 2024 and maintain a combined Year 7 and 8 roll of between 50–80 students from 2025.

Financial Implications

37. If the QEC change of classification is approved, the total financial impact for the Crown is estimated to be an additional \$366,674 per annum. This additional funding comprises of an estimated \$226,721 per annum for staffing (estimated at 2.27 full time teacher equivalents (FTTEs) and \$139,952 for operations.
38. The additional cost to reclassify QEC needs to be reconciled with the decision not to progress with the Ruapehu Drive new school build that would have accommodated for the increase in the student population.
39. QEC is financially secure. At the end of the 2022 calendar year, it had an operating surplus of \$80,055 with a working capital of \$95,956. We therefore consider QEC is well positioned to be able to operate as a Year 7–13 composite school.

Property Implications

40. QEC is on a site of approximately 8 hectares with a gross area of 5052 square metres and a net area of 4077 square metres.
41. The College has 31 teaching spaces with an estimated capacity for 602 ākonga. Based on their March 2023 roll, the college was at approximately 55% utilisation, with nine surplus teaching spaces.
42. We are presently working with the QEC Board on their property plan, which includes the possible rationalising of gym space, and the reclassification of five teaching spaces as a wharenuī and Māori studies space.
43. The reclassification of five teaching spaces as a wharenuī and Māori studies space would mean that QEC would have a total of 26 spaces classified for teaching.

44. If a change of year levels was approved, projections indicate the overall student roll would increase by 25–30 in 2024 (Year 7 enrolments) and by an additional 25 – 30 students in 2025 (Year 7 and 8 enrolments). It is projected the College would maintain an overall roll of between 360 and 420 from 2025.
45. At a student roll of 360, the School Property Guide (SPG) forecasts the need for 25 teaching spaces. If the student roll was to reach 420, SPG forecasts the need for 28 teaching spaces.
46. Before requesting future roll growth teaching space budget the Ministry would develop an enrolment scheme in partnership with the QEC Board.

Transport Implications

47. QEC does not have an enrolment scheme but has two Transport Entitlement Zones (TEZ): a Year 9-13 male zone and a Year 9-13 female zone. The gender specific zones are a result of the close proximity of QEC to Palmerston North Boys' High School.
48. Any change of classification would require additional Year 7 and 8 transport zones for QEC reflective of distance to the nearest providers of Year 7 and 8, namely Newbury School, Takaro School, Palmerston North Intermediate School and Ross Intermediate School.
49. The change would also necessitate changes to the transport entitlement zones for Newbury School, Takaro School, Palmerston North Intermediate School and Ross Intermediate School.
50. Due to the close distance of the aforementioned schools, if this change were to go ahead, those students meeting the normal eligibility criteria who wish to attend QEC for the full Year 7-13 may not be eligible for transport assistance until Year 9.

Te Tiriti o Waitangi – the Treaty of Waitangi

51. The Government has an enduring focus on improving educational outcomes for ākonga Māori and giving effect to Te Tiriti o Waitangi - the Treaty of Waitangi and its principles. Section 4(d) of the Education and Training Act 2020 states that one of the purposes of the Act is “to establish and regulate an education system that honours Te Tiriti o Waitangi and supports Māori-Crown relationships”.
52. QEC has a large number of students that identify as Māori (65% of the March 1, 2023 roll return). As the request for change was initiated by whānau belief that QEC provides a holistic approach to learning and teaching based on culturally responsive and relational pedagogies, we believe this proposal is consistent with the Crown's responsibility to enhance Māori participation in education.

Risks

53. There is a risk in not being able to fully disclose the possible deferral of the opening date for the new Year 1–8 school in Ruapehu Drive, Palmerston North. This prevents us from answering concerns raised around home zones and the possible impact on student rolls. We have contacted these schools concerned and discussed that the number of Year 7–8 ākonga that will choose to attend QEC will be relatively small and will have minimal impact on the other schools.
54. Due to the close distance of Newbury School, Takaro School, Palmerston North Intermediate School and Ross Intermediate School, those students meeting the normal eligibility criteria for transport assistance who wish to attend QEC for the full Year 7–13 may not be eligible for transport assistance until Year 9.

Conclusion

55. We recommend you agree to change the classification of QEC from a Year 9–13 secondary school to a Year 7–13 composite school.
56. Our recommendation is based on:
- having a Year 7–13 school in the network will create a point of difference that should encourage future roll growth for QEC.
 - having the support of Takaro School, being the school that might be most affected.
 - the need to mitigate the Year 7 and 8 schooling network pressure that will result from the deferred opening date for the new Year 1–8 school in Ruapehu Drive, Palmerston North.

Next Steps

57. If, after considering the information in this report, you decide the school should change its classification, a draft letter to the Presiding Member of the Board, letters to local Members of Parliament (Annex 1), and a *New Zealand Gazette* notice (Annex 2), are attached for your signature, to give effect to the change.

Proactive Release

58. This education report will be proactively released as per your expectation. 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: Letters to the Presiding Member of the Board and local Members of Parliament
- Annex 2: Draft *New Zealand Gazette* Notice for change of classification

Proactively Released

Hon Jan Tinetti

Minister of Education
Minister for Women
Minister for Child Poverty Reduction



Stefan Speller
Presiding Member
Queen Elizabeth College Board
Rangitikei Street
Palmerston North Central
Palmerston North 4410

Tēnā koe Stefan

Thank you for your application asking me to change the classification of Queen Elizabeth College from a Year 9-13 secondary school, to Year 7-13 composite school.

The Ministry of Education has completed consultation on my behalf, as required under section 209 of the Education and Training Act 2020 (the Act), on the proposed change of classification of Queen Elizabeth College.

I have considered all the information provided to me, including the feedback from the recent consultation period, and I am pleased to tell you I have approved your proposal.

Under section 198 (1) and (3) of the Act I have decided that Queen Elizabeth College will be a composite school providing education for Years 7-13. This change will be notified in the *New Zealand Gazette* and take effect from 1 January 2024.

Please work with your board support organisation to ensure that the change to being a Year 7-13 composite school is managed well. The Ministry will continue working with your board to assist with this change. Please contact Darryl Leath at darryl.leath@education.govt.nz if you have any questions.

Nāku noa, nā

Hon Jan Tinetti
Minister of Education

Hon Jan Tinetti

Minister of Education
Minister for Women
Minister for Child Poverty Reduction



Rt Hon Adrian Ruawhe
Member of Parliament for Te Tai Hauāuru
Parliament Buildings
Wellington

Tēnā koe Adrian

I have received an application from the Board of Queen Elizabeth College in Palmerston North for a change of classification from a Year 9–13 secondary school to a Year 7–13 composite school.

Under section 198 (1) and (3) of the Education and Training Act 2020, I have decided that Queen Elizabeth College will be a Year 7–13 composite school. This change will be notified in the *New Zealand Gazette* and take effect from 1 January 2024.

Nāku noa, nā

A handwritten signature in black ink, appearing to read 'Jan Tinetti'.

Hon Jan Tinetti
Minister of Education

Hon Jan Tinetti

Minister of Education
Minister for Women
Minister for Child Poverty Reduction



Tangi Utikere
Member of Parliament for Palmerston North
Parliament Buildings
Wellington

Tēnā koe Tangi

I have received an application from the Board of Queen Elizabeth College in Palmerston North for a change of classification from a Year 9 – 13 secondary school to a Year 7 – 13 composite school.

Under section 198 (1) and (3) of the Education and Training Act 2020, I have decided that Queen Elizabeth College will be a Year 7 – 13 composite school. This change will be notified in the New Zealand Gazette and take effect from 1 January 2024.

Nāku noa, nā

A handwritten signature in black ink, appearing to read 'J. Tinetti'.

Hon Jan Tinetti
Minister of Education

Hon Jan Tinetti

Minister of Education
Minister for Women
Minister for Child Poverty Reduction



Ian McKelvie
Member of Parliament for Rangitīkei
Parliament Buildings
Wellington

Tēnā koe Mr McKelvie

I have received an application from the Board of Queen Elizabeth College in Palmerston North for a change of classification from a Year 9 – 13 secondary school to a Year 7–13 composite school.

Under section 198 (1) and (3) of the Education and Training Act 2020, I have decided that Queen Elizabeth College will be a Year 7 – 13 composite school. This change will be notified in the New Zealand Gazette and take effect from 1 January 2024.

Nāku noa, nā

A handwritten signature in black ink, appearing to read 'J. Tinetti'.

Hon Jan Tinetti
Minister of Education

**Change of classification for Queen Elizabeth College,
Palmerston North (201)**

Under section 198(1) and (3) of the Education and Training Act 2020, I declare that Queen Elizabeth College, a Year 9–13 secondary school, will become a Year 7–13 composite school on 1 January 2024. Queen Elizabeth College will provide education for Year 7 to Year 13.

Dated at Wellington this 27th day of August 2023



Hon Jan Tinetti
Minister of Education