



## Education Report: **Proposal to establish a designated character school, Tipene (St Stephen's School), for Year 9 – 13 Boys**

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|---|---|---------------------|--------------------|
| <b>To:</b>                                    | Hon Kelvin Davis, Associate Minister of Education (Māori Education)<br>Hon Jan Tinetti, Associate Minister of Education (School Operations) |                     |                    |
| <b>Cc:</b>                                    | Hon Chris Hipkins, Minister of Education  |                     |                    |
| <b>Date:</b>                                  | 18 July 2022  | <b>Priority:</b>    | High               |
| <b>Security Level:</b>                        | Budget Sensitive  | <b>METIS No:</b>    | 1265554            |
| <b>Drafter:</b>                               | Vincent Fallon, National Director, Education Network  | <b>Phone</b>        | 04-439-6478        |
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| <b>Messaging seen by Communications team:</b> | Yes   | <b>Round Robin:</b> | No                 |

### Purpose of Report

This report provides you with information on a proposal from the St Stephen's and Queen Victoria Schools' Trust Board and Te Mano o Te Rauitanga (St Stephen's Old Boys' Association) asking that you agree to consult on establishing a designated character school, Tipene (St Stephen's School) as a Year 9 – 13 boys' school.

We recommend that you proceed to undertake consultation on this proposal.

### Summary

- On 19 January 2021, we received an application from the St Stephen's and Queen Victoria Schools' Trust Board, and Te Mano o Te Rauitanga (St Stephen's Old Boys' Association) (the Trust Board) seeking establishment of a Year 9 – 13 boys' designated character school in 2024, to be called Tipene (St Stephen's School). The proposed location is on Great South Road, Bombay, Auckland.
- It is proposed that the learning environment at Tipene will deliver education primarily to Māori boys through English medium, with some te reo to support the designated character which is identified as 'TIPENEtanga'. Boarding is also a key component of their proposal but is not a factor for consideration when establishing a designated character school.
- TIPENEtanga has a strong focus on promoting academic and sporting excellence within a kaupapa Māori framework. Tipene would not be aligned to a singular iwi and would accept enrolments of male students from throughout New Zealand as well as domestic and international students from the Pacific.

4. The Trust Board's vision is to provide an environment conducive to boys' learning through a targeted educational model. Staff will be inducted in TIPENetanga to engage this cohort of students and would support a 24/7 operation which is free from negative social norms and use a broad skill set to prepare boys for success in future roles.
5. The Trust Board have proposed initially opening for 50 students, and then slowly building up the roll and the school accommodation to 350 students over eight years and to 650 students in the longer term. It is envisaged that the majority of the students will be boarders.
6. The application notes that while Auckland city growth continues and there is an increasing demand for new schools, the needs of Māori boys remain unresolved.
7. Therefore, the application suggests that establishing Tipene in South Auckland solves two problems; the increased demands for schooling, and the creation of an educational environment that serves the immediate needs of Māori boys.

### Ministry comment

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8. It should be noted that designated character schools will only ever have a limited number of students due to their maximum roll and as such provide limited additional capacity into the schooling network.
9. In Auckland, optimum accommodation levels required to manage future growth and the efficient provision of sustainable school infrastructure requires large secondary school campuses of 2,500 – 3,500 students. Small, designated character schools can provide to specific groups of students but even with a proposed future roll of 350 students would be considered a small secondary school in the Auckland network.
10. Three property options for core school teaching facilities have been presented in the application relating to the proposed school on the Bombay site. These are:
  - Option A -The Ministry enters into a greenfield lease and would be responsible for the build and infrastructure.
  - Option B -The Ministry enters into a land lease and funds the cost to build school buildings.
  - Option C -The Ministry enters into a long-term lease for the land and buildings.
11. All three options have different funding implications and have undergone detailed financial assessment by the Ministry. As the Trust Board cannot sell the land, their preferred solution is Option C, that the Ministry and the Trust Board agree to a long-term lease for the land and buildings, with a plan for investment in new infrastructure and capital expenditure as the roll grows.
12. The Ministry prefers a Crown owned asset for a new school due to concerns surrounding long-term security of leased property. Lease costs are subject to ongoing market rental escalation. The Ministry has a limited operating budget for this kind of cost, as leasing arrangements are not usually considered cost effective investments.
13. Should you agree to consultation and then establishment, the Crown would be responsible for property costs associated with the designated character school.

14. Property provision for the proposed school does not currently feature in the National Education Growth Plan (NEGP) nor within any of our established property pipelines. As a result, there is currently no budget approved or allocated for the proposed Tipene school. To introduce it the Ministry would require additional funding through future Budgets for the costs arising in order not to impact other current and planned investments in the network which are in line with the Crown's strategic goals including providing additional capacity in the high growth areas as identified in the National Education Growth Plan and to grow Māori Medium Education.

## Recommended Actions

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The Ministry of Education recommends you:

- a. **note** that St Stephen's and Queen Victoria Schools' Trust Board and Te Mano o Te Rautanga (St Stephen's Old Boys Association) (the Trust Board) have applied for the establishment of a Year 9 – 13 designated character school to be located on the former St Stephen's school site;
- b. **note** evidence shows that Māori students do better in education when what and how they learn reflects values and positively reinforces their identity, language and culture.
- c. **note** that the proposed school enrolment numbers would not materially add to meeting demand for Year 9 – 13 students in the Pukekohe Paerata Tuakau catchment, and we can meet the growth in this catchment without the new school provision;
- d. **note** that the Ministry has an over-allocated lease budget and does not consider that this application should be prioritised over other current investments in the network which are in line with the Crown's strategic goals;
- e. **note** that if established, it is intended that the proposed school would open for instruction in 2024 and would take enrolments from throughout New Zealand and could include domestic and international students from the Pacific;
- f. **note** that property provision for the proposed school does not feature in the National Education Growth Plan, nor any property pipeline and that there is currently no budget to support the establishment of the school;
- g. **note** there are three property options that have been submitted by the Trust Board to support the case for establishment of Tipene (St Stephen's School) and that if you agree to consultation, further detailed work will be undertaken with the Trust Board on this aspect of their proposal; and
- h. **note** that if you agree to proceed with the establishment of this school the Ministry would need to seek operational (lease) and potentially capital (construction) funding through future budgets;
- i. **discuss** this application with Minister Davis, Associate Minister of Education (Māori Education);

We also ask that you either:

- j. **decline** to undertake consultation, and therefore the establishment of the proposed the designated character school will not be progressed.

☐ Agree ☒ Disagree

Or

- k. **agree** that the Ministry undertake consultation, on your behalf, under section 209 of the Education and Training Act 2020 with the boards of all state schools whose rolls might be affected by the possible establishment.

☐ Agree ☒ Disagree

And

- l. **sign** the appropriate letter to St Stephen's and Queen Victoria Schools' Trust Board and Te Mano o Te Raitanga (St Stephen's Old Boys' Association) informing your decision (Annex 4); and
- m. **agree** to release this Education Report as per your expectations that information be released as soon as possible. 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



Isabel Evans  
Hautū - Te Mahau  
Te Tai Raro

18/7/2022



Hon Kelvin Davis  
Associate Minister of Education  
(Māori Education)

29/08/2022



Hon Jan Tinetti  
Associate Minister Education  
(School Operations)

04/09/2022

## Background

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1. On 19 January 2021, the Ministry received an application from the St Stephen's and Queen Victoria Schools' Trust Board and Te Mano o Te Rauitanga (St Stephen's Old Boys' Association) (the Trust Board) asking that you establish Tipene (St Stephen's School) as a Year 9 – 13 designated character boys' school (Annex 1) under sections 190 and 204 of the Education and Training Act 2020 (the Act).
2. If established, it is proposed that Tipene be located on the site of the former St Stephen's School on Great South Road, Bombay. In 2000, the integration agreement of St Stephen's School was cancelled by mutual agreement between the proprietor and the Minister of Education at the time.
3. Queen Victoria School, a state integrated Māori Anglican Girls' secondary school in Parnell, Auckland closed in 2001. The boarding facilities of both schools were administered by the St Stephen's Māori Trust Board and Queen Victoria Māori Trust Board.
4. Following the closure of both schools, the St Stephen's Māori Trust Board and Queen Victoria Māori Trust Board worked with the Ministry to reopen a network of Māori schools. It was proposed that the network include three feeder schools and a senior high school. The project was called Mataariki and it ceased in 2006 without progressing to Ministerial consideration of the proposal.
5. The application states that numerous reports and surveys have been conducted to profile and determine the level of interest in establishing Tipene and highlighted the level of demand which exists and the need for this type of education.
6. There has been, and continues to be, strong alumni support for a new St Stephen's School. Meetings have been held between the Trust Board and the Ministry since 2019 to provide information on the process for establishing state integrated and designated schools.

## Proposal for establishment of a designated Character School

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7. The criteria for designating a state school as a designated character school, such as the one proposed, are set out in section 204(3) of the Act. The three key requirements are:
  - a. the designated character school will have a character that is in some specific way or ways different from the character of ordinary State schools;
  - b. it is desirable for students (whose parents want them to do so) to get such an education;
  - c. students at the school will get an education of a kind that differs significantly from the education they would get at an ordinary State school.
8. The application we have received is for a Year 9 – 13 boys' school. It is proposed that the learning environment at Tipene would deliver education through English medium, with some te reo Māori to support the designated character (which has been called TIPENEtanga).
9. The proposed designated character is modelled on a designated character school in Palmerston North. Details of the education model and student achievement at that school is attached (Annex 3).

10. We have worked with the Trust Board on defining its proposed designated character (Annex 2). A fundamental aspect of the character is TIPENEtanga, the application describes this as:

*... a cultural framework underpinning a broad, dynamic and responsive education model designed for Māori boys attending TIPENE. The goal is that graduating students will be culturally connected individuals driven by excellence, with a commitment to contribute to their communities. This will be achieved by establishing:*

*an environment conducive for Māori boys' learning through a targeted educational model, inclusive of selected staff professionally developed in TIPENEtanga to engage this cohort, using a 24/7 operation which is free from negative social norms, using a broader skill set to prepare Māori boys for success in future roles,*

*rohe/iwi connection: whakahono rangatahi to their tribal affiliations, instilling a commitment to iwi/hapu through service and contribution,*

*leadership: whakamana young Māori men and their place within whānau, community and country.*

11. Te reo Māori me ona tikanga is woven through programmes which underpin the TIPENEtanga vision.
12. The curriculum plan and day structure for Tipene has a strong focus on promoting academic and sporting excellence within a Māori framework. Tipene is not aligned to a singular iwi, with students from throughout New Zealand and the Pacific envisioned as future enrolees.
13. As this is not an established school, we do not have evidence of the quality of teaching and learning. For example, there is no ERO review of the school. ERO Readiness Reviews would be put in place were the school to be established. Details of a similar educational model, including student achievement, is attached (Annex 3).
14. The requirements of the Act regarding a designated character school have been met in the application.

### **Te Tiriti o Waitangi | The Treaty of Waitangi**

15. The Crown as a Te Tiriti partner has an obligation to give practical effect to Te Tiriti o Waitangi. The application from the Trust Board provides an opportunity to allow Māori to have rangatiratanga agency and authority within a kāwanatanga framework over education for their rangatahi.
16. The Whakapūmāutia, Papakōwhaitia, Tau Ana 2011 strategy articulated a model for excellent relationships between iwi and the Ministry, prioritising investment through collaboration, co-construction, co-production and urgent action. The right to education, based on the Ministry's Māori Education Strategic Framework for policy analysis and Waitangi Tribunal findings, includes:
- Education settings regarding what is taught, how it is taught and how success is measured should be made in partnership between Māori and the Crown;
  - The Crown should facilitate and resource opportunities for iwi, hapū and whānau to provide education for ākonga throughout early childhood, primary secondary and tertiary education. Ākonga Māori should have a choice in whether they attend English or Māori medium schools;
  - Whānau have an active decision-making role in all aspects of ākonga Māori education including what is being taught, how it is taught and how success is measured;

- All educational services promote and protect the use of te reo, tikanga, mātauranga and te ao Māori as taonga;
  - The system is free from institutional racism and discrimination, and participants within the system are aware of, and mitigate the risks of intentional or unintentional discrimination; and
  - The wellbeing, engagement and achievement of Māori learners, as defined by whānau, is equitable with other population groups.
17. The application is supported by the Kingitanga, predominant Māori leaders who are old boys of St Stephen's and Māori educational leaders.
  18. The establishment of Tipene would bring about an opportunity for ākonga Māori and their whānau to grow their identity, language and culture, the ability for ākonga to learn free from racism, discrimination and stigma, and to respond to the context of their whānau and the diverse aspirations of them, and for Māori to succeed as Māori. These aspirations set by the Trust Board aligns with the Crown's Māori Education Strategy, Ka Hikitia.

#### **Ka Hikitia**

19. The application from the Trust Board has demonstrated that their goals and aspirations meet the same outcome domains of Kā Hikitia, these are:
  - Te Whānau: Education provision responds to learners within the context of their whānau;
  - Te Tangata: Māori are free from racism, discrimination and stigma in education;
  - Te Kanorautanga: Māori are diverse and need to be understood in the context of their diverse aspirations and lived experiences;
  - Te Tuakiritanga: Identity, language and culture matter for Māori learners; and
  - Te Rangatiratanga: Māori exercise their authority and agency in education.

#### **Integration**

20. We have also talked with the Trust Board about the possibility of applying for the establishment and integration as a state integrated school. The benefit of this model for the Crown is that the Trust Board, as proprietor, owns or leases the land and buildings.
21. It was evident from these discussions that the Trust Board was reluctant to invest in the property on the school site. In recent years it has been used by the Fire Service, Army and Police for training purposes. In February 2021, forty old boys had a working-bee at the school to clean up the buildings and site. The Trust Board has provided draft master planning for the 155-hectare site that includes new teaching spaces. The Trust Board's preference is for establishment of a designated character school. One of the property options in the application the Trust Board has offered, includes providing teaching facilities and then establishing a lease with the Ministry of Education for the ongoing utility of the facilities.
22. Should Tipene (be established as a designated character state school, the Trust Board would invest in a hostel to ensure that it is available for students who are attending the school.

## Consideration of the application

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23. The main factors that we recommend you take into account in assessing the proposal include:
- Education considerations: Whether the proposed designated character school meets the statutory requirements for a designated character school; and how the proposal could benefit learners;
  - Te Tiriti o Waitangi | The Treaty of Waitangi: The Crown's commitment to give practical effect to Te Tiriti o Waitangi, Ka Hikitia and providing new opportunities for ākonga Māori and their whānau to achieve equitable and excellent outcomes;
  - Network considerations: The proposed school size and year groups catered for by the proposed new school, existing and forecasted student demand, and current capacity of the local network; and
  - Property considerations: There are short-term and long-term property implications for the proposed new school which are currently unfunded.

### **Te Tiriti o Waitangi | The Treaty of Waitangi**

24. The application from the Trust Board is an opportunity for us to act as a good kawanatanga partner as we provide mechanisms and approaches to enable meaningful inclusion of Māori as individuals, whānau, hapū, iwi, mana whenua, Māori communities or a combination of these in decision-making.
25. The establishment of Tipene would provide ākonga Māori and their whānau an opportunity to receive an education different to that they would receive in English or Māori Medium Education and create opportunities for Māori to succeed as Māori.
26. The establishment of Tipene would bring about an opportunity for ākonga Māori and their whānau to grow their identity, language and culture, the ability for ākonga to learn free from racism, discrimination and stigma, and to respond to the context of their whānau and the diverse aspirations of them, and for Māori to succeed as Māori. These aspirations set by the Trust Board aligns with the Crown's Māori Education Strategy, Ka Hikitia.

## Education and Network Considerations

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### *Education considerations*

27. The proposed school is specifically focusing on providing education for Māori and Pacific boys with the proposed designated character modelled on a similar designated character school in Palmerston North (Annex 3). The evidence shows that Māori students do better in education when what and how they learn reflects, values and positively reinforces their identity, language and culture. The provision of education for Māori in English medium settings is consistently underserving Māori students.
28. Overall, Māori boys were more likely to leave school without a National Certificate of Educational Achievement (NCEA). Our 2020 data shows that 12% of all secondary students left school with no qualification compared to 22% for Māori boys.
29. The intended roll for Tipene is a maximum of 350 Year 9 – 13 boys after eight years of operation, growing eventually to 650. The expected number of day students is low with an initial opening roll of no day students, building to 22 students over a five-year period. The application outlines that the designated character aspects under TIPENetanga require an appropriate student number to deliver programmes which allow for individual and collective growth underpinning the strong cultural environment of Tipene.



30. The proposal also includes evidence of a potential wait list of interested whānau and students who would consider attending the proposed school. This waitlist informs Tipene's aim of potential student numbers of 250 – 300 after eight years, expanding to 650 over time.
31. We have had discussions with the Trust Board on their planned student numbers and the feasibility of their model and approach to create a bespoke models of delivery to promote positive academic outcomes, cultural connectedness, and sporting achievement. The Ministry largely agrees with the model and approach.
32. It is proposed that the learning environment would deliver education for students through English and te reo Māori, where excellence is fostered within a culture built on Māori values, best practice in education, academic excellence, whakapono and sporting accomplishment.
33. The application states that research highlights that the proposed cohort (Māori boys) require "specific and bespoke models of delivery in order to best promote positive academic outcomes, cultural connectedness and sporting achievement". The Ministry largely agrees with this statement.
34. The proposal points to a number of key community stakeholders such as Te Kahui Rangatira: Distinguished Māori Leaders, Alumni and Friends of TIPENE who support the establishment of the proposed designated character school.
35. While we acknowledge that Tipene would draw students from around the country and the Pacific, the school would be located within the Pukekohe Paerata Tuakau catchment of the National Education Growth Plan (NEGP). Pukekohe is identified as a satellite town in the Auckland Plan 2050 and is expected to more-than double in size. There is a major housing development planned for Paerata which will be delivered by 2030. The balance of this area is rural, with small schools.
36. Within this network we are planning to meet growth through the addition of extra teaching spaces in the existing secondary schooling network and a new secondary school site within this catchment in the next 10 years.
37. If established the school would have a large catchment, drawing ākonga from whānau seeking a different education that they would not receive in wharekura or English medium schools. The application notes that it would serve a wide geographical area with boarders coming from throughout New Zealand and the Pacific. Reference is made to the strong links the Trust Board has to the provincial regions of Aotearoa.
38. This proposed establishment of this school is not included in the NEGP and is not currently funded.

#### *Māori Medium Education*

39. As of 2022, there were about 3,391 students in the Pukekohe Paerata Tuakau catchment that identified as Māori. Of these 229 were in Level 1 or 2 Māori Medium Education.
40. We consider that the Tipene target students may be those Māori secondary students (in Auckland and across the country) not involved in Māori Medium Education.

#### *Achievement for Māori*

41. If established, Tipene would provide a schooling option for whānau who are seeking the aspirations and goals of the Tipene designated character.

42. Our data<sup>1</sup> highlights that achievement for Māori students who are learning in ordinary state schools is lower than for students of other ethnicities. Students learning in dedicated Māori settings that focus on identity, language and culture are more likely to achieve at higher rates, and in some cases even achieve above their peers of other ethnicities.
43. Currently 11.3% of Māori students nationally learn within dedicated Māori Medium Education settings (Māori Language Programme Level 1 and 2). These include kura and wharekura, state schools that teach in te reo Māori and rumaki units in English medium schools.
44. The data around higher achievement for Māori highlights identity, language and culture as being important to provide ākonga a strong foundation from which to achieve. This coupled with schools with small rolls (although not small enough that they are impacted on by restricted resourcing, staffing, leadership and governance), result in stronger individual learning opportunities.
45. Designated character schools by their nature tend to have lower rolls than mainstream schools, as they only attract enrolments from students wanting that particular type of education. Annex 3 refers to details of the education model and achievement at this school which the model for Tipene is based on.

#### *Māori Boys*

46. Overall, Māori boys were more likely to leave school without National Certificates of Educational Achievement (NCEA). Our 2020 data shows that 12% of all secondary students left school with no qualification compared to 22% for Māori boys. The Boys' Achievement Study<sup>2</sup> shows that from Year 11, boys leave school at a faster rate than girls. The study also notes that for Māori and Pacific boys, more boys than girls are stood down or suspended, excluded or expelled, or gain early leaving exemptions.

#### *Cabinet Guidelines*

47. Cabinet Guidelines for establishing a designated character school state a recommendation for a minimum roll of 35 (e.g., for kura), growing to a roll of 300 for a secondary school within three to four years of establishment.
48. The maximum roll proposed by the Trust Board is less than what is recommended by the Cabinet Guidelines for a new secondary school as the projected roll reaches over 300 after eight years. Even with a roll of 350 students within eight years, Tipene would be considered a small, boutique secondary school within the Auckland network. A larger roll at the proposed school is not considered appropriate to meet the applicant's model and TIPENEtanga.
49. Within the Auckland network context, we are working through a planning process to determine the future optimum accommodation levels to manage future growth within the existing network of state schools. For secondary schooling, we are generally considering large campuses of 2,500 – 3,500 students.

#### *Location*

50. As of 2022, there were about 3,391 students who identified as Māori in the Pukekohe Paerata Tuakau catchment in Auckland, where the proposed school would be located.

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<sup>1</sup> Education Counts data

<sup>2</sup> <https://success-for-boys.tki.org.nz/Research-and-evaluation/New-Zealand/Boys-Achievement>

51. The proposed location of Tipene is the site of the former St Stephen's School, Great South Road Bombay, Auckland. This was a state integrated school which closed in 2000.
52. This whole site is approximately 155 hectares and has numerous buildings in varying states of disrepair that are not fit for purpose in their current state. The property is owned by the Anglican Church of Aotearoa which has leased the land to the Trust Board.

### Property considerations

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53. Three property options for core school teaching facilities have been presented in the application relating to the proposed school on the Bombay site. These are:
  - Option A -The Ministry enters into a greenfield lease and would be responsible for the build and infrastructure.
  - Option B -The Ministry enters into a land lease and funds the cost to build school buildings.
  - Option C -The Ministry enters into a long-term lease for the land and buildings.
54. All three options have different funding implications and have undergone detailed financial assessment by the Ministry. As the Trust Board cannot sell the land, their preferred solution is that the Ministry and the Trust Board agree to a long-term lease for the land and buildings, with a plan for investment in new infrastructure and capital expenditure as the roll grows.
55. We have not undertaken a constraints and opportunities review of the St Stephens and Queen Victoria Schools' Trust Deed in any detail. However, we note the Trust Board may be able to lease the land to the Crown for periods greater than 21 years if there is prior authority from the General Synod of the Church.
56. The Trust Board states in their application that their only preferred option is that Tipene be established on an 8ha portion of their existing 155ha land and the site of the former St Stephen's School.
57. The site is subject to several Resource Management Act environmental management plans and information requirements such as district and regional resource consent requirements, heritage feature consents (including potentially Heritage New Zealand Act) permissions, as well as requirements and National Environmental Standards to be met.
58. The site and the buildings (particularly those built in the 1930's) have historical value to the alumni. There are strong feelings about retaining most of these buildings, particularly the original boarding houses, and incorporating them into the proposed school. In discussions with the Trust Board, they indicate they are not supportive of proposals to demolish and rebuild all buildings.
59. The buildings are currently derelict and were used by the Fire Service, Army and Police for training purposes. The Trust Board has recently started a demolition and asbestos program including removal of more recent buildings without historic value.
60. The Trust Board proposes three potential land and building lease arrangements for the 8ha portion of the site they propose for the school. All arrangements require the Crown to negotiate a ground-lease and/or buildings lease from the Trust Board.

61. We note that we do not typically acquire or enter negotiations for ground-leases of land more than 3ha for a new school of the student roll size proposed by the Trust Board of 350 students.
62. The Ministry prefers a Crown owned asset for a new school due to concerns surrounding long-term security of leased property. Lease costs are subject to ongoing market rental escalation. The Ministry has a limited operating budget for this kind of cost, as leasing arrangements are not usually considered cost effective investments.
63. Should you agree to consultation and then establishment, the Crown would be responsible for property costs associated with the designated character school.
64. Property provision for the proposed school does not feature in the National Education Growth Plan (NEGP) nor exist currently within any of our property pipelines. There is no budget approved or allocated for the new school sought in this application.
65. Any application for a new designated school is made outside of the Ministry existing long-term strategic land acquisition and property pipeline. Therefore, we would need to prioritise the designated character application ahead of current property plans and provision.
66. The Ministry currently has an over-allocated lease budget and would need to re-prioritise existing costs to fund a new lease. If you establish the school, unless additional new funding was provided, other property initiatives may need to be cancelled or delayed, or this new proposed school would need to wait until funding was available. To introduce it the Ministry would require additional funding through future Budgets for the costs arising in order not to impact other current and planned investments in the network which are in line with the Crown's strategic goals including providing additional capacity in the high growth areas as identified in the National Education Growth Plan and to grow Māori Medium Education.
67. There are other priorities for new funding in this catchment due to significant growth and development in Pukekohe and Paerata.
68. A maximum roll of 350 students is indicated by the Trust Board with potential student numbers of 250 – 300 after eight years and growth to 650 after this. We will seek to confirm operational lease costs for the proposed options and develop potential costs for any future capital investment in the proposed school.

### Supplementary Considerations

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69. While the hostel is a private business, the majority of the proposed roll of the school would be made up of boarders.
70. The application indicates that a boarding fee of \$18,000 per boarder would be charged.
71. The Trust Board has conducted a survey to determine the affordability of the proposed \$18,000 boarding fee. The survey was extended to an internal list of parents and past pupils, all of whom had previously expressed an interest in sending their boys to the school. The results indicated that only 32.5% of the respondents would be willing to support an annual boarding fee of \$18,000.

72. It is envisioned by the Trust Board that the majority of the boarding costs would be offset for families via the Ministry of Education Boarding Allowance, the Trust Board's annual scholarship and awards programme (Mihingare (Anglican) Secondary School Scholarships) and iwi scholarships.
73. For those students who are eligible for a boarding allowance, the proposed boarding fee would be subsidised by a maximum of \$8,000. This would be more feasible for whānau, as 90% of the Tipene survey respondents were willing to support a payment of up to \$10,000 per year to attend the hostel.
74. Other sources of financial support for boarders identified by the Trust Board, include St Stephen and Queen Victoria scholarships. These are for Māori secondary school students who demonstrate financial need, leadership qualities/potential and a satisfactory educational background. Each year, a maximum of 30 scholarships worth up to \$7,500 each are offered. The scholarships are for one term of one school year.
75. If you agree to undertake consultation, we consider that further work needs to be undertaken with the Trust Board to understand the level of demand for boys' boarding education.

## Consultation

76. Section 209 of the Act requires you to consult the boards of all State schools whose rolls might be affected before establishing a new school. The Ministry would undertake this consultation on your behalf. Within the local network the following schools have been identified as potentially being impacted:

| School               | Type  | Years                   |
|----------------------|-------|-------------------------|
| Waiuku College       | State | Secondary (Year 9 – 13) |
| Onewhero Area School | State | Composite (Year 1 – 13) |
| Tuakau College       | State | Secondary (Year 7 – 13) |
| Pukekohe High School | State | Secondary (Year 9 – 13) |

77. Should you agree to undertake consultation then the following boarding schools in the wider network whose roll might be affected will also be consulted:

| School                          | Type             | Years                   |
|---------------------------------|------------------|-------------------------|
| Wesley College                  | State integrated | Secondary (Year 7 – 13) |
| Sacred Heart College (Auckland) | State integrated | Secondary (Year 7 – 13) |
| Te Aute College                 | State integrated | Secondary (Year 9 – 13) |
| Hato Pāora College              | State integrated | Secondary (Year 9 – 13) |

78. Secondary schools that offer Level 1 – 2 Maori medium education that may be impacted will also be consulted:

| School                         | Type  | Years                   |
|--------------------------------|-------|-------------------------|
| James Cook High School         | State | Secondary (Year 9 – 13) |
| Kia Aroha College              | State | Secondary (Year 7 – 13) |
| Te Wharekura o Rakaumangamanga | State | Composite (Year 1 – 13) |
| Te Wharekura o Manurewa        | State | Secondary (Year 9 – 13) |

79. We will also engage and undertake consultation with local whānau, hapū, iwi and mana whenua.

## Financial considerations

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80. If you agree to consultation and wish the establishment process to be progressed, we will undertake more detailed analysis of the proposed capital and operational costs for a school of this size. These details would be included in the next report, following consultation, which would be provided for your consideration.
81. There is concern about the viability of the proposed school if the predicated number of boarders does not materialise. We consider that future work needs to be undertaken on this aspect of the application and the implications for the operation of the proposed school.
82. Currently the construction of the proposed Tipene school is not included in the NEGP or other property pipelines. If the Ministry is to commit to supporting the school, a property budget will need to be progressed including ongoing operational funding to meet the anticipated lease costs.
83. The potential lease costs for the Ministry to have the school on the proposed site are high and ongoing. We will do further work to explore the financial implications depending on the leasing option agreed.
84. Should you agree to establishment, the Crown is responsible for all property costs associated with the designated character school except for the boarding facilities.

## Conclusion

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85. We recognise that the designated character of the proposed school is not currently available in the Auckland area and may be attractive to whānau who would like their sons educated within the context of TIPENEtanga and a Māori boarding school.
86. We also recognise that although a small school, it would support a cohort of students that our data shows are often underserved in English medium settings.
87. We have considered the quality of teaching and learning, benefits and educational outcomes of the proposed new school, and a range of factors such as school size, location, learners catered for, forecast growth and demand, and current capacity of the local network. There is evidence of key benefits and positive learning outcomes for learners.
88. The proposed new school would be a significant cost to the Crown of leasing the land and the Property expenditure for the proposed school does not feature in the NEGP nor exist currently within any of our property pipelines. Funding would need to be sought to support this application. Without this funding, the proposed new school would negatively impact on the Ministry's other land acquisition and school property priorities in Auckland.
89. Three property options have been presented in the application to ensure that the proposed school can open on the Bombay site. All three options have different funding implications and will require further financial assessment by the Ministry.
90. The impact of the decision to progress with the schools will have implications for lease costs and build costs. As the Trust Board cannot sell the land, their preferred solution is that the Ministry and the Trust Board agree on a long-term lease for the land and buildings, with a plan for investment in new infrastructure and capital expenditure as the roll grows.

## Next Steps

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91. If you decide to initiate consultation on the proposal, please sign the approval letter (Annex 4) and return it to the Ministry. We will forward it to the Trust Board and meet with them to discuss the next steps. Should you decide to progress the proposal to consultation, we would provide further detailed information on property and cost considerations as part of a further report on the consultation feedback.
92. If you decide to decline the request to consult, please sign the decline letter (Annex 4) and return it to the Ministry. We will forward it to the Trust Board and meet with them to discuss it.

## Proactive Release of this Report

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93. We recommend that this report be released. Any information that might need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

## Annexes

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|----------|--|
| Annex 1: | Application and additional supporting information  |
| Annex 2: | Special Character statement  |
| Annex 3: | Overview of student outcomes for a school with a similar education model to that proposed for Tipene (St Stephen's School) |
| Annex 4: | Letters to the Trust Board (Approve or Decline to Consult)   |

Proactively Released



## Annex 2: Designated Character statement

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### Designated Character statement

*Tipene (St Stephen's School) will build an environment where Māori ākonga (and others) thrive. The school's philosophy is known as TIPENEtanga and is built on:*

- a cultural framework that underpins a broad, dynamic and responsive education model. This is based on:
  - Tikanga and te reo Māori, te ao Māori values, culture and history, in a papakāinga based setting (that includes the hostel);
  - Acknowledgement of rohe / iwi connections particularly those in the provincial regions of Aotearoa, whakahono rangatahi to their tribal affiliations, instilling a commitment to iwi/hapu through service and contribution;
  - Expectations that every ākonga will succeed and motivate this through sport and strong cultural identity;
  - Health and wellness – including nutrition, wellbeing, sport and health ambassadors;
  - Strong links with tertiary institutions that enable ākonga to gain vocational fessed skills, qualifications and experiences that support effective transitions into tertiary education and /or the workforce;
- an environment conducive for Māori ākonga (and others) to learn within a targeted educational model that is supported by staff that are skilled to prepare Māori ākonga and others for success in future roles. The environment is enriched by the provision of a boarding hostel for Tipene ākonga; and
- leadership: whakamana young Māori ākonga (and others) know, respect and fulfil their place within whānau, community and country.

The Whakapapa of TIPENEtanga is to St Stephen's School and serves as a korowai for Tipene.

The school's goal is to support ākonga to be culturally connected individuals driven by excellence, with a commitment to contribute *to their communities*.

### Annex 3: Overview of student outcomes for a school with a similar education model to that proposed for Tipene

#### Overview of student outcomes for a school with a similar education model to that proposed for Tipene

##### The proposed educational model

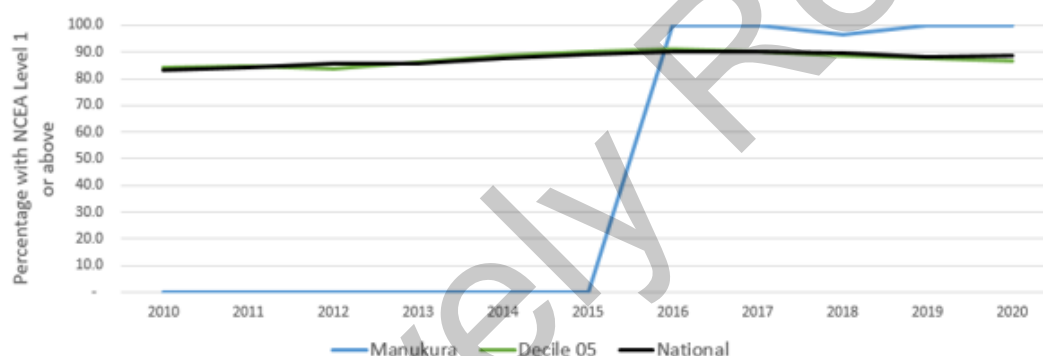
We have a co-educational designated character school that has a similar education model to that proposed for Tipene (St Stephen's School).

- The school opened in 2016 and has been maintained at 160-180 students.
- It provides an education for students that promotes academic and sporting excellence. This designated character is lived out by providing an environment that promotes an educational vision linked to academic and sporting goals and aspirations.
- Within this context students are expected to take part in sport and training alongside their academic work.

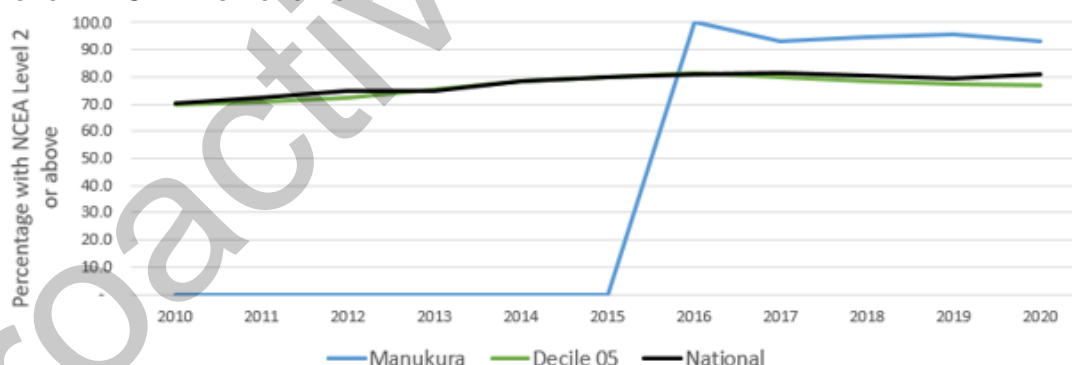
Although Tipene (St Stephen's School) is proposed to be for boy's only, its student profile is proposed to be culturally similar to this school.

Achievement at this school is shown below:

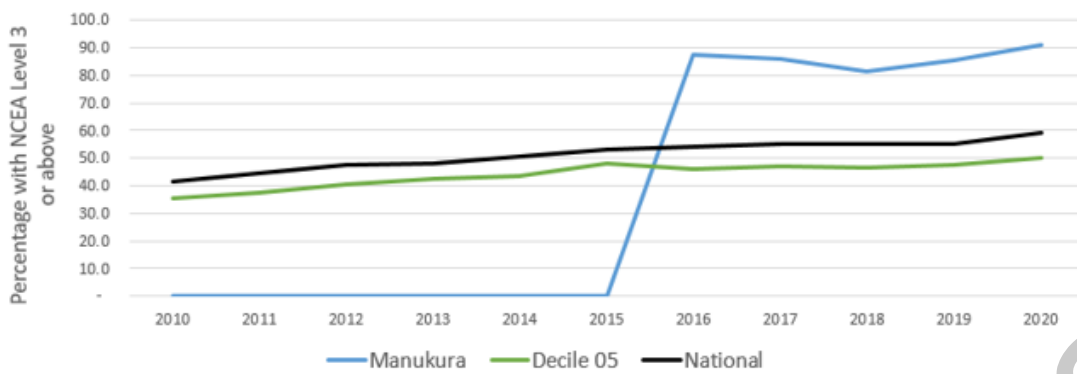
##### Level 1 NCEA achievement



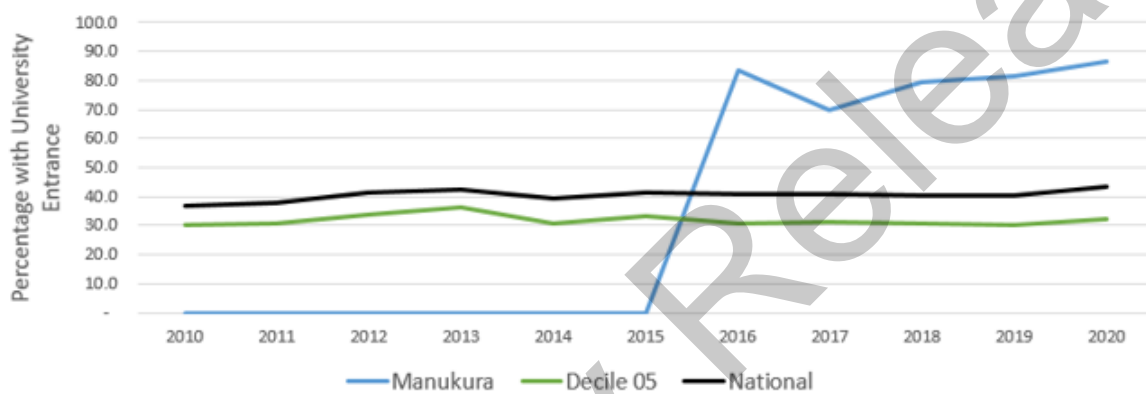
##### Level 2 NCEA Achievement



### Achievement Level 3 NCEA Achievement



### University Entrance Achievement



Proactively Released

## Hon Jan Tinetti

Minister of Internal Affairs  
Minister for Women  
Associate Minister of Education



Adam Martin  
St Stephen's and Queen Victoria Schools Trust Board  
Email: [amartin@ssqv.co.nz](mailto:amartin@ssqv.co.nz)

Tēnā koe Adam

Thank you for your application asking me to establish a Year 9 – 13 designated character school on the site of the former St Stephen's School site in Auckland. I understand that since submitting your initial application in 2021, you have worked with the Ministry to provide further information and have met with Ministry officials to discuss aspects of your application. I thank you for your patience during this process.

The Ministry has provided me, and Hon Kelvin Davis (Associate Minister of Education, Māori Education) with advice including the schooling network impacts and estimated property costs of a new school. I have considered this information alongside your application and the evidence of demand that you have provided.

I have considered the benefits and educational outcomes of the proposed new school, and a range of factors such as school size, location, learners catered for, forecasted growth and demand, and current capacity of the local network.

The proposed new school would be a significant cost to the Crown as it requires both leasing of the land and building funding.

The proposed new school would also negatively impact on the Ministry's other land acquisition and school property priorities in Auckland.

Accordingly, Minister Davis and I have decided not to progress the consultation process at this time, and not to establish the proposed new school as you seek.

I understand that this will be a disappointment for you and your community. Please contact Deidre Alderson, Director of Education in the Ministry's Auckland office on 09 632 9409 if you wish to discuss my decision with her.

Nāku noa, nā

Hon Jan Tinetti  
**Associate Minister of Education (School Operations)**

cc: Deidre Alderson, Director of Education for Auckland

Adam Martin  
St Stephens and Queen Victoria Schools' Trust Board  
Email: amartin@ssqv.co.nz

Tēnā koe Adam

Thank you for your application asking me to establish a Year 9 – 13 designated character school on the site of the former St Stephen's School site in Auckland. I understand that since submitting your initial application in 2021, you have worked with the Ministry to provide further information and have met with Ministry officials to discuss aspects of your application. I thank you for your patience during this process.

The Ministry has provided me, and Hon Kelvin Davis (Associate Minister of Education, Māori Education) with advice, including the schooling network impacts and estimated property costs of a new school.

Minister Davis and I would like to test your proposal with the community and have therefore agreed that consultation is undertaken on the proposed establishment of Tipene (St Stephen's School). The Ministry will undertake this consultation on my behalf. You should be aware that consultation feedback is just one factor that I consider when making a decision whether or not to establish a new school. Ministry officials will need to continue to work with you on a range of matters related to your proposal.

Following the consultation, I will receive a further report from the Ministry and will then be in a position to make a final decision on your application.

If you have any queries about this, please contact Deidre Alderson, Director of Education in the Ministry's Auckland office on 09 632 9409.

Nāku noa, nā

Hon Jan Tinetti  
**Associate Minister of Education (School Operations)**

cc: Deirdre Alderson, Director of Education for Auckland