



## Education Report: Consultation on potential merger of Te Kāpehu Whetū (Teina) (869) and (Tuakana) (870)

<b>To:</b>	Hon Chris Hipkins, Minister of Education		
<b>Cc</b>	Hon Kelvin Davis, Associate Minister of Education (Māori Education)		
<b>Date:</b>	29 November 2021	<b>Priority:</b>	Medium
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1276882
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<b>Messaging seen by Communications team:</b>	No	<b>Round Robin:</b>	No

### Purpose

This report requests your agreement to begin consultation on the potential merger of Te Kāpehu Whetū (Teina) (869), a Year 1-8 kura, and Te Kāpehu Whetū (Tuakana) (870), a Year 9-15 wharekura in Whangārei, under section 209 of the Education and Training Act 2020, to become a designated character, composite Year 1-15 wharekura.

### Summary

- 1 Te Kāpehu Whetū (Teina) and Te Kāpehu Whetū (Tuakana) are Year 1-8 and Year 9-15 designated character kura in Whangārei. The designated character of both kura is confirmed as being reflective of... "tikanga o Ngāpuhi-nui-tonu and adherence to Te Tiriti O Waitangi and the rights accorded to us, with particular reference to Article Three which grants us our rights of citizenship which were affirmed by the men of the 28 (Māori) Battalion who paid the ultimate price of citizenship."
- 2 Te Kāpehu Whetū (Teina) teaches at Level 1 te reo Māori immersion (at least 80% of the time), and Te Kāpehu Whetū (Tuakana) teaches at Level 2 (51-80% of the time).
- 3 The kura are governed by a combined board with an alternative constitution. He Puna Marama Trust appoints up to five members of the board.
- 4 Both kura are in leased property. Due to site constraints, Year 7 and 8 students are enrolled at the Teina are taught on site at the Tuakana. Long-term property solutions are still being sought. The Ministry have engaged a local consultant to deliver required Building Act compliance work to the leased premises at the multiple Tuakana sites.

- 5 The Teina had a July 2021 roll of 143 and the Tuakana had a July 2021 roll of 76. The Teina roll has grown by 10 since 2020, and the Tuakana has dropped by 8.
- 6 The two kura aim to provide a pathway from Year 1-15 with the same designated character. The combined board considers that operating as a single wharekura under one pouhere/principal will better serve this design.
- 7 You are able to merge two or more schools under section 206 of the Education and Training Act 2020, subject to consultation under section 209 of the Act with the board of the affected schools and the boards of state and state integrated schools whose rolls may be affected by the merger.
- 8 If you agree to consultation, we would consult with nine schools who may be affected by the merger.
- 9 If you agree, we will aim to conduct consultation during Term 1, 2022 and aim to provide you with a report for your consideration early in Term 2, 2022.

## Recommended Actions

The Ministry of Education recommends that you:

- a. **note** that the combined board of Te Kāpehu Whetū (Teina) and Te Kāpehu Whetū (Tuakana) has applied for the two kura to merge under section 206 of the Education and Training Act 2020;

**Noted**

- b. **note** that before making a decision to merge schools, you must consult the boards of the affected schools, and the boards of state and state integrated schools whose rolls may be affected by the merger, under section 209 of the Education and Training Act 2020;

**Noted**

- c. **note** that the schools currently operate on leased sites about 2km apart, and have since their establishment in 2018. Acquisition of a single site is the ideal long term solution, but the Ministry has not yet identified a suitable site. Funding for a future site and infrastructure would be sought in future Budgets;

**Noted**

- d. **agree** that the Ministry consult on your behalf, under section 209 of the Education and Training Act 2020, with the boards of all state and state integrated schools whose rolls may be affected by the merger of Te Kāpehu Whetū (Teina) and Te Kāpehu Whetū (Tuakana)

**Agree/Disagree**

If you agree to consultation you are asked to:

- e. **sign** the letters to the school boards and local Members of Parliament to inform them of your decision;

and

- f. **note** that the Ministry will undertake the consultation on your behalf;

**Noted**

- g. **note** that following the consultation a further report will be provided to you for your decision about the potential merger;

**Noted**

- h. **agree** that this Education Report be proactively released once a 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**



Isabel Evans  
Hautū | Deputy Secretary  
Te Mahau | Te Tai Raro



Hon Chris Hipkins  
Minister of Education

29/11/2021

[8/12/2021](#)

## Background

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- 1 Te Kāpehu Whetū (Teina) is a Year 1-8 designated character kura in Whangārei. Te Kāpehu Whetū (Tuakana) is a Year 9-15 designated character wharekura in Whangārei.
- 2 The Teina had a July 2021 roll of 143 and the Tuakana had a July 2021 roll of 76. The Teina roll has grown by 10 since 2020, and the Tuakana has dropped by 8.
- 3 The two kura were established at the same time in 2018 with a combined school board.
- 4 Both kura have the same designated character which is:

*The designated character of Te Kāpehu Whetū (Tuakana) and Te Kāpehu Whetū (Teina) reflects tikanga o Ngāpuhi-nui-tonu and our adherence to Te Tiriti O Waitangi and the rights accorded us, with particular reference to Article three which grants us our rights of citizenship which were affirmed by the men of the 28 (Māori) Battalion who paid the ultimate price of citizenship.*

*This serves as a korowai for the kura. The designated character cements our unique educational approach of providing a tikanga Māori-based programme of learning that includes and supports ākonga to achieve their aspirations within the Kura and beyond.*

*It builds on three pou:*

- *Kia Māori – an education and an environment that validates Māori knowledge and ways of learning*
- *Kia Mātau – encouraging innovation, inquiry and the development of specialised knowledge and skills*
- *Kia Tū Rangatira ai – the development of strong character and personal excellence, living with mana.*

*“Tu ki te marae...Tu ki te Ao”*

- 5 Te Kāpehu Whetū (Teina) teaches at Level 1 te reo Māori immersion (at least 80% of the time), and Te Kāpehu Whetū (Tuakana) teaches at Level 2 (51-80% of the time).
- 6 The two tumuaki/pouhere (principals) of the schools have been in place since 2021. The pouhere of the Teina is in an acting position.

## Proposed consultation

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- 7 Section 209 of the Education and Training Act 2020 requires that the Minister must consult with the board of the school concerned before merging a school under section 206 of the Act. The Minister must also consult with the boards of all state and state integrated schools whose rolls might be affected by the merger.
- 8 The following schools would be consulted:

School	Year levels
Kamo Intermediate	7-8
Whangarei Intermediate	7-8
Hurupaki School	1-6
Hora Hora School (Te Mai)	1-6
Ruakaka School	1-6
Bream Bay College	7-15
Te Kura Kaupapa Māori o Te Rāwhiti Roa	1-15
Raurimu School	1-8
Te Kura o Otangarei	1-8

- 9 We would also consult with iwi Ngāti Hine and Ngāti Wai, along with hapū of Ngā hapū Whangārei and sector groups, such as NZEI Te Riu Roa and the Post Primary Teachers' Association.
- 10 The consultation process is anticipated to be undertaken in Term 1, 2022, which would allow time for boards to discuss the potential merger at a board meeting before making a response. Some boards might also decide to consult with their school community to inform their submission.

### Board consultation

- 11 Section 206 of the Act requires the board of the kura to make a reasonable effort to consult the parents of students about the proposed merger. We will provide more information about this consultation in our next report, should you agree to consult.

### Legislative requirements

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- 12 Merger of two or more schools takes place under section 206 of the Act, by notice in the *New Zealand Gazette*.
- 13 You may merge one school with another school if you are satisfied that the board of each school has consulted with the parents of its students, all consultation has been adequate, and the creation of a single school is appropriate in the circumstances.
- 14 Additionally, for designated character schools, the schools must not merge unless they have the same aims, purposes, and objectives that constitute the way in which the character of each school is different from the character of ordinary state schools. In this case, the Tuakana and Teina kura have the same designated character.
- 15 A merged school is led by one tumuaki/pouhere. If you were to agree to merge the schools, both current pouhere roles would be disestablished, and a new pouhere role advertised. A staffing process would also be undertaken for the merged school and we would support this with a specialist appointed to support the board through the transition.

### Property situation

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- 16 The kura are both in leased properties, around 2km from each other, on different sides of the Hatea River in Whangārei. These properties were initially leased by He Puna Marama Trust as the sponsor of two Partnership Schools. The Ministry took over these leases when Partnership Schools were discontinued, and the Tuakana and Teina kura were established as designated character schools in 2018.
- 17 The Teina site is at 78 Tarewa Road, Whangārei. The Ministry leases the site from the Whangarei City and Districts Rugby League Incorporated (the Rugby Club). He Puna Marama Trust owns the infrastructure onsite, including teaching spaces and administration facilities. The Mokopuna Early Childhood Education and Care Centre, a licensed early learning service owned and operated by the Trust, is also onsite.
- 18 The Tuakana operates from a combination of leased properties in Lower Dent Street and the nearby Herekino Street, Whangārei. These are refurbished industrial premises in central Whangārei, owned by the Whangārei District Council. The Ministry directly leases part of the facilities from the Council, and sub-lets the remainder from a third party.
- 19 Should the kura be merged, a single site suitable for a wharekura will be acquired in the future. None of the leased spaces are ideal for a wharekura due to site constraints at the Tarewa Road site and the industrial nature of the Lower Dent and Herekino sites.

- 20 In the establishment report for the two kura in 2018 we advised that establishment of these schools would require funding in future Budgets to invest, particularly in the Tuakana site infrastructure. Our initial estimate was that it would take around \$21m to construct a school catering for 250 Year 9-13 students, and an estimated cost of \$8m to add classrooms to the Tarewa Road site. These costs are likely to have increased since those estimates were done.
- 21 The Ministry has engaged a local consultant to deliver the building act compliance work to the leased Tuakana premises.
- 22 The Tuakana has a roll-based entitlement of 8 teaching spaces but due to the inherited leasing arrangements, has 19 teaching spaces available. We would not recommend further capital investment goes into these premises due to the condition and significant limitations of the spaces.

### Education outcomes

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- 23 The Education Review Office carried out readiness reviews on the two kura, which is the usual process for new schools, in August 2019. The reviews noted that the establishment process had been challenging for both kura due to the compressed timeframes. However, stable leadership from the pouhere had served the Teina well. Since that time the pouhere of the Teina has left.
- 24 It has also been an added complexity to have a CEO as well as a pouhere for each kura – this was a transitional arrangement allowed for new schools established after the disestablishment of partnership schools.
- 25 The roll of Kāpehu Whetū (Tuakana) has dropped since its establishment in 2019. The kura has also had a number of pouhere since its establishment.
- 26 While both schools have had periods of being ‘unsettled’ since 2019, achievement at the Tuakana has strengthened.
- 27 Te Kāpehu Whetū (Tuakana) has seen continuous improvement in NCEA results since establishment.
- 2018: 2 (33%) Māori students left with NCEA Level 2 or higher
  - 2019: 18 (75%) Māori students left with NCEA Level 2 or higher
  - 2020: 20 (95%) Māori students left with NCEA Level 2 or higher – in comparison to 66.1% for Māori students New Zealand wide

### Financial implications

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- 28 Should you agree to consult on this proposal, detailed costings for the merger of the two kura will be provided in the next report.

## School transport

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- 29 School transport assistance will be provided in line with policy. Transport eligibility zones for the neighbouring schools will be amended to reflect the merger if approved, and if required. Students would be eligible for school transport assistance if they meet our criteria. When assessing suitability of a site for the merged school, provision for safe school bus parking and manoeuvring should be considered and costed into the future development.

## Next steps

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- 30 If you agree to consult on the potential merger, we will conduct this consultation in Term 1, 2022.
- 31 After analysing responses to the consultation, we will aim to provide a report for you to consider early in Term 2, 2022.

## Proactive Release

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- 32 It is intended that this Education Report be proactively 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: Letter to Te Kāpehu Whetū Board
- Annex 2: Letters for local Members of Parliament