



Education Report: Application for a change of class for Te Kura o Waikare (1666)

To:	Hon Chris Hipkins, Minister of Education		
Copy:	Hon Kelvin Davis, Associate Minister of Education		
Date:	15 January 2020	Priority:	High
Security Level:	In Confidence	METIS No:	1216527
Drafter:	Mark Scott	DDI:	s 9(2)(a)
Key Contact:	Hira Gage, Director of Education for Tai Tokerau	Mobile:	
Messaging seen by Communications team:	N/A	Round Robin:	No

Purpose of Report

This report asks you to agree to change the class of Te Kura o Waikare, under section 153 of the Education Act 1989 (the Act), from a Year 1 – 8 primary school to a Year 1 - 10 composite school.

You agreed to consultation under section 157 of the Act on 20 November 2019 [METIS 1191073 refers]. We have completed this consultation on your behalf.

We recommend you agree to this change.

The board is likely to apply to retain Year 11 – 13 students at a later date, as it has proposed to change to a Year 1 – 13 school in its current application. We are not proposing this at this time, for the reasons discussed in this report.

Summary

- 1 Te Kura o Waikare (the kura) is a decile 1, co-educational Year 1 – 8, dedicated Māori medium kura in Waikare, Tai Tokerau. This is a remote rural community at the head of the Waikare inlet, 22 km (31 minutes) from Kawakawa. Provision is at Level 1 Māori immersion and all students are of Māori heritage. It is a member of the national Ngā Kura Ā Iwi o Aotearoa (NKAI) collective of tribal designated character schools that operate from within the dedicated Māori medium sector. The kura is a designated character kura-ā-iwi.
- 2 Whānau engagement in the community is very active with a long-established marae and kōhanga reo. Both local sub-tribes, their marae and whānau have supported the school from long before its transition to become a dedicated Māori medium school within the NKAI network.

- 3 In 2018 staff attended the national kura-ā-iwi conference. As a result of hearing from kura-ā-iwi graduates and learnings from the conference, staff unanimously decided to assess the pathways available for their own graduates.
- 4 The two closest secondary schools are Bay of Islands College and TKKM o Taumarere, a daily 1 or 2 hour return commute from Waikare respectively.
- 5 Since her appointment, the current tumuaki, a former pedagogical leader of the kura, has proactively strengthened the relationship between the kura, the local marae, their whānau, kaumātua, hapū and kōhanga reo. The tumuaki has also proactively engaged across a number of fora in the Bay of Islands and Kaikohe areas, including with Kāhui Ako and the Southern Bay of Islands Principals' Association.
- 6 Although the board has applied for a change to a Year 1 – 13 school, we have consulted on a change to a Year 1 – 10 composite school at this time.
- 7 There would be property implications in extending to years 11 to 13 as the kura does not have sufficient teaching spaces for the projected roll. A transition from full primary to a Year 1-13 composite school would require science and technology curriculum provision in terms of laboratory or technical work learning spaces. The kura would also need time to develop Quality Management documentation to enable it to gain "Consent to Assess" status.
- 8 We have consulted with the board and with the boards of all state schools whose rolls might be affected by the proposed change. No objections have been received. Moerewa School supported the proposal. ✓
- 9 The proposal would support *Maihi Karauna*, the Māori language strategy, foster increased participation and success for Māori students through the advancement of Māori education initiatives, and aligns with *Ka Hikitia*. It also aligns with the national network plan to support Māori medium education in the network.
- 10 The Board of Trustees has requested a phased implementation and only Year 9 students are proposed to be enrolled for 2020. A projected roll to Year 11 has been provided (as the kura ultimately seeks to become a Year 1 – 13 composite school). For provision at Years 1 - 10 only, the additional operational costs to the Crown are estimated at approximately \$193,000 in the first year and approximately \$132,000 for subsequent years.
- 11 The change would result in approximately six to ten Year 9 students remaining at Te Kura o Waikare each year, progressing through the subsequent year level(s).
- 12 The kura currently has a 4.62 Full Time Teacher Equivalent Entitlement staffing allocation. While primary teaching staff can teach to Year 10, higher year levels would require secondary teachers or upskilling of current staff.
- 13 When the board is ready it can apply to expand further to senior secondary.
- 14 In the meantime senior secondary students can transition to Bay of Islands College (30 minutes away) and continue their learning at Level 2 immersion for Year 11 - 13.
- 15 If the change is approved, no new teachers would need to be engaged, and the classroom space will be available in 2020.

Recommended actions

We recommend that you:

- a) **agree** that, under section 153(1) of the Education Act 1989, Te Kura o Waikare change its class from a Year 1 – 8 primary school to a Year 1 – 10 composite school with effect from 20 July 2020 (start of Term 3);

Agree / Disagree

- b) **agree** that this change be phased in, with the school providing Year 1 to 9 in 2020 and Year 1 – 10 in 2021;

Agree / Disagree

- c) **sign** the attached letter to the board chair and the local Members of Parliament informing them of your decision;

- d) **sign** the attached *New Zealand Gazette* notice;

- e) **agree** that this report be proactively released in line with your expectations. 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

14/1/2020



Hon Chris Hipkins
Minister of Education

28/1/20

Background

1. Te Kura o Waikare is a decile 1, co-educational Year 1–8, dedicated Māori medium kura in Waikare, Tai Tokerau. This is a remote rural community at the head of the Waikare inlet, 22 km (31 minutes) from Kawakawa. Provision is at Level 1 Māori immersion. The kura is a designated character kura-ā-iwi.
2. The school roll has fluctuated over the last five years ranging from 33 to 37. However since the appointment of a former teacher and pedagogical leader to lead the kura, the roll has reached its highest number since 2005, with a July 2019 roll of 67 students. The kura has applied for, and had approved, a roll growth classroom due to the recent roll increase. This is due to be available in 2020.
3. The majority of students, staff and whānau are of Māori heritage from the local Ngāpuhi sub-tribes Te Kapotai and Ngāti Pare of Waikare. The revitalisation of te reo and tikanga of Te Kapotai and Ngāti Pare are important community aspirations that impact on student learning, which has led to community-initiated language programmes held at the local marae. Currently, most students do not come from Māori-speaking homes.
4. Due to Māori medium demand, the kura applied to Ngā Kura ā Iwi o Aotearoa (NKAI) to join the national NKAI collective of dedicated Māori medium kura. The application was approved and formalised by NKAI in November 2011.
5. The community is very active with a long-established marae and kōhanga reo. Both sub-tribes, their marae and whānau have supported the school from long before its transition to become a dedicated Māori medium school within the NKAI network.
6. The tumuaki, a former pedagogical leader of the kura, has proactively strengthened the relationship between the kura, the local marae, their whānau, kaumātua, hapū and kōhanga reo. The tumuaki has also proactively engaged across a number of fora in the Bay of Islands and Kaikohe areas, including with Kāhui Ako and the Southern Bay of Islands Principals' Association.
7. The board has applied for a change of class to a Year 1–13 composite wharekura.

Application

8. In 2018 staff attended the national kura-ā-iwi conference. As a result of hearing from kura-ā-iwi graduates and learnings from the conference, staff unanimously decided to assess the pathways available for their own graduates. Staff then decided to prepare and present a proposal to the board.
9. The board resolved that Te Kura o Waikare should extend its pathway from Year 1 - 8 to Year 1 - 13, to better support the whānau and children of the Waikare community. An internal consultation process was then initiated and advanced on behalf of the board by the Tumuaki and staff.

10. The change would result in approximately six to ten Year 9 students remaining at the kura each year, progressing through the subsequent year level(s). The board has requested a phased implementation as follows, with only Year 9 students proposed to be enrolled for 2020:

2020	Years 1 – 9
2021	Years 1 – 10
2022	Years 1 – 11
2023	Years 1 – 12
2024	Years 1 – 13

11. Based on the kura ultimately being approved as a Year 1 – 13 school, the proposed rolls to 2022 are set out in the table below:

Table 1 – projected roll levels 2019 to 2022

Year	1	2	3	4	5	6	7	8	9	10	11	12	13	Total
2019	6	9	7	9	13	7	10	6	-	-	-	-	-	67
2020	7	6	9	7	9	13	7	10	6	-	-	-	-	74
2021	4	7	6	9	7	9	13	7	10	6	-	-	-	78
2022	5	4	7	6	9	7	9	13	7	10	6	-	-	83

12. The proposal aims to provide wharekura or secondary-level education to give students better options upon leaving secondary schooling than they currently experience. It is further hoped that at least some of those gaining higher qualifications will return to Waikare as stewards within their own and neighbouring communities. The proposal also seeks *“to promote the survival of te reo Māori me ōna tikanga o Te Kapota”*.

Ministry Comment

13. We propose that the application to become a wharekura is approved for Year 1-10 only at this time. This will allow it to retain secondary students for 2020 and 2021. The kura does not have specialist teachers for Years 11-13 student at this time, and neither does it have suitable property for the additional senior secondary students. Consultation was undertaken on both options, that is the kura becoming Year 1-10 or the kura becoming Year 1-13.
14. Regardless of the year levels, the proposal would support *Maihi Karauna*, the Māori language strategy, foster increased participation and success for Māori students through the advancement of Māori education initiatives, and aligns with *Ka Hikitia*. It also aligns with the national network plan to grow Māori medium education in the network.

Board consultation

15. The board consultation was led by the Tumuaiki with parents of current students. A community consultation hui was held with 19 out of 20 whānau attending. Whānau were largely supportive. In addition, whānau members who are seeking to gain teaching degrees presented themselves as possible future teachers.
16. The board has consulted with neighbouring schools or groups that might be affected by the proposal. In 2018 the Tumuaiki discussed this proposal with the Southern Bay of Islands Principals' Association. The board states that no objections were raised.

17. All students would likely attend Bay of Islands College from Year 9 if the proposal were declined. Following a number of attempts to arrange a hui with the Principal of Bay of Islands College, correspondence was received expressing no objection at that stage. The College principal went on to fully endorse the aspirations of the Waikare community.

Internal Consultation

18. Results canvassed by the tumuaki and staff show student graduates from the kura are competent in literacy and numeracy, while also well-grounded in their cultural understandings.

Statutory consultation

19. You agreed to consultation under section 157 of the Act on 20 November 2019 [METIS 1191073 refers]. We have completed this consultation on your behalf.
20. We consulted with the following schools, being those schools whose rolls are likely to be affected by the proposed change:
- Moerewa School (2103)
 - TKKM o Taumārere (2104)
 - Bay of Islands College (8).
21. Moerewa School expressed support for the proposal. No other comment was received.

Education at the Kura

Education Review Office report

22. In October 2016, a Limited Statutory Manager was appointed to support the kura in the areas of personnel management and curriculum management. A new Tumuaki was appointed in Term 2, 2017. The intervention was revoked in April 2018. The Education Review Office (ERO) last reviewed the kura in May 2018. The report notes:

"Since that time [appointment of tumuaki], the priority for the whānau has been to recreate a positive and inclusive culture for students and whānau, and raise student achievement. Community and kura relationships are strong and positive."

and further states:

"Students are challenged and extended in their learning. The introduction of project-based learning is one of the initiatives that has increased engagement of students. Kaimahi provide high interest projects which involve students in the planning. Additional initiatives and strategies have been introduced to accelerate student achievement."

23. The kura is on a three year Education Review Office review cycle.

24. The kura would need time to develop Quality Management documentation to enable it to gain "Consent to Assess" status if you were to approve a change to Year 1–13 provision, or it would need to reach agreement with another Year 1-13 school that students from Te Kura o Waikare are assessed under that school's authority. If the kura becomes Year 1-10 this would not be required unless students were to undertake an NCEA subject (such as te reo Māori) earlier than Year 11. The proposed staggered implementation would provide time for additional staff to be appointed and accreditation to be sought, if in the future a decision was made to extend the provision to Year 13.

Education in the local area

25. There are two composite schools in the area and one secondary school. Bay of Islands College, Kawakawa, caters for students from Year 9 - 13, and has a roll of around 330 students. The other is Te Kura Kaupapa Māori of Taumārere, Moerewa, which is a Year 1-13 composite kura with a roll around of 150 students. Moerewa School is a Year 1 - 10 school and also has a roll of approximately 150 students.
26. All primary schools in the area are Year 1-8 full primary schools. The other primary schools are set out in the table below:

Table1: Primary schools in the vicinity of Te Kura o Waikare

School	March 2019 Roll	Distance from Te Kura o Waikare
Karetu School	92	13 km (22 min)
Kawakawa Primary School	171	22 km (31 min)
Russell School	80	20 km (26 min)
Whangaruru School	47	24 km (40 min)
Opua School	106	26 km (35 min)
Paihia School	188	31 km (40 min)

27. All schools are on a three year ERO review cycle except Whangaruru School, where ERO has been carrying out a process of ongoing evaluation to support development over the course of one to two years.
28. In 2011 a bilingual unit was established at the nearest college, Bay of Islands College, to cater for graduates from the kura. Bilingualism is not equivalent to dedicated Māori medium provision, which therefore affects the entry requirements, and consequently does not accommodate whānau who wish for their tamariki to continue education in a localised dedicated Māori medium setting.
29. The localised curriculum for TKKM o Taumārere primarily centres on a Ngāti Hine curriculum. So although it provides an immersion setting it does not accommodate whānau who wish to continue education within Te Kura o Waikare, whose designated character is based on their localised curriculum for Te Kapotai and Ngāti Pare.

Ministry analysis of proposed year levels

30. As discussed in the previous report [METIS 1191073] seeking approval to consult, the kura is currently a primary school. While primary teaching staff can teach to Year 10, higher year levels would require secondary teachers or upskilling of current staff.

31. There would be property implications in extending to years 11 to 13 as the kura does not have sufficient teaching spaces for the projected roll. A transition from full primary to a Year 1-13 composite school would require science and technology curriculum provision in terms of laboratory or technical work learning spaces. It would also require consent to assess national school qualifications.
32. It is for these reasons that you approved consultation on moving to a Year 1-10 composite school, which we now propose.

Financial implications

33. The kura has provided roll projections to Year 11. The related additional operational costs to the Crown are estimated at approximately \$300,000 in the first year and approximately \$223,000 for subsequent years. These are based on the assumption that students would otherwise attend Bay of Islands College, with half in the bilingual unit and half in mainstream classrooms.
34. For provision at Years 1-10 only, the additional operational costs to the Crown are estimated at approximately \$193,000 in the first year and approximately \$132,000 for subsequent years.

Staffing

35. The kura currently has a 4.62 Full Time Teacher Equivalent entitlement.
36. The internal consultation process produced expressions of interest from wider whānau senior school teachers who would consider returning to Waikare to work for the kura if the application for change of class was approved. Some whānau expressed an interest in pursuing a teaching career under this scenario.
37. Primary teachers are able to teach to Year level 10 without further training. Secondary level-trained teachers would be required for the higher year levels, or current primary teachers would need to upskill.

Property and transport implications

38. There is not currently sufficient property at the kura to accommodate the proposed year levels. Projected rates of enrolment would add six to ten students per year, which translates to 12 to 20 students for a change to years 9 and 10, or 30 to 50 students over the five years for a change to years 9 to 13.
39. The kura has applied for, and had approved, a roll growth classroom due to the 2018 roll increase (due to be available in 2020), and would apply for further classrooms if required. Although the roll growth is in relation to Years 1-8, a new classroom will take the number of classrooms to four, equating to 100 student spaces. This would accommodate the roll projections for a change in class from a Year 1-8 primary school to a Year 1-10 composite school as is recommended by this report. In future years the kura could grow further.
40. A transition from full primary to a Year 1 – 13 composite school would require science and technology curriculum provision in terms of laboratory or technology learning spaces. The estimated cost to the Crown is \$450,000 (excluding GST).

41. No changes to existing transport arrangements would be necessary. Transport entitlements for students at other schools in the area would not be affected. The kura provides its own transport for students.

Conclusion

42. We consider it appropriate to approve the proposed change of class for Te Kura o Waikare to a Year 1 – 10 composite school because:
- the application arises from reports of success experienced by students of fellow kura-ā-iwi from across the national kura-ā-iwi network
 - the change would provide whānau with the opportunity for their tamariki to be educated within a designated character pathway and Māori medium provision
 - there is strong community support for the proposal, and support from local schools and the local Principals' Association
 - the change would support *Maihi Karauna*, the recently announced Māori language strategy, foster increased participation and success for Māori students through the advancement of Māori education initiatives, and aligns with *Ka Hikitia*. It also aligns with the national network plan to support Māori medium education in the network.
43. We consider it appropriate to move only to becoming a Year 1–10 composite school at this time, due to the significant additional requirements involved in providing education at years 11 to 13. In future years the kura can apply to grow to include years 11 to 13.

Next steps

44. If you agree, please sign the attached notice for the *New Zealand Gazette* giving effect to your decision (Annex 1).
45. Please also sign the attached letters to the Te Kura o Waikare Board chairperson (Annex 2) and local Members of Parliament (Annex 3).
46. We will support the board as necessary to implement this change.

Proactive release

47. It is intended that this Education Report be proactively released in line with 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.

Annexes

- Annex 1: Notice for the *New Zealand Gazette*
- Annex 2: Letter to Board Chairperson
- Annex 3: Letters to local Members of Parliament

Proactively Released

Hon Chris Hipkins

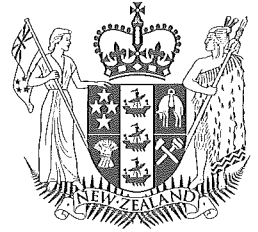
MP for Rimutaka

Minister of Education

Minister of State Services

Leader of the House

Minister Responsible for Ministerial Services



Change of class for Te Kura o Waikare, Waikare, Bay of Islands (1666)

Under sections 153(1) and 153(1A) of the Education Act 1989, I declare that Te Kura o Waikare will become a Year 1 – 10 composite school on 20 July 2020 and cease to be a primary school on that day.

The change will be phased in as follows:

2020: Year 1 to Year 9

2021: Year 1 to Year 10.

Dated at Wellington this 28th day of January 2020

A handwritten signature in black ink, appearing to be 'CH'.

Hon Chris Hipkins
Minister of Education

Annex 2: Letter to the Board Chairperson

Proactively Released

Hon Chris Hipkins

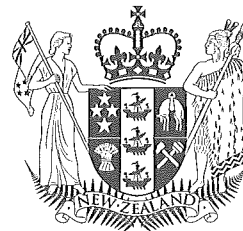
MP for Rimutaka

Minister of Education

Minister of State Services

Leader of the House

Minister Responsible for Ministerial Services



Hope Hancy
Chairperson
Te Poumarumaru o Te Kura o Waikare
Waikare Valley Road
R D 3
KAWAKAWA 0283

Dear Hope

Further to my letter of 20 November 2019 I am writing to you regarding your board's application to change the class of Te Kura o Waikare from Year 1-8 primary school to a composite school.

The Ministry of Education has consulted on my behalf with the boards of all schools whose rolls might be affected by this change.

Having considered all the information provided to me I have decided to change the class of Te Kura o Waikare under sections 153(1) and 153(1A) of the Education Act 1989 to become a Year 1 – 10 composite school.

This change will be notified in the *New Zealand Gazette* and will take effect from 20 July 2020, and will be phased in as follows:

2020: Year 1 to Year 9.
2021: Year 1 to Year 10.

The Ministry of Education's Senior Advisor Māori Medium, Mark Scott, will be in contact with you regarding the process from here.

Yours sincerely

A handwritten signature in black ink, appearing to be 'CH' followed by a stylized flourish.

Chris Hipkins
Minister of Education

Annex 3: Letters to local MPs

Proactively Released

Hon Chris Hipkins

MP for Rimutaka

Minister of Education

Minister of State Services

Leader of the House

Minister Responsible for Ministerial Services



Hon Kelvin Davis
MP for Te Tai Tokerau
Parliament Buildings
WELLINGTON 6160

Dear Kelvin

I am writing to let you know that I have received an application from the board of trustees of Te Kura o Waikare in the Bay of Islands for a change of class from a primary school to a composite school.

Under sections 153 (1) and 153 (1A) of the Education Act 1989, I have decided that Te Kura o Waikare will become a Year 1 – 10 composite school. This change will be notified in the *New Zealand Gazette* and take effect from 28 April 2020. The change will be phased in as follows:

2020: Year 1 to Year 9.
2021: Year 1 to Year 10.

I consider this change will assist local students who so choose to continue their Māori medium education beyond Year 8.

Yours sincerely

Chris Hipkins
Minister of Education

Hon Chris Hipkins

MP for Rimutaka

Minister of Education

Minister of State Services

Leader of the House

Minister Responsible for Ministerial Services



Matt King
MP for Northland
Parliament Buildings
WELLINGTON 6160

Dear Mr King

I am writing to let you know that I have received an application from the board of trustees of Te Kura o Waikare in the Bay of Islands for a change of class from a primary school to a composite school.

Under sections 153 (1) and 153 (1A) of the Education Act 1989, I have decided that Te Kura o Waikare will become a Year 1 – 10 composite school. This change will be notified in the *New Zealand Gazette* and take effect from 28 April 2020. The change will be phased in as follows:

2020: Year 1 to Year 9.

2021: Year 1 to Year 10.

I consider this change will assist local students who so choose to continue their Māori medium education beyond Year 8.

Yours sincerely

Chris Hipkins
Minister of Education