Education Report: Proposal for recapitation of Waikino School (2054)

To: Hon Chris Hipkins, Minister of Education

Date: 6 December 2019
Priority: High

Security Level: In Confidence
METIS No: 1214776

Drifter: Phil Straw
DDI: s 9(2)(a) OIA

Key Contact: Paula Rawiri, Director of Education for Waikato
DDI:

Messaging seen by Communications team: No
Round Robin: No

Purpose of Report

The purpose of this paper is to seek your decision on an application from the Waikino School Board of Trustees for recapitulation of the school from a Year 1 – 6 (contributing) primary school to a Year 1 – 8 (full) primary school under section 150(1) of the Education Act 1989 (the Act).

We recommend that you decline to initiate formal consultation under section 157 of the Education Act 1989 on the application to recapitate.

Summary

1. Waikino School is a decile 5, Year 1 – 6 (contributing) primary school in Waikino, Waikato. The school is situated 7.7 kilometres west of Waihi, in the township of Waikino, between Karangahake and Waihi.

2. The school is in a rural community, with a roll of 76 students. Of these, 45 students (59.2%) are New Zealand European, 24 students (31.6%) are Māori and four students (5.3%) are Pacific. The roll has shown significant growth over the past five years, with much of this from outside the school’s catchment area. The growth has accelerated in recent months.

3. The board considers there are educational advantages for its students in remaining at the school for Years 7 – 8 before moving to Waihi College, the closest secondary school.

4. Waikino School is a member of the Waihi Kāhui Ako. Other schools of the same type in the Kāhui Ako are also contributing schools.

5. The board has engaged with staff and parents of the school, as well as the management of neighbouring schools, regarding recapitulation. While staff and parents were in support of the proposal, there were concerns raised by two schools on the impact recapitulation would have on their respective schools.
The current physical capacity of Waikino School is 75 students and any increase in roll will change the property entitlement, requiring further teaching spaces to be scheduled. Provision of extra teaching spaces is unlikely as the school draws most of its students from outside its Transport Entitlement Zone (TEZ).

The Ministry does not support this application as approval is likely to have a detrimental effect on the local network in the long term. Furthermore, recapitation is likely to result in roll growth that is beyond the school’s current physical capacity.

Recommended actions

We recommend that you:

a. note that the Waikino School Board of Trustees has applied for recapitation of the school from a Year 1 – 6 (contributing) primary school to a Year 1 – 8 (full) primary school under section 150(1) of the Education Act 1989 (the Act);

   Noted

b. decline to initiate consultation under section 157 of the Education Act 1989 on the application from Waikino School to become a full primary (Year 1 - 8) school.

   Agree/Disagree

c. sign the attached letter to the chairperson of the board of trustees, advising the board of your decision;

d. agree that this report be proactively released as soon as practical, in line with your expectations. Any information that might need to be withheld will be done so with the provisions of the Official Information Act 1982.

   Release/Not release

Katrina Casey
Deputy Secretary
Sector Enablement and Support

Hon Chris Hipkins
Minister of Education

6.12.19

17.12.19
Background

1. Waikino School is a decile 5, contributing (Year 1 – 6) primary school situated in the township of Waikino, between Karangahake and Waihi, 7.7 kilometres west of Waihi.

2. The school’s current physical capacity is for 75 students, with the 1 July 2019 roll standing at 76 students. The roll has shown significant growth over the past five years, with much of this from outside the school’s catchment. The growth has accelerated in recent months. A dot map of student enrolments at the school is attached in Annex 1.

<table>
<thead>
<tr>
<th>Table 1: Waikino School’s Student Roll, 2015 - 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
</tr>
<tr>
<td>39</td>
</tr>
</tbody>
</table>

Source: CSIS July 1 2019

3. The current principal has worked hard, with the board of trustees, to improve the school since she took over the position in 2014. She has introduced a Forest Schools programme into the curriculum, which utilises an adjoining area of bush to support learning in an Education Outside of the Classroom (EOTC) type programme. This is reportedly resulting in greatly improved education outcomes.

4. Waihi College is where the majority of students leaving Waikino School after Year 6 enrol. This has historically been a small number of students, due to Waikino School’s low roll. If the proposed recapitation were to be approved some, or all, of these students would remain at Waikino School.

<table>
<thead>
<tr>
<th>Table 2: Year 6+ students as at 1 July 2019.</th>
</tr>
</thead>
<tbody>
<tr>
<td>YEAR</td>
</tr>
<tr>
<td>2015</td>
</tr>
<tr>
<td>2016</td>
</tr>
<tr>
<td>2017</td>
</tr>
<tr>
<td>2019</td>
</tr>
<tr>
<td>2020</td>
</tr>
<tr>
<td>2021</td>
</tr>
</tbody>
</table>

Source: Education Counts

5. The March 2019 school roll shows that 43% of the students come from within the Transport Entitlement Zone (TEZ) for Waikino School. This means that 57% of the students travel away from their nearest school to attend Waikino School.

6. As the school is at full capacity, the local Ministry office is working with the board to implement an enrolment scheme, which will limit enrolments from outside the school zone. A possible effect of this could be that students might not be able to attend the same school as their siblings due to the school being over capacity. Recapitation would place further pressure on the school infrastructure.
Waikino School's application

7. The board's reasons for wishing to retain learners at Year 7 and 8 include the following:

"The school community supports the retention of students in Year 7 and 8 and the community has made logistical plans to accommodate these students. The community sees that students would benefit from an extension of their Forest School's curriculum that would support the following:

i. The science and technology curriculum in Waikino, where Forest School-trained teachers take students into the forest every week to engage in a variety of activities, including tool use, shelter building, survival skills, hazard management, and environmental management and action. This programme has a strong focus on developing resilience, well-being, engagement, and transfers these skills back into classroom teaching and learning.

ii. Garden to table - Waikino School states it has a fully fitted industrial kitchen and building that houses a Food Technology/garden to table area that all students engage in on a weekly basis.

iii. STEAM – Science, Technology, Engineering, the Arts and Mathematics are available to all students through various outdoor spaces."

8. The board considers there are educational advantages in its students remaining at Waikino School for Years 7 and 8 before moving to secondary school. Advantages include students being offered greater opportunities to develop and provide leadership at Waikino than they would be at a secondary school.

9. The board also believes that gaining an extra two years' maturity coupled with longer exposure to the Forest Schools environment would be valuable for students before transitioning to secondary education.

Initial engagement

10. In early 2019, the board engaged with staff and parents of Waikino School about recapituation. Staff and parents supported the proposal. The board also consulted with some members of the wider community via a survey, and while those who responded to the survey generally supported the proposal, a number of key questions were raised.

11. We have engaged with the boards of schools whose roles we consider might be affected by the recapitulation. A list of the schools is attached as Annex 3. Of these schools, we received feedback from Waihi College and Karangahake School.

12. The Waihi College Board of Trustees, the school most likely to be affected by the recapitulation, recognised the merit of the proposal. However, they raised concerns about the impact it would have on the college's roll, and a possible 'domino effect' it could create in encouraging other schools to recapitulate.
13. Waikino School believes any effect of recapitulation on Waihi College will be minimal, as traditionally small numbers of students have graduated from Waikino School from Year 6. However, this situation has changed with a recent increase in the school’s roll and is projected to further increase for the next three years. Waikino School also advises that students will still retain the option of enrolling at Waihi College if that is their wish. However, this will be difficult for students residing in the Waikino Township as they will no longer have access to a conveyancing allowance until Year 9.

14. It is possible that other schools with available capacity might also consider applying for recapitulation, as raised by Waihi College. All except one school contributing to Waihi College has surplus capacity. If recapitulation of some primary schools were to happen the small number of contributing schools in the area would be reduced, bringing into question the viability of the current network in Waihi.

15. If Waikino School and one or more local contributing schools recapitulate, the effect on Waihi College’s Year 7 and 8 enrolments would be a possible loss of at least 35 students. This is five percent of the college’s 2019 roll.

16. Karangahake School’s view is that it might be affected by the proposed recapitulation as the only full primary school in the area. Although aligned to the Paeroa Kāhui Ako rather than the Waihi Kāhui Ako, the school hopes of attracting more students seeking a full primary option.

Education in the local area

17. Waihi has three primary schools within the township: Waihi Central School, Waihi East School, and St Joseph’s Catholic School. All three schools are on an Education Review Office (ERO) review cycle of three years or longer.

18. Waikino School was reviewed by ERO earlier this year, and is currently awaiting the release of its report. Its previous review was in 2016.

19. The only secondary school in the area is Waihi College, which is 8.4 kilometres to the north-east of Waikino School, and caters for students from Year 7 – 13. It has a current roll of 684, and had a March 2019 roll of 715.

20. Waikino School is a member of the Waihi Kāhui Ako, working in collaboration with six other schools and six early childhood services to lift student achievement. A list of the Kāhui Ako’s membership is attached as Annex 2.

21. The other primary schools in the Kāhui Ako are contributing schools. Karangahake School is a Year 1-8 primary school, and has additional capacity. It has future plans for Year 7 – 8, which it has discussed with Waikino. The proposal for recapitulation would result in direct competition between the schools.
22. The capacity utilisation of the local schools is indicated in the table below:

<table>
<thead>
<tr>
<th>School</th>
<th>Roll (July 1 2019)</th>
<th>Capacity</th>
<th>Differential</th>
</tr>
</thead>
<tbody>
<tr>
<td>Waikino School</td>
<td>76</td>
<td>75</td>
<td>+1</td>
</tr>
<tr>
<td>Waihi Central</td>
<td>109</td>
<td>272</td>
<td>-163</td>
</tr>
<tr>
<td>Waihi East</td>
<td>196</td>
<td>197</td>
<td>+1</td>
</tr>
<tr>
<td>Waihi Beach</td>
<td>220</td>
<td>262</td>
<td>-42</td>
</tr>
<tr>
<td>Waimata</td>
<td>84</td>
<td>100</td>
<td>-16</td>
</tr>
<tr>
<td>Karangahake</td>
<td>44</td>
<td>75</td>
<td>-31</td>
</tr>
<tr>
<td>Waihi College</td>
<td>718</td>
<td>762</td>
<td>-44</td>
</tr>
</tbody>
</table>

23. The year 6 – 9 roll numbers are shown in the table below:

<table>
<thead>
<tr>
<th>School</th>
<th>Year level</th>
<th>Roll Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Waihi College</td>
<td>Year 7</td>
<td>118</td>
</tr>
<tr>
<td></td>
<td>Year 8</td>
<td>106</td>
</tr>
<tr>
<td></td>
<td>Year 9</td>
<td>97</td>
</tr>
<tr>
<td>Waikino School</td>
<td>Year 6</td>
<td>14</td>
</tr>
<tr>
<td>Waihi Central School</td>
<td>Year 6</td>
<td>21</td>
</tr>
<tr>
<td>Waihi East School</td>
<td>Year 6</td>
<td>41</td>
</tr>
<tr>
<td>Waihi Beach School</td>
<td>Year 6</td>
<td>40</td>
</tr>
<tr>
<td>Waimata School</td>
<td>Year 6</td>
<td>41</td>
</tr>
</tbody>
</table>

Staffing

24. Waikino School’s current roll attracts staffing of 4.7 FTTE. Any increased roll resulting from retaining Year 7 and 8 students would require increased staffing along with extra teaching space.

25. The difference of approximately 26 students, spread across two year levels remaining at Waikino School, would have an impact on the staffing at Waihi College of about 1 FTTE. The 26 students is based on the projected 2020 and 2021 Year 6 graduates.

Property and transport implications

26. There are property implications should the school be recapitulated as it currently has capacity for 75 students according to the School Property Guide (SPG), and the school roll already exceeds this (by one student).
27. A contributing factor to the high roll number is that 57% of the school’s student population is from outside the TEZ, with the school running a daily bus for many of these students. Any increase in the school’s roll would normally change its property entitlement and require further teaching spaces to be scheduled. However, as the roll growth is from outside of the TEZ, the school would not meet the criteria for new buildings.

28. The school has a different view. It maintains that there will be no property implications as students will spend at least one day per week in the Forest School environment. While this is a possibility in good weather the school has not indicated alternative plans for wet weather. Weather statistics in the Waihi area show an average of 10 to 15 wet days per month.¹

29. Students residing in Waikino township who wish to attend Waihi College at years 7 and 8 will not be eligible for free transport to Waihi College should recapitation be approved – although they could catch the Waihi College bus from the midpoint if there were spaces available and they paid a fare.

Conclusion

27. We do not recommend recapitation of Waikino School for the following reasons:

a. Recapitation would likely have a detrimental effect on the local network in the long term.

b. The resulting roll growth and retention would be beyond the school’s current physical capacity, and the school would not be eligible for additional teaching space.

c. Climate conditions would have an impact on the school’s plans for students to spend one day per week in the Forest School environment, undermining the school’s view that it could manage with its existing teaching space.

d. Recapitation would remove transport assistance eligibility from students who wished to attend Waihi College from Year 7.

e. Many of the school’s students are from outside its catchment area, and its roll can be managed by implementation of an enrolment scheme, which has been initiated.

f. Karangahake School is a Year 1 – 8 primary school, with spare capacity, and is 6.4 km away. The proposal would result in direct competition for students and potentially undermine Karangahake School’s future plans.

Next steps

31. If you agree, you are asked to sign the attached letter to the board chairperson (Annex 4), and return this to the Ministry to be delivered.

Proactive release

32. It is intended that this Education Report be proactively released as soon as practical, 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.

Annexes

Annex 1: Dot map of Waikino School’s student roll
Annex 2: Members of the Waihi Kāhui Ako
Annex 3: List of schools consulted, with responses
Annex 4: Letter to board of trustees’ chairperson
### Annex 2: Members of the Waihi Kāhui Ako

<table>
<thead>
<tr>
<th>School ID</th>
<th>School Name</th>
<th>School Type</th>
<th>Authority</th>
</tr>
</thead>
<tbody>
<tr>
<td>1954</td>
<td>St Joseph’s Catholic School (Waihi)</td>
<td>Full Primary</td>
<td>State: Integrated</td>
</tr>
<tr>
<td>2048</td>
<td>Waihi Beach School</td>
<td>Contributing</td>
<td>State</td>
</tr>
<tr>
<td>2050</td>
<td>Waihi Central School</td>
<td>Contributing</td>
<td>State</td>
</tr>
<tr>
<td>114</td>
<td>Waihi College</td>
<td>Secondary (Year 7-15)</td>
<td>State</td>
</tr>
<tr>
<td>2049</td>
<td>Waihi East School</td>
<td>Contributing</td>
<td>State</td>
</tr>
<tr>
<td>2054</td>
<td>Waikino School</td>
<td>Contributing</td>
<td>State</td>
</tr>
<tr>
<td>2058</td>
<td>Waimata School</td>
<td>Contributing</td>
<td>State</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>ECE ID</th>
<th>ECE Name</th>
<th>ECE Type</th>
<th>20 Hours ECE</th>
</tr>
</thead>
<tbody>
<tr>
<td>47496</td>
<td>Athenree Montessori</td>
<td>Education &amp; Care</td>
<td>No</td>
</tr>
<tr>
<td>34097</td>
<td>Best Start Waihi Kindy</td>
<td>Education &amp; Care</td>
<td>Yes</td>
</tr>
<tr>
<td>34088</td>
<td>KiwiKidz Educare</td>
<td>Education &amp; Care</td>
<td>Yes</td>
</tr>
<tr>
<td>45699</td>
<td>KiwiKidz Educare – At the Beach</td>
<td>Education &amp; Care</td>
<td>Yes</td>
</tr>
<tr>
<td>45217</td>
<td>Somerset Early Learning Centre</td>
<td>Education &amp; Care</td>
<td>Yes</td>
</tr>
<tr>
<td>5552</td>
<td>Waihi Kindergarten</td>
<td>Kindergarten</td>
<td>Yes</td>
</tr>
</tbody>
</table>
Annex 3: List of schools engaged, with responses

Waihi College – Responded
Karangahake Primary – Responded
Waihi Beach – No response
Waihi Central – No response
Waihi East – No response
Waimata – No response

Waihi College Response

Phil Straw
Ministry of Education
Home Straight

30 August 2019

Dear Phil

Re: Waikino School Recapitation request

The Board of Trustees of Waihi College discussed Waikino schools re-capitation request at their meeting on Monday 26th August.
The Board recognised and supported the development of Environmental focus of Waikino School and support our local schools developing their own character and point of difference.
The only concern that the Waihi College Board has is the potential risk to our school student numbers and the potential precedent for other schools to recapitate and thus significantly influence the number of students enrolled at Waihi College.
These cogitations were minuted and moved at the August 26th Meeting

Nga mihi

Alistair Cochrane
Principal
Waihi College Board of Trustees
Karangahake School Response

KARANGAHAKE SCHOOL
Striving for Excellence
School Road, RD 4, Paeroa
PH: 07 8628097

To: Phil Straw,

Re: Recapitation Waikino School

We here at Karangahake School would like to comment on the proposed recapitation of Waikino School to a full primary school, thus allowing the school to take students up to year 8.

With Waikino School being a year 0-6 school, we see the potential for Karangahake School to be affected in the future with parents choosing to send their children to Waikino rather than Karangahake. With only 6.4km between the two schools, there would be, to a certain extent, competition with each other for the students who live in between.

I recently had a meeting with the Principal of Waikino School to discuss the possibility of our schools working more closely together in the future. One aspect we talked about was the promotion of Karangahake School as an option for the local year 7 and 8 students to attend, especially for those families who wanted their children to stay in a small rural school until they reached year 9. The Principal seemed to be in favour of this.

There are some students who live in the Karangahake area who currently attend Waikino School for a variety of reasons; some are family and support reasons, others I am not sure about. These reasons aside, as it stands there is the potential for these students to attend Karangahake School to complete their intermediate years.

At present Karangahake has 44 students and are using only two of the three classrooms at the school. We have room for additional students and would like to develop our senior school as a 'finishing' school for year 7 and 8 students who want to complete their primary years in a small rural school.

This vision for the future planning for Karangahake school would be worthless should Waikino School gain recapitation.

Terry Watton
Principal

Mike Ball
BOT Chairperson
Annex 4: Decline letter to board chairperson
Mrs Sheree Dunlop  
Chairperson  
Waikino School Board of Trustees  
15 Abbott Road  
Waikino  
WAIHI 3682  

Dear Mrs Dunlop

Thank you for your Board's application to recapitate Waikino School from a Year 1 – 6 contributing Primary school to a Year 1 – 8 full primary school.

I acknowledge the reasons behind the application and that retaining Year 7 and 8 students at your school has a level of support.

However, after considering all the information put before me I have decided not to recapitate your school. I have come to this decision for the following reasons:

- Your school is already at its teaching space capacity, and this is largely due to the number of students enrolling from outside your school's Transport Entitlement Zone
- This being the case, the school is not eligible for additional teaching space. I am not convinced that it would be feasible to use the Forest School programme to accommodate the surplus students in all weathers
- Recapitation would remove transport assistance eligibility from students in your area wishing to attend Waihi College from Year 7
- I consider it would be detrimental to the local school network, and could have a particular impact on Karangahake School's future plans.

I realise this is not the decision you were seeking. I am aware your student roll has been growing, and encourage you to work with the Ministry of Education to develop an enrolment scheme to manage your roll within your school's property capacity.

I would like to take this opportunity to acknowledge the work successive boards and the school principal have done in recent years to improve your school.

Yours sincerely

Chris Hipkins  
Minister of Education