MINISTRY OF EDUCATION
TE TĀHUHU O TE MĀTAURANGA

ORIGINAL SENT TO
19 FEB 2019
MINISTERS OFFICE

Education Report: Consideration of the Establishment of Te Okuroa Drive School, Tauranga

To:	Hon Chris Hipkins, Minister of Education		
Date:	18 February 2019	**Priority:**	High
Security Level:	In Confidence	**METIS No:**	1174847
Drafter:	Nicky Morrison	**DDI:**	s 9(2)(a)
Key Contact:	Ezra Schuster, Director Education Bay of Plenty - Waiariki	**DDI:**	
Messaging seen by Communications team:	Yes	**Round Robin:**	No

Purpose of Report

This report seeks your approval to establish a Year 1 - 6 contributing primary school on Te Okuroa Drive, Papamoa in Tauranga, intended to open in Term One, 2021.

You are asked to:

Note that funding for a new school at Te Okuroa Drive was approved in Budget 2017;

Note that we have carried out consultation on this proposal as required under section 157 of the Education Act 1989;

Agree to establish the school as a Year 1–6 primary school, opening in 2021;

Note that we plan to have the Establishment Board of Trustees (EBoT) in place in early 2019 if the school is established.

Summary

1. Forecast capital expenditure of $21.5 million for Stage 1 of building Te Okuroa School was included in the School Property Programme Business Case approved by Cabinet on 18 April 2017 [CAB-17-MIN-0185.07 refers]. s 9(2)(f)(iv)

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2. Te Okuroa Drive is situated in the Papamoa East development known as Wairakei. Development of this area began in 2007 and should be complete by 2021. The predicted population in the Wairakei development will be approximately 8,000. The nearby development known as Te Tumu will start construction in 2021 and will eventually accommodate approximately 15,000 people. The area that has been developed so far is currently being serviced by Golden Sands and Papamoa Primary Schools.

3. The Ministry owns a 7.1 hectare site in Te Okuroa Drive, Papamoa East. In addition to the proposed new school, the site could also accommodate an early childhood centre and a learning support facility which could be either a satellite of Tauranga Special School (176) or a self-managed unit.

4. Consultation with schools whose rolls might be affected by the establishment of a school in Te Okuroa Drive has been carried out under section 157 of the Education Act 1989 (the Act).

5. The Ministry of Education (the Ministry) recommends the establishment of a new contributing primary school (Years 1 - 6) at Te Okuroa Drive in Papamoa, Tauranga, with an initial name of Te Okuroa Drive School. The school is intended to open for instruction at Years 1 - 6 in January 2021.

6. A proposed enrolment zone will be prepared by the EBoT before the school opens.

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Recommended Actions

The Ministry of Education recommends you:

a. **note** that forecast capital expenditure of $21.5 million for a new primary school in Papamoa East was included in the School Property Programme Business Case approved by Cabinet on 18 April 2017 [CAB-17-MIN-0185.07 refers];

Noted

b. **agree** to establish, under section 146 of the Education Act 1989, a contributing primary school (Year 1 - 6), to be known initially as Te Okuroa Drive School, at Te Okuroa Drive, Papamoa East in Tauranga;

Agree / Disagree

c. **sign** the attached notice for the *New Zealand Gazette*;

d. **announce** your decision to establish the school by releasing the attached media statement; and

e. **agree** that this report be proactively released in line with your expectation that information be released as early 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.

Agree / Disagree

Katrina Casey
Deputy Secretary
Sector Enablement and Support
18/2/2019

Hon Chris Hipkins
Minister of Education
__/__/____

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Background

1. Papamoa and Papamoa East are urban areas in Tauranga that have experienced, and continue to experience, high levels of housing development and growth. The numbers of school-aged students has consistently been higher than the high growth projections from Statistics New Zealand (Statistics NZ). Adjusted predictions are for somewhere between 2,500 to 4,300 Year 1 - 6 students requiring accommodation in the local school network by October 2023.

2. The Ministry owns a 7.1 hectare site in Te Okuroa Drive, Papamoa East. It is expected the site would also accommodate an early childhood centre and a learning support facility, which could be either a satellite of Tauranga Special School (176) or a self-managed unit.

3. Capital funding of $21.5 million for Te Okuroa Drive School was approved in Budget 2017 for Stage 1 of its build programme.

4. Te Okuroa Drive is situated in the Papamoa East development known as Wairakei. Development of this area began in 2007 and should be complete by 2021. The predicted population in the Wairakei development will be approximately 8,000. The nearby development known as Te Tumu is expected to start construction in 2021 and will eventually accommodate approximately 15,000 people. The area that has been developed so far is currently being serviced by Golden Sands and Papamoa Primary Schools. Both of these schools have steadily growing rolls and have received roll growth funding to accommodate this.

Consultation

5. Under section 157 of the Act, the Minister of Education is required to consult with the Boards of all schools whose rolls might be affected before establishing a new school.

6. Between September and November 2018, the Ministry undertook consultation on the establishment of the proposed school. We contacted 25 schools (listed in Annex 1), local Members of Parliament, early childhood centres, churches, teacher unions, the New Zealand School Trustees Association (NZSTA), and 48 other stakeholders.

7. Public notices were published in the *Bay of Plenty Times* and *Sun Live Weekend* newspapers on 18 and 19 October 2018. A notice was also placed in the *Education Gazette*.

Feedback from stakeholders

8. Feedback was received from two stakeholders, both expressing support for the establishment of the new school (see summary table in Annex 1).

- NZEI Te Riu Roa supports the intention to establish a state, non-integrated, Year 1 - 8 primary school on Te Okuroa Drive, rather than a Year 1 – 6 school as proposed, and also supports the provision for students requiring learning support. NZEI's support for a Year 1-8 full primary school is addressed in paragraphs 28 to 30 below.

- Ngāti Pukenga also support the school, seeing it as being an essential addition to that part of the Papamoa growth area.

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Feedback from other schools

9. Feedback was also received from two schools in the area (see summary table in Annex 1), one in support and one in opposition.

Te Kura Kaupapa Māori o te Kura Kokiri

10. The tumuaki of Te Kura Kaupapa Māori o te Kura Kokiri expressed opposition to the proposed establishment with three key points of feedback. Two of these points related to the acquisition of the site and the other related to the Treaty of Waitangi. Consideration of these points are made below and in the summary table.

11. Consideration of the points raised by Te Kura Kaupapa Māori o te Kura Kokiri include a response from the Ministry's Acquisitions and Designations unit regarding the claimed wāhi tapu status of the land (claimed by the kura). *"As part of the preparation of the Notice of Requirement for the Te Okuroa School, Beca consulted with Nga Potiki and Waitaha who are recognised as having mana whenua for the area. Both groups provided a Cultural Impact Assessment (CIA) for the site. In response to the recommendations contained in the CIAs, earthworks monitoring and accidental discovery protocols are proposed in the conditions of the designation and cultural links will be recognised through discussions between the EBoT and Nga Potiki and Waitaha in the master planning process. The CIAs did not identify the site as being waahi tapu. Beca also consulted with Tapuika who provided their written approval for the project."*[1]

12. TKKM o te Kura Kokiri also objected that it has been 'leap frogged' in the site acquisition process. Whilst the acquisition process for this kura has been prolonged, the process is still actively underway for a new site for it. The establishment of a new state school is not an alternative to a new site for TKKM o te Kura Kokiri, nor does it affect the mandate for acquiring a site for TKKM o te Kura Kokiri.

13. Concerns raised about how Treaty of Waitangi and cultural values will be endorsed and grown into the future are intended to be addressed with the drafting of a Māori Medium strategy for the Bay of Plenty - Waiariki area.

Tauranga Special School

14. The Tauranga Special School principal also provided feedback on the new school's proposed establishment. He supported establishment and requested a satellite of Tauranga Special School be included as part of the new school.

15. If established, we are committed to delivering learning support provision at the new school. We consider that there are two options for delivering this. These options will be presented to the EBoT prior to the school's design phase, so that they can decide which option is best suited to the school. Tauranga Special School will have an opportunity to discuss the satellite option with the EBoT.

Network implications

16. Tauranga has been experiencing high population growth for a number of years. Since 2008, each set of revised population projections released by Statistics NZ has seen a higher rate of population growth than previous projections. We have developed a draft National Education Growth Plan (NEGP), which identifies what we know from a range of sources about the anticipated location and nature of patterns of growth in school-aged children. The NEGP then identifies measures that the Government might need to consider in order to meet the growth in the period through to 2030.

[1] Technical Director, Beca (email 3/12/18). Beca is the consulting engineering company for this development.

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17. The Tauranga area has three catchments in particular that we have been working on. These are Tauranga, Ōtūmoetai and Papamoa.

18. The population projections outlined below show that the proposed school will not be sufficient on its own to address network capacity issues, and a further primary school will be required in the longer term. An enrolment scheme will therefore need to be developed at the outset to address likely overcrowding at Te Okuroa Drive School.

Population projections

19. The Statistics NZ population projections use the historic rates of birth, death and migration, projecting these forward. The Ministry roll projections (shown below in Table 1) are created using the historic enrolment and retention rates, which are then manually adjusted to reflect what we know is happening in a particular community, e.g. new developments in the Golden Sands and Wairakei areas. We can then estimate how the population might change due to that development.

20. The Statistics NZ projections (updated 2017) for the Census Area Units (CAUs) of Doncaster, Gravatt, Pacific View, Palm Beach, Palm Springs and Papamoa Beach East to 2018 show a medium growth projection of 2,375 5-10 year olds, and a high growth projection of 2,480 5-10 year olds.

21. Mapping with the new July 2018 student distribution data shows 2,675 5-10 year old students in these CAUs. This means that the actual mapped student number is sitting at least 8% higher than the high growth Statistics NZ projection released just one year earlier. The actual difference could be higher than 8% given there might be students living in the area who are not able to be mapped.

22. Figures from Tauranga City Council show as at 28 September 2018, 1,494 dwelling consents were issued in Wairakei Urban Growth Area with capacity for a further 3,000 dwellings remaining. The population in Wairakei is expected to increase from approximately 3,585 people as at 28 September 2018 to 8,834 people by June 2063.

23. Population data from the National Institute of Demographic and Economic Analysis (NIDEA) are used by the local councils and SmartGrowth in the Tauranga area. The NIDEA projection for the 5-10 year olds in the CAUs listed above for 2018 was 2,429 which sits between the Statistics NZ medium and high projections. The NIDEA projections out to 2043 are relatively stable for all CAUs except for Palm Springs, which contains the future urban growth area Te Tumu.

School network

24. The Papamoa area is currently served by the following schools:

Golden Sands School	Years 1-6
Papamoa Primary	Years 1-6
Te Akau Ki Papamoa	Years 1-6
Tahatai Coast School	Years 1-6

25. All the state schools in the immediate network have enrolment schemes, and all primary schools other than Tahatai Coast School are at or over capacity. 2018 and projected rolls are provided in Table 1 below.

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Table 1: Current providers of Y1-6 education in the area adjacent to the new school site

School	Capacity	July 2018 Actual	2019 proj	2020 proj	2021 proj	2022 proj	2023 proj
Golden Sands School	567	580	700	764	842	880	905
Papamoa Primary	576	604	694	752	776	795	854
Te Akau ki Papamoa	524	627	692	722	715	726	739
Tahatai Coast School	735	694	722	752	776	781	815

proj = projected[2]

26. To provide the student places required in the network, the NEGP identifies the need for a school on Te Okuroa Drive to be open at full capacity (650 student places) in 2023. Another primary school is expected to be required to open in the Papamoa East area in 2024 and another secondary school after that.

27. We have considered including Year 7-8 students in Te Okuroa Drive School. This would relieve roll pressures on other Year 7-8 providers in the vicinity, in particular Papamoa College (Year 7-15, which projects a roll of 1,500 by 2020). Papamoa College is 2km from the new school site on Te Okuroa Drive.

28. The local Year 9-13 secondary network is also over capacity, and additional capacity is planned. This includes increasing Papamoa College's capacity to 2,000 students, which will accommodate all feeder school students from Year 7 for the short-medium term. Consequently, any pressure on Papamoa College released by Te Okuroa Drive School being established as a Year 1–8 school would be short-lived.

29. Also, as Papamoa College has better facilities for Year 7–8 students than would be available at Te Okuroa Drive School, there would be a significant level of uncertainty as to whether Year 6 students would remain at Te Okuroa Drive School or move to Papamoa College as a single step in their secondary education pathway. Further, there are no other Year 1–8 primary schools in the area. For the above reasons the recommendation is for Te Okuroa Drive School to be a contributing (Year 1-6) primary school.

30. The Ministry will continue to monitor demographic growth in this area.

Property

31. The initial build roll will be 400 with infrastructure for 650 students. [redacted] s 9(2)(f)(iv)

32. A map showing the new school site within the Papamoa school network is attached as Annex 2.

[2] Historic enrolment and retention rates applied; October roll projections for primary schools and March roll for Papamoa College.

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Financial Implications

33. Capital funding of $21.5 million for Stage 1 of Te Okuroa Drive School was included in the Schools Programme Business Case, approved by Cabinet on 18 April 2017 [CAB-17-MIN-0185.07 refers].

34. s 9(2)(f)(iv) [redacted]

Transport

35. As the school is to be located in a metropolitan area there are no school transport implications.

Establishment Board of Trustees (EBoT)

36. Every new school requires an Establishment Board of Trustees. Nominations were sought for EBOT membership while section 157 consultation was undertaken.

37. The Ministry received six nominations for the Te Okuroa Drive School EBOT, but considers only four of these nominations to be suitable. We will continue to seek a further suitable trustee and plan to have the EBoT in place in early 2019 if the school is established. The proposed opening date of 2021 provides sufficient time to complete this process.

38. The Ministry will appoint a governance facilitator to support the EBoT, if the school is established.

Risks

39. Tauranga City Council has appealed the designation of the Te Okuroa Drive site under the Resource Management Act 1991. This is not because the Council does not support a school in this location, but is related to the payment of development contributions. The Ministry and Council attended an Environment Court hearing on 19 November 2018. The outcome is pending and is expected in early 2019. This appeal has delayed progress of the site designation, however the risk of the designation not being approved in the near future is considered to be very low, and therefore site testing and design work is able to proceed.

40. The school's planned opening date of 2021 is feasible if the EBoT is in place by mid-2019 and design work gets underway as soon as possible. There is a risk that ongoing appeals to the High Court might delay the construction of the school, resulting in the opening date needing to be pushed out to 2022. This would impact the surrounding school network, which is currently over capacity. In this situation, more temporary accommodation would be required in the network to accommodate students until the new school is open.

41. We will closely monitor the rolls of other schools in the network and demographic growth in this area. Temporary accommodation can be prioritised for this area if required.

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Legal advice

42. s 9(2)(h) [redacted]

43. [redacted]

Conclusion

44. The Ministry's view is that Te Okuroa Drive School should be established as soon as possible, as a Year 1–6 contributing primary school, because:

    a. additional schooling capacity is urgently needed in the area to meet ongoing school-aged population growth

    b. capital funding of $21.5 million for Te Okuroa Drive School was approved in Budget 2017 for Stage 1 of its build programme, s 9(2)(f)(iv) [redacted]

    c. consultation has shown overall support for the school.

Next Steps

45. If you agree to establish the school you are asked to sign the letters to local MPs (Annex 3) and the notice for the *New Zealand Gazette* (Annex 4).

46. A draft media release for your announcement is attached as Annex 5.

47. We will continue to seek a further suitable trustee and plan to have the EBoT in place in early 2019 after the school is established. We will also appoint a governance facilitator to assist the EBoT.

48. The Secretary will instruct the EBoT to develop an enrolment scheme before the school opens, due to the risk of overcrowding.

Proactive Release of this Report

49. It is intended that this Education Report be proactively released in line with your expectation 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.

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Annexes

Annex 1: Consultation feedback

Annex 2: Papamoa school network and location map

Annex 3: Letters to local Members of Parliament

Annex 4: *Gazette* Notice establishing the School

Annex 5: [redacted]

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Annex 1: Consultation feedback

The 25 schools consulted were:

- Golden Sands School
- Papamoa Primary
- Te Akau ki Papamoa
- Tahatai Coast School
- Te Puke Primary
- Fairhaven School
- Te Ranga School
- Rangiuru School
- Tauranga Adventist School (SDA)
- Arataki School
- Omanu School
- St Thomas More Catholic School
- Mount Maunganui School
- Te Kura Kaupapa Maori o Otepou
- Te Kura Kaupapa Maori o te kura Kokiri
- Welcome Bay School
- Papamoa College
- Bethlehem College
- Mount Maunganui Intermediate
- Mount Maunganui College
- Tauranga Special School
- Tauranga Intermediate
- Te Puke Intermediate
- Te Wharekura o Mauao
- Te Puke High School

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Date received (form)	Name/Org.	Support	Oppose	Comment	Ministry Response
3/10/18 (email)	Mark Nicholas (Tumuaki - **Te KKM o Te Kura Kokiri**)		We would like to register our ***non*** approval of the proposal for the following reasons:	1. The land is wāhi tapu and the most intimate and comprehensive dealings with all tangata whenua are required to ensure firstly whether the proposed land use is appropriate and secondly what preliminary actions are required and how mana whenua will be enhanced in the future. 2. We are not assured of how Te Tiriti o Waitangi, Te Reo Maori and tangata whenua imperatives are to be endorsed and grown into the future. 3. We have waited just about 10 years for our new kura and are continually leap frogged by others.	1. **Acquisitions & Designations (A&D)** response regarding any wāhi tapu indications from council. Opportunity to appeal designation was during the Notice of Requirement (NOR) consultation. "As part of the preparation of the Notice of Requirement for the Te Okuroa School Beca consulted with Nga Potiki and Waitaha who are recognised as having mana whenua for the area. Both groups provided a Cultural Impact Assessment (CIA) for the site. In response to the recommendations contained in the CIAs, earthworks monitoring and accidental discovery protocols are proposed in the conditions of the designation and cultural links will be recognised through discussions between the EBoT and Nga Potiki and Waitaha in the master planning process. The CIAs did not identify the site as being waahi tapu. Beca also consulted with Tapuika who provided their written approval for the project." 2. MOE is aware of concerns, work is progressing on this (MME strategy underway) – **Network** 3. **A & D** are making progress with this project

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Date received (form)	Name/Org.	Support	Oppose	Comment	Ministry Response
19/10/18 (email)	Barrie Wickens (Principal – **Tauranga Special School**), Sally Holbrook (BoT Chairperson – Tauranga Special School)	The Tauranga Special School Board of Trustees wish to formally record our school's interest in the proposed new Primary School on Te Okuroa Drive Papamoa East.		Our expressed wish is for the establishment of a Satellite class within the new school in line with our Network Plan. We wish to be included in all correspondence relating to the process and will send representatives to future public meetings, education sector mtgs, and the like in accordance with the process.	Learning support provision will be included in school establishment. EBoT will decide which form that takes (Board managed or satellite of TSS). Barrie to have the opportunity to address EBoT.
6/11/18	Cathie Penetito (for National Secretary) **NZEI**	NZEI Te Riu Roa understands the necessity to provide for growth in this area and supports the intention to establish a state, non-integrated, year 1 to 8 primary school on Te Okuroa Drive, Papamoa East.		This email comprises NZEI Te Riu Roa's formal response. Thank you for the opportunity to comment on the proposal to establish this new primary school. NZEI Te Riu Roa understands the necessity to provide for growth in this area and supports the intention to establish a state, non-integrated, year 1 to 8 primary school on Te Okuroa Drive, Papamoa East. NZEI also supports the provision for students requiring learning support. At this stage are you able to give an indication as to what this specific support might entail?	Emailed acknowledgement and answer to question 8/11/18

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Date received (form)	Name/Org.	Support	Oppose	Comment	Ministry Response
28/11/18	Buddy Mikaere – **Ngati Pukenga**	Ngati Pukenga is supportive of the new school seeing as being an essential addition to that part of the Papamoa growth area.			Email acknowledged 29/11/18

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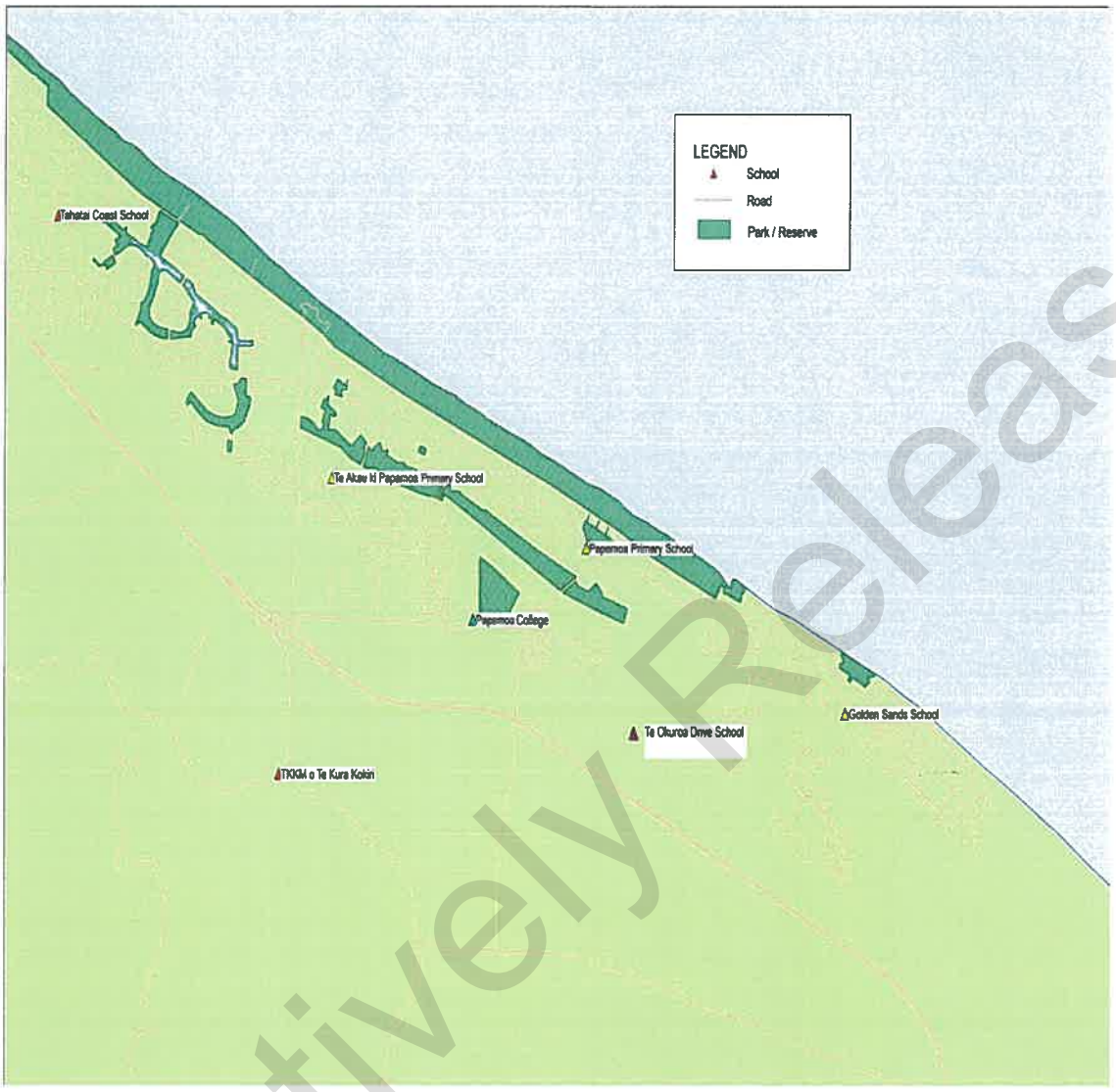
Annex 2: Papamoa school network and location of new school



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