



# BILLET D'ÉTAT

TUESDAY, 8th MARCH, 2016

## Volume I

### *STATUTORY INSTRUMENTS LAID BEFORE THE STATES*

The Airport Fees (Guernsey and Alderney) Regulations, 2016, p. 1496  
The Electoral Roll (Availability) Rules, 2016, p. 1496

### *ALL OTHER PARLIAMENTARY BUSINESS*

1. Education Department - The Future Structure of Secondary and Post-16 Education, p. 1497

VII  
2016

# BILLET D'ÉTAT

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## TO THE MEMBERS OF THE STATES OF THE ISLAND OF GUERNSEY

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I hereby give notice that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE**, on **TUESDAY**, the **8th MARCH, 2016** at **9.30 a.m.**, to consider the items contained in this Billet d'État which have been submitted for debate.

R. J. COLLAS  
Bailiff and Presiding Officer

The Royal Court House  
Guernsey

2<sup>nd</sup> February 2016

***STATUTORY INSTRUMENTS LAID BEFORE THE STATES***

The States of Deliberation have the power to annul the Statutory Instruments detailed below.

**THE AIRPORT FEES (GUERNSEY AND ALDERNEY) REGULATIONS, 2016**

In pursuance of Section 1 (1)(d) of the Fees, Charges and Penalties (Guernsey) Law, 2007, “The Airport Fees (Guernsey and Alderney) Regulations, 2016”, made by the Public Services Department on 21<sup>st</sup> January 2016, are laid before the States.

**EXPLANATORY NOTE**

These Regulations prescribe the dues and charges payable at Alderney Airport and Guernsey Airport.

These Regulations will come into force on the 1<sup>st</sup> of April, 2016.

**THE ELECTORAL ROLL (AVAILABILITY) RULES, 2016**

In pursuance of the powers conferred on it by Article 35 (2) of the Reform (Guernsey) Law, 1948, as amended, “The Electoral Roll (Availability) Rules, 2016” made by the States’ Assembly and Constitution Committee on 25<sup>th</sup> January 2016, are laid before the States.

**EXPLANATORY NOTE**

These Rules specify the conditions on which the Registrar-General of Electors may supply copies of the Electoral Roll to election candidates and certain office holders.

## EDUCATION DEPARTMENT

### THE FUTURE STRUCTURE OF SECONDARY AND POST-16 EDUCATION

The Chief Minister  
Policy Council  
Sir Charles Frossard House  
La Charroterie  
St. Peter Port

8<sup>th</sup> January 2016

Dear Sir

#### **1. Foreword**

- 1.1. In presenting this Policy Letter, the Education Department (“the Department”) recognises that this is a seminal moment for education in the Bailiwick which will shape the structure, quality and outcomes of our education system, potentially for generations. It offers exciting and unique opportunities for further and continuing improvements in educational outcomes whilst offering all of our children and young people the chance to realise their full potential and make valued and lasting contributions to our society.
- 1.2. Recognising the importance of this Policy Letter, the Department has reflected upon its experience and understanding of the strengths and weaknesses of our system; an understanding gained over four years of critical analysis and examination of what was inherited. In addition, the Department has subjected itself to rigorous external examination and undertaken a comprehensive public consultation to endeavour to understand and appreciate what all sectors of our community seek from our education system. The Department makes no apology for presenting this report at the very end of a States’ term; it is right that every aspect of our system including its ethics, values, infrastructure, processes, staffing and funding should be reviewed before fundamental change is proposed. Equally it is right that the electorate should have the opportunity to consider and reflect upon what the States decides and give the next government the opportunity to implement any proposals with confidence and in the knowledge that the electorate has had an opportunity to pass judgement on our proposals.
- 1.3. The Department has concluded that the 11 Plus system is not an appropriate mechanism for determining the future of children’s secondary education. It fails to deliver equality of opportunity, fairness or the social mobility which was envisaged by the original architects of the system. Such a flawed selection process condemns too many to a life in which potential is not realised, economic outputs from our local workforce are reduced and social problems and social costs are perpetuated. In coming to that conclusion, the Department recognises that not all children possess identical aptitude, potential or ambition and that

guided, directed choice or selection is a natural part of life. This fundamental truth is reflected in our recommendations for replacing the 11 Plus system.

- 1.4. The Department recognises that excellent educational outcomes will only be achieved where there is excellent leadership and the Department is committed to devolving operational management and decision making to the professionals who are responsible for its delivery. At the same time the Department recognises that ultimate responsibility for strategic direction, financial stewardship and successful outcomes belongs irrefutably with the political Board, advised and guided by its senior officers. Accordingly the Department is recommending the creation of one Guernsey secondary school led by an executive headteacher reporting to a Board of Governors through a Guernsey-designed Local Management of Schools. The School and its leadership will have a significant degree of autonomy but with clear responsibility to deliver excellent outcomes within a strategic framework designed and owned by the new Committee *for* Education, Sport and Culture.
- 1.5. The Department believes that the School should operate from four sites as currently occupied by our four secondary schools with associate sites incorporating St Anne's in Alderney and the secondary special schools, Le Murier and Les Voies. The maintenance of the existing four sites allows for greater flexibility in delivery of the Bailiwick of Guernsey curriculum, is cost effective, may help enhance pastoral care, which is an important part of our recent success in improving outcomes, is integral to the Guernsey way of delivering secondary education and will provide for maximum flexibility if future generations of political and education leaders seek to further refine the delivery of secondary education in Guernsey.
- 1.6. The Department recognises the important role that the three Grant-aided Colleges (that is Blanchelande College, Elizabeth College and The Ladies' College) play in delivering secondary education in Guernsey and does not wish to do anything which would damage their educational independence or the important part that they play in the life of the community. The Department does, however, suggest that a review of the current funding mechanism and conditions of grant-aid is timely and some of the historic anomalies should be subject to critical review.
- 1.7. This Policy Letter presents a unique opportunity to further develop a post-16 education system which has the potential for offering all members of our community a life-long learning experience which will underpin the skills needs of the business community whilst enabling individuals to enhance their life experience through access to on-island further and higher education programmes which will rival any other offshore community.

## 2. Executive Summary

- 2.1. Within the Department's Vision document, "*Today's Learners, Tomorrow's World*", the Department undertook to review the current system of selective education in Guernsey and develop firm evidence-based proposals for the most effective structure of delivery of secondary education for all our students. Inextricably linked to the structure of secondary education is the structure of post-16 education, the future funding of the Grant-aided Colleges and the size of the Education estate.
- 2.2. The Department recognises that the quality of schools is not simply about their size and structure. To ensure the Department provides learners with the best opportunity to fulfil their potential it is important to attract the best headteachers, teachers, lecturers, learning support assistants and other staff and to facilitate their development thus ensuring that they are able to lead, to innovate and to continually evaluate their impact for the benefit of all learners.
- 2.3. The Department has returned to its core values outlined in its Vision in formulating the favoured option for secondary and post-16 education in the Bailiwick. These values clearly outline enjoyment of learning, collaborative working, inclusive and personalised learning, breadth and depth of opportunities and enhanced participation within the culture of high expectation and achievement as being fundamental to the provision of an excellent education service.
- 2.4. The Department's proposals also reflect the States of Guernsey's objectives articulated in the Social Policy Plan, to provide "*a social environment and culture where there is active and engaged citizenship.... equality of opportunity, social inclusion and social justice.*"
- 2.5. In formulating its preferred option and proposals for the structure of secondary and post-16 education, the Department has considered the responses to its public consultation (including online questionnaires, focus groups and the Year 6 pupil survey), the views of the profession, the Institute of Education Research, local population data, national and OECD research and the impact on students and staff of any transition process. The Department has also considered an economic appraisal of a number of options (in section 10).
- 2.6. The Department sought the views of all those working within the profession via a series of challenges/questions that it posed on a crowd sourcing platform (a closed online forum). It is important to note that the "crowd" was only open to current, permanent members of staff. Retired teachers and supply staff were able to give their views via the public online questionnaire. In summary, the main themes arising from this consultation with those of the profession who responded were a preference for:

- a move to all-ability schools;
- admission to secondary school to be based on catchment area;
- provision of post-16 education via a tertiary college;
- keeping four secondary schools;
- a reduction in College funding and the introduction of means-testing of special places at the Grant-aided Colleges.

2.7. The public consultation was designed to provide a chance for the population of Guernsey and interested parties to have their say, but was not designed to be an all-encompassing statistical survey and was not set up to ensure a representative sample of Islanders' views. For example, of the 3,971 responses that were received:

- 2,128 were from people with connections to either the Grammar School and Sixth Form Centre or the Grant-aided Colleges (including sixth form and primary for the Grant-aided Colleges) whilst 756 were from people with connections to the high schools (11-16 only).
- 2,561 were from people who owned their own houses whilst 82 were from people from social housing, 352 were from the private rented sector and 381 said they were living with friends and family.

In summary, the main themes arising from this consultation with the public were a preference for:

- maintaining a selective system but changing the way that selection is made;
- retaining a sixth form centre based at one school and a separate college of further education;
- keeping four secondary schools;
- a continuation of College funding and the introduction of means-testing of special places at the Grant-aided Colleges.

The most important factors overall to all respondents were high standards of academic excellence, overall outcomes for learners and equality of access/opportunity and fairness.

2.8. There were a wide range of views from each of the different focus groups, with no overall clear preference to remove or retain selection. In summary, the main themes arising from this element of the consultation was a preference for:

- retaining a sixth form centre based at one school and a separate college of further education;
- keeping four secondary schools;
- more personal pathways to be made available for students;
- means-testing of special places at the Grant-aided Colleges.

- 2.9. As part of the Young People's Survey, Year 6 pupils were asked specific questions to gauge their views on the current system of selection (including the 11 Plus), and their preferred size of secondary school. In summary there was a preference for:
- keeping the 11 Plus as it is now;
  - allowing parents to choose which school their children go to if the 11 Plus is not in place;
  - having smaller schools of between 500 and 600 pupils.
- 2.10. The Department has considered the response from the consultation and concluded that there is a weight of opinion that admission to secondary education should no longer be based on the 11 Plus process. The Department does not believe there is a fair or reliable examination or other form of selection test at Year 6 to replace the current 11 Plus test and so has had to consider how else transition to secondary school can be organised, whilst continuing to place the needs of the child at the forefront of any transition process.
- 2.11. The Department has concluded that its preference is to design a bespoke solution for Guernsey where:
- children transfer together from their feeder catchment primary school to one States of Guernsey secondary school spread over four Guernsey mainstream sites, the institution being led by an executive headteacher and Board of Governors; this could have many of the advantages of smaller schools in terms of ethos, identity, close relationships between staff and pupils, monitoring attendance and behaviour, links with the surrounding local community plus some of the advantages of a larger school, such as a broader curriculum for all students, teacher specialisation, mentoring and collaboration;
  - all sites would offer a common Key Stage 3 curriculum (from 11-14). There could be setting in some subjects to ensure those of higher ability are stretched and challenged and those who require further help and support receive it, to ensure that all children are able to reach their full potential and provide equality of educational opportunity;
  - during Year 9 (13 and 14 year olds), selection for pathways and options at Key Stage 4 would be based on an individual student's aptitude, ability, past performance, potential and preference. Choice of pathway would be finalised through guided and informed discussions between school staff, the student and their parents/carers along with impartial guidance from Careers Guernsey (as necessary), overseen by the school senior management team. As a consequence of the decisions made in respect of their pathways students may:



- remain at their current secondary site for all subjects;
  - study the majority of subjects at their current site but move for some options; or
  - change secondary site if the majority of their options or specialist subjects are based at another site. This is a further but significant refinement of the development of the current Guernsey Federation of Secondary Schools and will deliver long term operational efficiencies alongside greater flexibility and increased breadth of curriculum opportunities;
- for example, only one or two sites may offer extended mathematics options or three separate sciences but these courses would be open to all students with an interest and aptitude in this area at age 14, not just those who had passed a selection test at age 11. Another one or two sites may specialise in languages offering a greater breadth of choice at Key Stage 4. This could be developed in other areas, for example, sport or performing arts or to broaden vocational options. For any individual year group, the precise timetabling would depend upon the range of choices selected by individual students in that year group from the overall Island curriculum offer;
  - post-16 qualifications would be provided at a sixth form centre based at one site and a separate College of Further Education, working collaboratively to create a range of pathways that include A-levels, International Baccalaureate and vocational qualifications. Building on the work of the post-16 strategy group, clear strategic direction and oversight will be provided by the Committee *for* Education, Sport and Culture to the two governing bodies, such that a programme of greater and enhanced collaboration between the two institutions must be developed and would be subject to strategic audit.
- 2.12. The Department is agreed that funding to the Grant-aided Colleges should continue to ensure their future financial viability, but that the principle of reducing this funding further should be explored in greater detail with the Grant-aided Colleges. The Department will continue discussions with the Colleges and return to the States, no later than June 2017, with detailed proposals for a new funding agreement.
- 2.13. The Department noted the overwhelming support from the consultation for retaining four schools at 600-720 pupils. It also considered a number of three school or three site models (considered further in section 9 of this Policy Letter), the disruption to current students, the uncertainty that moving from four to three mainstream secondary school sites would bring and the Department's capacity to manage change. This level of disruption and change on top of the Department's proposals would add too much risk. In addition, the Department has considered population data that suggests secondary school numbers are projected to rise considerably over

the next 10 years. As a result, the Department is not recommending the closure of any current 11-16 school sites.

- 2.14. In light of the Department's preferred option for the future structure of secondary and post-16 education, as outlined in this Policy Letter, it is recommending that the La Mare de Carteret Schools' development includes a 600 pupil High School (designed with the flexibility to extend to a 960 pupil school in the most cost effective way in future should this be required) alongside all the other facilities as previously approved by the Assembly.
- 2.15. The Department is recommending that no changes to the structure of secondary education should take place until September 2019. This coincides with the end of the current funding agreement with the Grant-aided Colleges and is planned to follow the full opening of the new La Mare de Carteret Schools' site. Special place holders already at the Grant-aided Colleges and children already at the Grammar School and Sixth Form Centre as at July 2019 would be unaffected by the Department's proposals. The first year group directly affected by the Department's proposals would be the current Year 3 learners when they commence their secondary schooling in Year 7.

### **3. Introduction**

- 3.1. This Policy Letter sets out the Department's recommendations on the preferred structure of secondary and post-16 education in the Bailiwick of Guernsey.
- 3.2. As set out in the Department's Vision Statement (Billet d'État XV, 2013), at the heart of the Department's recommendations are its core values and its educational philosophy.
- 3.3. In its Vision document, the Department promised to review the current system of selective education in Guernsey and develop firm evidence-based proposals for the most effective structure of delivery of secondary education for all our students.
- 3.4. This Policy Letter meets that commitment and considers how best to admit students to secondary school. It also considers post-16 provision, the funding of the Grant-aided Colleges, and the future size and number of our secondary schools. These four components of our education system are clearly inter-linked.
- 3.5. The Department recognises that the quality of schools is not simply about size and structure. To ensure the Department provides learners with the best opportunity to fulfil their potential it is important to attract the best headteachers, teachers, lecturers, learning support assistants and other staff and to facilitate their development, thus ensuring that they are able to lead, to innovate and to continually evaluate their impact for the benefit of all learners.

### **Education Department Core Values**

Our aim is to create an education system for the Bailiwick of Guernsey which will meet the challenges and demands of the 21st Century and provide our greatest asset, our people, with the knowledge, skills and tools to face a complex and challenging future with enthusiasm and confidence.

High quality education is central to the future of Guernsey, both economically and socially, and is essential for the wellbeing of our community.

We will:

- Develop educational centres of excellence across all our institutions based on high standards of teaching and learning and high expectations for all, where:
  - Learners enjoy learning
  - Teachers enjoy teaching
  - Parents and carers are embraced as partners
  - The wider community is welcomed and encouraged to contribute.
- Provide an inclusive system that puts learners of any age at the centre, establishes equality of opportunity for all to realise their potential and ensures that each learner develops the knowledge, understanding and skills they need to pursue a happy and fulfilling life.
- Encourage and enable learners to become creative, innovative and critical thinkers. To establish a strong work-ethic and to equip them morally, socially, physically and academically to participate in their local community and the evolving global society in the areas best suited to their interests, talents and aspirations.
- Provide and encourage participation in a wide range of experiences such as sport, music, arts, activity and volunteer programmes, where mutual respect and collaboration is fostered, both in and out of school.

- 3.6. In forming its recommendations, the Department has placed particular importance on the views of the profession, considered the response to the public consultation and has also looked at what is working well in Guernsey and how this can be improved upon. Both Key Stage 2 and GCSE results for the Bailiwick have shown significant improvement over the past few years and both staff and students should be congratulated for this achievement. It is important that the Department's proposals serve to facilitate further improvement as well as greater equality of

opportunity and inclusion; the latter was highlighted as an area for improvement in the Department's recent inspection by Education Scotland. The Department believes that this Policy Letter and recommendations provide an important opportunity to realise these objectives in line with its core values and to drive continued improvement and equality of opportunity in the Bailiwick's education system for the benefit of all our young people and for the future of our community.

3.7. This Policy Letter is structured as follows:

- Section 4 sets out the background and the Department's approach to conducting this review and preparing this Policy Letter;
- Section 5 describes the consultation process;
- Section 6 summarises the outcomes from the consultation process;
- Section 7 explains the Department's preferred option and proposals;
- Section 8 describes the Department's implementation plan for the preferred option;
- Section 9 gives an overview of other options considered and dismissed;
- Section 10 summarises an economic appraisal of the options considered;
- Section 11 is focused specifically on the rebuild of the La Mare de Carteret Schools' site;
- Section 12 covers compliance with States' procedures, strategic objectives and legal implications;
- Section 13 presents the Department's conclusions and recommendations to the States of Deliberation.

3.8. The following appendices are attached:

- The Department's consultation document;
- A summary of the responses to the Department's consultation;
- The Institute of Education Research;
- Local population data;
- A proposed timeline for implementation;
- La Mare de Carteret Schools' supporting documents (x3);
- IID Architects independent project value review of La Mare de Carteret Schools' redevelopment.

#### **4. Background and Approach**

- 4.1. The Department set out its commitment to review secondary and tertiary education in its Vision document of July 2013. In that document, the Department advocated increased collaboration between secondary phase schools and the College of Further Education, which resulted in federated approaches to course provision, sharing of expertise and good practice, and a commitment to review the current system of

selective education in Guernsey in order to develop firm, evidence-based proposals for the most effective structure for the delivery of secondary education for all students.

- 4.2. Initially the Department decided to progress revisions to the delivery of secondary and tertiary education incrementally, commencing with a soft federation<sup>1</sup> model at 11-16 (the Guernsey Federation of Secondary Schools) and devolved governance of the College of Further Education. This measured and incremental approach was driven by the Department's focus during this term on supporting the schools to improve the educational outcomes of students at all phases of education, with a particular focus at primary and Key Stage 4. The Department also has had to focus its efforts on delivering its Financial Transformation Programme budget reductions and other significant priorities such as Guernsey Integrated Learning Environment 2 (GILE2), pre-school and the Department inspection, among others.
- 4.3. The Department also planned flexibly for the redevelopment of La Mare de Carteret High School with both a 600 place school option and a 960 place school option, allowing for expansion of the school, should the States decide to move from four secondary schools to three secondary schools at some future date. During the summer/autumn of 2014 the Department agreed that it would launch a consultation on the future of selection and admission to secondary during 2015 but, during the debate on the La Mare de Carteret Schools following a late amendment and the subsequent Independent Review Report, led by Dr. Chris Nicholls, the Department was directed by the States of Deliberation to consider closing a secondary school at the outset with a 960 place school at La Mare de Carteret High School and an extension to St. Sampson's High School. As a result, in May 2015 the States of Deliberation resolved:

*“To agree that there is a strong case for rationalising the education estate and for reviewing the structure of secondary education, including selection at 11 and to direct the Education Department:*

*(a) to consult with all stakeholders; and*

*(b) to submit a report to the States in sufficient time to enable a debate by the States at or before the March States Meeting 2016 containing:*

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<sup>1</sup> *A federation is a group of schools with a formal partnership. A soft federation is where all the schools maintain their independence and agree the terms of reference and membership of a joint committee, which meets separately from the governing bodies and acts as a channel for the exchange of ideas and opinions. This joint committee has no delegated powers but reports back on its discussions. A hard federation is a legal process in which a single governing body is formed for all the schools in the federation.*

- (i) *recommendations regarding the merit or otherwise of selection at 11 and the optimal size, number and location of secondary schools to deliver a broad and balanced curriculum; and*
- (ii) *at least one option for moving from four to three secondary age schools;*

*and to agree that commencing the construction of the facilities referred to in Proposition 1 shall be conditional upon the Education Department presenting this report to the States in sufficient time to enable a debate by the States at or before the March States Meeting in 2016.”*

- 4.4. It is not possible to review the future of selection without considering the future of the special places at the three Grant-aided Colleges and, indeed, the current funding arrangement expires in the summer of 2019 and therefore would have been due for imminent review. Also both 11-16 and post-16 education are inextricably linked to the future size and structure of the Education estate. In June 2015, the Department decided to consult on four important areas:

- how to admit children to secondary school (including whether or not to retain some form of selection);
- the future structure of post-16 education;
- the future funding of the Grant-aided Colleges; and
- the optimum size and structure of the Education estate.

- 4.5. The next section of this Policy Letter describes the Department’s consultation process in detail.

## **5. The Education Department’s Consultation**

- 5.1. In September 2015, Education Scotland published its Inspection Report on the Education Department which identified that the Department needed to develop more effective approaches for engaging, consulting and communicating with parents, staff in schools, children, young people and school committees. Education Scotland commented that:

*“...it now needs to develop further more meaningful approaches to consultation and engagement with the community. While consultation has taken place with the community on a range of areas such as curriculum qualifications, parents and others feel that more could be done to consult on options for the future. Improved approaches should include greater opportunity for co-design of new policy ideas and approaches.”*

- 5.2. In September 2015, the Department launched a six week consultation process, called “Your Schools, Your Choice” which closed on 2<sup>nd</sup> November 2015. The “Your Schools, Your Choice” consultation covered four main areas:
- how we admit children into our secondary schools, including whether or not to retain some form of selection by ability;
  - the best structure for delivering post-16 education;
  - the future of States funding of the Grant-aided Colleges;
  - the optimal size and structure of the Education estate.
- 5.3. The Department, in responding to the Education Scotland findings, made it clear that the Department had made no decisions on any of the issues outlined in “Your Schools, Your Choice” and was seeking the views of the community and stakeholders in helping to co-design secondary and post-16 education in Guernsey and Alderney. This approach demonstrated the Department’s desire to move away from the traditional “*Decide, Announce and Defend*” consultation process to a more inclusive and listening approach of a “*Debate, Discuss and Decide*” model. The Department’s consultation document is attached as Appendix 1.
- 5.4. The Department sought the views of interested stakeholders in a number of different ways:
- i. The Department set up an online questionnaire through Survey Monkey. An additional 72 paper copies were submitted by interested parties and sent in to the Department. These responses were entered verbatim by Education staff to give a total of 3,971 responses to the Survey Monkey questionnaire.
  - ii. A separate questionnaire was completed by 489 current pupils in Year 6. (A smaller number of Year 5 pupils also completed this survey).
  - iii. The Department commissioned The Learning Company to conduct 28 focus groups. 346 people applied to participate in the public focus groups and 169 people were invited to attend. Other focus groups included representatives from business groups, staff associations and third sector organisations who were invited separately. Student focus groups were held at each of the Bailiwick’s secondary schools, Grant-aided Colleges and College of Further Education. In total, approximately 230 people took part in the focus groups.
  - iv. The Department hosted an online crowdsourcing platform (using an application called Crowdicity) to create a “closed crowd” for Guernsey’s and Alderney’s teaching profession comprising staff from all States schools, the Department, the College of Further Education and staff from the Grant-aided Colleges. Staff were able to complete the questionnaire through the “Crowd”, or through Survey Monkey if they preferred. Of approximately



1,200 staff invited to take part, 373 signed up or registered to the “Crowd”, 32% of whom actively participated in the debate by posting ideas or comments and by voting. This level of engagement has been recognised as high when benchmarked against other similar “Crowds” undertaken both in Guernsey and overseas.

- v. The Department also met with education leaders both from within the Department and from mainstream secondary and post-16 schools and Colleges.
- vi. The Department wrote to all school committees asking for their views. In addition to their engagement in other areas of the consultation process, the Department received five additional written responses from four school committees (two from the Baubigny Schools Committee). They, by a majority, favoured retaining the status quo with some modifications, e.g. some suggestions regarding changing the selection process, federating the Sixth Form Centre and College of Further Education and means-testing. More detailed analysis of the responses is included in Appendix 2.
- vii. Finally, an additional 13 letters or email responses were received. These were in addition to the 1,036 free text responses submitted as additional comments at the end of the online Survey Monkey questionnaire.

## **6. The Consultation Responses**

- 6.1. Appendix 2 details the consultation responses. A brief summary is provided below.

### *The online questionnaire*

- 6.2. This was not a statistical survey, but a public consultation, i.e. a chance for interested parties to have their say, rather than a representative sample of all Islanders’ views. Not surprisingly 55% of respondents (1,987 responses) to the public/online consultation questionnaire were from parents/carers; the largest number of whom fell in the 40-49 year old age group. 11% were answering as a grandparent and 14% as a current or retired teacher. 20% of responses were from current students in full time education. However, the latter group were predominantly students from the Grammar School and Sixth Form Centre (69% of students responding to the consultation said they had a connection to the Grammar School and Sixth Form Centre).
- 6.3. The results showed that those connected to the Grammar School and Sixth Form Centre were over-represented, whilst primary schools were under-represented compared to what might have been expected based on the numbers of pupils in each school. The parent/carer response was more balanced in terms of school affiliation



with only 29% of parents and carers reporting a connection to the Grammar School and Sixth Form Centre. Respondents had a broad range of household income, but owner occupiers were over-represented compared to those in the private rented sector and those living in social housing.

- 2,128 were from people with connections to either the Grammar School and Sixth Form Centre or the Grant-aided Colleges (including sixth form and primary for the Grant-aided Colleges) whilst 756 were from people with connections to the high schools (11-16 only).
- 2,561 were from people who owned their own houses whilst 82 were from people from social housing, 352 were from the private rented sector and 381 said they were living with friends and family.

*Admission to secondary school including selection*

6.4. The response from the public consultation showed that:

- 61% of all respondents were against an all-ability system with no Grammar School, whilst 28% of respondents were in favour of an all-ability system;
- 16% of students who responded to the consultation were in favour of an all-ability system; 68% were against.
- 19% of those affiliated with the Grant-aided Colleges favoured an all-ability system and the response from those affiliated with the Grammar School and Sixth Form Centre was similar. 73% of those associated with the Grant-aided Colleges said they disagreed or disagreed strongly with an all-ability secondary education system (61% disagreed strongly);
- amongst teachers who answered the online questionnaire, 48% were in favour of moving to an all-ability system, whilst 42% disagreed;
- from those associated with the High Schools, 45% agreed or strongly agreed with an all-ability system whereas 41% disagreed or disagreed strongly;
- those associated with the College of Further Education were also split with between 41% and 44% voting each way.

6.5. Of all respondents, 40% agreed or strongly agreed that if selection was retained it should be based solely on the 11 Plus. In responding to a different question, 70% of those who thought academic selection should be retained favoured introducing a different way of selecting children by attainment or potential academic ability. If any assessment/selection to secondary school were to continue, the most popular response was to continue this at age 11, although over a quarter of respondents to this question supported selection at 11 and a review at 14 and almost 30% of teachers through Survey Monkey supported this. Therefore, whilst most respondents wanted to keep selection, the majority did not want to keep the 11 Plus tests in the current format.

*Post-16*

- 6.6. Retaining one sixth form centre based at one school and a College of Further Education (“CFE”) was the most popular post-16 option in the public Survey Monkey consultation, regardless of whether or not selection was retained, although this option was a clearer favourite in the event of academic selection at 11 being retained (43% of all respondents with selection and 36% without). Overall, and amongst students, parents and carers, a separate 16-19 sixth form college was the second most popular option. Teachers were more inclined to favour a tertiary post-16 institution, should selection at 11 be removed. CFE students slightly favoured a tertiary institution.

*Future Funding of the Grant-Aided Colleges*

- 6.7. Out of all respondents, 60% thought the States of Guernsey should continue to fund the Grant-aided Colleges. 67% of all responses to question 9<sup>2</sup> (and 74% of parents and carers and 85% of those affiliated with the Colleges) thought that if the States continued to fund the Colleges, they should continue to pay for special places, whilst overall only 49% of those who wanted to continue funding the Colleges thought that there should be a general grant and some groups voted against the continuation of any form of general grant. Teachers and those with an affiliation to the High Schools were split on whether any funding should continue to the Grant-aided Colleges.
- 6.8. 64% of all respondents thought that any College funding should continue until age 18. Just under a third thought the number of special places should stay the same, whilst 39% overall (48% of teachers) thought there should not be a fixed number of special places, but special/scholarship places should be available as a percentage of the cohort each year.
- 6.9. From all responses 49% thought that special places (if continued) should be means-tested, compared to 29% who disagreed and 21% who were not sure or did not feel strongly either way. Over 58% of those associated with the Colleges favoured means-testing of special places at the Grant-aided Colleges. Means-testing was more popular than a bursary scheme instead of special places; respondents were almost evenly split over the latter suggestion. Additionally 46% of all responses to the questionnaire agreed/strongly agreed that the level of funding to the Grant-aided Colleges should be maintained; 36% agreed/strongly agreed that the level of funding should be reduced; and 27% believed that funding should be increased. From this same question 51% disagreed/strongly disagreed with increasing funding;

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<sup>2</sup> Q9 “If you believe that the States should continue to fund the three Colleges should they pay for special (scholarship) places?”.

47% disagreed/strongly disagreed with decreasing funding; 33% disagreed/strongly disagreed with maintaining funding.

*The optimum size and structure of the Education estate*

- 6.10. Out of all respondents, 70% favoured four schools with 66% of teachers supporting this option. Apart from those who identified themselves to be States Members (who were split between three and four schools) in the public consultation, all groups were in favour of retaining four schools. Senior educational service leaders pointed out broader opportunities that could more easily and cost effectively be achieved through moving from four to three schools. However, value for money was the least important factor to respondents overall when answering the questionnaire, albeit that 39% of respondents still regarded this as very important. The most important factors overall to all respondents were high standards of academic excellence, overall outcomes for learners and equality of access/opportunity and fairness.

*Year 6 responses*

- 6.11. Of the Year 6 pupils, 47% favoured retaining the 11 Plus, compared to 14% who would have all-ability schools, 18% who would opt for a different way of deciding who should go to which school and 20% who did not know. Those pupils who favoured keeping the 11 Plus were more likely to have higher self-esteem, were more likely to enjoy and be proud to belong to their school and be interested in and attend after school clubs and activities. Year 6 pupils also supported smaller secondary schools.

*Focus Groups*

- 6.12. The focus group responses were interesting as the various groups had different views. Broadly speaking, parental choice, banding and teacher recommendation were not favoured as ways of admitting children to secondary school. Responses from some groups were split over whether or not to keep the current selective system, but some groups such as the staff associations (union representatives) and third sector organisations who attended were firmly against this option. There was more support for exploring selection alternatives, but this was by no means conclusive with third sector representatives tending to favour all-ability schools. At post-16, two sixth forms was the least popular option, with keeping a sixth form attached to one school plus a separate College of Further Education coming out as the preferred option. Although, representatives who attended from the third sector organisations had a different view. The majority of representatives from the staff associations and third sector organisations supported the phasing out of College funding, whereas overall the response was inclined towards keeping funding to the Colleges and keeping special places but means-testing them. Four schools were

preferred overall, with the exception of the third sector, staff associations and Deputies focus groups.

*Teacher response through “Crowdicity” crowd sourcing platform and meetings*

- 6.13. Of those who participated in the crowd sourcing closed crowd, more staff seemed to be on the side of change rather than pushing for the status quo to remain. This was supported by the responses from those who completed the questionnaire through the crowd platform, where 62% supported moving to all-ability schools, compared to 36% against. However, it is important to note that some staff chose to complete the questionnaire through the public online survey (rather than the closed crowd) where the response to this question was more evenly split. The crowd questionnaire was only open to current members of staff, whereas retired teachers and supply staff were also able to respond to the public online questionnaire.
- 6.14. Catchment areas (based on where you live) is the method of admission most favoured by staff. There was very little support for selection based solely on the 11 Plus exam, with 73% disagreeing or strongly disagreeing. The crowd also highlighted that teachers are definitely not in favour of teacher recommendation being the means by which students are, or are not, selected to attend a Grammar School. Whilst teachers probably do know best in terms of a child’s ability, determination of a secondary school based on a teacher’s recommendation would put an unacceptable level of pressure on teachers within our community.
- 6.15. If selection remained, 37% of those who responded through the crowd favoured a tertiary college, compared to 31% who favoured retaining one sixth form attached to a school. 42% favoured a tertiary college in the event of no selection with the second most popular option being a separate sixth form college. However, there is still strong support for four schools, with 59% of staff wanting four schools, 35% three schools and 6% two schools. Overall 55% of staff who completed the crowd questionnaire wanted to reduce college funding and 68% supported means testing of special places at the Grant-aided Colleges. A slight majority (51%) thought that the Colleges shouldn’t receive any States funding. If special places continued, staff expressed a preference for basing the number of special places on a percentage of the cohort.
- 6.16. In summary, the main themes arising from the consultation were:
  - the public’s preference for selection but not the current 11 Plus;
  - differences of opinion within the profession;
  - a public preference for an 11-18 school;
  - a preference for four schools rather than three; and
  - a preference for College grants to be means-tested.

## **7. The Education Department's Preferred Option and Proposals**

- 7.1. In formulating its preferred option and proposals for the structure of secondary and post-16 education the Department has considered the consultation responses received (Appendix 2), the Institute of Education Research (Appendix 3), local population data (Appendix 4), the economic appraisal detailed in section 10 and extensive national and OECD research evidence. The Department's rationale for its preferred option and proposals is predominantly driven by educational rather than financial objectives and, for this reason, the financial and economic appraisal is considered in more detail later in this Policy Letter. This section focuses on the educational and social reasons for the Department's recommendations.

### ***A Educational Objectives and Fundamental Premises***

- 7.2. The Department has returned to its core values in formulating its favoured option for secondary and post-16 education in the Bailiwick. These values clearly outline enjoyment of learning, collaborative working, inclusive and personalised learning, breadth and depth of opportunities and enhanced participation within the culture of high expectation and achievement as being fundamental to the provision of an excellent education service.
- 7.3. With this in mind, when considering options the Department has looked to provide a structure and framework in which there are no false ceilings placed on students' personal growth, development and aspirations. We must provide an education tailored to individual needs without pre-conceived limits placed on expectations at age 11.
- 7.4. Where children go to school will not matter if each site is empowered to deliver a core provision tailored to the needs of all students and where all sites work collaboratively to provide the right personalised offer for all students from 14 onwards. In identifying these recommendations, the Department has given attention to the need to maximise both quality of provision and breadth of opportunity to meet individual student need. This must happen to enable the child to be truly at the centre of our education system.
- 7.5. At its heart is the aspiration to build on the many successes of the existing system, recognising the strengths within our schools as well as areas for development. To strive to harness these strengths for the benefit of all, through stronger partnerships and improved sharing of excellent professional practice.

7.6. Therefore, in developing these proposals the Department has set out a structure where:

- all children have a core entitlement from 11 – 14;
- all children, through improved transition from our successful all-ability primary schools, seamlessly develop their broad general education;
- all children have that excellent platform where they are stretched and challenged in all areas of the curriculum before, in Year 9, selecting a personal pathway based on guided discussion between school staff, students, parents/carers, overseen by the school senior management team, and informed by individual aptitude, ability, past performance, potential and student preference;
- all pathways are valued and success is celebrated; and
- progression in learning beyond 16, 18 and throughout life is secured and encouraged.

7.7. Ensuring a broad range of opportunities, both applied and academic, for all our students will promote engagement and achievement, develop personal qualities and skills, and provide the necessary experiences to succeed in an increasingly competitive and fast-changing world.

#### ***B Admission to secondary school including selection***

7.8. The Department has considered the response from the public and professionals and concluded that there is a weight of opinion that selection at 11 should no longer be based on the 11 Plus process. This is further supported by recent local statistical analysis of students at the end of Year 6 over the past three years (1,310 students in total, 230 of whom lived in social housing<sup>3</sup>). Fewer than 10% of the 31 students (i.e. only 3) from social housing who teachers thought capable, or possibly capable, of attending the Grammar School or Colleges were selected for a place, compared to 67% of those not in social housing who were thought to be capable or possibly capable of being selected. Almost 40% of students in social housing wanted a place at Grammar or the Colleges, so the small number of students from social housing at these schools cannot be attributed to them self-selecting out of the process. This local data suggests that those from lower income backgrounds are disadvantaged in the 11 Plus process (for example this may be due to the presence and affordability of private coaching) and shows that the principle of social mobility is not being realised.

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<sup>3</sup> *States Housing or Guernsey Housing Association Housing.*

- 7.9. There were differing views expressed as part of the consultation as to what should replace the 11 Plus. The majority of respondents to the online questionnaire who wanted selection to continue favoured introducing a different way of selecting children by attainment or ability, with approximately half favouring some sort of test as part of (but not the sole basis of) this assessment process. However, the majority of educational professionals and third sector organisations who participated would favour moving away from selection altogether and moving towards an all-ability system.
- 7.10. In order to progress further it is important to explore some of the free text responses provided to the questionnaire, the focus group debates and the comments submitted on the online debating platform, “Crowdicity.” Themes that emerged included the fact that at primary and post-16 children are taught together, so why separate them for five years, and that in the 21st century pursuing a vocational pathway should be as equally valued as traditional, academic courses.
- 7.11. The Department has concluded that it would like to design a bespoke solution for Guernsey, retaining elements of both systems. At the heart of this solution is the principle that the 11 Plus system is not an appropriate mechanism for determining the future of children’s secondary education. The Department did consider an alternative selection process (as favoured in the public consultation) but concluded that any alternative selection process at 11 would be fraught with difficulties and anomalies and would not deliver against our core values and vision.
- 7.12. Local authorities in England who have used selection at 11 and the Department have attempted to design a fairer selection test without success. Any selection test is open to abuse where parents paying for private tuition for their children can significantly affect outcomes. The availability of coaching gives the potential for excessive pricing by providers which means that private tuition is not an affordable option for many families, thereby compounding social divisions within our community. The Department and the profession similarly agree that devoting a large amount of time in Year 6 to practising papers would not be an appropriate response as:
- even if the Department was to provide coaching, those more affluent households would again be able to top up the school-based lessons with private tuition, thereby continuing the differential;
  - teaching to the test would displace more valuable learning experiences in the classroom during the 38 weeks of Year 6; and
  - there would still be concerns about the reliability of the test.
- 7.13. For these reasons the Department, despite the public’s preference for selection from the consultation, does not believe there is a fair or reliable selection test at Year 6 to replace the current 11 Plus test, which a majority of respondents also wish to



replace. Faced with this dichotomy the Department has had to consider how else transition to secondary school can be organised, whilst continuing to place the needs of the child at the forefront of any transition process.

- 7.14. Some parents expressed a desire for the choice of secondary school for their children to be determined by primary school teachers' recommendations. Whilst this seems a sensible and pragmatic solution it was roundly rejected by the profession and primary school teachers in particular. This recognised the pressures that teachers would be placed under by parents who wished their children to move to the Grammar School in Year 7 and was considered to be unworkable. The Department concurs with this view that it would place unacceptable pressure on teachers and, therefore, has had to reject this method.
- 7.15. In addition, the Guernsey data in paragraph 7.8 shows that the fundamental principle of social mobility originally envisaged in an 11 Plus selection system based around a Grammar School model is not realised. It has been shown that such a system of selection does not support good mental health, in particular in Year 6, or a growth mindset whatever the outcomes and makes some pathways more difficult for some students.
- 7.16. The Department has concluded that it should adopt a personalised pathway approach at Key Stage 4 (age 14) based on guided discussion between school staff, students, parents/carers, overseen by the school senior management team, and informed by individual aptitude, ability, past performance, potential and student preference. This meets States of Guernsey's objectives articulated in the Social Policy Plan, to provide "*a social environment and culture where there is active and engaged citizenship.... equality of opportunity, social inclusion and social justice*" and enables the realisation of the Department's Vision to... "*provide an inclusive system that puts learners of any age at the centre*"... and it... "*establishes equality of opportunity for all to realise their potential.*" Through the Department's proposals every child can be stretched and challenged in their learning and receive the support they need to succeed.
- 7.17. More detailed discussion at the focus groups and on the "Crowdicity" platform suggested that 11 is the appropriate age for children to move to secondary school but that it is at age 14 that children are in a position to start to make choices about their futures and to choose what subjects they would like to study at Key Stage 4 (e.g. for GCSEs) and beyond.
- 7.18. One option that was put forward by professionals on the "Crowdicity" site was the concept of one States of Guernsey Secondary School. This, it was suggested, would provide true equality of opportunity for all our children. At first this may appear to be at odds with the public and professional preference for four schools. However, it would be possible to deliver a model of one school spread over a number of sites or



campuses (or a hard Federation<sup>4</sup> of Guernsey Secondary Schools led by an executive headteacher). This could have many of the advantages of smaller schools in terms of ethos, identity, close relationships between staff and pupils, monitoring attendance and behaviour, links with the surrounding local community plus some of the advantages of a larger school, such as a broader curriculum for all students, teacher specialisation, mentoring and collaboration.

- 7.19. The Department would advocate the concept of one States of Guernsey Secondary School spread over four mainstream Guernsey sites or campuses<sup>5</sup>, led by an executive headteacher and Board of Governors. Under such a model, students would transfer to the secondary site(s) fed by their primary school<sup>6</sup> and for Key Stage 3 would predominantly be based at this secondary site with all sites offering a common Key Stage 3 curriculum (from 11-14). During Key Stage 3 there could be setting in some subjects to ensure those of higher ability are stretched and challenged and those who require further help and support receive it, to ensure that all children are able to reach their full potential.
- 7.20. During Year 9 (13 and 14 year olds) students would select pathways for Key Stage 4. Selection for these Key Stage 4 pathways would be based upon individual aptitude, ability, past performance, potential and student preference. Final choice of pathway will be based upon guided and informed discussion between school staff, students, parents/carers along with impartial guidance from Careers Guernsey (where necessary) and overseen by the school senior management team. As a consequence of those decisions made in respect of pathways, students may at the end of Year 9 either:
- a. remain at their current secondary site for all subjects;
  - b. study the majority of subjects at their current site but move sites for some options (this could include some courses offered through the College of Further Education); or

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<sup>4</sup> *A federation is a group of schools with a formal partnership. A soft federation is where all the schools maintain their independence and agree the terms of reference and membership of a joint committee, which meets separately from the governing bodies and acts as a channel for the exchange of idea and opinions. This joint committee has no delegated powers but reports back on its discussions. A hard federation is a legal process in which a single governing body is formed for all the schools in the federation.*

<sup>5</sup> *Alderney and the Special Schools are considered in paragraphs 7.22-7.24.*

<sup>6</sup> *In the majority of cases a primary school would feed into one secondary school. However, there may be some cases where a primary school feeds into two secondary schools.*

- c. change secondary school sites if the majority of their options or specialist subjects would be based at another site.

For example, only one or two sites may offer the extended mathematics options or three separate sciences but these courses would be open to all students with an interest and aptitude in this area at age 14, not just those who had passed a selection test at age 11. Another one or two sites may specialise in languages offering a greater breadth of choice at Key Stage 4. This could be developed in other areas, for example sport or performing arts or to broaden vocational options. For any individual year group, the precise timetabling would depend upon the range of choices selected by individual students in that year group from the overall Island curriculum offer.

- 7.21. In other jurisdictions where schools have been successfully federated, outcomes have improved<sup>7</sup>. Improved teaching and learning was a benefit, largely because federation allows schools greater flexibility with staffing allocation, support and professional development. Federations also offer a unique set of challenges, allowing them to attract more ambitious applicants when recruiting, as well as retain their best existing teachers. By working as one school on four sites resources can be more effectively targeted, fluctuations in student choice can be effectively managed and all staff and pupils are working collaboratively with the same aims and objectives for all our children. Implementation, transport and other practical considerations are detailed in section 8 of this Policy Letter.
- 7.22. Due to the location and nature of St. Anne's School in Alderney, the Department considers that it will need an individual approach and therefore possibly different governance arrangements from the secondary federation. St Anne's will be an "associate site/campus" of the Guernsey School and will, as far as is practicable, benefit from all the economies of scale and significantly increased levels of expertise encompassed within the single structure. It is, however, of critical importance that staff in St. Anne's school benefit, as far as is practicable, in further collaborative professional development opportunities with staff in Guernsey at both primary and secondary level. It is also important that the use of technology is fully explored to enable the maintenance and further development of a broad curriculum offer for 14 – 16 year olds at St. Anne's school. Students may not have the same breadth of opportunity as their Guernsey counterparts but creative solutions such as shared staffing and technology are being developed to ensure inclusion of St. Anne's students, wherever possible, in opportunities provided for students in Guernsey.

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<sup>7</sup> *The challenges and benefits of federation, Ellie Howarth. National Governors Association.*

- 7.23. In addition, personalised arrangements are currently made for children within our secondary special schools, Le Murier and Les Voies. Students attending these schools do so due to a Formal Assessment and Determination of Need which identifies Special School provision as the most appropriate means of meeting their individual needs. As is the case of the Alderney site detailed in 7.22 above, it is intended that the special schools will be “Associate Sites/Campuses” of the Guernsey School but further consultation is first needed with these schools, and their students and parents, to confirm the exact details of this relationship.
- 7.24. The Department believes that whatever the outcome of this Policy Letter, links between our special school provision and mainstream provision can be further enhanced. This will enable greater professional collaboration between staff in special and mainstream schools with learning opportunities available in both settings. It also believes that opportunities should be further developed for individual students, where beneficial, to access alternative courses, social or enhancement activities, in mainstream school. This, for example, is being further developed between Le Murier and St. Sampson’s High School.

***C The optimum size and structure of the Education estate***

- 7.25. The Department noted the overwhelming support from the consultation for retaining four schools at 600-720 pupils. It also considered a number of three school or three site models (considered further in section 9 of this Policy Letter) and the disruption and uncertainty that moving from four to three secondary school sites would bring. In addition, the Department has considered:
- population data which suggests that secondary school numbers are projected to rise considerably over the next 10 years;
  - in December 2015, the States of Deliberation agreed to rescind the policy of capping Guernsey’s population at its 2007 level (Resolution 2, Billet d’État, 2015). It was agreed that in the long term the population should be kept to “the lowest level possible” to meet States objectives (Resolution 1). The States also agreed to commission a report to recommend initiatives, including family-friendly policies, that would encourage an increase in Guernsey’s fertility rate (Resolution 6). The Department must be cognisant of the impact of these population policies when planning future school capacity; any increase in the Island’s working age population may result in an increasing demand for school places;
  - the number of secondary school places per year group in the Island is already less than the number of places available in the Island at primary level (including places available at the Grant-aided Colleges); and

- at the moment it is unknown what effect the States' recommendations resulting from this Policy Letter will have on demand for places in either the States or the grant-aided sector.

7.26. In addition, if the Department were to recommend a move from four to three schools or sites, additional capital expenditure would be required at La Mare de Carteret High School and also at either St. Sampson's High School or at the current Grammar School site if the latter was retained as an 11-16 only school. If this money is available from the capital reserve in the near future, the Department is of the opinion that it would be much better spent on upgrading the workshop and specialist facilities at the College of Further Education rather than re-organising from four to three schools or sites for relatively little educational benefit and at considerable disruption. As a result of all these factors, the Department has concluded that it should not recommend or support the closure of any 11-16 schools but instead strongly recommends the continuation of four 11-16 Guernsey secondary school sites.

#### ***D Post-16***

7.27. The Department noted from the public consultation the preference for retaining one sixth form centre based at one school and a separate College of Further Education, but the preference from the teaching profession for a tertiary college should academic selection at 11 not continue. The Department decided that it was important for the Island to offer a choice of school-based post-16 provision and a distinct college of further education-based post-16 provision but with enhanced collaboration between the two institutions that would ensure a broad based curriculum offer that would be available to all post-16 learners dependent on aptitude, ability, past performance, potential and student preference. The opportunity to access mix and match options would require careful planning and resourcing and a formal structure of management would be essential. There are several advantages of having a sixth form attached to a school, including:

- a formal and structured curriculum environment which is similar to the school-based environment that pupils of this age are used to;
- a sixth form attached to a school means that pupils act as role models and this provides opportunities for peer tutoring;
- recruitment might be assisted if teachers have the opportunity to teach in an 11-18 school (under a federated one-school model, this opportunity would be further enhanced and developed for more teachers across all four sites).

Successful collaboration between the secondary federated school and the College of Further Education is also critical to developing personalised pathways and

broadening opportunities at both 14–16 and post-16 stages of education and they will be required to work more closely together.

- 7.28. The Department's July 2013 Vision document and July 2014 update on the Vision, respectively stated: -

1) That the Board supported the “...development of a Tertiary College which will bring together current providers of Post-16 education to offer a broad range of high quality, engaging, education and training opportunities which are responsive to individual and community needs including areas identified by Skills Guernsey.”

2) “....The Education Department continues to believe that there are strong arguments to bring together all States provision of post-16 education under the Education Department's mandate. More specifically we would like to bring the GTA University Centre and the Institute for Health and Social Care Studies within the Education Department's mandate and the Education Department will continue to explore the viability and practicality of this proposal with the Health and Social Services and the Commerce and Employment Departments.”

- 7.29. As a result of the resolution of the States of Deliberation in November 2015 (Resolution 4, Billet d'État XXI of 2015), the Committee for Education, Sport and Culture will have political responsibility for the Institute for Health and Social Care Studies and the GTA University Centre from May 2016. For the reasons given in paragraph 7.27, the Department would favour a school-based 16-19 provision alongside a College of Further Education but would like to see closer collaboration between the sixth form centre and the College of Further Education and other post-16 providers. The three main reasons in favour of a tertiary college that were put forward during the consultation were:

- that it is not fair that some current High School students have to transfer schools at 16, whilst Grammar School students do not;
- that it is difficult for over 19 year old students to take A-levels; and
- that some students wish to combine an A or AS level at the Grammar School and Sixth Form Centre with a course at the College of Further Education.

The latter is possible already and can be enhanced; the Department feels that the possibility of the College of Further Education and the Sixth Form Centre offering A-levels in the evenings could be explored without the need to combine them into one tertiary college.

- 7.30. The Department recommends that the Sixth Form Centre continues to be based at its current Les Varendes site and attached to the 11-16 provision that is being recommended for this site in the future.

- 7.31. The Department also considered the delivery of post-16 education across more than one school site. Under one federated States of Guernsey secondary school this should not be ruled out as a possibility in the future, but due to economies of scale, space available and ease of implementation, the current Sixth Form Centre is the Department's preference in the short to medium term. The Department's preferred option allows the delivery of post-16 education within a four site, one school, locally governed Guernsey Secondary School with the potential to evolve in the future as appropriate and informed by experience.

***E Future Funding of the Grant-Aided Colleges***

- 7.32. The future funding of the Grant-aided Colleges is inextricably linked to the States of Deliberation's decision regarding selection at age 11. At the moment the States of Guernsey is committed to funding up to 52 special places a year across the three Grant-aided Colleges up to and including the 2018/19 academic year (Please see Appendix 1, the Department's consultation regarding background information on the current funding agreement with the Grant-aided Colleges). The Department will, therefore, be recommending that the current 11 Plus process continues up to and including those students who will enter Year 7 in September 2018, i.e. for pupils currently in Years 4, 5 and 6. The Department is recommending that the change to one school spread over four sites should take place from September 2019. Without the 11 Plus (i.e. from the September 2019 Year 7 intake, which means students who are currently in Year 3) special places at the Grant-aided Colleges would cease to exist in their current form. However, the Department believes that all students who commence their studies as a special place holder at the Grant-aided Colleges prior to June/July 2019 should continue to have their place fully funded until they complete their secondary education at their Grant-aided College.
- 7.33. Should the States of Deliberation accept the Department's recommendation to end the current selective process at age 11 for new Year 7 students from September 2019, the Department is recommending implementing a new funding agreement with the Colleges from September 2019 for seven years i.e. until August 2026. It is possible that this could take the form of an annual grant to the Colleges with specific conditions attached.
- 7.34. The Department believes that it is desirable for the Grant-aided Colleges to continue to thrive in the Island. They make a valuable contribution to the Island's education system; they offer choice to parents and could be considered to be a very important "economic enabler" which assists the recruitment of skilled professionals to the Island where Guernsey is competing for key workers in the international arena and in circumstances where those professionals expect to have the option of educating their child in a private or international school. The Department would not have room for all fee-payers and all special place holders at the Colleges in States schools



(at primary or secondary) if the Colleges closed. In addition, the Colleges have a high reputation and are well regarded within the community.

- 7.35. The Island has a much higher percentage of children in private secondary education than the UK (approaching 30% of 11-16 year olds including special place holders or 18% of all pupils including primary and special schools, compared to around 6.5% of children (primary and secondary) in the UK who are educated in the independent sector). In addition, the public consultation showed that almost 60% of all respondents are in favour of funding the Grant-aided Colleges. Only 25% declared an affiliation to the Colleges, so a significant proportion of the general public (46%), (even though they have no connection to the Colleges), still think they should receive some States funding. Just under half of all responses to the online questionnaire agreed/strongly agreed that the level of funding to the Grant-aided Colleges should be maintained; 36% agreed/strongly agreed that the level of funding should be reduced; and 27% believed that funding should be increased. Additionally 51% disagreed/strongly disagreed with increasing funding; 47% disagreed/strongly disagreed with decreasing funding; 33% disagreed/strongly disagreed with maintaining funding.
- 7.36. There are sound financial reasons to ensure the continued viability of the Grant-aided Colleges. The parents that are able, if they choose, to have their children educated privately, removes some financial burden from the States. Therefore it can be argued that fee-payers at the Colleges are cost-effective. However, the cost effectiveness of special place holders is different. On the one hand the average cost of educating a pupil in the States sector in Guernsey has been estimated at approximately £7,000 direct costs plus £2,000 indirect costs per year. This is similar to the average cost to the States of a special place at the Colleges (and some have argued that special places could be cheaper as the Colleges fundraise towards their own major capital expenditure). However, towards the end of the current funding agreement in 2018/19 the States of Guernsey is likely to be paying almost £4m per annum in special place holder fees. What the above calculation does not consider is that the Department's central costs are largely fixed and would not increase very much if special place holders were educated in the States system.
- 7.37. If special place holder pupils were to enter existing classes in States secondary schools, there would be no extra staffing costs and no extra building costs; the additional cost is the sum of the costs that vary per individual pupil such as text books, IT equipment etc. Modelling of the Department's budget has shown that these special place holders could be educated within the States secondary sector at significantly less than the cost of funding a special place at the Colleges, and indeed would reduce the average per pupil cost of States provided secondary education. However, if all States funding was removed from the Colleges at once, this is likely to threaten their business model and their future financial viability and there would become a threshold at which it would become more expensive for the Department

and the States of Guernsey if the Grant-aided Colleges lost too many pupils to the States sector, especially those who are current fee-payers.

- 7.38. Fee inflation at the Grant-aided Colleges has been rising at approximately 7% per annum for the past few years. This is considerably above general inflation. These fees are set by the Grant-aided Colleges and therefore this increase has been outside the Department's control. Over the same period the Department's budget has decreased in real terms. The Department has been able to continue to afford the rise in special place holder fees as the general grant has decreased. However, as the general grant is likely to reduce to no more than £500 per student per year by August 2019, this continued rise in fees for special place holders is unsustainable unless the Department receives an above inflation increase in its budget for special place holders each year to match the fees charged by the Grant-aided Colleges for these places.
- 7.39. The Department is agreed that funding to the Grant-aided Colleges should continue to ensure their future financial viability, but that the principle of reducing this funding further should be explored in greater detail with the Grant-aided Colleges.
- 7.40. Should the States of Deliberation not accept the Department's proposals to end selection at 11, one way of doing this might be to means-test special places, which was a suggestion supported by the public consultation. In addition, the Department would like to vary the number of special places each year so that it is a percentage of the total Island cohort in that year group, rather than a fixed number each year, so that a student's chance of getting a place is not dependent on the size of year group in which they have been born. For example in a year group of 600, 52 places equates to 8.7% but in a year group of 500, 52 places equates to 10.4%. Therefore the smaller the cohort, the higher the chance of gaining a special place at the Grant-aided Colleges with a knock-on effect on Grammar School numbers. The Department has done some scenario modelling on means-testing special place holder grants using the same system of means-testing as is currently used for higher education grants and estimates that it could save approximately £1.1 million to £1.5 million per year (after means-testing had been phased in over a seven year period) compared to the anticipated 2018/19 grant level at 2016 prices, should approximately the same number of special place holders be retained. However, the Department would also wish to have further consideration of the principle that the funding follows the student, as at the moment the Department pays for special places at The Ladies' and Elizabeth Colleges regardless of whether or not they are filled. A minimum level of funding to the Grant-aided Colleges could also be considered to give them some level of security. This is similar to the agreement with Blanchelande College where the States funds a minimum of 21 places or up to a maximum of 30 places (based on 6 places in each year group, subject to qualifying criteria). Another factor to explore with the Colleges is a maximum rate of fee increase over the life of the agreement compared to general inflation, so that the



States of Guernsey has an indication at the outset of the maximum level of fees that it is likely to be funding over the lifetime of the agreement.

- 7.41. If the Department's recommendation to end selection at 11 is accepted, it would still be possible to enter into a new funding agreement with the Colleges from September 2019 for seven years i.e. until August 2026. In this instance the funding could take the form of a general grant, rather than a grant linked to particular special place holders. However, the Department would still wish the aim to be a reduction in the annual grant by the end of the seven year period, assuming the overall number of children attending the Colleges remains broadly the same. The Department would also wish this funding to be used by the Colleges to fund a bursary scheme (administered by the Colleges) to financially support (in full or in part) those who would otherwise be unable to attend the Grant-aided Colleges rather than to be used as a means of subsidising fees for all fee-payers. The purpose of the funding would be to ensure the financial viability of the Colleges, to retain in the Island another choice or pathway for learners; and at the same time to try to ensure that this is a choice that is not just open to those who can afford to pay. As the Department is recommending that existing special place holders at August 2018 continue to be funded in full until the end of their time at their Grant-aided College, it is possible that the general grant would be minimal in the first year or two of the agreement, but would then increase towards the end of the seven year agreement as the number of special place holders reduced. Further financial modelling needs to be undertaken in collaboration with the Colleges.
- 7.42. Another option that the Department would like to explore is one that was raised during the consultation; the principle of greater equity of funding between the three Grant-aided Colleges. Finally, as part of the grant conditions to the Colleges, the Department would like to further explore issues of accountability, involvement of the Department in the Colleges' inspection process, sharing of best practice, information sharing, and greater co-operation for the benefit of all the Islands' students at both primary and secondary level. This reference to accountability explicitly includes children's safeguarding: the grant conditions should also be contingent on proven adherence to the States of Guernsey's safeguarding children policies and procedures and independent inspections should always be directed to assess the quality of the establishment's safeguarding children arrangements.
- 7.43. The Department is concerned that the administration of a means-tested selection process would be administratively complex and provide further uncertainty on all sides. Parents would need to submit the documentation for a means-testing assessment at the same time as initially making their 11 Plus choice (if a College place was their preference) and then be given the right to change their mind after the outcome of the means-testing assessment was known but before the 11 Plus results were determined. It is possible that the numbers expressing the Colleges as their preference would decline if a free Grammar School place was an alternative. This

could create uncertainty for the Colleges unless they were guaranteed funding for a minimum number of places. However, the Department would not want to pay the Colleges for unfilled places and then have to also meet the costs of educating pupils in States schools as well. Therefore, although means-testing was popular as a general principle in the consultation, its implementation is by no means straightforward. A general grant to the Colleges for the purposes of funding a bursary scheme would be much more straightforward and is the Department's preferred option. It also fits with the Department's recommendation to end the 11 Plus selection process at age 11, for the reasons already explained in this Policy Letter.

7.44. Due to the timescale to complete this Policy Letter prior to the next General Election of People's Deputies, the Department has not been able to complete discussions with the Colleges in advance of submission. It is therefore recommended that the Department should continue discussions with the Colleges along the principles set out above (and dependent on the outcome of the States' decision regarding selection at 11) and return to the States no later than June 2017, with detailed proposals for a new funding agreement with the Colleges.

7.45. In summary:

- the 11 Plus process will continue at least up to and including those students who will enter Year 7 in September 2018, i.e. for pupils currently in Years 4, 5 and 6;
- in principle, all students who commence their studies as a special place holder at the Grant-aided Colleges prior to June/July 2019 should continue to have their place fully funded until they complete their secondary education at their Grant-aided College (for Blanchelande place/funding would end when they reach 16 and other Colleges when they reach 18), but further discussions with all three Colleges over fee inflation are needed;
- funding to the Grant-aided Colleges should continue to ensure their future financial viability, but the principle of reducing this funding further should be explored in greater detail with the Grant-aided Colleges;
- should the States of Deliberation decide not to end selection at 11, one way of reducing the grant to the Colleges might be to means-test special places. In addition, the number of special places could be varied each year so that it is a percentage of the total Island cohort in that year group, rather than a fixed number each year;
- further consideration should be given to the principle that the funding follows the student;
- a minimum level of funding to the Grant-aided Colleges could also be considered but this would be explored with the Colleges alongside a maximum rate of fee increase over the life of the agreement compared to

general inflation, so that the States of Guernsey has an indication at the outset of the maximum level of fees that it is likely to be funding over the lifetime of the agreement;

- if selection at 11 is ended, it is possible funding could take the form of a general grant. However, the Department would still wish to aim to achieve a further reduction in the total annual grant by the end of the seven year period – some further work on future modelling/projections with the Colleges is required;
- this funding could be used by the Colleges to fund a bursary scheme (administered by the Colleges) to financially support (in full or in part) those who would otherwise be unable to attend the Grant-aided Colleges rather than to be used as a means of subsidising fees for all fee-payers;
- further work will also explore the principle of greater equity of funding between the three Grant-aided Colleges;
- finally, the grant conditions to the Colleges should include requirements about accountability, involvement of the Department in the Colleges' inspection process, sharing of best practice, information sharing, and greater co-operation for the benefit of all the Islands' students at both primary and secondary level. This reference to accountability explicitly includes children's safeguarding: the grant conditions should also be contingent on proven adherence to the States of Guernsey's safeguarding children policies and procedures and independent inspections should always be directed to assess the quality of the establishment's safeguarding children arrangements.

**8. Implementation of the Department's Preferred Option (one school, four sites, no academic selection at 11, but enhanced choices and personalised pathways at 14)**

*Transition*

- 8.1. The Department is recommending that no changes to the structure of secondary education should take place until the current Year 3 learners commence their secondary schooling in Year 7 in September 2019. This coincides with the end of the current funding agreement with the Grant-aided Colleges and is planned to follow the full opening of the new La Mare de Carteret Schools' site. Any learner already at the Grammar School and Sixth Form Centre or the Grant-aided Colleges in June/July 2019 (current Year 4s upwards) will complete their studies (up to and including sixth form) under the current selective secondary education system. It is the Department's intention that (as of 2015/16) current Year 4 students upwards, who are selected for a Grammar School place, will keep that place in a selective intake until they complete their GCSEs at the end of Year 11. Special place holders who commence their studies at the Grant-aided Colleges prior to June/July 2019 will continue to have their places paid for in full at the Colleges until they leave.

This means that the recommendations contained in this Policy Letter will be phased in over a six year period between September 2019 and July/August 2025. It is recommended that a new seven year agreement is made with the Grant-aided Colleges until August 2026 in order that a review can be carried out in 2024 and early 2025 and presented to the States that summer in order to give the Grant-aided Colleges one year's notice of any revised arrangements from September 2026. This timetable is summarised in Appendix 5.

### *Impact on staff*

- 8.2. The impact on the majority of staff would be minimal compared to the alternative three school options explained later in section 9 of this report. There may be some requirements for staff to teach some lessons at alternative sites under a one school model, but this would be very similar whether the Department maintains the current soft federation or moves to a hard federation. There may also be some gradual changes to staff structures and new opportunities as the federation develops, but this would be a gradual process over time. The key difference under a one school model would be the appointment of an executive headteacher to lead the integration and coordination of the current four schools into one school spread over four sites, with associated shared timetabling and resources.

### *Impact on pupils*

- 8.3. It is important to emphasise that under the Department's preferred option, there would be no disruption to existing pupils who had started at the Grant-aided Colleges or the Grammar School and Sixth Form Centre or the High Schools prior to August 2019. They would all stay at their existing sites until they reached 16 or 18 and those already at the Grammar School and Sixth Form Centre site as at August 2019 would continue to be those who had been selected for a place at that school at age 11. There may be increased options available to all students at Key Stage 4 as the federation develops, but there would be no compulsion to move schools or sites part way through their 11-16 education which there could be in the transition period for some pupils if the Department moved to a three schools or three sites model.
- 8.4. Those children currently in Year 3 and below who are due to enter Year 7 from September 2019 onwards would be able to move to secondary school at age 11 with, in most cases, the majority of children from their primary school, minimising the disruption of moving schools at age 11. Some children may then move secondary sites at age 14 dependent on their Key Stage 4 subject specialisms, this would be an informed choice initiated by the student but ultimately determined in conjunction with their teachers and parents/carers and informed by their aptitude, ability, past performance, potential and preference, rather than through an arbitrary, one-off examination that is the current 11 Plus system.

- 8.5. The Department feels that the impact on pupils of its proposals, including the retention of four sites, would be much smaller than the impact of closing one school or site. The Department is very keen to avoid disruption to pupils during their secondary education apart from on the basis of choice between Key Stage 3 and Key Stage 4; it is much more disruptive to move pupils part way through Key Stage 4 than during other Key Stages. If one secondary school site were to close, it would be much more difficult to manage staff redeployment than at primary level, due to subject specialisms and housing licence issues, which are more common at secondary level. The Department is also very concerned that the closure of one site at secondary level could impact on the educational outcomes for some children during the transition period and this is not a decision that the Department wishes to take when there is a good and sustainable alternative four site option for the next 10-15 years, especially when the education service has driven forward significant improvements in results in recent years.

*Catchment areas and admissions*

- 8.6. Under the Department's proposals, from September 2019 onwards each primary school would feed into one or possibly two secondary school sites. If accepted it is anticipated that the new Committee *for* Education, Sport and Culture will review and publish a new admissions policy. As currently, there would be the option to make an OCAS (out of catchment area school) request and oversubscription criteria would need to apply, just in case one school was oversubscribed on an individual year group. The Department will also recommend that its successor, the new Committee *for* Education, Sport and Culture gives special consideration to pupils currently in Years 2 and 3 who moved primary schools from St Andrew's and are now at primary schools that are not planned to feed into Les Beaucamps at secondary level. The Department gave an undertaking to those parents that there were no plans, at the time of the school closure, to change their catchment secondary school. For example:

Les Beaucamps Site	Les Varendes Site (currently the Grammar School)	St. Sampson's/ Baubigny Site	La Mare de Carteret Site
11-16	11-18	11-16	11-16
Castel Primary School	Amherst Primary School	Vale Primary School	La Mare de Carteret Primary School
St Martin's Primary School	Vauvert Primary School	Hautes Capelles Primary School	La Houquette Primary School
			Forest Primary School
Notre Dame Primary School		St Mary and St Michael Primary School	

### *Transport*

- 8.7. For the first four years (i.e. September 2019 - July 2023) it is likely that some additional transport would be required, as some year groups at the former Grammar School would still have an Island-wide catchment and there may be a need for increased capacity to serve the Les Beaucamps and the La Mare de Carteret sites. Over time the requirement for transport to the former Grammar School and St. Sampson's sites at the beginning and end of the school day would diminish as the areas served by these schools would reduce (to the catchment areas for Amherst/Vauvert and Vale/Hautes Capelles, respectively). Therefore these additional transport costs may be temporary. In addition, the Department would propose running a regular shuttle service between the four sites at the start and end of the day and during break and lunchtimes to accommodate those students whose Key Stage 4 subject choices mean that they are taught on more than one site. For example, the Department has estimated the cost of running a three bus shuttle service to be fully operational no later than September 2022 when the current Year 3s commence Year 10, or their Key Stage 4 studies, at age 14. From indicative figures (dependent on the number of students who move across sites), it is estimated that £150,000 per year from September 2019 and a further £105,000 per year (excluding capital costs) from September 2022 would be required to fund the additional transport costs associated with enabling all Key Stage 4 students to study a wider range of options across the four secondary school sites. In addition, there would be a capital cost of £170,000-£200,000 early in 2022 associated with the purchase of the buses.

### *Revenue implications*

- 8.8. In addition to the above transport costs, the Department would need to appoint an executive headteacher. Taking both of these elements into consideration the additional cost of the one school option is likely to rise to around £460,000 per year initially. Over time it is anticipated that this additional expenditure could be recouped by operational efficiencies and the cost per pupil will decrease in the medium to longer term as pupil numbers rise.

### *Capital programme*

- 8.9. The key impact on the capital programme is that the Department is recommending that the new La Mare de Carteret High School is built with a capacity of 600 pupils. This is because the Department is recommending that four secondary school sites are retained for the reasons already given in this Policy Letter. The inequity in facilities between the four mainstream Guernsey secondary schools is also incompatible with the Island's Vision and core values for education which were endorsed by the States when presented by the Department in the summer of 2013.



- 8.10. The Department is recommending that the sixth form, i.e. school based 16-19 provision, remains on the Grammar School site and, therefore, in time there will be the need for some further capital expenditure on the College of Further Education's Les Ozouets site. The most critical development is likely to be the redevelopment of the workshop block and specialist facilities in order to expand the vocational courses offered at 14-19. This is especially important at Key Stage 4 and Key Stage 5 in order to give students the optimal choice/selection of pathways at age 14 and 16. This would also allow the further consolidation of College of Further Education sites and the eventual handover of the Coutanchez site for social housing development.

## **9. Pros and Cons of Each Option Considered (including a three school/site options)**

- 9.1. The Department has considered two four site options; the status quo (Option A) and the Department's preferred option (Option B) as recommended in this Policy Letter. It also gave some consideration to a two site option, but dismissed this for the reasons set out in the Department's consultation document and because it was the least favoured option in the consultation. The Department considered a three site 11 Plus, selective option (Option E), but dismissed this as it would have all the disadvantages of the current 11 Plus selective system as well as the disadvantages of a major transition programme. The Department gave considerably more time to the idea of one school over three sites and considered three options of how this might be achieved:

- **Three site option 1 (Option C):** Closing the Grammar School and Sixth Form Centre and setting up a Tertiary College with 16-19 A-level and International Baccalaureate provision remaining on the former Grammar School and Sixth Form Centre site. The remainder of the Grammar School site and the Les Ozouets campus would also be used for this Tertiary College and the Delancey campus and the Coutanchez campus, which are currently occupied by the College of Further Education, would be vacated. The new secondary school at La Mare de Carteret would be built for 960 pupils and St. Sampson's High would be extended to cater for up to 960 pupils. Les Beaucamps would remain as a 660 place school/site. (In total this option would provide 2,580 places for 11-16 pupils).
- **Three site option 2 (Option D):** Closing Les Beaucamps High School and having a dedicated 16-19 Sixth Form College on this site, with three sites at St. Sampson's High, La Mare de Carteret High and the Grammar School, each for between 720 and 960 pupils. (In total this option would provide 2,400-2,520 places for 11-16 pupils depending on the number at the former Grammar School site).
- **Three site option 3 - Not feasible:** Not rebuilding the La Mare de Carteret High School and extending at St. Sampson's High School. This would give a

total of 2,320-2,400 places; the latter if Les Beaucamps High School was extended. This option was considered again because it was raised during the consultation process but was dismissed by the Department as there is a strong probability that there would be insufficient places between 2020 and 2030, when the demand for secondary school places is projected to increase.

- 9.2. Therefore the Department concluded that there were two realistic options for moving to three secondary school sites; either with a 16-19 Sixth Form College at Les Beaucamps High School or with a Tertiary College on the current Grammar School and Sixth Form Centre site. A financial appraisal of these two options and the Department's preferred option is summarised in the next section of this Policy Letter.
- 9.3. Any move to three schools could not commence until a new enlarged (960) La Mare de Carteret High School was built. Whilst it is possible a 600 place school at La Mare de Carteret could be ready by September 2018 (with the sports facilities and parking completed by September 2019), the larger school would not be completed until September 2019 (with the sports facilities and parking completed by September 2020). In addition, the first three site option would require an extension to St. Sampson's High School and the second would require modifications to the current Grammar School and Sixth Form Centre (which would need to be undertaken over two or three summer holidays). Neither of these projects have been planned, costed or included in the capital prioritisation process so far. Therefore it is highly unlikely that any transition process could start before September 2019 and, if the States of Deliberation agrees to end selection at 11 from September 2019, it would be logical to plan one transition to a new secondary education structure.
- 9.4. If the States did decide to close a secondary school and move to three 11-16 sites, this would need to be phased in over a period of up to five years from September 2019. Therefore it is likely to be 2021 or 2023 before closure was fully implemented. This is a similar timeframe to the closure of St. Peter Port School, which was agreed by the States in the spring of 2001 and closed in July 2009. This represents a period of 5-7 years of uncertainty. If a three school option were followed, there would be a pressing need to provide continuity during the transitional phase and, as a result, there would be housing licence/employment permit implications between now and September 2024; longer licences/permits or extensions to these would be a necessary tool to assist with the delivery of the changes. In addition, the Department would recommend some sort of "golden handcuff" type payment to retain staffing until the end of the transition period as there would be a period whereby some duplicate staffing would be required at the school being phased down. The Department is very concerned about the impact of this transition on those pupils who would be affected, especially those learners currently in Years 4 to 7. The social cost to Guernsey of the impact of this transition, and a disrupted education for a cohort of the Island's pupils has not been costed; but these are a key concern and a key factor in the Department's recommendation of maintaining four school sites.



9.5. Whilst the Department advocates retaining 11-16 provision on four sites, if 11-16 provision was to be removed from the Grammar School site (Option C), it is likely that this would be phased down over 5 years, so that those children currently in Years 4, 5, 6 and 7 could complete their 11-16 education on this site. The Sixth Form 11-16 provision would remain on this site so it is likely to be possible to retain a school for just school Years 11-13 in the final transition year. The larger school at La Mare de Carteret would be essential before implementation could commence. If Les Beaucamps' 11-16 provision were to close (Option D), this would be more complex. Again, the larger school at La Mare de Carteret would be essential before implementation could commence. It is likely that in September 2019/20 all Year 7s normally served by these two schools would be educated at La Mare de Carteret Site and Les Beaucamps would operate with Years 8-11 only. In 2020/21 the Les Beaucamps site would just have Years 9 and 11 but would also host all Year 12s who would continue at this site the following year when it became a Sixth Form College. Those students who were due to be in Year 10 in 2020/2021 (the current year 5s) would move to their new schools from the summer of 2020 at the end of Key Stage 3. The following year (September 2021) the 11-16 provision at Les Beaucamps would close and the Year 10s would move to their new schools at the start of the academic year (children currently in Year 4). There would be additional staffing and transport costs during this transition period. Transition costs are estimated to be approximately £2m for the closure of 11-16 provision at Les Beaucamps (excluding any golden handcuff) and approximately £3.25m for the closure of 11-16 provision at the Grammar School site (with the same exclusion), as this transition would take place over a longer time period. However, these are very rough estimates at this stage.

9.6. The Department is against moving to three 11-16 sites because:

- it is very disruptive through the transition period;
- it is not what the public wants (as evidenced by the public consultation responses); and
- this level of disruption and change on top of the Department's proposals would add too much risk; and
- it provides very little flexibility for the future.

The latter point applies especially to the removal of 11-16 provision from the Grammar School and Sixth Form Centre site because under this option both St. Sampson's and La Mare de Carteret High Schools would already have been extended. This option also results in three very unequal sized secondary schools (one of 660 and two of 960). Whilst closing 11-16 provision at the Grammar School is less expensive than the Department's preferred option (the methodology for this economic appraisal is explained in the next section), the Department does not feel that this amount justifies the disruption of the transition period of moving from four to three 11-16 secondary education sites at a time when the secondary school

population is projected to rise significantly (see Appendix 4 for population projections).

- 9.7 The Department has included Options C and D in line with the States resolution of May 2015, which required the inclusion in its Policy Letter of at least one option for moving from four to three secondary age schools. However, for the reasons already given in this Policy Letter, neither of these options is recommended by the Department as the Department recommends retaining four 11-16 sites.

## **10. Economic and Financial Appraisal**

- 10.1. The Department has prepared indicative costings of the three options it has considered over a 25 year time horizon. The investment appraisal model incorporates forecasts for basic general revenue expenditure, transition and implementation and capital costs. By their nature, forecasts of this type are subject to uncertainty, but the analysis is designed to illustrate the relative cost of the three options rather than their precise net present values (“NPV”).
- 10.2. The analysis is based on the pupil numbers from the Education School Places Model July 2015 v35 and then extended to 2040 based on most recent Electronic Census Report (these figures are presented in the graph in Appendix 4). The model has a defined pupil:teacher ratio of 1:12.61 which is the current average of the 4 secondary States mainstream schools. The model has been compared against the current budget for sense-checking. The NPV per capita has been calculated based on population figures from the most recent Electronic Census Report.
- 10.3. The Department’s preferred option (Option B) over four sites assumes additional transport costs to cover changes in bus routes, movement of pupils, particularly at Key Stage 4 and additional staffing costs, such as the appointment of an executive headteacher from September 2018 as outlined in section 8.
- 10.4. The one school three site model with a sixth form college at the current Les Beaucamps High School site (Option D) assumes a two to three year transition period from September 2019, as described in section 9 of this letter, with significant general revenue implications over this transition period (estimate of approximately £2m excluding any golden handcuff retention payment arrangement, designed to retain key staff throughout the transition period).
- 10.5. The one school three site model with a tertiary college attached to the Sixth Form Centre at the Les Varendes site (Option C) assumes a longer transition as the 11-16 intake at Les Varendes would be phased down over a five year period. Due to the longer transition period the estimate of additional transition costs is higher (approximately £3.25m excluding any retention payments).

- 10.6. All three options assume that the Grant-aided Colleges continue to receive a grant fixed at the levels at the end of the current arrangement which ends in September 2019. This reflects the Department's recommendation that the precise level of funding is agreed following further discussions between the Department and Colleges by June 2017. This cost stream is, therefore, constant and common to each of the three options considered in the investment appraisal.
- 10.7. The capital costs vary significantly for each of the scenarios but for each one the capital investment is assumed to have an asset life of 50 years. The residual values of these investments by 2040/41 are reflected in the discounted cash flows.
- 10.8. The Department's preferred option over four sites (Option B) assumes a rebuild of the La Mare de Carteret High School for a 600 place facility including the rebuild of the primary school, the community sports facilities, the communication and autism centre, pre-school nursery and community facilities. This option then requires the redevelopment of the Les Ozouets site (£67m) and the sale of the Coutanchez site (cash inflow of £2m).
- 10.9. The one school three site model with a tertiary college (Option C) attached to the Sixth Form Centre at the Les Varendes site assumes the construction of a 960 place High School at La Mare de Carteret with the rest of the La Mare de Carteret project the same. This would also require an extension to St. Sampson's High School to increase this to a 960 pupil school by 2019 with an additional estimated capital cost of £12m. The development of the College of Further Education on the Les Ozouets site would only need to accommodate the Coutanchez site at a reduced cost of £17m and the release of £2m from the sale of that site.
- 10.10. The one school three site model with a sixth form college at the current Les Beaucamps High School site (Option D) assumes this is similar to the other three site model for La Mare de Carteret but includes a further £1m for the refurbishment of the Grammar School buildings for the College of Further Education needs; includes the larger capital spend at Les Ozouets but does not provide for the possibility of extension at St. Sampson's.
- 10.11. Based on these assumptions, the Department has undertaken a discounted cash flow analysis to calculate the NPV of the three options over the 25 year time horizon using the discount rate advised by the Treasury and Resources Department. These figures have then been converted into annual per capita cost to enable the relative costs of the three options to be appraised.
- 10.12. Over a 25 year investment appraisal the difference in NPV between the cheapest and most expensive of the three options appraised came to £18m or £11.07 per Guernsey resident per year, excluding inflation.

Options	NPV	£ per capita pa	£ differential	Revenue Costs in 2028/29 (£)
Option B - 4 schools	£495,300,000	£304.73	£8.80	£25,000,000
Option C - 3 schools plus tertiary	£481,000,000	£295.94	-	£24,100,000
Option D - 3 schools plus sixth form college	£499,000,000	£307.01	£11.07	£24,600,000
Difference between highest and lowest	£18,000,00	£11.07		£900,000

10.13. The Department recommends retention of 4 secondary schools on-island to:

- provide flexibility for the expected increase in island population;
- reduce the disruption and uncertainty related with a move to 3 schools; and
- recognise the overwhelming support for the retention of 4 schools demonstrated in the public consultation.

10.14. The key impact on the Capital Programme is, therefore, that the new La Mare de Carteret High School is built with a maximum capacity of approximately 600 pupils (with the flexibility to extend to 960 places in the future if this is required). A rebuild for 600 pupils would address the inequity in facilities between the four secondary schools; this inequity being incompatible with the Island's Vision and core values for education which were endorsed by the States in July 2013. The Department recommends that the sixth form provision remains on the Grammar School site and, therefore, there will, in time, be need for some further capital investment at the College of Further Education's Les Ozouets site. The most critical development is likely to be the redevelopment of the workshop block and specialist facilities in order to expand the vocational courses offered at 14-19 and beyond. This development will provide optimal choice/selection of pathways at age 14. It would also allow consolidation of the College of Further Education sites and handover of the Coutanchez site for social housing development.

## **11. La Mare de Carteret Schools' Rebuild**

11.1. In May 2015, the States resolved:

*"I.- After consideration of the Report dated 8<sup>th</sup> April, 2015, of the Education Department:-*

*1. Recognising that there is a strong case for rationalising the education estate and that there may be a requirement for a larger secondary school at the La Mare de Carteret Schools' site and that it may be better value for money for this to be built*

*from the outset, to approve the Education Department progressing to tender for the construction of the La Mare de Carteret Schools project comprising of:*

*(a) the replacement of the High School facilities for a five-form entry school for up to 600 students with scope for expansion for up to 960 students and for the replacement of the High School facilities for an eight-form entry school for up to 960 students;*

*(b) the replacement of two-form entry Primary School facilities for up to 420 pupils;*

*(c) a replacement co-provisioned pre-school Nursery of up to 130m<sup>2</sup> adjacent to the Primary School for approximately 32 children aged 3-4 on a part-time attendance basis, allowing for groups of up to 16 children at any one time;*

*(d) club level competition indoor Sports Hall facilities within the schools' new sports facilities, focused on completing the federated approach to the provision of shared resources for sport within the States secondary education sector, the avoidance of unnecessary duplication and optimising efficient dual-use school/community provision for netball, basketball and volleyball, as advised by the Culture and Leisure Department and the Guernsey Sports Commission;*

*(e) the relocation of a Communication and Autism Base of up to 200m<sup>2</sup> placed between the two schools to provide a designated unit for up to 18 children in the Primary School and a designated unit for up to 18 children in the High School and to be the base for the provision of outreach services for Bailiwick school age children and for advice to pre-school providers; and*

*(f) provision of community facilities for families and the older generation within the schools and sports buildings as a mix of a discrete access suite of rooms of 150m<sup>2</sup> as part of the Sports Building and through the sharing of school facilities.*

*2. To delegate authority to the Treasury and Resources Department to approve a capital vote, charged to the Capital Reserve, of a maximum amount of £60.2 million (excluding inflation) to fund the La Mare de Carteret Redevelopment project subject to satisfactory completion and review of the Full Business Case to ensure that the project represents value for money for the States.*

*3. To agree that there is a strong case for rationalising the education estate and for reviewing the structure of secondary education, including selection at 11 and to direct the Education Department:*

*(a) to consult with all stakeholders; and*

*(b) to submit a report to the States in sufficient time to enable a debate by the States at or before the March States Meeting 2016 containing:*

*(i) recommendations regarding the merit or otherwise of selection at 11 and the optimal size, number and location of secondary schools to deliver a broad and balanced curriculum; and*

*(ii) at least one option for moving from four to three secondary age schools;*

*and to agree that commencing the construction of the facilities referred to in Proposition 1 shall be conditional upon the Education Department presenting this report to the States in sufficient time to enable a debate by the States at or before the March States Meeting in 2016.*

*4. To direct the Treasury and Resources Department to provide the funds necessary to fulfil the necessary requirements of progressing to tender approval process for the construction of the La Mare de Carteret Schools' project as detailed in Proposition 1."*

- 11.2. In Resolution 4, the States of Deliberation instructed the Treasury and Resources Department to provide the Department with the fees necessary to complete the designs for the 600 and 960 place options. In addition, the States requested an independent spatial review be undertaken jointly by the Department and the Treasury and Resources Department. IID Architects were commissioned to complete this review. The costs of the additional review (January 2015) and the spatial or value for money review (Q3/4 2015) have been covered within the additional fees. An estimate of the likely additional fees was provided to the Treasury and Resources Department, who approved additional fees of £1.7m on 6<sup>th</sup> July 2015.
- 11.3. A feasibility study was undertaken to review the design options to best achieve the States' Resolution. The Project Board, the Education Department Board and the Treasury and Resources Minister approved the feasibility recommendation in August 2015 to redesign the High School (options B1 (600) and B2 (960), compared to A1 and A2, which were the options previously presented to the States in May 2015) to meet both a 600 and 960 pupil option. It was decided this would achieve best value for the States, as well as incorporating value engineering from the spatial review. In addition, the Environment Department (Planning) has indicated its preference for the B design as the most appropriate solution if the 960 school was ever required. The project and design teams are working intensively on the design stages to meet the programme and expect to be seeking contractor tender prices end January/early February 2016.
- 11.4. The project has been fully costed by the project Quantity Surveyors (Appendix 6) and includes building inflation (based on Building Cost Information Service (BCIS) of the Royal Institute of Chartered Surveyors) to project completion.



- Option B1, 600 pupil High School plus all other facilities - £64,180,000 excluding inflation
- Option B2, 960 pupil High School plus all other facilities - £70,810,000 excluding inflation

Fully tendered prices for both 600 and 960 pupil options will be received in April 2016. Tenders will be reviewed and a tender report will be issued in May 2016.

- 11.5. The approval in August 2015 from the Department, La Mare de Carteret Project Board and the Treasury and Resources Department to develop the option B designs results in a design that accommodates the required facilities for either the 600 or 960 pupil High School (Appendix 7 shows the new 600 design). The project programme (Appendix 8) would result in the 600 pupil High School, Primary School, pre-school nursery, sports facilities, communication and autism centre, and community room being operational for September 2018. The external sports facilities and parking would be ready the following year. If, as a result of a successful amendment to this Policy Letter, a 960 place High School was required, due to the larger building and consequent longer build programme, the new High School would be unlikely to open until September 2019; although an April 2019 completion might be possible, this could be disruptive to external examinations.
- 11.6. If no decision is taken in March 2016 by the States of Deliberation, the La Mare de Carteret Schools' project would go into immediate further delay. The full design team would be stood down. It is highly likely that the design teams would then be engaged in other projects, so they would be unable to restart on the La Mare de Carteret project when any decision was eventually taken. The cost of the project to the States of Guernsey would increase, should it later be approved; inflation costs alone are reported as £3m per year<sup>8</sup>; this inflation accounts for the increase in cost of the project between the Department's November 2014 report to the States and this Policy Letter. There would, of course, be additional expenditure required on the existing La Mare de Carteret schools to keep them operational until a decision is taken to rebuild them. There would be further delay in providing 'fit for purpose' facilities for all students attending La Mare de Carteret Schools and a continuation, and possible increase, of 'out of catchment' requests. The inequity in facilities between the four mainstream Guernsey secondary schools is also incompatible with the Department's Vision and core values for education which were endorsed by the States in July 2013.
- 11.7. It is also worth noting that the value for money review carried out by IID Architects, on behalf of the Treasury and Resources and Departments and attached as Appendix 9, concluded that:

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<sup>8</sup> Based on BCIS data



*“Overall therefore, I consider the provisions for Option B1 for 600 pupils to be generous but not inappropriately large given the context. If required there is no doubt that area reductions could be achieved but not within the current overall programme aimed at delivery of the new school by September 2018. There would need to be a considerable pause to rethink the brief. If undertaken it would also result in additional costs which would erode any potential financial savings as demonstrated in the G&T’s illustration on page 1078 of Education Department’s letter dated April 2015. 25 1362 LMDC Value Review 13<sup>th</sup> November 2015.*

*The area for Option B2 for 960 pupils is though clearly more efficient and more comparable with the recommendations of BB98; but it is also inextricably linked to Option B1. It can be built either as a single phase project or with Option B1 as a first phase anticipating the future expansion and offering flexibility to respond to the outcome of the Strategic Review in March 2016. There is a judgement to be made therefore, as to whether the benefits of Option B2 justify the generosity of Option B1. In the circumstances I believe this approach would be justified...  
....On the basis of the above, and subject to the recommendations made I consider the current proposals do represent a reasonably balanced and appropriate solution which can be delivered for September 2018 and which will result in a valuable investment.”*

- 11.8. For all the reasons outlined in this Policy Letter, and previous reports to the States by the Department on the La Mare de Carteret Schools (Billet d’État X, May 2015 and Billet d’État XXIV, November 2014), the Department is recommending the immediate rebuild of the La Mare de Carteret Schools’ site using Option B1 to include a 600 pupil High School (with the flexibility to extend to 960 in the future should this be required), a 420 pupil Primary School, pre-school nursery, enhanced sports facilities, the communication and autism centre and community facilities. The Department is, therefore, asking the States to agree a capital vote to the Department, charged to the capital reserve, of £64,180,000 plus inflation.

## **12. Compliance**

### *Compliance with States policies/objectives*

- 12.1. The Department’s proposals for the future structure of secondary and post-16 education are consistent with the strategic aims of the current 2013-2017 States Strategic Plan. The Department’s proposals support the Plan’s overarching Statement of Objectives:

- *“Wise long-term management of Island resources including the maintenance of a highly skilled and well-educated workforce;*

- *All people having opportunities and support where needed, to enable them to reach their full potential;*
- *Co-ordinated and cost-effective delivery of public services through co-operative working and transformation change management; and*
- *Policies which protect the natural environment and its biodiversity by accounting for the wider impacts that human activity has on it”.*

12.2. These objectives are given more focus in the States’ Corporate Policy Plans. The most relevant Corporate Policy Plan in this case is the Social Policy Plan which focuses on delivering services for people to meet their needs for welfare and wellbeing and taking preventative measures by working better with the third sector and providing people with pathways out of poverty, criminal activity, unhealthy lifestyles and preventing exclusion from education and society in general.

12.3. The Social Policy Plan’s second key objective is the achievement of “*a social environment and culture where there is active and engaged citizenship.... equality of opportunity, social inclusion and social justice*”. There is a specific general objective within the Social Policy Plan to deliver “*a greater equality of educational opportunity*” and an emphasis on collaborative working, not only with other States Departments but also with the third sector and commerce to promote “*good educational outcomes, opportunity and choice and social inclusion*”. The Department’s proposals fully support the objectives of the Social Policy Plan and, as previously highlighted, reflect the Department’s core values as set out in its Vision statement, “*Today’s Learners, Tomorrow’s World*”.

#### *Children and Young People’s Plan 2016-2022*

12.4. There are four Priority Outcomes for children and young people within the Children and Young People’s Plan 2016-2022 (the Plan). These are:

**Be Safe and Nurtured:** *We want to ensure all children and young people are protected from abuse, neglect or harm at home and in the community, have nurturing relationships that build their emotional resilience and engage in safe behaviour.*

**Be Healthy and Active:** *We want all children and young people to have the highest possible standards of physical and emotional health and to lead active lives that promote their long term health.*

**Achieve Individual and Economic Potential:** *We want all children and young people to achieve their full potential and to be supported in the development of their skills, confidence and self-esteem to enable them to achieve as much independence and financial security as possible.*

**Be Included and Respected:** *We want to ensure that all children and young people have help to overcome inequalities and are valued members of their communities. This means having a voice in decisions that affect them and being supported to play an active and responsible role in all aspects of their lives.*

- 12.5. The overarching vision is that implementing the Plan will create an integrated system providing the right help at the right time with the right outcomes for all children and young people. The Department believes its proposals for the structure of secondary and post-16 education included in this Policy Letter will assist in achieving these four priority outcomes.

#### *Legal Implications*

##### *(a) The Education (Guernsey) Law, 1970*

- 12.6. The Education (Guernsey) Law, 1970, as amended, instructs the Department on the provision of a statutory system of education. The relevant clauses are 3 and 4 which permit the Department to make the changes it is proposing to the structure of secondary and post-16 education without the need to amend the Law.

#### *“PART III*

#### *THE STATUTORY SYSTEM OF EDUCATION*

*3. A statutory system of public education shall be organised in three progressive stages to be known as primary education, secondary education and further education; and it shall be the duty of the Department, so far as its powers extend, to contribute towards the spiritual, moral, mental, and physical development of the community by securing that efficient education throughout those stages shall be available to meet the needs of the population.*

*4. (1) It shall be the duty of the Council to secure that there shall be available sufficient schools –*

*(a) for providing primary education, that is to say, full-time education suitable to the requirements of junior pupils who have not attained the age of ten years and six months. and full-time education suitable to the requirements of junior pupils who have attained that age and whom it is expedient to educate together with junior pupils who have not attained that age: and*

*(b) for providing secondary education, that is to say, full-time education suitable to the requirements of senior pupils and full-time education suitable to the requirements of junior pupils who have attained the age of ten years and six months and whom it is expedient to educate together with senior pupils:*

*and the schools available shall not be deemed to be sufficient unless they are sufficient in number, character and equipment to afford for all pupils opportunities for education offering such variety of instruction and training as may be desirable in view of their different ages, abilities and aptitudes and of the different periods for which they may be expected to remain at school, including practical instruction and training appropriate to their respective needs.”*

(b) *The Ladies’ College Ordinance, 1962*

- 12.7. For historical reasons, The Ladies’ College has a different legal relationship with the States of Guernsey compared with Elizabeth College and Blanchelande College. Of particular relevance is The Ladies’ College Ordinance, 1962, as amended, which requires “*free places in the upper school*” to be allocated by “*examination held under the direction of the Education Department*”. This Ordinance will need to be further amended if the Education Department’s proposals for changes to the way pupils are admitted to the Grant-aided Colleges are supported by the States.

- 12.8. Section 23 of the Ordinance relating to “Free places in the Upper School” states:

*“23. (1) There shall be admitted to the Upper School at the commencement of each school year such number of pupils, not exceeding thirty or such other number as the States may from time to time by Resolution prescribe, as shall have –*

*(a) been found fit by the Education Department for admission to the Upper School in an examination held under the direction of the Education Department, and*

*(b) satisfied the Education Department that they are capable of profiting from the education provided in the Upper School.*

*(2) In determining which pupils shall be admitted to the Upper School in pursuance of the provisions of subsection (1) of this section the Education Department shall give preference to pupils who by reason of their ability and aptitude are most likely to profit from the education provided in the Upper School.”*

- 12.9. The Department will work with the Law Officers on any required amendment in advance of new funding and admission arrangements being implemented in September 2019.

(c) *The Education (Schools Committees) (Guernsey) Ordinance, 1970*

- 12.10. The Department is committed to local empowerment of schools in tandem with a new form of school governance. Work is already progressing in this area and this will continue within the context of any new structure of secondary and post-16 education approved by the Assembly. The Department recognises that any new form of school governance will require amendment of The Education (Schools Committees) (Guernsey) Ordinance.

### **13. Conclusion and Recommendations to the States**

The Education Department recommends the States:

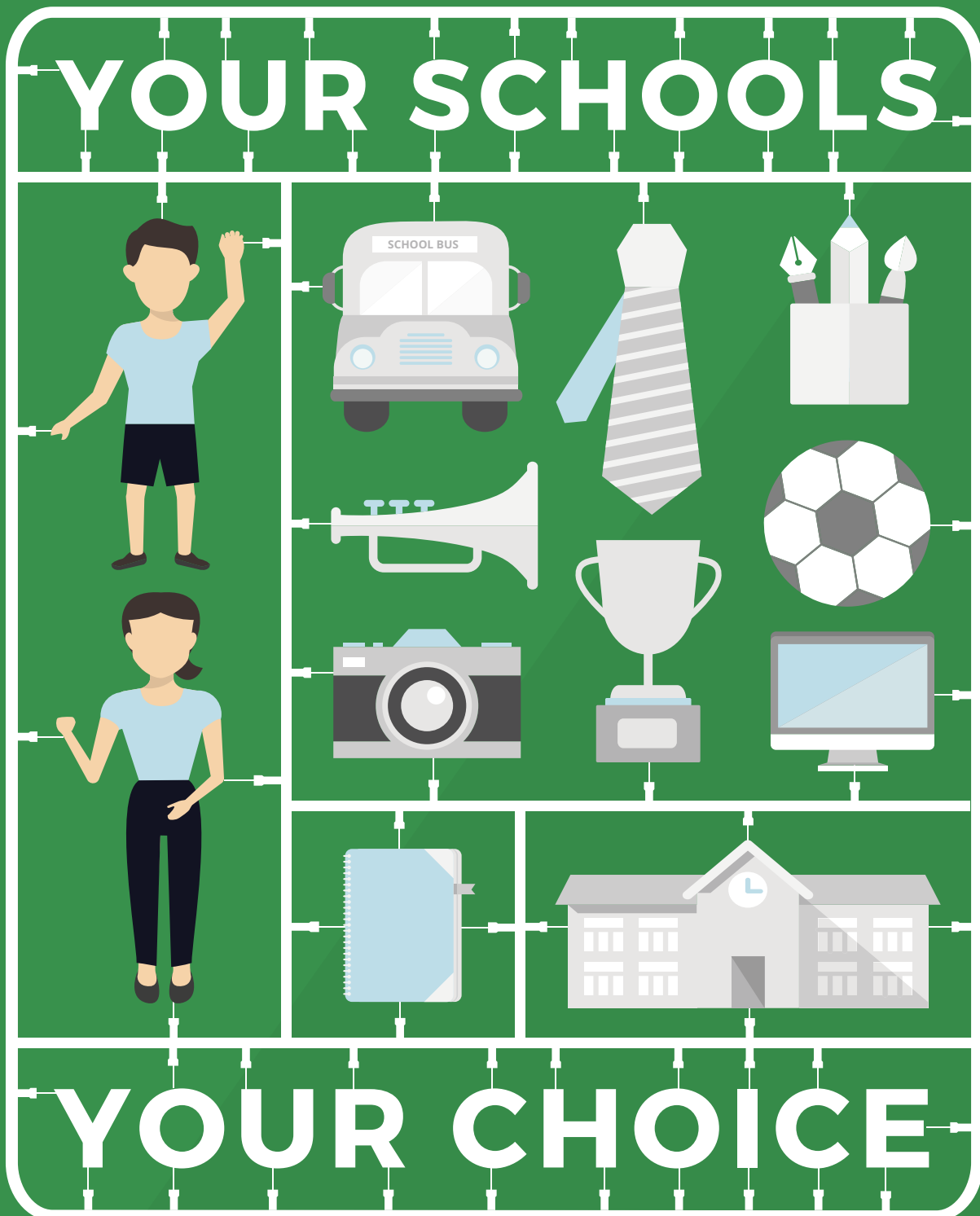
1. To agree:
  - (a) To end the current selective process at age 11, ceasing the current system of awarding special places at the Grant-aided Colleges, being Blanchelande College, Elizabeth College and The Ladies' College, for new Year 7 students from September 2019; and
  - (b) To have one secondary school across four sites (at least one site with 16-19 provision) from September 2019; admission to these sites at age 11 to be predominantly by feeder primary school; and
  - (c) That selection to individual pathways at Key Stage 4 will be based on guided discussion between school staff, students, parents/carers, overseen by the school senior management team, and informed by individual aptitude, ability, past performance, potential and student preference.
2. To agree that the Education Department (and its successor Committee) should continue discussions with the Grant-aided Colleges, being Blanchelande College, Elizabeth College and The Ladies' College, along the principles set in paragraph 7.45, and in accordance with the States' decision on proposition 1, and to return to the States, no later than June 2017, with detailed proposals for a new funding agreement with the Grant-aided Colleges.
3. To approve the immediate rebuild of the La Mare de Carteret Schools' site, as set out in Section 11 of this report, using Option B1 for opening from September 2018, or as soon as practical thereafter, to include a 600 pupil High School, a 420 pupil Primary School, pre-school nursery, enhanced sports facilities, the Communication and Autism Centre, and community facilities at a total cost not exceeding £64,180,000 plus inflation.

4. To authorise the Treasury and Resources Department (and its successor Committee) to approve the full business case for the rebuild of the La Mare de Carteret Schools' site following receipts of tenders and to approve a capital vote for the project, charged to the Capital Reserve, to a maximum sum of £64,180,000 plus inflation.
5. To direct the Treasury and Resources Department (and its successor Committee) to take account of the revenue implications outlined in this Policy Letter when presenting future budgets to the States Assembly.

Yours faithfully

R W Sillars  
Minister

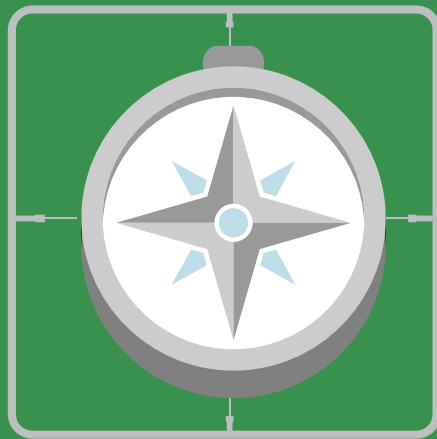
R Conder, Deputy Minister  
C J Green  
M P J Hadley  
P A Sherbourne



**CONSULTATION  
DOCUMENT**

21<sup>st</sup> September 2015





# CONTENTS

<b>4</b>	Introduction
<b>13</b>	Section One - Secondary Admissions (Including Selection)
<b>29</b>	Section Two - The Future Structure of Post-16 Education
<b>37</b>	Section Three - The Future Funding of the Grant-Aided Colleges
<b>48</b>	Section Four - Size and Structure of the Education Estate
<b>59</b>	What Happens Now?
<b>60</b>	Appendix 1 - Indicative Costs

## What is Your Schools, Your Choice all about?

In the Education Department's Vision, Today's Learners, Tomorrow's World, which we published in July 2013, we set out our core values and philosophy for education both now and for the future. You can find this, along with our progress to date, on our website at [www.education.gg/vision](http://www.education.gg/vision).

A high quality education system is vital for the economic and social wellbeing of the Bailiwick of Guernsey's community. Our core values and philosophy are to create opportunities for every islander to develop their learning with equality, excellence, enjoyment and efficiency. We would ask you to fully consider and adopt these fundamental principles too.

Within our Vision document we promised to review the current system of selective education in Guernsey and develop firm evidence-based proposals for the most effective structure of delivery of secondary education for all our students. This is what Your Schools, Your Choice is all about.

There are four parts to this review of our education system: how we admit children into our secondary schools including the issue of selection; post-16 provision; the funding of the grant-aided colleges; and the future size and number of our secondary schools. These four components of our education system are remarkably inter-linked. These four areas will be explained in much more detail later on in this document and we do not want you to rush into answering our consultation questionnaire straightaway before you have had a chance to appreciate all these aspects of our education system.

We would like you to read as much as possible of this reference document and the specially commissioned independent research into different education systems before completing the online questionnaire, including reports from the Institute of Education at the University of London and Island Global Research. However, please do not be put off by the large amount of reading – your experience, your knowledge and your perspective are equally important to us. We hope you can respond to the questionnaire even if you do not have time to read all the supporting documentation.

Copies of all the relevant research documents, literature, data and academic articles are available on our website [www.education.gg/YSYC](http://www.education.gg/YSYC) .

We will be bringing proposals to the States for approval in March 2016 but before then we need to understand what the community wants from its education system and how you feel about any of the changes that might be proposed. We will be using your feedback and the responses from our teaching professionals to help us determine the preferred option(s) which we will bring to the States for debate.

Of course, we recognise that the quality of schools is not simply about the size and structure of them. To ensure we provide our learners with the best opportunity to fulfil their potential we will continue to do all we can to attract the best teachers, headteachers, lecturers, learning support assistants and other staff and to support their development to ensure that they are able to lead, to innovate and to continually evaluate their impact for the benefit of all.

Please take time to read this consultation document and then complete our questionnaire. Your opinions matter to us and will help guide our thinking and decision-making. You may also wish to apply to be part of one of a series of focus group discussions which are being independently run and facilitated as part of our consultation process. You will find further details about how to apply to be at one of these focus groups on our website [www.education.gg/YSYC](http://www.education.gg/YSYC) but please recognise that places are limited.

Our young people are the future of Guernsey, please get involved and take part in this consultation. These are your schools and we want to know your choice for the future.



***Robert Sillars***

***Minister, on behalf of the Education Board:***

***Deputy Richard Conder,***

***Deputy Chris Green,***

***Deputy Mike Hadley,***

***Deputy Peter Sherbourne.***

## Glossary of Terms

There are a range of educational terms used in this consultation document and some of the supporting literature and research. We have tried to provide an explanation of the most commonly used terms.

**11 plus (11+)** - The verbal and non-verbal reasoning exams currently taken during year 6 to determine in which secondary school a student should be placed.

**Bailiwick of Guernsey Curriculum** – The Bailiwick of Guernsey Curriculum 5-16 is based on the Revised National Curriculum for England as identified in the Department for Education and Employment (DfEE)/Qualifications and Curriculum Authority (QCA) QCA Handbooks for primary and secondary teachers 1999. The four purposes of the Bailiwick of Guernsey Curriculum (Successful Learners, Confident Individuals, Responsible Citizens, Effective Contributors) is taken from the Scottish Curriculum for Excellence.

**Catchment area** - A defined geographical area from which a school draws its learners.

**Comprehensive school** – (or mixed ability/all ability school) A school providing secondary education which admits learners of all academic abilities.

**Education Development Centre** - A unit providing training and resources facilities for Guernsey's teachers, lecturers, learning support assistants and other education service staff.

**Federation** – A number of schools or colleges working collaboratively in the best interests of all students and staff.

**Further education college** - An establishment providing full and part-time education and training for learners over compulsory school age and outside the university sector. Traditionally further education colleges offered vocational courses. They now tend to offer a combination of academic and vocational education.

**Grammar school** - A secondary school which selects all its learners by ability.

**High school** - A school providing secondary education.

**Key Stage (KS)** - The periods in each learner's education to which the stages of the National Curriculum apply. There are four Key Stages, normally related to

the age of the majority of learners in a teaching group. Foundation stage relates to ages 3-5, Key Stage 1 relates to ages 5-7, Key Stage 2 to ages 7-11, Key Stage 3 to ages 11-14, Key Stage 4 to ages 14-16, Key Stage 5 to ages 16-18.

**Mixed-ability class** - A teaching group which contains learners representative of the range of ability in the school.

**Academic selection/ selection by ability** - A system by which learners have to demonstrate a level of attainment or ability to gain entry to a school, usually by means of some kind of test or examination.

**Setting** - A form of grouping children by ability for their lessons in a particular subject. In other subjects they may be in different sets.

**Sixth Form** - A two year post-compulsory stage of education, usually for age 16-19, in which students study largely full time academic courses.

**Special educational needs (SEN)** -Term used to describe the requirements of children with difficulties in one of the following areas: learning, behavioural or emotional, social, sensory or physical development, which either affect their development or require provision other than that normally made.

**Streaming** - A form of classroom organisation in which learners are put in classes according to their general ability. They are then taught in those streamed classes for all subjects.

**Tertiary College** - Educational establishment for the post-compulsory school age group which combines the functions of a further education college and sixth form and which offers further education through a full range of courses, both vocational and academic and full and part-time.

**Years 1-13** -Terms used to denote a year of schooling from September of one year to July of the next year. Year 1 is the first year of compulsory schooling for age 5; Year 6 is the last year of primary schooling for age 10-11; Year 7 is the first year of secondary schooling for age 11-12; Year 11 is the last year of compulsory schooling in Guernsey for age 16.

Please note the following abbreviations are used in this report:

<b>GS/TS</b>	Grammar School/Town School on the current site at Footes Lane
<b>SSHS</b>	St Sampson's High School
<b>LMH</b>	La Mare de Carteret High School
<b>LBH</b>	Les Beaucamps High School
<b>SFC(FL)</b>	Sixth Form Centre (Footes Lane)
<b>CFE</b>	College of Further Education
<b>LOC</b>	College of Further Education Les Ozouets Campus

# Introduction and Background

**In July 2013 the Education Department published its Vision, “Today’s Learners Tomorrow’s World.” This made a commitment to look at a new structure for secondary education and for post-16 education.**

At the start of 2014 the Education Department announced the creation of the Guernsey Federation of Secondary Schools to enhance educational outcomes for students and to encourage closer collaboration amongst staff. The Education Department submitted a report to the States for debate in November 2014 recommending the redevelopment of the La Mare de Carteret Schools’ site including the replacement of the high school facilities for up to 600 11-16 age pupils with scope for expansion for up to 960 pupils and the replacement of the two-form entry primary school. Following an independent review of the La Mare Schools’ redevelopment, the States of Guernsey then resolved in May 2015 to direct the Education Department:

- a.** to consult with all stakeholders, and
- b.** to submit a report to the States in sufficient time to enable a debate by the States at or before the March States Meeting 2016 containing:
  - > recommendations regarding the merit or otherwise of selection at 11 and the optimal size, number and location of secondary schools to deliver a broad and balanced curriculum, and
  - > at least one option for moving from four to three secondary age schools.

The purpose of this consultation is therefore to meet the requirements of the resolutions of May 2015.



## Our Core Values

**Our aim is to create an education system for the Bailiwick of Guernsey which will meet the challenges and demands of the 21st Century and provide our greatest asset, our people, with the knowledge, skills and tools to face a complex and challenging future with enthusiasm and confidence.**

High quality education is central to the future of Guernsey, both economically and socially, and is essential for the wellbeing of our community.

We will:

- Develop educational centres of excellence across all our institutions based on high standards of teaching and learning and high expectations for all, where:
  - > Learners enjoy learning
  - > Teachers enjoy teaching
  - > Parents and carers are embraced as partners
  - > The wider community is welcomed and encouraged to contribute
- Provide an inclusive system that puts learners of any age at the centre, establishes equality of opportunity for all to realise their potential and ensures that each learner develops the knowledge, understanding and skills they need to pursue a happy and fulfilling life.
- Encourage and enable learners to become creative, innovative and critical thinkers. To establish a strong work-ethic and to equip them morally, socially, physically and academically to participate in their local community and the evolving global society in the areas best-suited to their interests, talents and aspirations.

Provide and encourage participation in a wide range of experiences such as sport, music, arts, activity and volunteer programmes, where mutual respect and collaboration is fostered, both in and out of school.

# Structure of the Consultation Document

This consultation document is divided into 4 parts:

**Part 1:** The issue of how to admit students into secondary schools (including whether or not to retain some form of selection by potential academic ability)

**Part 2:** The optimal means of delivery for post-16 education as this has an impact on the optimal size and structure of the education estate in the future

**Part 3:** States funding of the three grant-aided Colleges (Blanchelande, Elizabeth and Ladies' Colleges). The current funding agreement is linked to the 11 plus and is due for review for implementation of any changes in the summer of 2019

**Part 4:** The optimal size and structure of the education estate

Under each part the Education Department is seeking your views on a range of options.

## Criteria Against which the Education Department will Assess Each Option

The Education Department will assess each option against a number of criteria and then present a preferred option (or options) to the States of Deliberation for debate.

The criteria include:

- Outcomes for learners
- Equality of access to opportunities
- Inclusion
- Efficient and effective use of resources
- Social, economic and community impact
- Ease of implementation
- Public and professional views
- Environmental impact
- Flexibility for the future

## Timetable for Consultation and Debate

The Education Department's consultation will run from Monday 21st September until Monday 2nd November 2015.

The Department will then spend time collating and analysing the feedback from the consultation to help inform the drafting of a Policy Letter.

The Education Department will submit its Policy Letter to Policy Council and the Treasury and Resources Department for debate by the States of Deliberation at the March 2016 States meeting.

# How to Have Your Say

## 1. Questionnaire

Please read this document and then complete our online questionnaire at <https://www.surveymonkey.com/r/YSYC-Gsy>

If you cannot access the online version, paper copies of the questionnaire are available from the Education Department's offices in the Grange and should be returned to Your Schools, Your Choice, Education Department, PO Box 32, Grange Road, St Peter Port, GY1 3AU. Telephone 733000.

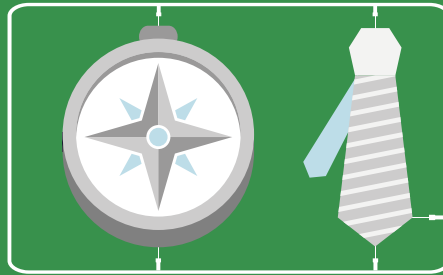
## 2. Focus Groups

The Department is commissioning a series of focus groups, independently facilitated by The Learning Company, to discuss the key issues raised in this document. Focus groups will be held for students at each of the Island's secondary schools and the College of Further Education, Deputies, business groups, the third sector and parents. To apply to take part in one of these focus groups please go to [www.education.gg/YSYC](http://www.education.gg/YSYC) or click on the following link to take you to our application form <https://www.surveymonkey.com/r/YSYCFocusGroup>. You must apply by Wednesday 30th September.

## 3. Professional Views

Launch meetings have already taken place with Education staff. Professional staff throughout the education service in Guernsey and Alderney are able to provide their views through a closed online debating platform and questionnaire.

There is also a dedicated email address for any questions you may have about the consultation process but please ensure that any views you wish to be taken into consideration are provided to us on the questionnaire, on the staff platform or during the meetings or focus groups. The email address is [ysyc@education.gov.gg](mailto:ysyc@education.gov.gg).



## SECTION ONE

# SECONDARY ADMISSIONS (INCLUDING SELECTION)

## Secondary Admissions (Including Selection)

**This section explores options for children to be admitted to attend the Island's secondary schools. It includes, but is not limited to, selection by academic attainment or potential ability criteria.**

The Island currently has four States run secondary schools which cater for 11-16 students, three high schools and a grammar school. Two of these have recently been rebuilt. Since 2014 these schools have been working more closely together under a federation. Even if the Island had one secondary school, the recent investment in the current secondary school buildings, site constraints and environmental issues would mean that it was necessary for the Island's secondary education to be split across multiple schools, sites or campuses. This leads to the question of how we should decide which secondary school students should attend which schools or sites. At the moment Guernsey (and Alderney) operate an 11 plus system whereby the top 25% of pupils in year 6 in States primary schools are offered places at one of the three grant-aided Colleges (Blanchelande, Elizabeth or Ladies' Colleges) or the Grammar School. Other pupils are allocated a High School place on the basis of the catchment area in which they live. In Guernsey parents do not have the option of open enrolment at a secondary school of their choice. Parental choice is currently limited with the Education Department only considering out of catchment area student requests where it would be unreasonably detrimental to the child's education to attend their catchment school and where space is available at the requested school. This reflects the reality of living on a relatively small island with the need to provide an efficient education service accessible to all. This "catchment" based principle of allocation of places to primary school and the high schools is well established and also reflects the traditional parish system that remains a feature of Island life and is common in similar Island communities (see Island Global Research August 2015).

The operation of a selective system with a grammar school does not provide choice for parents, unless their child obtains the necessary pass mark to access that school but then turns down that place in favour of

a place at a High School. The reality in Guernsey is that parents choose whether or not to have their child sit the 11 plus test and so very few parents are likely to turn down a Grammar School place once it is offered. However, there is a significant exception to this in that the 11 plus is also a mechanism for decisions about whether parents or the States of Guernsey pay for a child to be a special place holder at a quasi-independent school i.e. one of the three Colleges (The Ladies' College, Elizabeth College and Blanchelande College). Of course, if a child does not receive the offer of a special place at one of the Colleges then the parents may purchase a place in their own account subject to an entrance examination.

Over the last 50 years there has been much debate about the 11 plus in Guernsey. The issue of selection by ability was last debated by the States of Guernsey in May 2001 following an extensive public consultation in 2000. During that debate it was resolved that the 11 plus examination should remain. The States resolution arising from the La Mare de Carteret Schools' rebuild debate means that it is now an opportune time to revisit this decision and also to consider the wider issue of how secondary school placements should be determined. There are a number of options, each of which is discussed in turn:

- Selection by ability
- Admission by catchment area
- By distance to school
- By feeder primary school
- By parental choice
- By random allocation

Due to the extensive literature on the advantages and disadvantages of selection by ability, this section is sub-divided into some of the arguments often put forward in favour of retaining some form of selection by academic attainment or potential ability (retaining a grammar school) and some of the arguments often put forward by those in favour of moving to an all ability or comprehensive system. The advantages and disadvantages of alternatives to the current method of admission (including alternative methods of assessment of academic attainment or potential) follow.



## Some arguments in favour of selection by ability

### Teaching is better targeted at a narrow ability range

- Students learn better when grouped with others like themselves and when teaching can be adapted to their needs.
- Overall, setting or streaming appears to benefit higher attaining pupils and there are some examples where setting or streaming has benefited all learners.

### Grammar schools provide a beacon of excellence

- It could be argued that it is morally wrong to close or transform excellent schools within a system, for the sake of principles of social equality.
- There are economic needs for high achieving schools for cutting edge science, medical research, technological development and advanced engineering etc.

### Grammar schools achieve better academic results

- Raw results indicate a high level of performance at any grammar school compared to secondary modern or all-ability schools.
- Those educated in grammar schools do substantially better (around four grade points more than pupils with the same Key Stage 2 (KS2) points in similar, but non-selective, areas). This is equivalent to raising four GCSEs from a grade 'C' to a 'B'. Other children within selective areas who do not gain a place in a grammar school are disadvantaged by a little under one grade point (Atkinson et al, 2006). However, as these effects balance one another out, there is little difference in average overall attainment in selective systems when compared with those of non-selective systems when the systems are compared as a whole.

**Grammar schools are socially redistributive and inclusive by providing advantage for the academically bright but poor**

- A grammar school system offers a theoretical way out of poverty and disadvantage for children from poor families. Without such schools, any parental choice would largely be limited to those who can afford to pay for private education. Hence the grammar school system weakens the link between income and educational opportunity, and is therefore socially fairer.
- In England grammar school students from lower income backgrounds do exceptionally well (Atkinson et al, 2006) although numbers are small.
- Grammar schools represent a satisfactory form of state education for the majority of the middle classes and so keep most pupils from such families out of the independent system. In this way, the existence of grammar schools creates greater social mixing than would be the case if they did not exist.
- In UK comprehensive systems selection by ability has been replaced by selection by class and house price as wealthier parents have driven up property prices in the catchment areas of high-performing, middle class comprehensives. In England just 3% of pupils in the best states schools (including grammar schools, faith schools, comprehensive schools) were entitled to free school meals, compared to a national average of 17% (London School of Economics, Galindo-Rueda and Vignoles, 2005).
- Recent evidence shows that social mobility in the UK has declined over the last twenty years. This has been linked by some researchers to the decline of grammar schools.

**Selection operates effectively elsewhere within educational systems and provides more choice**

- Other forms of selection operate within the education system which are similar, for example access to higher education, access to “faith” schools or access to private schools.

## 18 Your Schools Your Choice

- In Guernsey, selection provides more choice to those who are able to opt for a place at the Grammar School or one of the grant-aided Colleges.

### **Impact on teacher recruitment**

- The results and reputation of the Grammar School, combined with the size of school and sixth form, may aid teacher recruitment and help to attract some good teachers to Guernsey (in a competing market with other areas). This has the potential to benefit all learners through the Federation of Guernsey Secondary Schools.

### **Changing from a grammar school system to mixed ability schooling would lead to a transition period of disruption**

- An argument put forward as part of the former Education Department's earlier consultation in 2000 highlighted concerns that the generation of children involved in the transitional phase would become guinea pigs for the new system. The argument put forward was that the emphasis should be on improving standards, not changing structures and that stability was needed, not more change. In order to achieve high standards it was important to retain those schools that were performing well and not change them just to improve others.

## **Some arguments in favour of comprehensive or all-ability schools**

### **Comprehensive systems remove the impact on pupils who are not selected**

- Grouping students with others like themselves can have a significant negative impact on those placed in lower levels. Routine setting or streaming arrangements can undermine low attainers' confidence and discourages the belief that attainment can be improved through effort.

**Ability is multi-dimensional and fluid so selection tests are never fair or adequate**

- All tests are unreliable to an extent and no single score on a test can capture all the different abilities relevant to future academic achievement, therefore pupils can be wrongly selected or not selected.
- “Coached” or “tutored” students will enter a school which will have expectations of them above their overall ability levels.
- Ability is not fixed but changes over time.
- Within a mixed ability (comprehensive) school it is relatively easy to move pupils to different ability streams or teaching sets as ability changes. This is likely to be much more difficult for pupils sent to different schools. Whilst in Guernsey in theory it is possible for pupils to move between the High Schools and the Grammar School, in practice this happens infrequently.

**Comprehensive or all ability schools are more suited to today’s world.**

- The concept that selection provides appropriate education for different types of pupil is outdated. The original thought was that pupils of different abilities required different types of education, with three types of school to suit three types of pupil. Today the curriculum offered in Guernsey is broadly similar across all four States’ secondary schools and is appropriately differentiated according to need and/or ability.

**Grammar schools are socially divisive and compound disadvantage**

- Attainment differences between schools in a selective system are greater.
- Researchers from the University of Bristol, the University of Bath and the Institute of Education, University of London found a much bigger gap between the wages of the highest and lowest paid individuals born in areas with a selective system than they did in similar local authorities that had introduced comprehensive schools

## 20 Your Schools Your Choice

(Burgess et al, 2015), so social inequality in society can be greater in such systems.

- The OECD argues that selection exacerbates inequities since students from disadvantaged groups are more likely to be placed in the least academically orientated tracks or groups (OECD, 2012).
- There is some evidence in the UK that grammar schools contain children who are elite socially as well as academically. This challenges the traditional view of grammar schools aiding social mobility as relatively few children from lower income backgrounds get in. Guernsey statistics are similar. Fewer than 4% of students at the Grammar School and Sixth Form Centre are in social housing compared to an average of 16% across all mainstream schools.
- 11 plus testing has also been criticised for favouring pupils from more socially advantaged backgrounds who can afford to pay for additional coaching. Parents who can afford “coaching” or “tutoring” to pass the 11 plus can benefit from a fully States’-funded Grammar School or College place. Concerns over unequal access to additional coaching has led the Sutton Trust to suggest that families from poorer backgrounds should be entitled to a number of hours of free coaching.

### **All ability schools are fairer as parental choice (or the lack of it) is the same for all; selection only offers parental choice to some**

- In a selective system parents can apply to a grammar school, but their son or daughter will not necessarily be offered a place.
- Selection by ability provides more choice to those who are able to opt for a place at the Grammar School or one of the grant-aided Colleges, but not choice to children attending one of the High Schools, so the options available for secondary education are unequal in a selective system. A comprehensive system does not necessarily increase parental choice but provides the potential for all parents to have the same choices within the States’ education system.

### **Impact on teacher recruitment**

- It can be difficult to recruit to any secondary school that is limited by the full range of abilities and/or by age range. These two constraints are often perceived to apply to the High Schools. When coupled with the other local “differences” of both education (different systems of accountability/assessment etc.) and life in Guernsey (Housing Licences etc.), this can make the teaching positions at the High Schools less attractive to UK teachers than they should be.

### **We should not settle for the status quo just because it might be too difficult to change**

- Clear, well-managed transition processes can reduce the negative impact of any disruption.

### **Removal of selection, takes away the adverse effect selection has on the primary school curriculum**

- The 11 plus is a focal point of Year 6 with pressure imposed on 10-11 year old children and their teachers. Headteachers of primary schools are aware that parents take into account the 11 plus “pass rate” for any school when making judgements about its effectiveness, even though this information is not published.
- The balance of the curriculum is affected by the timing of the test. Schools organise their Year 6 curriculum in such a way that non-core subjects have their share of curriculum time in the summer term only once the 11 plus process is concluded.
- The curriculum is influenced by the need to make complex arrangements for transition when pupils are due to disperse to more than just their catchment area school.
- The scope for group work and collaborative learning is diminished once the pupils perceive themselves to be destined for one school rather than another.

## Alternative methods to determining admissions

There are a number of ways that school places can be allocated, this includes alternative methods of assessment if selecting by ability as well as other admission criteria. Many jurisdictions may use one or a combination of the following as either criteria for admission or to be implemented in case of over-subscription, for example:

- By catchment area
- By distance to school
- By feeder primary school
- By parental choice
- By random allocation

A description with a summary of the advantages and disadvantages of some alternatives is provided below:

### 1A: ALTERNATIVE METHODS OF SELECTING BY ABILITY

This could include changing the age of selection, the method used to select or the percentage of students selected to attend a grammar school.

#### 1Ai Changing the assessment method

Currently students are assessed using two 11 plus tests; verbal and non-verbal reasoning, however other assessment methods could include a different form of test, moderated teacher assessment of attainment (externally moderated), teacher recommendation or an assessment of pupil progress during primary school. A combination of different assessment methods could also be used.

Option 1Ai: Changing the Assessment Method - using end of key stage attainment tests	
Advantages	Disadvantages
Less stressful for children	Learners could be specifically taught to pass the test



Gives a straight forward result by ranking children's performance in a single test	No test can be completely accurate
	Time consuming
	Continues the belief that ability is fixed
	Cost and time to administer
	Might not recognise those pupils who had started school at a lower level but have made significant progress and have the potential for this to continue
<b>Changing the Assessment Method - using externally moderated teacher assessment</b>	
Moderated assessment over a longer time is fairer - less coachable	Places some additional pressure on teachers
Teacher knows the children (providing a more rounded view)	More subjective - less scientific
<b>Changing the Assessment Method - using an assessment of learner progress</b>	
Would help to identify children who have made significant progress during primary school but who entered reception at a lower level e.g. if they hadn't had the opportunity to attend pre-school	Difficult to use on its own
<b>Changing the Assessment Method - teacher recommendation</b>	
Teacher knows the children and family circumstances, any extenuating circumstances or external pressures	Considerable additional pressure on teachers
School would have an understanding of both attainment and progress	More subjective - less scientific
Less stressful for children	A change in teacher or a change in school part way through the year could be problematic
Not coachable	

## 24 Your Schools Your Choice

### 1Aii Changing the age of assessment to be later (e.g. 13)

The current 11 plus process means that testing is completed to determine student entry to school at Year 7. It is possible to allocate school places to all students at this age and then complete selection testing or assessment during years 7 and 8 with students being placed in a selective school (e.g. a grammar school) for the start of Year 9.

Option 1Aii Changing the Age of Assessment	
Advantages	Disadvantages
Children develop at different speeds. Delay might benefit boys	Impact on high schools - reduction in performance levels
	Impact on high schools - numbers and viability
	Impact of transition at a later age e.g. closer to public exams

### 1Aiii Changing the percentage selected

At the moment 25% of the year 6 cohort in the States sector are offered a place at the Grammar School or one of the grant-aided Colleges. One option could be to increase the percentage of pupils selected to 30-33%.

Option 1Aiii: Changing the Percentage Selected	
Advantages	Disadvantages
Would give the additional option of moving to three secondary schools but retaining a grammar school	Greater ability range - dilutes the benefits of a grammar school
	Impact on high schools who admit fewer high attainers

### 1Aiv Admission by banding so each States secondary school must accept the same proportion of pupils from the highest and lowest ability quintiles

Banding is an admission arrangement which uses learners' scores in tests to ensure each school's population includes a balanced range of ability.

<b>Option 1Aiv: Admission by Banding following some form of Academic Assessment</b>	
<b>Advantages</b>	<b>Disadvantages</b>
Supports greater social mix	Admissions challenge, difficult to administer and greater chance of parents expectations/preferences not being met (leading to more appeals)
Supports greater ability mix	Parental uncertainty about where their child will be attending
Prevents unpopular schools becoming unviable	Facilities at each school may not be the same
Does not have the same impact on the housing market	Existing perception of schools
Enables numbers to be equalised across all schools	Environmental impact - additional and complex transport needs
	Still requires testing (which has limitations, creates pressure on the learner etc)
	Parental choice is limited
	Siblings could be placed at different schools

### 1B: ADMISSION BY CATCHMENT AREA

The States of Guernsey currently operates a catchment area based system with parental out of catchment area student requests considered in certain circumstances, for example when space allows in order for siblings to attend the same school or where parents can demonstrate that it would be unreasonably detrimental for their child to attend their catchment school.

<b>Option 1B: Admission by Catchment Area</b>	
<b>Advantages</b>	<b>Disadvantages</b>
Retains the current system so no disruption	Limited parental choice
Department able to balance numbers and equality (e.g. social character) of the schools	Could drive up house prices in areas of popular schools

## 26 Your Schools Your Choice

Better opportunities for primary and secondary schools to liaise on academic and pastoral issues	
Students are able to make friends with fellow learners living locally	

### 1C: ADMISSION BASED ON DISTANCE TO SCHOOL

This is currently used by the Education Department as a secondary criteria to catchment area in the event of a school being oversubscribed, e.g. those closest to an alternative school with space may be offered a place elsewhere.

Option 1C: Admission Based on Distance to School	
Advantages	Disadvantages
Helps the school to remain part of its community	Would disadvantage some based on the geographical location of schools in Guernsey
Easier transport arrangements	
Supports more children being able to walk or cycle to school	

### 1D: ADMISSION BASED ON FEEDER PRIMARY SCHOOL

Under this model those attending a certain primary school are given priority for admission to the linked secondary school.

Option 1D: Admission Based on Feeder Primary School	
Advantages	Disadvantages
Only very minor changes would be needed to accommodate this model in Guernsey (with the current number of schools and location)	Could drive up house prices in areas of popular schools
Good pastoral care and transition can be developed between primary and secondary schools	Future determined by where you live - impact on schools' social character
Primary children stay with their peers, aiding transition	

## 1E: ADMISSION BASED ON PARENTAL CHOICE

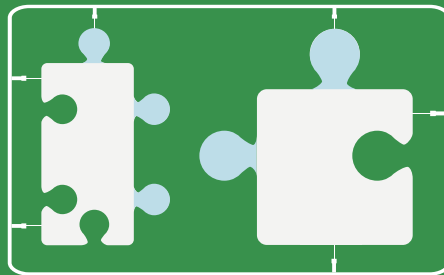
This gives parents the ability to express a preference for a particular school and to get a place as long as one is available. Where parental choice operates in England, oversubscription criteria are applied (for example distance to school).

Option 1E: Admission by Parental Choice	
Advantages	Disadvantages
Popular idea	Different levels of engagement by parents. Parents of higher social class are more likely to exercise choice
Provides more choice than currently offered	Still need oversubscription criteria
	Could create unviable schools (less popular)
	Transport issues of moving students across the Island
	Impact on the community nature of schools
	Parents may use informal knowledge rather than official data to make their decision
	Generates parental expectations which may not be delivered
	Parents tend to exercise choice to avoid a school rather than to find the best school for their child
	Review of Scotland's experience identified that segregation between schools along class lines increased when they changed to a system of greater parental choice

**1F: ADMISSION BASED ON RANDOM ALLOCATION**

Although lotteries or allocating places randomly are recommended in research on behalf of the Sutton Trust, recent research into a scheme linked to catchment areas shows that it was not effective overall in reducing social segregation (Institute of Education, 2015).

<b>Option 1F: Admission Based on Random Allocation</b>	
<b>Advantages</b>	<b>Disadvantages</b>
Reduces risk of creating a school which is less popular	Difficult to manage for transition, transport and administration
Removes the dependence on living in an area and therefore removes the link with income via house prices	Difficult for parents to plan for and understand
	Normally just used as an oversubscription criteria rather than the primary means of allocating places



SECTION TWO

**THE FUTURE  
STRUCTURE OF  
POST-16  
EDUCATION**



# The Future Structure of Post-16 Education

**This is about the optimal means of delivery for post-16 education. This also has an impact on the optimal size and structure of the education estate in the future.**

Education after the age of 16 is not compulsory in Guernsey and Alderney but at the moment approximately 86% of young people stay on in full time education after completing Year 11 (age 16).

If a young person decides to stay in full-time education they can apply to a sixth form to study A Levels either at the Grammar School Sixth Form Centre (which also offers the International Baccalaureate qualification) or as a special place holder or fee payer at Elizabeth or the Ladies' College. Alternatively they can apply to the College of Further Education (CFE) which offers a range of vocational qualifications (such as BTEC).

In its Vision, endorsed by the States, the Education Board set out its ambition to bring together current providers of post-16 education such as the Institute of Health and Social Care Studies (IHS) and GTA University Centre to offer a broad range of high quality, engaging, education and training opportunities which are responsive to individual and community needs. We are continuing to work with the Health & Social Services Department and Commerce and Employment Department to progress this and bring States-provided post-16 education into the mandate of the Education Department. There are a number of different governance models that could be implemented to bring together these providers. This work will continue as it will not be materially affected by any changes to the future structure of post-16 education resulting from this consultation.

There are a number of ways that the Department could restructure post-16 provision.

We must consider what we could practically provide with our limited student numbers, sites available and our requirement to deliver value for money. Options may also change depending on whether selection is retained or the Island moves to an all-ability system.

This section sets out four main options for post-16 education:

- Retaining one school based sixth form centre and a College of Further Education
- Having a separate sixth form college not attached to a school just for 16-19 education and a College of Further Education. Under this model the sixth form college could be federated to the Guernsey Federation of Secondary Schools or to the College of Further Education
- Creating a Tertiary College for all post-16 education
- Having two 11-18 secondary schools, each with a sixth form

#### **OPTION 2A: (SELECTION NEUTRAL) SIXTH FORM CENTRE IN A SECONDARY FEDERATION AND A SEPARATE COLLEGE OF FURTHER EDUCATION**

This option is effectively our current model where we have a school based Sixth Form Centre linked to one secondary school, within a Secondary Federation and a separate College of Further Education.

This could work with the Sixth Form Centre attached to the Grammar School as it is currently within the Federation, or attached to an all-ability school in a non-selective system.

In this model, the College of Further Education could develop as it currently plans to, working to develop closer ties with the GTA (providing a Business Development Unit) and the Institute of Health and Social Care Studies in a further education/higher education federated model.

It also allows the current development of the College of Further Education to continue and involves the move from three college campuses to two and ultimately to one.

However, given the current education sites, this model is most likely to be attainable if four secondary schools are retained (the advantages and disadvantages of three versus four States secondary schools are discussed in section 4).

## 32 Your Schools Your Choice

Option 2A: Sixth Form Centre (Current Model)	
Advantages	Disadvantages
Least disruption	No tertiary collaboration; it may be more difficult (but not impossible) for students to combine studies at the Sixth Form Centre and College of Further Education
Allows current development of CFE to continue with eventual release of one or two college sites	It may be more difficult for mature students over 19 to access the full range of A-level provision on the Island
Retains the options of an 11-18 States secondary school which might also be attractive when recruiting	Could be more difficult/not possible to reduce from 4 to 3 secondary schools
Provides the options of school based or college based post-16 provisions	

### OPTION 2B: (SELECTION NEUTRAL) SIXTH FORM COLLEGE, SECONDARY FEDERATION AND COLLEGE OF FURTHER EDUCATION

In this model, a discrete Sixth Form College would be created alongside three larger 11-16 schools and a College of Further Education. The three schools would not however be of equal size. There are two practical ways this could be delivered. One would put the Sixth Form College on its own site separate to the College of Further Education and the other would keep them as distinct entities but co-located. If the Sixth Form College was on its own site it would be very difficult/costly to retain selection by ability, and instead there would be three larger all-ability 11-16 schools. The Sixth Form College could be federated with either the secondary schools or the College of Further Education. Federation of the Sixth Form College with the secondary schools would allow more flexibility for staff to work across Key Stage 3, 4 and 5 which has possible advantages for recruitment. Federation of the Sixth Form College with the College of Further Education could provide the strategic overview that may lead to increased flexibility of provision and opportunity for staff exchange at post-16.

The model could be affected by any future changes to the funding of the grant-aided Colleges with the possibility of an expanded sixth form

provision in a collaborative model together with the grant-aided Colleges. In this model, increased lifelong learning provision within the Sixth Form College would be possible as it could operate outside the limitations of a secondary school timetable, and provide a wider service for adult learners wanting to engage in A-level courses.

If the Sixth Form College and the College of Further Education were co-located:

- The advantages linked to the specialist provision of a Sixth Form College and the maintenance of a broad curriculum would also be possible.
- Substantial savings could be made by reducing re-build costs at the Les Ozouets site (assuming three 11-16 schools).
- A Sixth Form College could be created regardless of whether selection by potential ability was retained.

<b>Option 2B: Sixth Form College, Secondary Federation and College of Further Education</b>	
<b>Advantages</b>	<b>Disadvantages</b>
Discrete post-16 options	Significant change agenda
Option for three large secondary schools	Increased investment in 11-16 schools required
Sixth form colleges have better outcomes than sixth form centres	Some potential staffing issues with a discrete Sixth Form College; the majority of Grammar School staff currently teach across key stage 3/4 and key stage 5, .i.e. 11-18, not 11-16 or 16-18/19
Possibility of collaboration with grant-aided Colleges for sixth form provision	Management challenge of one site being shared by two separately governed institutions
Possible federation with secondary schools or vocational provision	No 11-18 States secondary school
Release of one or two CFE sites with less capital expenditure required at Les Ozouets Campus	
Increased possibility of lifelong learning	

### 34 Your Schools Your Choice

Facilitation of closer operational collaboration between post-16 providers if Sixth Form College and College of Further Education are co-located	
Incremental change	

#### OPTION 2C: (SELECTION NEUTRAL) TERTIARY COLLEGE AND SECONDARY FEDERATION

In this model the Sixth Form Centre becomes part of a Tertiary College. This could be co-located with other College of Further Education provision at Footes Lane (if there were three States secondary schools) or with other College of Further Education provision at Les Ozouets (if there were three or four secondary schools).

If there were three States secondary schools this model could probably release two College of Further Education sites without as much additional expense as that required to uplift the Les Ozouets Campus site as in option A.

However, research suggests success rates for A Level students within a tertiary structure are lower than those in a sixth form centre. This is thought to be linked to lower student retention in the larger institution. Also the secondary schools would only be from year 7-11 (age 11-16) and this may be a disincentive for recruitment of teachers and those on the leadership pay scale. Strategic oversight of the whole post-16 provision could provide a more flexible post-16 offer to students and provide some efficiencies of scale in terms of service delivery.

In both a selective and non-selective system, a 960 pupil school at La Mare de Carteret High School and a possible extension at St Sampson's High School would then allow three school sites to operate effectively within a Secondary Federation, albeit that if a selective system was retained, three schools would require a higher number of pupils to be selected for the Grammar School (by increasing the percentage selected). Section 4 looks at the options for different school sites.

Option 2C: Tertiary College and Secondary Federation	
Advantages	Disadvantages
Potential for three larger secondary schools	Significant change agenda
One integrated tertiary structure for all post-16 learners	Tertiary colleges have, on average, lower outcomes for learners than sixth form centres
Release of two CFE sites	Reduced choice of institutions post-16
Option of lower capital expenditure of post-16 provision	Increased investment needed in 11-16 schools
Increased accessibility; the full range of lifelong learning could be accessed in one institution	No 11-18 States secondary school

#### **OPTION 2D: (SELECTION REMOVED) TWO 11-18 SCHOOLS, BOTH WITH SIXTH FORMS AND A COLLEGE OF FURTHER EDUCATION**

Under this option selection would be removed and there would be two large schools catering for 11-18 year olds, both with sixth forms. A separate College of Further Education would be maintained.

Whilst this option is theoretically possible, this would require a significant redevelopment programme to remodel existing education sites to provide two schools of circa 1500 (including sixth form) or identify other sites that might be available. It may also mean that some recently developed education facilities may become redundant.

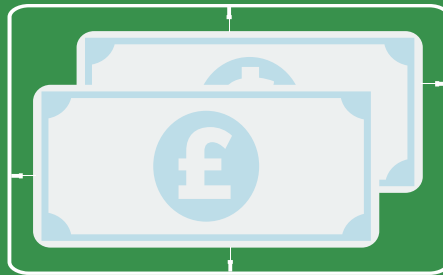
The College of Further Education would continue to operate as now and could use the Footes Lane site as well as Les Ozouets.

Option 2D: Selection removed, two 11-18 schools and CFE	
Advantages	Disadvantages
Economies of scale, lower operational costs	Very significant change agenda
Breadth of 11-16 offer could potentially be enhanced	More difficult to form a post-16/tertiary federation

### 36 Your Schools Your Choice

	Availability of sites
	Cost of redevelopment
	School size does not provide best educational opportunities or outcomes (Institute of Education research)
	Smaller sixth forms would have to work closely together to provide breadth of curriculum
	Environmental impact including transport
	Newly developed education sites become redundant





SECTION THREE

# THE FUTURE FUNDING OF THE GRANT-AIDED COLLEGES

# The Future Funding of the Grant-Aided Colleges

**States' funding of the three grant-aided Colleges (Blanchelande, Elizabeth and Ladies' Colleges). The current funding agreement is linked to the 11 plus and is due for review for implementation in the summer of 2019.**

The States of Guernsey currently provides a grant each year for students to attend the three grant-aided Colleges on the Island: Blanchelande College (BC), Elizabeth College (EC) and The Ladies' College (LC). The formula for calculating the level of grant paid each year was agreed by the States of Deliberation in 2005 and amended in 2011 in terms of certain reductions to the grant; this agreement runs until August 2019. The formula is made up of two constituent elements:

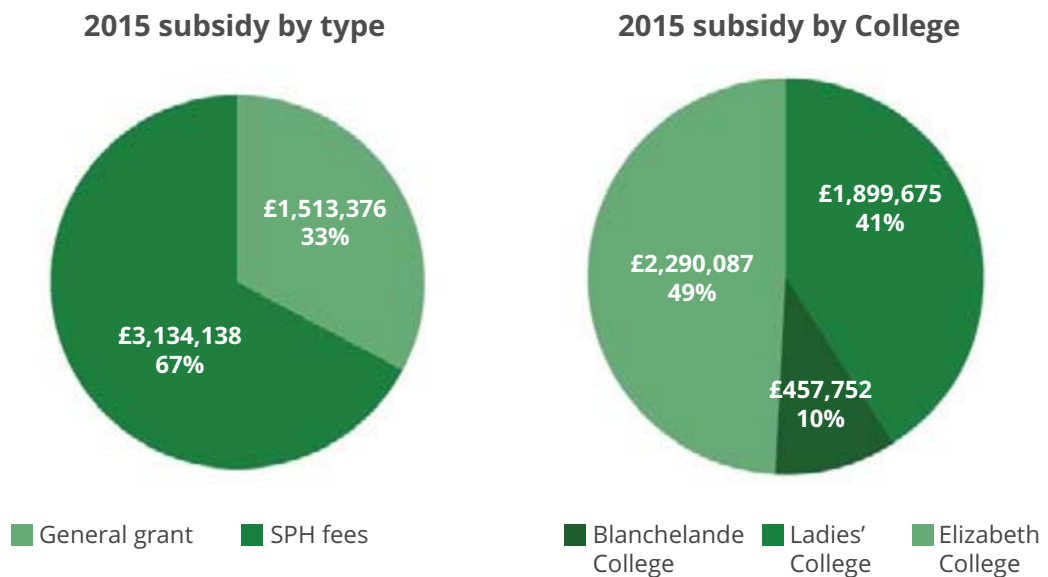
- A general grant, paid for each upper school pupil attending each of the Colleges. The original intention of the general grant was to "provide the basis, in part, of a fund to meet capital requirements" at the Colleges, although it should be noted that a proportion of the general grant also covers an operating deficit at each College. At the start of the new agreement in 2011 the general grant was £2,179 per pupil; in 2015 it is projected to fall to £1,494 and to approximately £500 per pupil by the end of the agreement in 2019.
- Special place holder (SPH) fees for pupils qualifying under the 11 plus exam. The States pays the full cost College fees each year. Under the current formula, the States provides for 23 special places per school year at Elizabeth and The Ladies' Colleges. The States guarantees funding for 161 places at each of Elizabeth and Ladies' Colleges irrespective of whether the special place remains filled for the duration of the school period (7 years from Year 7 to Year 13). Up to 6 special places are awarded at Blanchelande College each year, with the States guaranteeing funding for at least 21. (NB Blanchelande does not have a sixth form).

$$\begin{array}{l}
 \boxed{\text{Total Grant}^*} = \boxed{\text{Total number of pupils}} \times \boxed{\text{General grant level}} + \boxed{\text{Number of special places}} \times \boxed{\text{Fees charged by Colleges}} \\
 \boxed{\text{£4.7m}^*} = \boxed{1113} \times \boxed{\text{£1502}} + \boxed{\begin{array}{c} (28 \\ (322) \end{array}} \times \boxed{\begin{array}{c} \text{£7770} \\ \text{plus} \\ \text{£8858} \end{array}}^{**}
 \end{array}$$

\*Currently (2014) £4.7m reducing to approximately £3.9m (at 2011 prices) by 2018/19

\*\* Average fee for Elizabeth and Ladies' Colleges

The following chart shows the anticipated spend for 2015 broken down by special place holder grant and general grant and by College.



The States of Deliberation agreed in 2011 to a reduction in college grants of £1.112m from 2012 through to 2019 (at 2011 prices). At the end of this current agreement the States grant to the Colleges will have reduced from £5,070,000 to £3,958,000 (at 2011 prices).

It is important to recognise that no changes to College funding can be introduced until the end of the current agreement in 2019. The Department must also carry out some detailed work with the Colleges on the possible impact of any changes to the level of funding on the future viability of the schools.

## 40 Your Schools Your Choice

For this reason in this part of the consultation document we are looking for the community's 'in principle' views on funding the Colleges in general, rather than trying to comment in detail on possible future funding models. We would like you to consider the following general options with regard to the future funding of the Colleges which will then allow us to enter detailed negotiations with the Colleges to reach a final agreement.

### OPTION 3A: CEASE, INCREASE, MAINTAIN, OR REDUCE THE FUNDING TO THE GRANT-AIDED COLLEGES

#### 3Ai Cease all Funding

Under this scenario the general grant and the special place holder scheme would cease from 2019 and would not be replaced. This would mean that there would no longer be special places at the Colleges from 2019, although subject to the agreement of the States of Deliberation it would not be backdated so that the States would continue to fund existing special place holders through their 11-18 education as a minimum. After this transition period the Colleges would therefore have to generate all of their income through school fees and other sundry income and the States would no longer provide the Colleges with the basis of a fund to meet capital requirements in place of the general grant.

Options 3Ai: Cease all funding	
Advantages	Disadvantages
A significant reduction in States expenditure amounting to an estimated £3.9m (academic year 2018/19)* per annum once current special place holders through to 16 (or 18) complete their education	A significant increase in fees is likely to lead to greater parental sensitivity to rises than has been seen previously with a number of students switching to States' schools which may threaten the financial viability of the Colleges
	Depending on the scale of migration, the States is unlikely to be able to accommodate a large shift in student numbers away from the Colleges
	The Colleges may have to rationalise their current curricular and extra-curricular offerings and staff to reduce operating costs

\*College fees have increased by c7% per annum between 2012/13 and 2015/16. An overall growth of 6% per annum has been assumed between 2012/13 and 2018/19 for illustrative purposes

### 3Aii Increase Funding Levels

In 2011 the States of Deliberation agreed to reduce the States' contribution to the funding of the Colleges as part of the Financial Transformation Programme. Increasing College funding would be extremely difficult in the current financial climate as it could not be funded from within the Education Department's current Budget. In any event, the Education Department has higher political education priorities such as funding pre-school education.

Options 3Aii: Increase Funding Levels	
Advantages	Disadvantages
Reduces pressure to increase fees and may keep fees lower as a result	Additional source of funding would be required
	Other competing demands on the Education Department budget
	May create greater surplus capacity in the States' schools
	Increasing funding here would be likely to divert funding from other areas

### 3Aiii Maintain Funding Levels

From August 2019 the current grant-aid arrangement would be continued for a period of a further seven years. From 2019, the Colleges would receive a general grant per pupil of approximately £500 for each pupil attending each College, including special place holders. The Colleges would also receive, in addition to this, full cost College fees for 23 special places per school year at Elizabeth and The Ladies' Colleges, and up to 6 special places per school year at Blanchelande College, subject to the existing qualifying criteria. The general grant element of the formula from the States would increase annually in line with any standard percentage increase awarded to States Committees. Special place holder fees paid by the States would increase in line with any fee increases the Colleges propose.

## 42 Your Schools Your Choice

Options 3Aii: Maintain Funding Levels	
Advantages	Disadvantages
Reduces pressure on increases for fees and makes Colleges more attractive and affordable	No opportunity to reprioritise Education Department expenditure on higher priorities e.g. Universal entitlement to pre-school
The Colleges would continue to receive States funding and be financially and educationally viable under a continuation of the arrangement	Is this the most efficient and effective use of tax payers resources when there is surplus capacity in the States' schools?
	The formula doesn't flex with the size of the cohort.
	Continues the current anomaly of funding unfilled places for special place holders

### 3Aiv Reduce Funding Levels

The current arrangement for the funding of the Colleges includes provision for a phased reduction in the grants to the Colleges by August 2019. Another option for the future arrangements is for a further reduction in the next agreement. There are a number of ways in which this objective could be achieved, for example by reducing either the general grant or the special place holder funding or both. The precise amount of the funding reduction would depend on the approach adopted and has not been quantified at this stage as there are so many permutations, but the principle of reduction in funding has to be considered and take account of the need to ensure the financial viability of the Colleges.

Options 3Aiv: Reduce Funding Levels	
Advantages	Disadvantages
Release of expenditure would provide an opportunity to reprioritise Education Department expenditure on community priorities e.g. Universal entitlement to pre-school education	Likely increase in fees for Colleges which threatens their financial viability and attractiveness to parents. But this option would be less radical than the cessation of the funding arrangements

Colleges would continue to receive some grant each year from the States	It may restrict the Colleges' ability to invest in capital projects
This may increase demand for places in the States' schools	Depending on the scale of the reduction it may increase demand to levels above the capacity in the States' schools

### **OPTION 3B: CHANGE THE NUMBER OF SPECIAL PLACES AVAILABLE AT THE COLLEGES**

Under the current formula the number of special place holders remains constant whilst the numbers of students awarded places at the Grammar School flexes (either increases or reduces depending on the number of students in the Year 6 cohort). It is currently the case that College special place holder numbers are fixed at a maximum of 352 whereas Grammar School special places vary each year. Due to declining student rolls this has reduced the number in the Grammar School and contributed towards the current surplus capacity in the States sector.

One option would be to have all special place holders based on the size of the cohort (Grammar and Colleges) with an agreed maximum number. Alternatively an option for the funding arrangements might be to reduce the current number of special places at the Colleges.

There are many possible permutations as to how this might be implemented. To illustrate the possible implications, a reduction in the number of special place holders at the Colleges by a third could reduce the cost to the States by approximately £1,000,000 once fully implemented (assuming this amount is taken out of the overall grant). There is sufficient capacity within the States' sector to allocate spaces for these students.

## 44 Your Schools Your Choice

<b>Option 3B: Reduce the Number of Special Place Holders</b>	
<b>Advantages</b>	<b>Disadvantages</b>
Release of expenditure would provide an opportunity to reprioritise Education Department expenditure on community priorities e.g. Universal entitlement to pre-school education	Likely increase in fees for Colleges to compensate for reduction in States funding which may threaten their financial viability and attractiveness to parents
Colleges would continue to receive some grant each year from the States	The reduction in overall States' funding may restrict the Colleges' ability to invest in capital projects
This may increase demand for places in the States schools	

### OPTION 3C: MEANS TEST SPECIAL PLACES (IF SELECTION BY ABILITY IS RETAINED)

A problem that some perceive with the current funding arrangements for the Colleges is that the award of special place holders does not take into account household earnings. Financial support is provided without any regard of a student's parents' / carers' ability to pay. In the event that selection by ability is retained then there is an option to means test the award of special places.

To enable this to happen the parents / carers would fill out the 11 plus preference form in October of the year prior to the start of the next academic year. In the event that they choose one of the Colleges as first choice they would then have to provide details of the household's income for the preceding year. To be eligible to apply for a special place the child must have spent a specified period of time in a States primary school, as now, although it is not uncommon for children to be moved from a private primary school to a States primary school at the end of year 4 so that they are then eligible for a special place at one of the Colleges. Means testing would be complicated and could either be fixed for the duration of the student's education (i.e. one single means test) or repeated annually to take into account changes in household circumstances. The latter is obviously more time consuming and incurs additional bureaucracy and management.



Option 3C: Means Test Special Places	
Advantages	Disadvantages
Release of expenditure would provide an opportunity to reprioritise Education Department expenditure on community priorities e.g. Universal entitlement to pre-school education	Additional cost and time of administering means testing
Provides access to the Colleges for those of limited financial means	Difficulty of assessing the level of support to be given
	Uncertainty of parents in knowing how much of the fee they would need to contribute annually

### **OPTION 3D: THE INTRODUCTION OF A MEANS TESTED BURSARY SCHEME AT THE COLLEGES (FUNDED BY THE STATES OF GUERNSEY) FROM YEAR 7 (AGE 11)**

A variation on option 3C would be for a bursary scheme which could operate with or without a selective system. This could be less complex in terms of the allocation of places as the Colleges could administer the scheme, link it in with their admissions process and take into consideration the whole family's circumstances in terms of siblings already at the school. Although if the aim is to widen access then these bursaries might need to be restricted to those children who hadn't attended a private primary school and preference not given to those with prior connections to the school.

There are similar issues arising from changes in household circumstances and whether the level of bursary remains constant or varies. There might also be a perceived risk regarding the accountability of the scheme if funded by the States but administered by the Colleges and the States may wish to introduce an audit mechanism to ensure that the scheme is being administered with the objectives of ensuring social mobility and widening access to the Colleges.

## 46 Your Schools Your Choice

Option 3D: Introduce a Bursary Scheme	
Advantages	Disadvantages
Release of expenditure would provide an opportunity to reprioritise Education Department expenditure on community priorities e.g. Universal entitlement to pre-school education	Additional cost and time required to administer the bursary scheme
If the criteria are constructed carefully and applied consistently a bursary scheme has the ability to widen access to the Colleges	Difficulty of assessing the level of support to be given

### OPTION 3E: REDUCE THE OVERALL GRANT TO THE COLLEGES THE FOLLOWING YEAR IF A SPECIAL PLACEHOLDER LEAVES

In theory the States of Guernsey pays for 23 special places a year at The Ladies' and Elizabeth Colleges regardless of whether or not those places are filled. However, the overall grant to the Colleges remains calculated according to a standard formula. Blanchelande are funded for up to 6 special places a year only if these are filled, but funding for 21 places in total is guaranteed.

In practice under the current arrangements the annual grant takes the starting point of inflating the previous year's grant and then reducing that by the agreed Financial Transformation Programme phased reduction. After the special place holders fees have been deducted, the remainder of the budget is divided amongst the total number of secondary pupils at the three Colleges to calculate the general grant per pupil. So in the event that a special place holder leaves a College during their education, the general grant is increased to the benefit of all students. It means that the States does not pay any more or less money in total regardless of whether or not the special places are filled but it does affect the notional grant paid out for the rest.

Option 3E: Reduce the Grant if a Special Place Holder Leaves	
Advantages	Disadvantages
The States are only paying for students who are actually attending the Colleges	The Colleges would have no certainty over the overall funding level

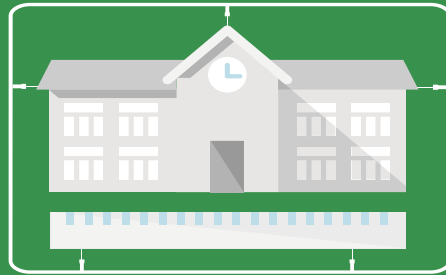
Release of expenditure would provide an opportunity to reprioritise Education Department expenditure on community priorities e.g. Universal entitlement to pre-school education	
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### OPTION 3F: REMOVE THE FUNDING FOR SPECIAL PLACE HOLDERS AT 16 (END OF YEAR 11)

The States currently provides funding for students from Year 7 all the way to Year 13 at Elizabeth College and The Ladies' College. The Education (Guernsey) Law 1970 as amended by Ordinance states that compulsory education is until the age of 16 (unless a child has a determination of need). At Key Stage 5 (i.e. post-16 education) it becomes increasingly problematic to deliver the breadth of the curriculum for such small cohort sizes as those at the two Colleges. It is noticeable that Blanchelande College recognised this and closed its sixth form in 2011. Elizabeth College and The Ladies' College have similarly recognised these issues and operate in effect a "soft" federation at sixth form to widen the breadth of curriculum.

There are up to 92 Special Place Holders at Elizabeth College and The Ladies' College in Years 12 and 13 at any time. This currently amounts to £858,000 per annum (£1,000,000 in 2018-19) funded by the States. There could be sufficient capacity at a Sixth Form College and the College of Further Education/Tertiary College and if this funding was removed then it could contribute to other educational priorities.

Option 3F: Remove Funding for Special Place Holders at 16	
Advantages	Disadvantages
Release of expenditure would provide an opportunity to reprioritise Education Department expenditure on community priorities e.g. Universal entitlement to pre-school education	Likely increase in fees for Colleges which threatens their financial viability and attractiveness to parents
	It may restrict the Colleges ability to invest in capital projects
	May threaten the viability of the sixth forms at Ladies' College and Elizabeth College



SECTION FOUR

# SIZE AND STRUCTURE OF THE EDUCATION ESTATE

# Size and Structure of the Education Estate

## The optimal size and structure of the education estate.

The Education Department's school places model has been updated from July 2015 with data from the electronic census project and the number of primary school admissions for September 2015. In the short term the projections are based on the number of pupils currently in the primary school system and those 1-3 year-olds currently living in the Island.

The following graph shows the projected secondary demand both with and without those at the grant-aided Colleges (and for States secondary schools only, including and excluding 5% spare capacity). Maintaining 5% spare capacity is needed for operational reasons as it would be very difficult to accommodate children moving to the Island or moving schools if all schools were completely full. The States secondary school number line excludes both special place holders at the grant-aided Colleges and allows for the percentage fee-payer buy out to the grant-aided Colleges at age 4 and age 11. The following graph does not include sensitivity analysis should the Island's population increase or decrease.

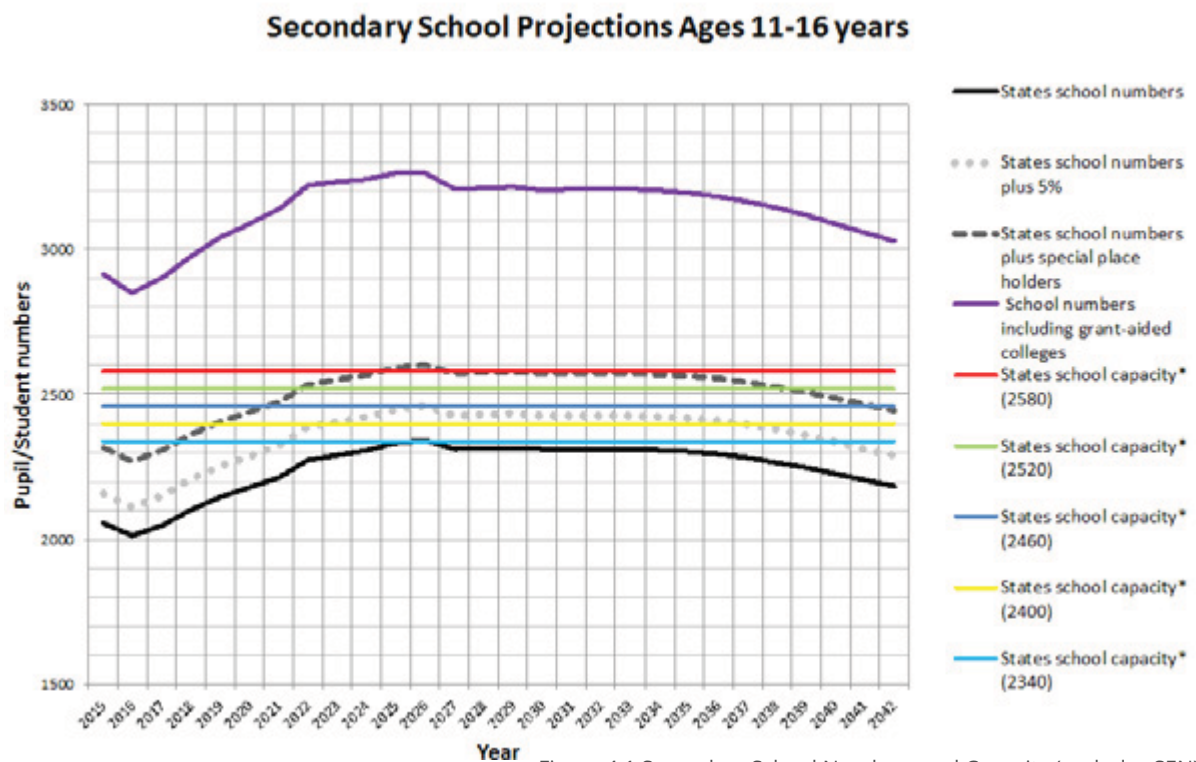


Figure 4.1 Secondary School Numbers and Capacity (excludes SEN)

## 50 Your Schools Your Choice

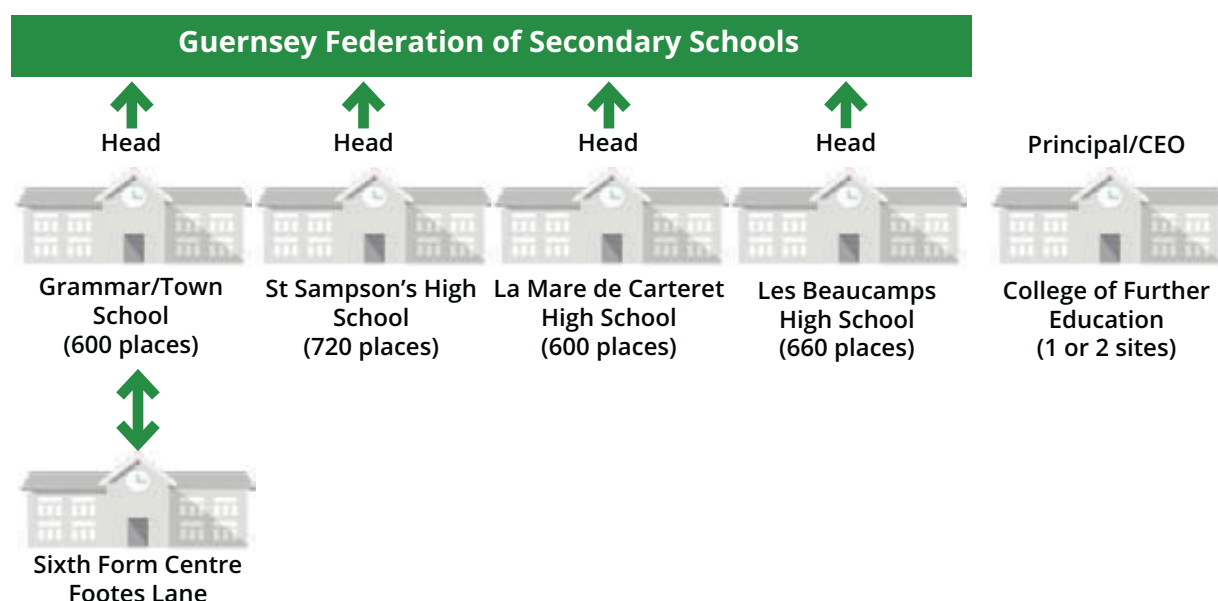
The model estimates that the secondary school 11-16 demand for places will peak around 2026 at approximately 2300 excluding the grant-aided Colleges or just under 3300 including these schools. This ties in with the 1st September 2014 electronic census figure of 699 3 year olds living in the Island. To allow for 5% spare capacity overall the Department should plan for approximately 2470 pupils in States' schools. The maximum individual year group size is approximately 500 in States secondary schools (almost 700 including the grant-aided Colleges). Allowing about 5% spare capacity would take this figure to 525 in that year group and to 2625 overall if 525 pupils could be accommodated in each year group. (For reference the Island's mainstream States' school capacity for the primary age group is almost 650 places per year). In addition there are up to 52 special place holders per year; up to 260 from age 11-16. Most importantly the secondary age population is due to increase by 15-20% over the next 10 years with the lowest secondary student numbers in September 2016. It is therefore prudent to plan for future secondary age 11-16 populations between 2100 and 2500/2600 students in States secondary schools and to ensure that schools could operate effectively at either end of this range. Because of the increasing number of pupils in the primary school system that will be moving to secondary age over the next 10 years, even with significant emigration, the secondary school population in 2026 would not be likely to fall below 2016 levels.

The Department has so far identified the following possible options. It is important to also consider the advantages and disadvantages of the different options for post-16 provision, which were explained in Section 2 of this document.

### **OPTION 4A: FOUR SECONDARY SITES (INCLUDING A GRAMMAR SCHOOL) OR FOUR SITES (NO GRAMMAR SCHOOL)**

(Selection neutral) Four schools for 11-16 year olds with a capacity of 600, 600, 660 and 720 (total – 2580). One of the 600 schools could continue to host the Grammar School or become a mixed ability high school with a sixth form centre (Town School). Under this scenario one school would have a sixth form attached whilst the others would not.

This model would retain four schools and a separate College of Further Education.



Option 4A: Four schools (with or without selection) and a sixth form attached to a school	
Advantages	Disadvantages
Flexible to accommodate selection or no selection within the same buildings	Does not achieve economies of scale savings of moving from 4 to 3 schools
Flexible to accommodate fluctuating secondary school population numbers. At a minimum 500, 500, 550 and 550. At a maximum 600, 600, 660 and 720	Ideally secondary school population should be over 600 pupils in a school in order to deliver a broad and balanced curriculum efficiently and Guernsey's secondary schools would be below this figure for a few years. However, they could still be above 500 per year which is the minimum figure recommended by research cited in the Institute of Education report in order to deliver a broad and balanced curriculum
Flexible enough to accommodate an up to 30% reduction in the number of special place holders over 7 years. Approx another 80 11-16 students	The siblings of children currently at the Grammar School may have to attend a different secondary school. However, this is no different to the current situation if one child is selected to attend the Grammar and another is selected to attend a High School
No need to build an extension to 960 places at La Mare de Carteret	One school would retain the sixth form centre whilst the other 3 schools would not have a sixth form. Therefore there would be inequalities between the four schools regardless of whether or not selection is retained

## 52 Your Schools Your Choice

No need to build extension at St Sampson's High School	Even if selection by ability is discontinued, the former Grammar School would be likely to be perceived to have an advantage over the other High Schools. This could inflate house prices in its new catchment and become self-perpetuating if higher income families then choose to live there, which in turn increases the desirability of the school etc
Lower future capital expenditure requirements from not needing to extend the two schools at La Mare de Carteret and St Sampson's High Schools	Potentially greater capital expenditure at the Les Ozouets Campus site for the College of Further Education than there is under one of the three schools options
There is still the option to move to three schools at a later date. This provides the option of getting past the peak secondary school population prior to moving from 4 schools to 3	
Minimal disruption and transition. No changes if selection by ability is retained. If it is not retained, existing secondary pupils would be unaffected with the Grammar School just changing its name and moving to mixed ability teaching in future year groups from an agreed date	
Should the Island's population increase at some point in the future or should the numbers attending the grant-aided Colleges change there is flexibility within the system to either extend at La Mare de Carteret and St Sampson's High Schools to increase provision, or to move to 3 schools if necessary to decrease provision	



#### **OPTION 4B: THREE SECONDARY SITES (INCLUDING A GRAMMAR SCHOOL) OR THREE SITES (NO GRAMMAR SCHOOL)**

There are two ways that three schools could be achieved. The options are not the same whether or not selection by ability is retained. One option could retain selection by ability but the other option is only possible if the Island moves to three mixed-ability schools.

**Option 4Bi** (Selection neutral) Three schools for 11-16 year olds with capacity of 660, 960, 840/960 (total 2460/2580). This option is possible whether or not selection by ability is retained. However, if selection by ability is retained, the percentage selected to attend the Grammar School or Colleges would need to increase from 25% to somewhere between 30 and 33%. The Department would then retain a Grammar School (11-16 only) and two High Schools. If selection by ability was not retained, there would be three 11-16 High Schools of uneven size. The sixth form centre would be separated from the 11-16 schools and would be integrated within the College of Further Education to either become a Tertiary College or to create a Sixth Form College and a College of Further Education on the same site. The transition arrangements and which pupils would be most affected would be different depending on whether or not selection was retained.

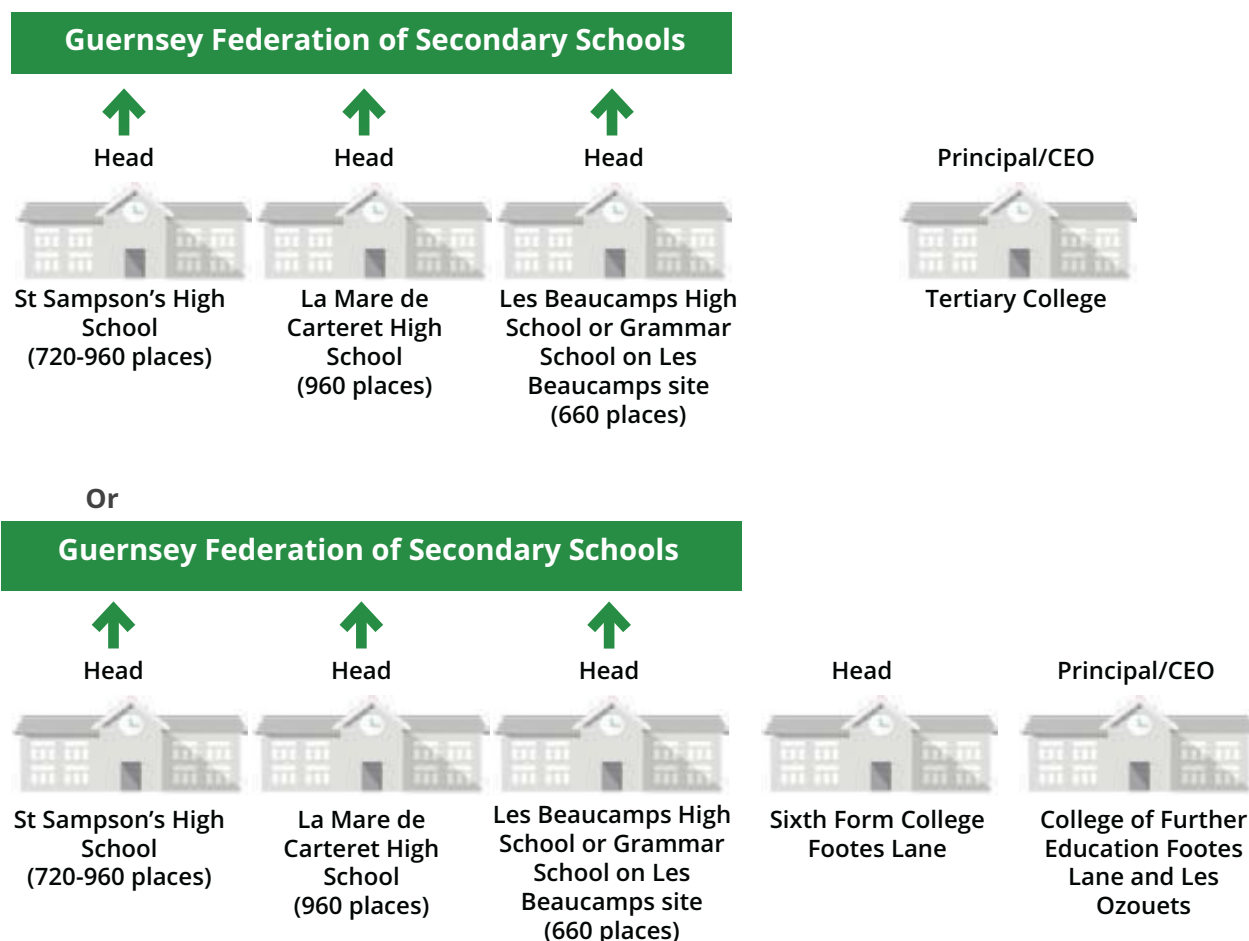
It may be possible to manage with three schools of 660, 960 and 720 (total 2340) but this would be a big risk. The Department would be unable to accommodate those children who would otherwise become special place holders and it would assume that the number of special place holders and percentage of children attending the Colleges as fee payers remained constant. It would also assume that the Island's population will not increase at all over the next 10 years and leaves no planned spare capacity for people moving house or moving in and out of the Island. Whilst there would still remain the option of extending at St Sampson's, the timescale for achieving this is unlikely to be responsive enough if the Island's schools are already running at full capacity. In practice the Department should be planning to have 5% spare capacity overall. It is highly possible that average class sizes at secondary age would have to increase to 26-27. As this is only an average figure, in practice it could mean some class sizes of over 30, which to date the Education Department has tried to avoid.

Any move to three schools would be phased and could take place between September 2019 and July 2021. This coincides with the full opening of

## 54 Your Schools Your Choice

the new La Mare de Carteret High School and the end of the funding agreement with the grant-aided Colleges. Children would not move schools between Year 10 and Year 11.

All post-16 provision would be located across the Footes Lane and Les Ozouets Campus sites, although they could remain separate institutions. A discrete Sixth Form College could be managed within a Secondary Federation to maintain the advantages of shared staffing models across Key Stages 3, 4 and 5 and allows a more collaborative model of shared resources across all post-16 provision. The College of Further Education would operate as now at Les Ozouets but would also share some of the facilities at the Footes Lane site.



<b>Option 4Bi: Three schools (with or without selection by ability) and either a) a tertiary college or b) a separate sixth form college and a college of further education on the same site</b>	
<b>Advantages</b>	<b>Disadvantages</b>
Could work with or without selection by ability.	Percentage selected would need to increase (if selection by ability is retained). This could have a positive impact on those selected to attend the enlarged Grammar School but a negative impact on the remaining High Schools
Larger secondary schools which could deliver the curriculum more efficiently	Less flexibility for the future than option 4A
Potentially less capital expenditure at Les Ozouets Campus as some of the Grammar School site could be used for the College of Further Education	La Mare de Carteret High School would need to be built at 960 at greater capital cost
Larger schools could provide a broader curriculum with more choice and improve standards	St Sampson's High School may need to be extended at a capital cost. If St Sampson's is not extended there is a significant risk that the Island's secondary schools will be oversubscribed and class sizes increase
	Would only be flexible enough to include a reduction in the number of special place holders if St Sampson's High School was extended
	Very difficult to predict the overall capacity needed if selection by ability is removed as hard to predict the effect on the grant-aided Colleges. Whilst there would be no future special place holders, the demand for fee paying places might increase, but would also depend on the fees charged. If there are no special place holders, the colleges might increase their fees which could affect elasticity of demand. This could be mitigated by a States' funded bursary scheme

## 56 Your Schools Your Choice

	Still an unequal system even if selection is removed as High School size would vary considerably between 660 and 960 places
	Greater disruption as one school would close which could lead to a reduction in standards in the short to medium term
	Some (possibly the majority if selection is retained) of the children who have recently moved primary schools due to the St Andrew's closure, would also have to move secondary schools

**Option 4Bii** (Assumes no selection by ability) Three High schools for 11-16 year olds of 720, 960, 720/840 capacity (total 2400/2520). A separate Sixth Form College with capacity for up to 600 or 660. This would be on the Les Beaucamps site, not at Les Ozouets Campus or Les Varendes/Footes Lane.

### Guernsey Federation of Secondary Schools



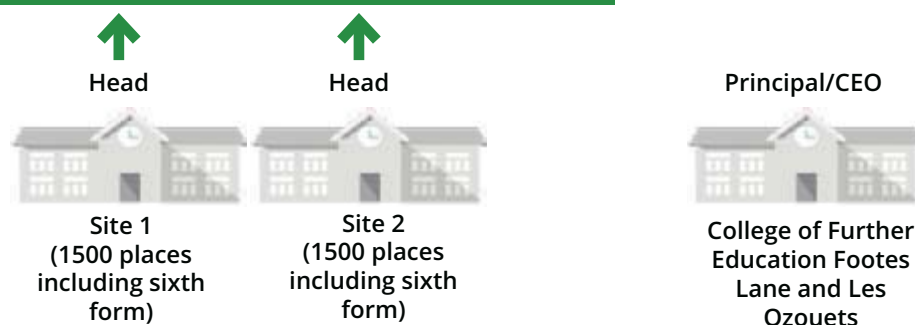
\*Federated with the Secondary Federation or with the College of Further Education

\*\* 840 could not be easily accommodated with just minor modification. More major refurbishment or an extension would be required.

<b>Option 4Bii: Three schools with no selection by ability and a sixth form college</b>	
<b>Advantages</b>	<b>Disadvantages</b>
Schools could continue to function efficiently and effectively if the population declined	La Mare de Carteret High School would need to be built at 960 at greater capital cost
Retains capacity and some flexibility for the future as St Sampson's would not be extended but the ability to extend would remain for the future	Greater capital expenditure required at Les Ozouets Campus
Larger secondary schools which could deliver the curriculum more efficiently	May need some expenditure to remodel the sixth form centre to become a large all ability town school and this is likely to be significantly more costly if an 840 school were required instead of a 720. Sixth form classrooms are smaller and facilities are different to those required for an 11-16 school
Larger schools could provide a broader curriculum with more choice and improve standards	Teachers may teach in high schools and at the sixth form college (both an advantage and disadvantage)
Greater equality between three high schools	The majority of pupils most affected by the closure of St Andrew's would again be affected during the transition
Separate sixth form college either with dedicated staff or the opportunity to teach at this college widened up to all teaching staff in the High Schools	Significant disruption as one school would close which could lead to a reduction in standards in the short to medium term
No capital expenditure required at St Sampson's High School	Reduced ability for joint courses between the sixth form centre and the College of FE as the two sites would not be within walking distance of one another
	Could only work in an all ability system

### OPTION 4C: TWO SECONDARY SITES (NO GRAMMAR SCHOOL) (BOTH WITH SIXTH FORMS) AND A SEPARATE COLLEGE OF FURTHER EDUCATION

#### Guernsey Federation of Secondary Schools



#### Option 4C: Two schools with no selection by ability. Both schools would have sixth forms (11-18)

Advantages	Disadvantages
Easier to set/stream within schools	Sizes of the schools would be 1200-1300 at 11-16 and about 1500 overall. Whilst fiscally efficient, studies show that educational outcomes increase to school sizes between 600-1000 but then decrease again as schools become larger
Financially efficient	Difficulty of finding suitable sites
Equality between schools	One of the recently built schools could become redundant
Recruitment advantages of having two 11-18 schools	Would be difficult to deliver a balanced curriculum in two small sixth forms. One sixth form college or centre is more cost effective and provides more opportunities
	Could only work in an all ability system

Practice and research show that there is no 'one-size-fits-all' recipe for creating effective schools, and this is also the case for school size (OECD, 2014). There are implications of size for school quality, and for fiscal efficiency. IOE (2015) concludes that 600-1000 is the optimum size for secondary schools.

**The above options are just some examples of things we might do in Guernsey but these are not necessarily the only options available.**

## What Happens Now?

Please complete the questionnaire before 2nd November.

<https://www.surveymonkey.com/r/YSYC-Gsy>

And/or

Apply to take part in one of the focus groups: please go to [www.education.gg/YSYC](http://www.education.gg/YSYC) or click on the following link to take you to the application form

<https://www.surveymonkey.com/r/YSYCFocusGroup>

**You must apply by Wednesday 30th September.**

If you cannot access the online version, paper copies of the questionnaire are available from the Education Department's offices in the Grange and should be returned to Your Schools, Your Choice, Education Department, PO Box 32, Grange Road, St Peter Port, GY1 3AU. Telephone **733000** or email [ysyc@education.gov.gg](mailto:ysyc@education.gov.gg)

The Education Department will analyse the responses and prepare a Policy Letter for debate at the March 2016 States meeting.

If any significant changes are agreed in March 2016, the current Education Department will recommend that the new Committee for Education, Sport and Culture publishes post-election a detailed implementation plan. The new La Mare de Carteret High School is planned to open in 2018/2019 and the current funding arrangement with the three grant-aided Colleges is due for review for implementation by the summer of 2019. The current Education Board will recommend to the States that, if there are any changes, it is the Department's intention that this should not affect existing special place holders or special place holders due to commence their Year 7 studies in September 2016; however, this decision rests with the States of Deliberation.

### **Further reading and references/bibliography**

Please read these at [www.education.gg/YSYCref](http://www.education.gg/YSYCref).

## Appendix 1 - Indicative Costs

Option Number	Transition Impact of option	Capital Impact of option	Revenue Impact of option
<b>Option 4A:</b> 4 secondary sites plus a College of Further Education	Transition of 3 CFE sites to 2 or 1 and security of closed site/s.	The Capital impact is related only to changes resulting from improvements in the Education Estate made on the basis of refurbishment need; including 600 pupil school rebuild of LMH and LOC capital investment to extend.	No change unless savings are made in Estate running costs which result from improvements in the Education Estate made on the basis of refurbishment need.  Closure of 1-2 CFE site/s will reduce site and running costs.
<b>Option 4Bi:</b> 3 secondary sites plus a co-located Sixth Form College and College of Further Education or a Tertiary College	Costs of 1 Secondary School site shut down.  Transition of 3 CFE sites to 1 and security of closed sites.	Capital costs associated with a potential extension required to SSHS and 960 pupil school rebuild of LMH.  Capital savings or income may result from any States decision on use of the surplus site.	Savings in annual running costs of a school – approximately £0.6M per year.  Closure of 2 CFE sites will reduce site and running costs.
<b>Option 4Bii:</b> 3 secondary sites plus a discrete Sixth Form College and a College of Further Education	Costs of 1 Secondary School site shut down.  Transition of 3 CFE sites to 2 or 1 and security of closed site/s.	Capital costs associated with a potential extension at Footes Lane and 960 pupil school rebuild of LMH and capital outlay at LOC.  Capital savings or income may result from any States decision on use of the surplus site.	Savings in annual running costs of a school – approximately £0.6M per year.  Closure of 1-2 CFE site/s will reduce site and running costs.



<b>Option 4C:</b> 2 secondary sites plus a College of Further Education	Costs of Secondary School site shut downs such as fencing and guarding of the vacant sites.  Transition of 3 CFE sites to 1 and security of closed sites.	Capital costs may result from changes to the Education Estate necessary to accommodate the Island's pupil population in 2 rather than 4 schools. Costs will depend on whether the larger schools are rebuilt or current sites are extended.  Capital savings or income may result from any States decision on use of the surplus sites.	Savings in annual running costs of 2 schools – approximately £1.2M per year.  Closure of 2 CFE sites will reduce site and running costs
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### Notes:

Pupil numbers and the configuration of the Estate are significant drivers of costs. Until a decision is made about the number of secondary educational establishments it is not possible to provide detailed costings.

The costs of running a selective education system (such as: exam entry, marking and invigilation) are not considered in these options.

The impact of changes to the funding model for grant-aided Colleges is not considered in these options.



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**EDUCATION**

A STATES OF GUERNSEY GOVERNMENT DEPARTMENT



## Report on the consultation: Your Schools Your Choice. 2015

### Executive Summary

For six weeks from the 21<sup>st</sup> September the Education Department ran a consultation based on the document Your Schools Your Choice which sought to engage with the community on four key areas with regard to secondary and post 16 education in the Bailiwick. During the consultation period a number of different engagement activities took place including focus groups, online crowdsourcing, public and student questionnaires.

Overall more than 5000 responses were received, reviewed, analysed and presented to the Education Board to help shape and inform proposals for the future of education. This document summarises the results of the different questionnaires and of the feedback received through discussions at the focus groups and online. The views are varied and complex but include:

- Arguments for and against selection as the best way to achieve the best for all learners.
- A general view that the current testing method is flawed as it is a single point in time measure and children can be coached to pass
- A need to reconsider the level of funding provided to the grant-aided Colleges and to link this to objectives in terms of social mobility, added value and progress (not just attainment).
- A recognition that students should have access to a broad curriculum offer both at secondary and post 16 and that there should flexibility to study a mix of subjects.
- That schools should not be too large as they become impersonal.
- A concern that without a definitive proposal for change it was difficult to assess if any improvement in outcomes would be worth the disruption

### Your Schools Your Choice

The consultation was launched on 21<sup>st</sup> September 2015 and ran until 2<sup>nd</sup> November 2015. A number of different methods of consultation were used including questionnaires, online and in person discussions. More than 4,000 responses to the questionnaires were received, around 500 responses from Year 6 primary school pupils; 373 education professionals (teachers, lecturers etc) signed up to the crowdsourcing platform and 28 x 90 minute focus groups were run for various groups including parents, businesses, deputies, third sector, students (from all States secondary schools, the College of Further Education and grant-aided Colleges) and staff associations. A small number of written submissions were also received. Additionally the Education Board met with education leaders both from within the Department and mainstream secondary/post 16 schools, the College of Further Education and the grant-aided Colleges.

The Education Department, in responding to the Education Scotland inspection findings, made it clear that the Department had made no decisions on any of the issues outlined in Your Schools, Your Choice and was seeking the views of the community and stakeholders in helping to co-design secondary and post-16 education in Guernsey and Alderney. This approach demonstrated the Education Department's desire to move away from the traditional *"Decide, Announce and Defend"* consultation process to a more inclusive and listening approach of a *"Debate, Discuss and Decide"* model.

This report presents a summary of the responses.

## Online questionnaire

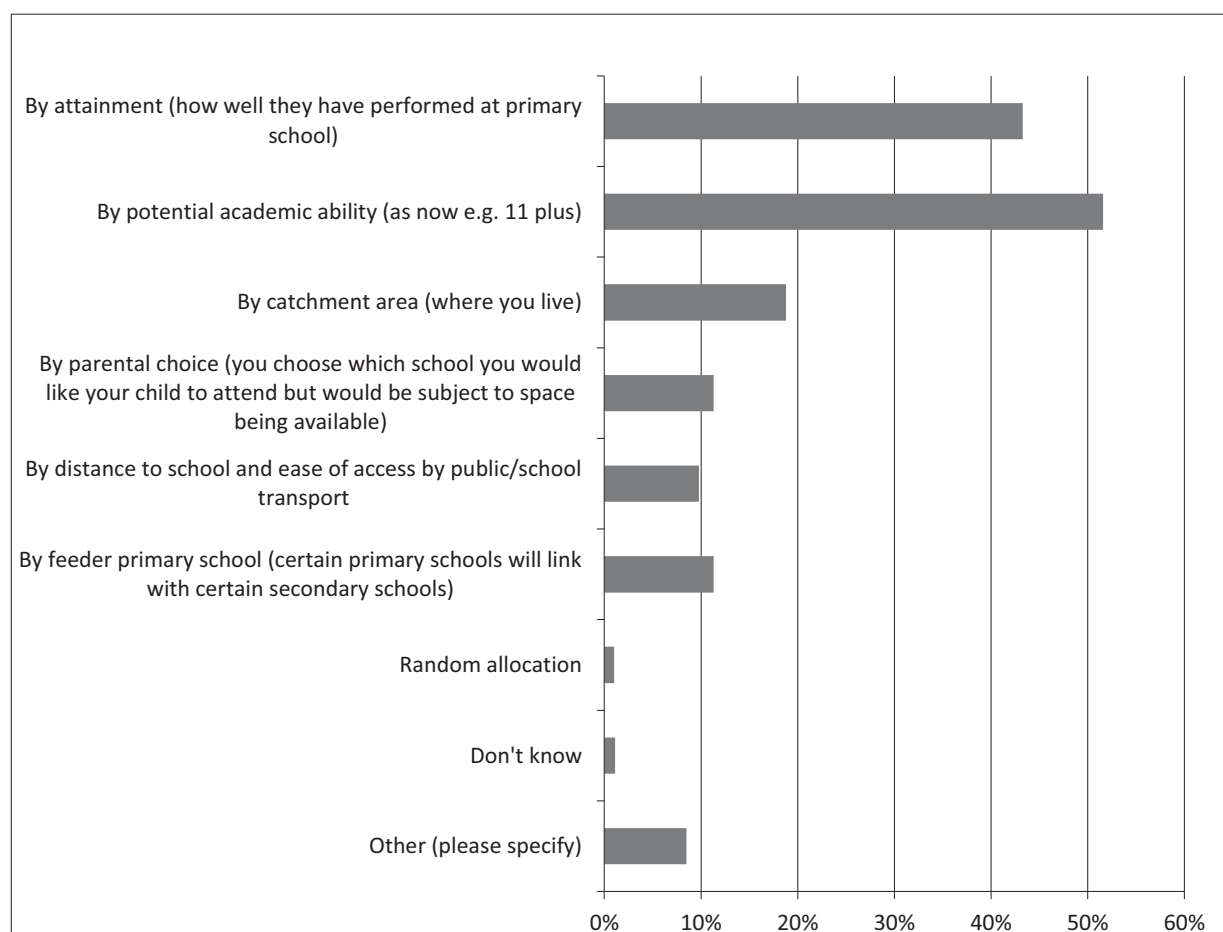
3971 responses were received through the online questionnaire (Survey Monkey), the questionnaire was open to anyone and was available throughout the whole consultation period (21<sup>st</sup> September to 2<sup>nd</sup> November 2015).

This was not a statistical survey, but a public consultation to enable interested parties to have their say, rather than provide a representative sample of all Islanders' views. The majority of respondents (55%) identified themselves as parents/carers; the largest number of whom fell into the 40-49 year old age group. Just over 10% were answering as a grandparent and 14% as a current or retired teacher.

Just under one fifth of all responses were from current students in full time education, the majority of which were students from the Grammar School and Sixth Form Centre and although this was a consultation rather a representative survey, these results show that this group was over-represented whilst the primary schools were under-represented compared to what might have been expected based on the number of pupils in each school. The parent/carer response was more balanced in terms of school affiliation with only 28.6% of them reporting a connection to the Grammar School and Sixth Form Centre. Respondents had a broad range of household income, but owner occupiers were over-represented compared to those in the private rented sector and those living in social housing; this is not unexpected in consultations of this nature.

The questionnaire was designed to understand the views on the four main areas of the consultation. The following charts summarise all of the responses to each question. A number of free text replies were given either in response to specific questions or as general comment and a summary of these are also shown below.

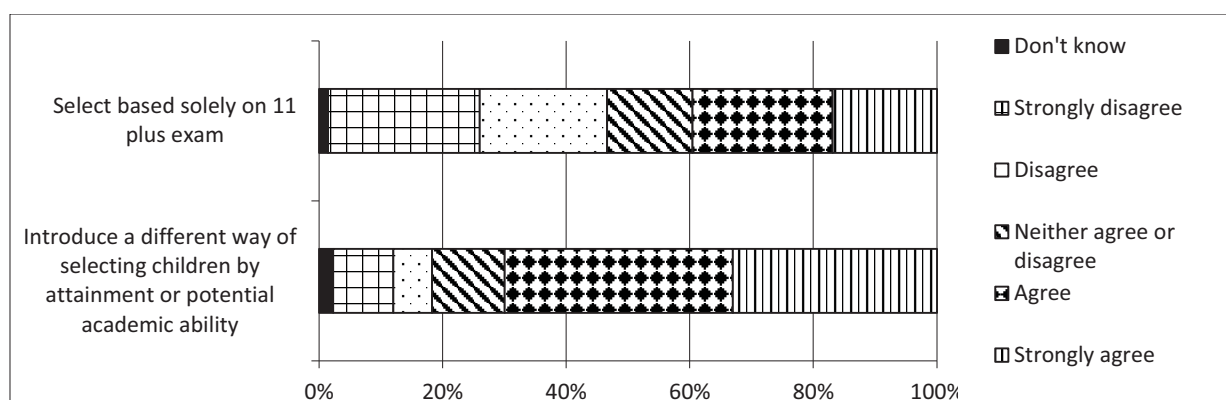
### Q1: How should we decide which children go to which secondary schools in the future?



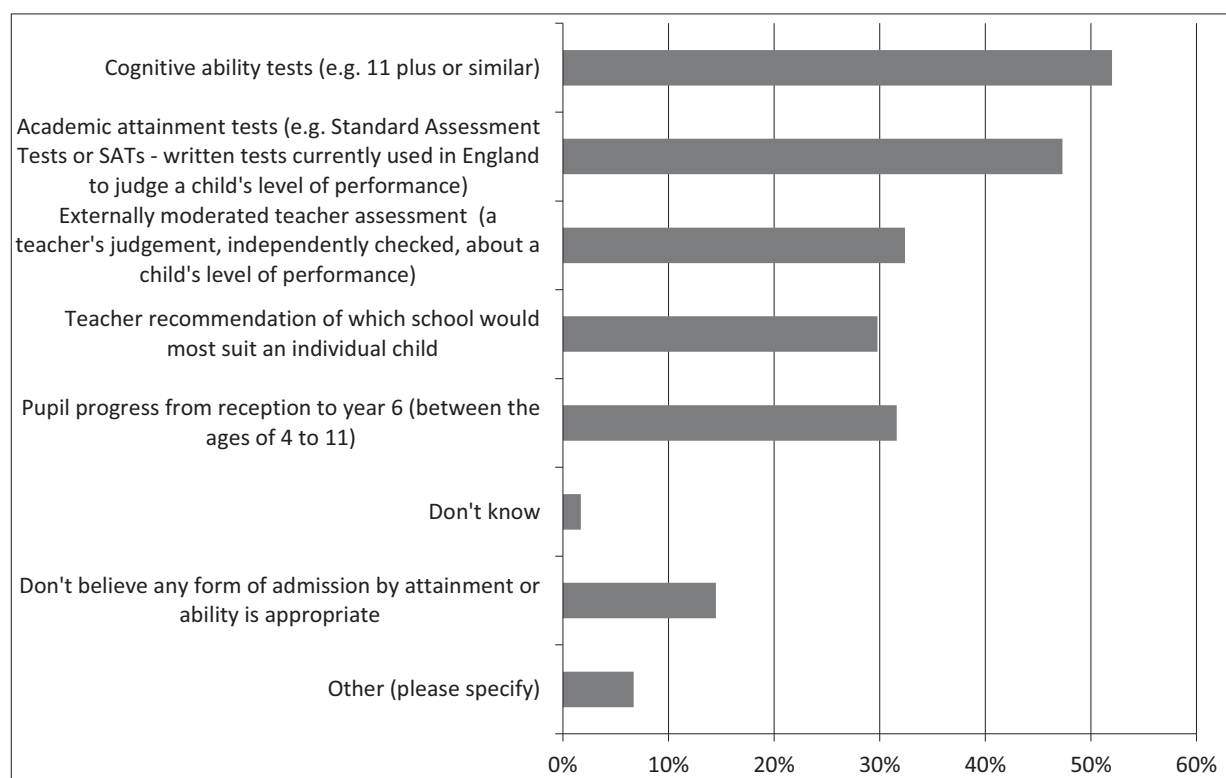
336 respondents chose 'other' in response to this question

- 37 of these provided additional supporting comments in favour of retaining the 11+ selection process as it is.
- 37 provided comments in support of moving to an all-ability system
- 153 provided comment in support of retaining a system of selection but favoured a change to the current method or a combination of methods including the 11+, other tests including maths and English or other measures of attainment and progress at primary school.
- 84 people made some more general comments.
- 19 people commented on the need to select at a different age or allow further assessment to take place at a later date to allow children to move between schools.

**Q2: If some form of admission to secondary school by attainment or potential academic ability should be taken into consideration, should we...?**



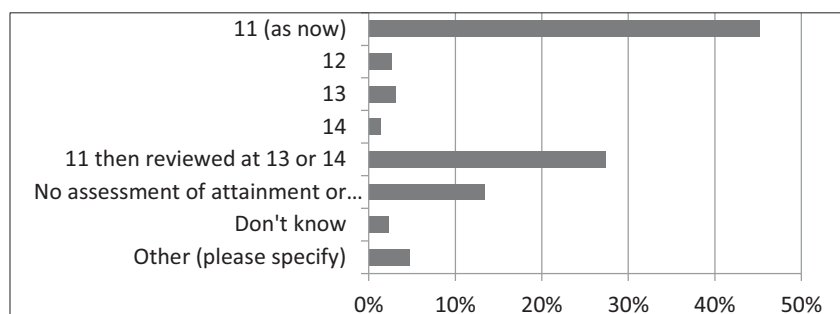
**Q3: Which of the following assessment methods should be used?**



- 263 respondents chose 'other' in response to this question with the following breakdown of free text comments:
- 11 provided additional supporting comments in favour of retaining the 11+ selection process as it is.
- 35 provided comments in support of moving to an all-ability system.

- 124 provided comment in support of retaining a system of selection but favoured a change to the current method or a combination of methods including the 11+, other tests including maths and English or other measures of attainment and progress at primary school.
- 5 people made more general comments.
- 14 people commented on the need to select at a different age or allow further assessment to take place at a later date to allow children to move between schools.

#### Q4: At what age should this assessment take place?



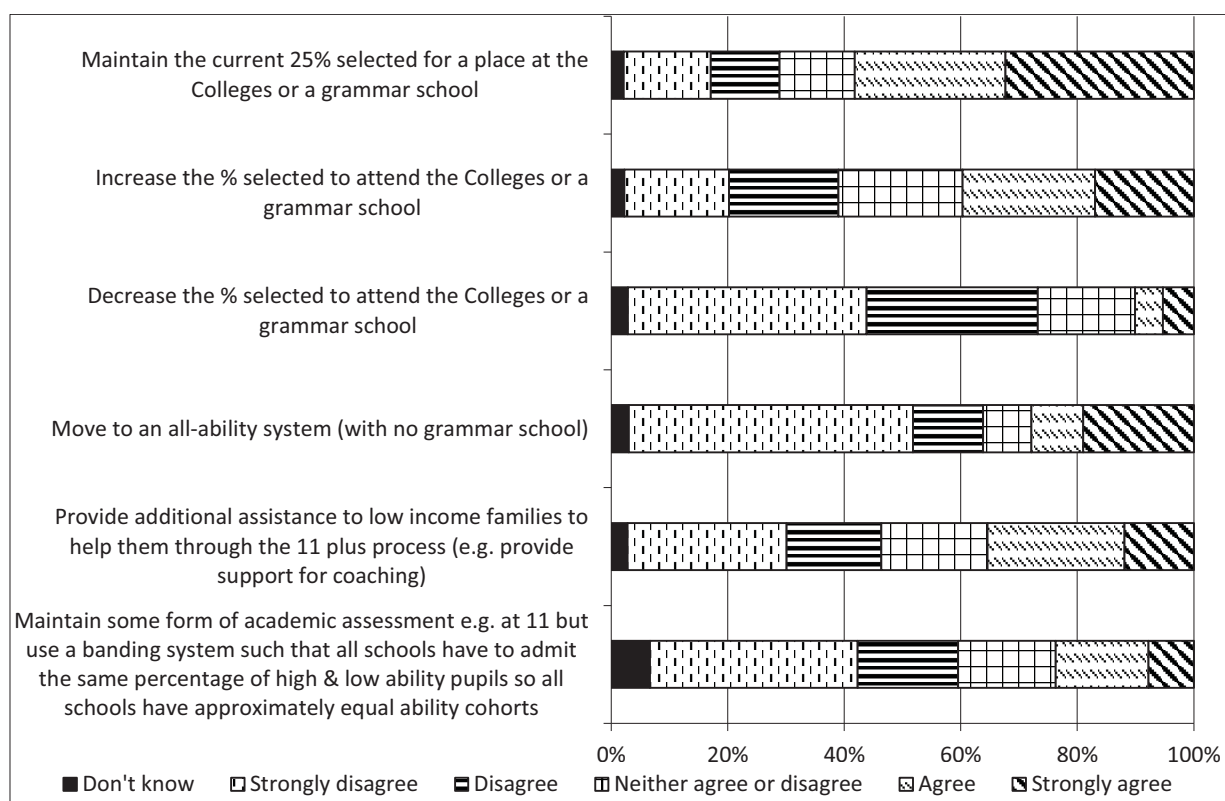
170 respondents chose to selection 'other' in response to this question with the following breakdown of free text responses

- 1 chose to reaffirm their support for the status quo.

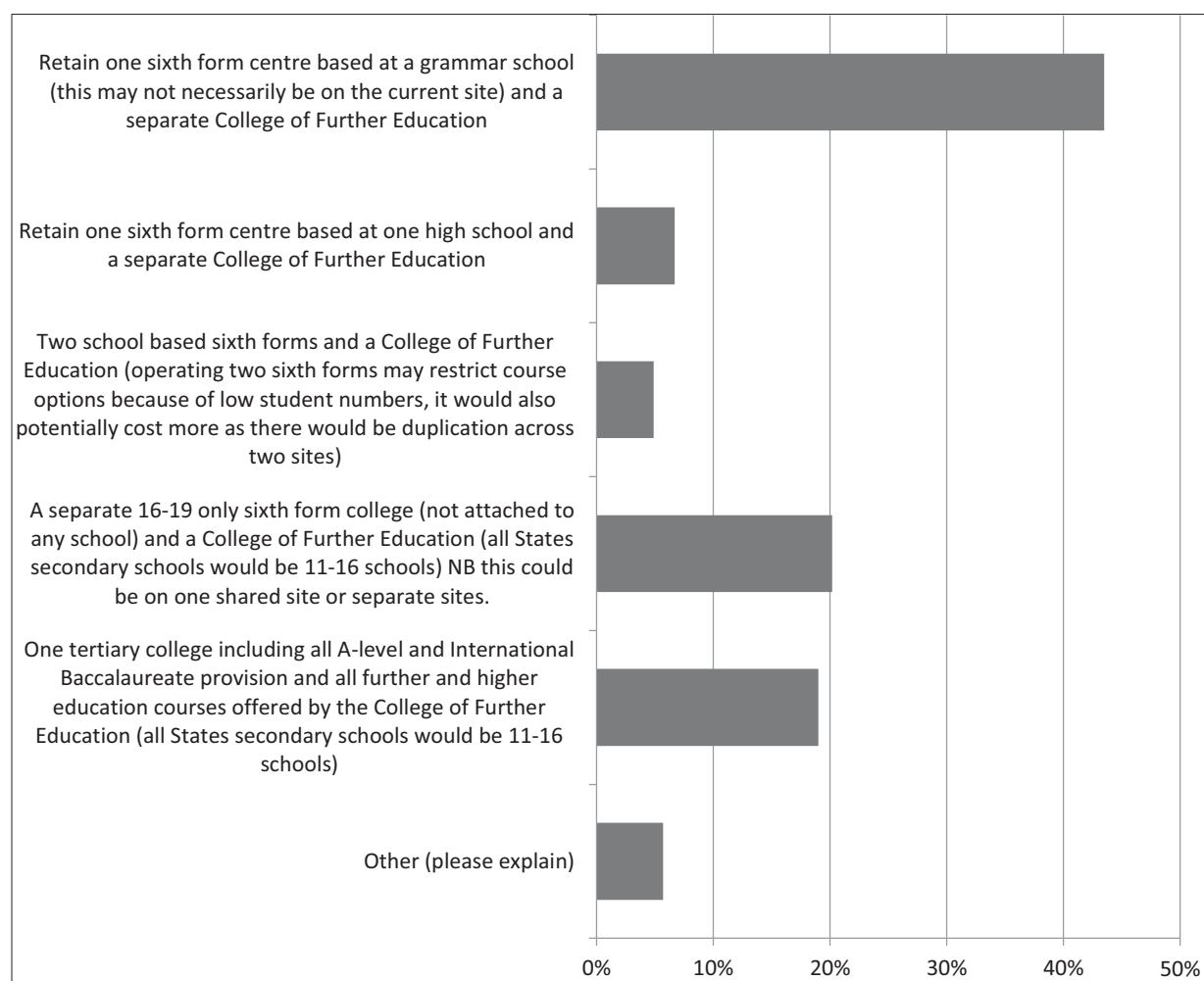
- 16 chose to reaffirm their support for an all-ability system.
- 3 commented on selection at 16 where students could choose their pathway to post-16 education.
- 2 chose to comment on their support for a means-tested system of school placement.

147 made more general comments. The majority to explain their choice of supporting selection at 11 but combining this with the opportunity for selection at other ages – with the opportunity to change schools depending on the outcome. Many comments were in favour of continuous assessment throughout a child's schooling – both throughout primary and secondary education. Others noted the difference in development between boys and girls at certain ages and the need to address this in any selection system.

#### Q5: Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things.



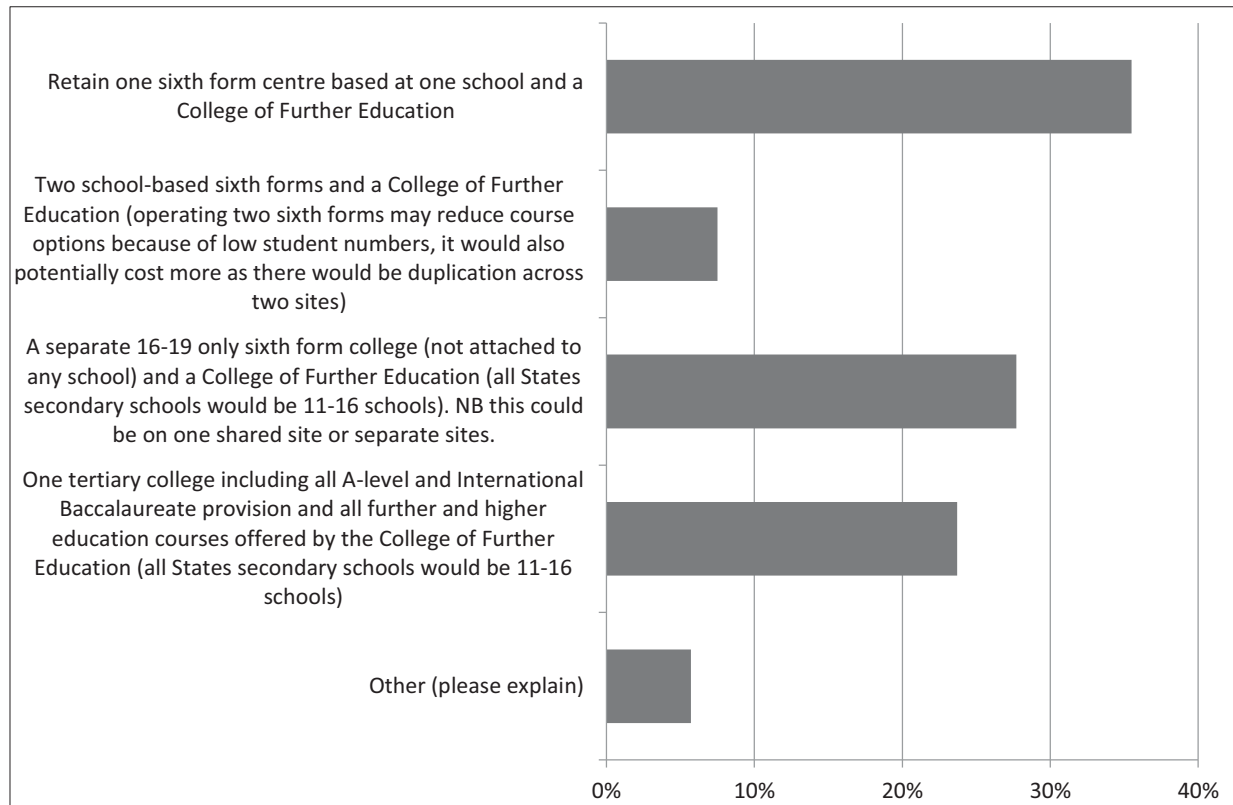
**Q6: If some form of selection by academic attainment or potential ability and a grammar school are retained, which of the following options would you prefer for States provided post-16 education? This question is about how education provision should be delivered overall for all post-16 learners and not which site(s) should be used. Please select one option only.**



192 respondents chose to provide additional comment explaining their answer choice or suggested an alternative approach.

- 78 people commented in support of retaining the current system of a sixth form centre attached to a grammar school (this question referred to preferred options within a selective systems of education) and a separate College of Further Education.
- 11 commented in favour of the creation of a Tertiary College.
- 9 commented in support of a separate sixth form centre or college on its own site not attached to any school.
- 24 commented in favour of having more than one sixth form centre – the majority favouring all schools offering education from 11-18.
- 8 commented in favour of a different option or mix of options.
- 1 person commented that they would favour either the current system or a tertiary college.
- 61 people made general comment, largely relating to the structure of the questionnaire or the difficulty in answering this question as they did not support a selective system.

**Q7: If a system with no selection by attainment or potential ability is adopted, which of the following options would you prefer for States provided 16-19 education? This question is about how education provision should be delivered and not which site(s) should be used. Please select one option only.**

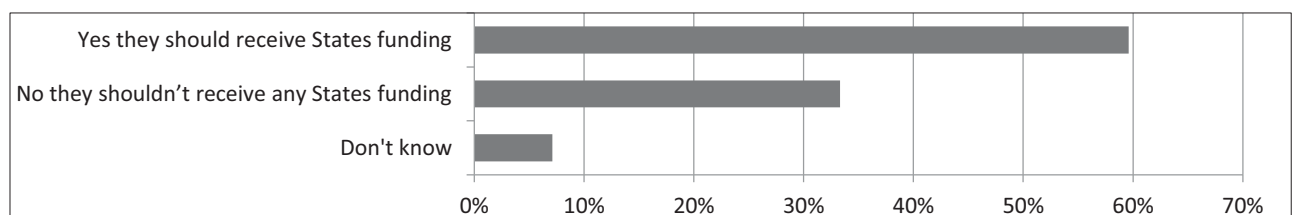


As expected, those who favoured the retention of a selective system chose in many cases to select 'other' and provide comment that they could not answer this question because they did not want to see a non-selective education system.

157 respondents chose to provide additional comments:

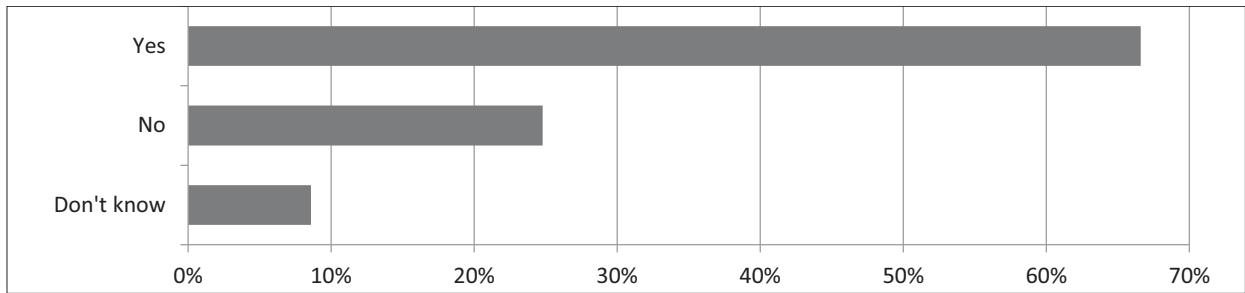
- 116 of these comments related to retaining the status quo post-16 structure including selection at 11.
- 13 commented in favour of retaining a sixth form centre attached to a 11-16 school.
- 4 commented in favour of a tertiary college.
- 6 commented in favour of a different option or mix of options.
- 3 commented in favour of a sixth form college or centre on a separate site.
- 7 provided comment in favour of more than one sixth form being available on-Island.
- 2 commented in support of either retaining a sixth form centre attached to a school or a tertiary college but said they were unable to choose a preferred option.

**Q8: Do you believe that the States of Guernsey continue to provide funding to the three grant-aided colleges (Blanchelande, Elizabeth and The Ladies' College)?**

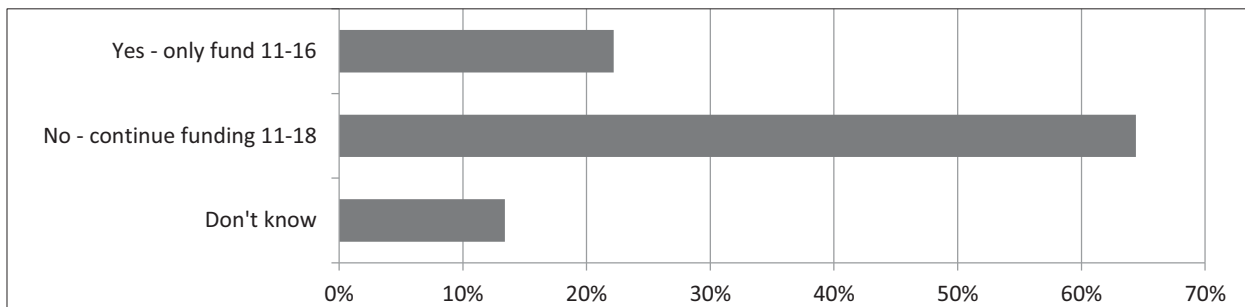




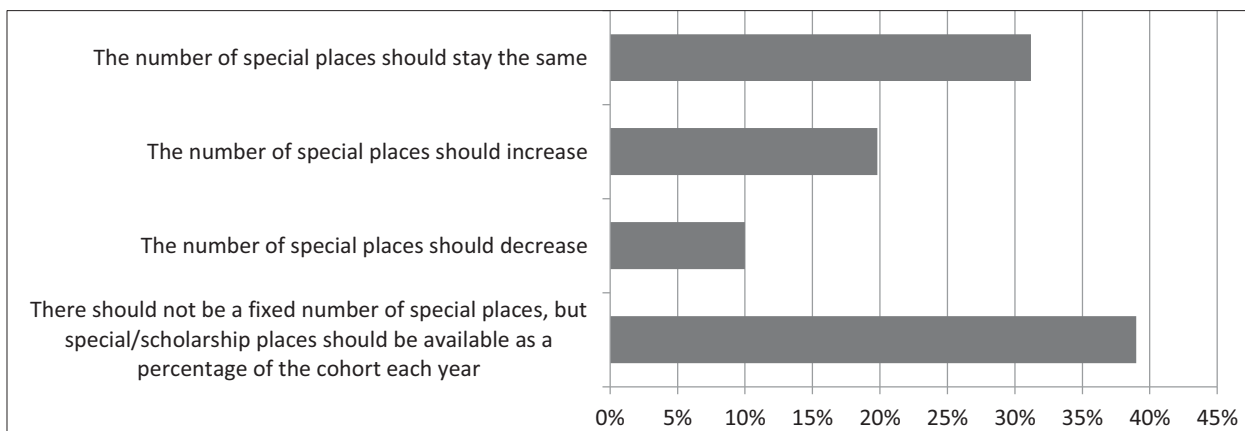
**Q9: If you believe that the States should continue to fund the three Colleges should they pay for special (scholarship) places?**



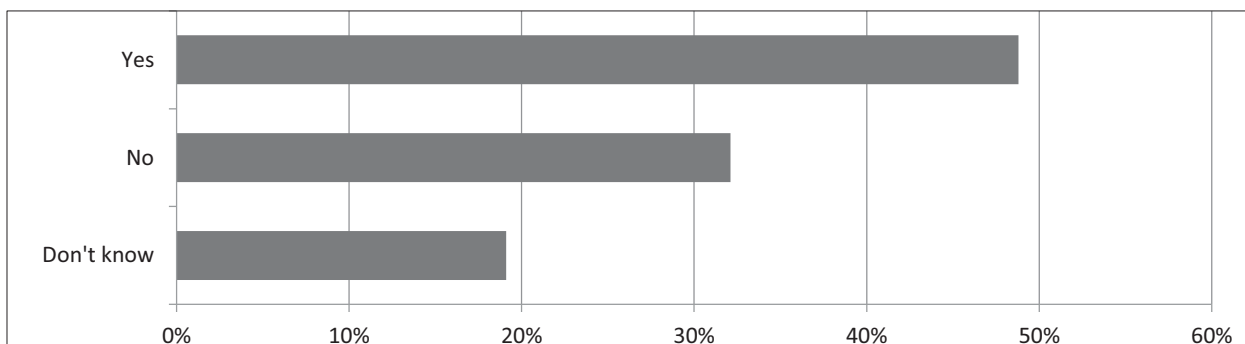
**Q10: If you believe that the States should continue to fund the three Colleges should they only fund places for 11-16 education and not sixth form?**



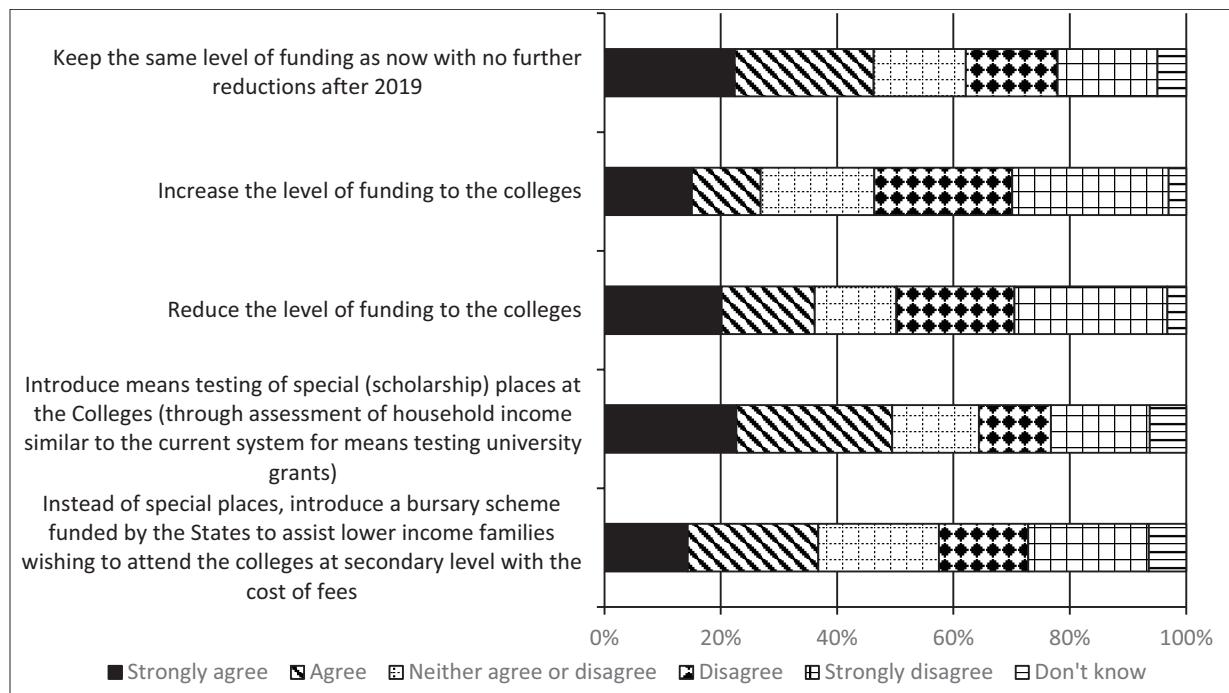
**Q11: If you believe that the States should continue to pay for special (scholarship) places, should the amount of places funded change?**



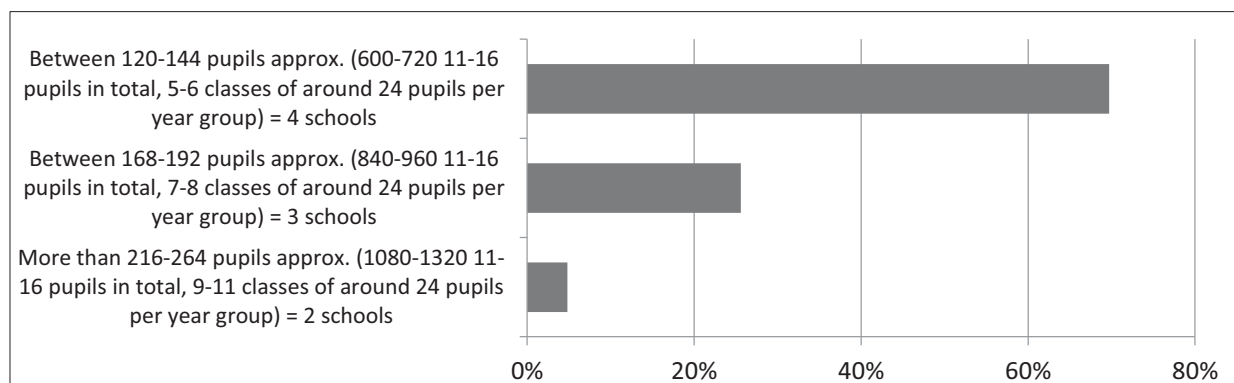
**Q12: If you believe that the States should continue to fund the three Colleges should they pay a general grant to help cover running costs and contribute towards capital costs for all pupils (both special place holders and fee-payers)**



**Q13: Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things**



**Q14: Ideally, how many pupils should there be in one year group in a school? We currently have four States secondary schools, made up of 3 High Schools and a grammar school. We are not proposing to change our current average class size policy of 24 pupils per class.**

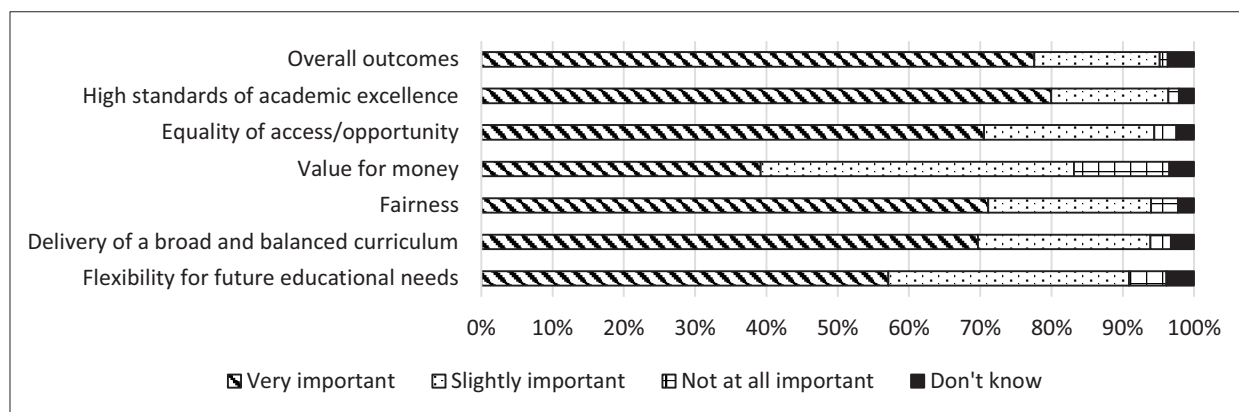


This question asked for respondents to explain their reasons for preferring a four school option, a three school option, a two school option or something different. 2,064 people chose to provide a comment. Of these:

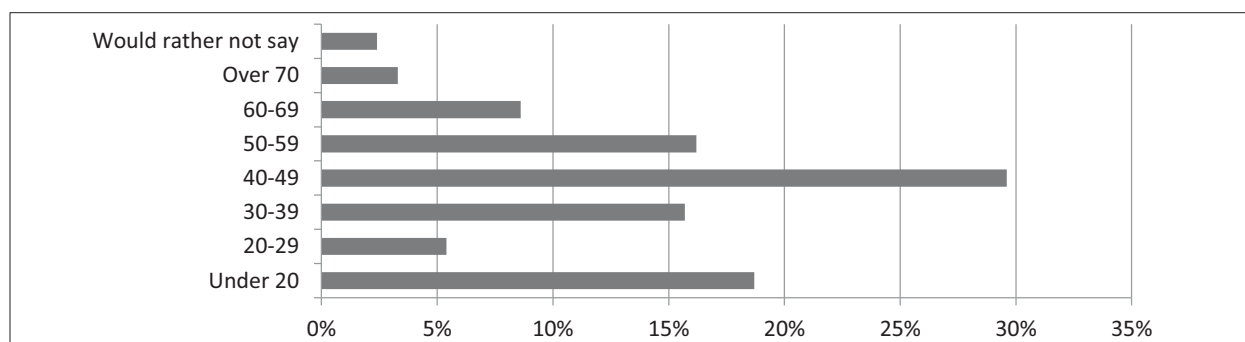
- 1,447 provided a comment in support of a four school option. It should be noted that there was some confusion over class size as opposed to school size. The Education Department is seeking to maintain its current average class size. Many people commented that they preferred the current size of school as it gave young people the level of pastoral care they needed and also allowed teachers to know the students better. They also felt 4 schools would be best in terms of traffic and would also provide flexibility in the future.
- 462 people provided a comment in support of a three school option. These comments generally supported this option because of the increased breadth of curriculum that could be provided in larger schools and also the perceived efficiencies and economies of scale three schools could provide.
- 113 respondents provided comment in support of a two school option. Many pointed out that two schools would be more efficient, offer a wider breadth of curriculum and would still not be deemed as too large.

### Additional questions

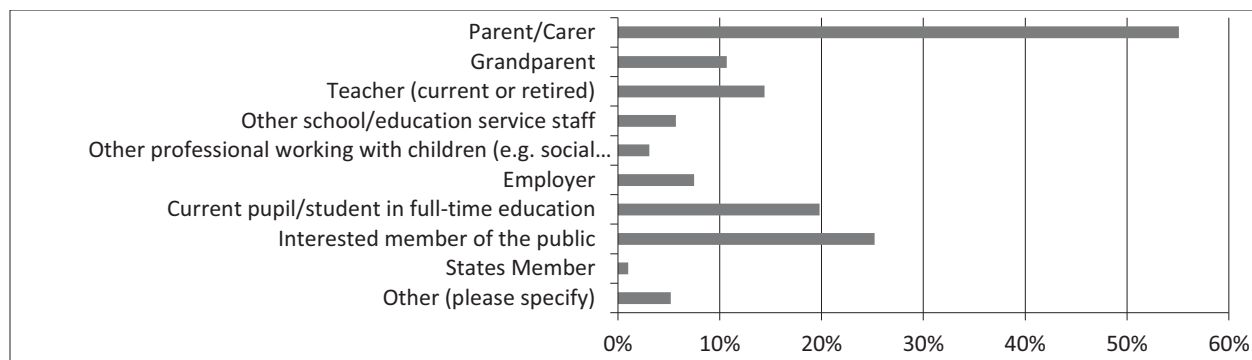
**Q15: While answering this questionnaire so far, what have been the most important reasons for your answers?**



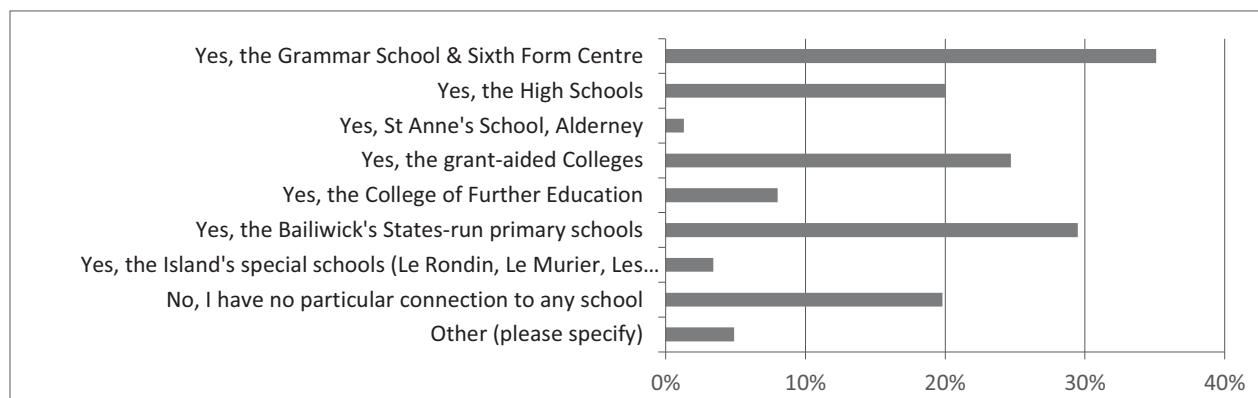
**Q16: What age bracket do you fall in to (please select from the drop down menu)**



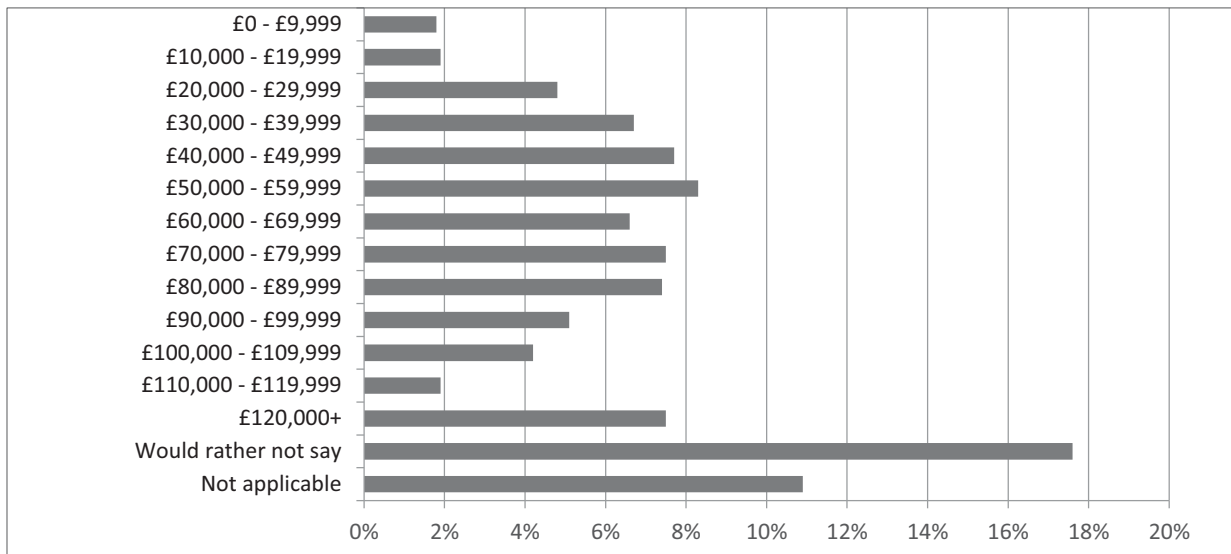
**Q17: In what capacity are you answering this questionnaire? You may tick more than one box**



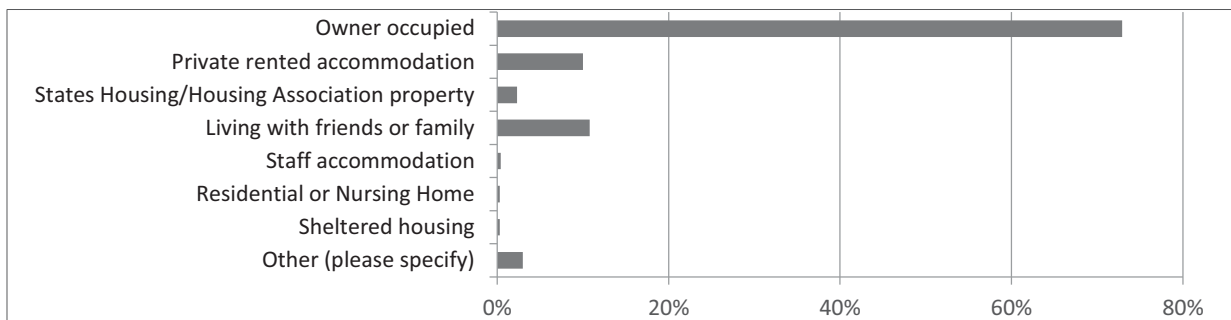
**Q18: Do you have a connection to any particular school? (e.g. as a pupil/student, parent/carers or grandparent of a child currently at school, as a member of staff etc) You may tick more than one box**



**Q19: What is your current combined annual household income. (If you live in multi-occupancy housing or with friends or relatives please only declare your own income)**



**Q20: What is your current housing situation?**



**General Comments**

1036 out of 3971 respondents to the online questionnaire chose to make further 'free text' comments at the end. Of these:

- 343 made comments in favour of retaining a selective education system
- Many of these comments highlighted satisfaction with the current system and a view that moving to all-ability systems had not been successful in the UK.
- 140 made comments in favour of moving to an all-ability education system with no selection
- These comments were mainly linked to the impact that not being selected has on learners; a feeling of unfairness in the system through coaching and other limitations of testing.
- 25 commented on the future structure of Post-16 education.
- 129 made comments in support of retaining College funding, although many said they would also like to see some form of means-testing.
- 69 comments were in favour of removing College funding
- 30 comments were about retaining four secondary phase schools.
- 10 comments were made in support of moving to a three school model.
- 2 comments were made in support of moving to a two school model.

448 comments were received on other matters including commenting on the questionnaire itself, asking why some personal information such as their housing status or income was relevant to the questionnaire. (*This was to enable the Department to ascertain whether responses were received from a broad cross section of the community*), asking why special schools were not addressed within the consultation or observing that they felt the questionnaire was biased and that the Education

Department had already made its mind up (interestingly accusations of bias ranged from ‘the Education Department wants to keep the status quo to the Education Department wants to remove selection). A significant number of respondents also commented on the importance of recruiting and retaining high quality teaching staff stating that they believed the current Housing Licence policy prevented this.

### Comparison of responses from different groups completing the public online survey.

The following charts summarise the views of different groups in response to key questions in the consultation.

The groups which have been extracted are:

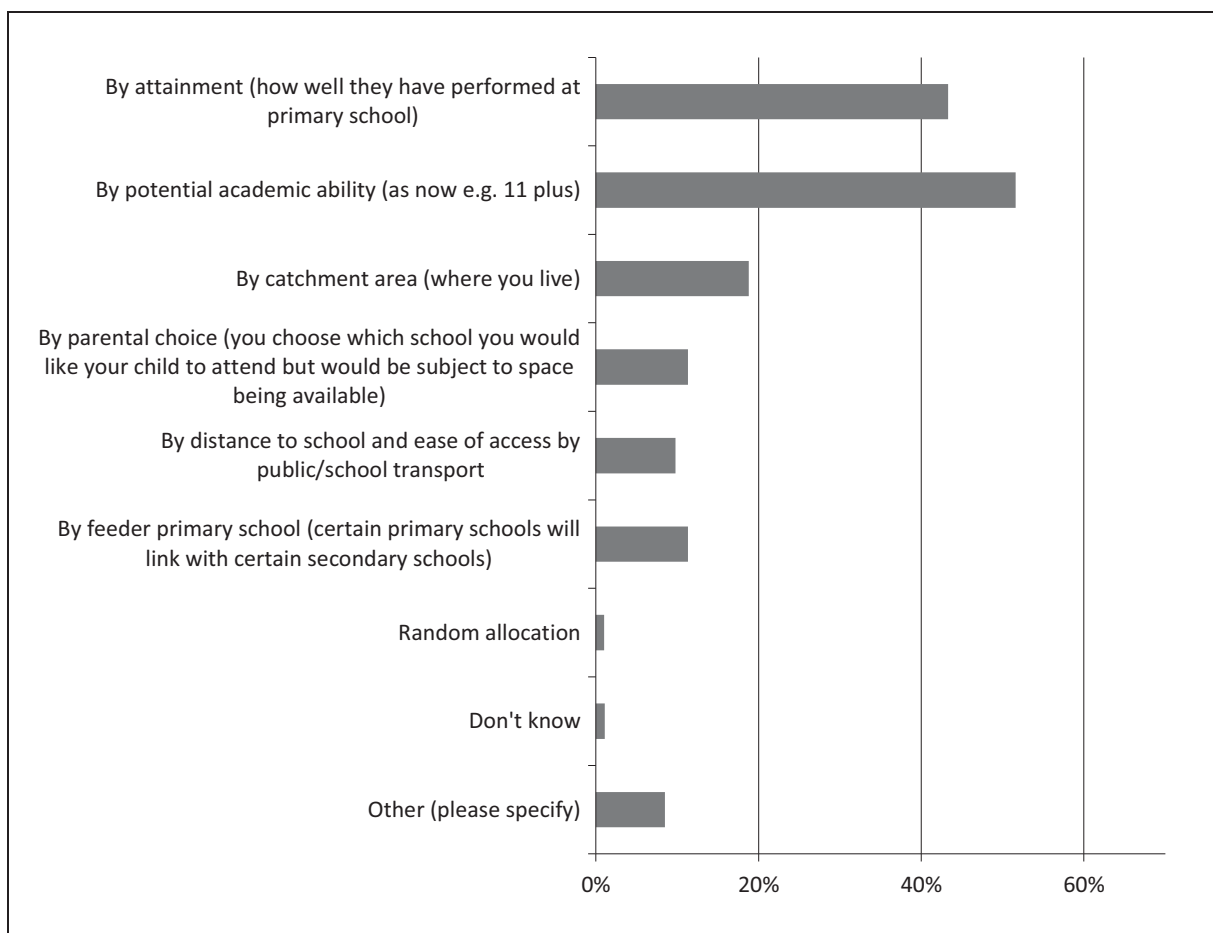
- |                        |  |
|------------------------|--|
| • All respondents      | Those who identified a link with           |
| • Parents Grandparents | • The Grammar School and Sixth Form Centre |
| • Teachers             | • The High Schools                         |
| • Students             | • The College of Further Education         |
|                        | • The grant-aided Colleges                 |

Respondents were able to make multiple selections for these questions and many identified a link with more than one option.

### Admission to secondary school including selection

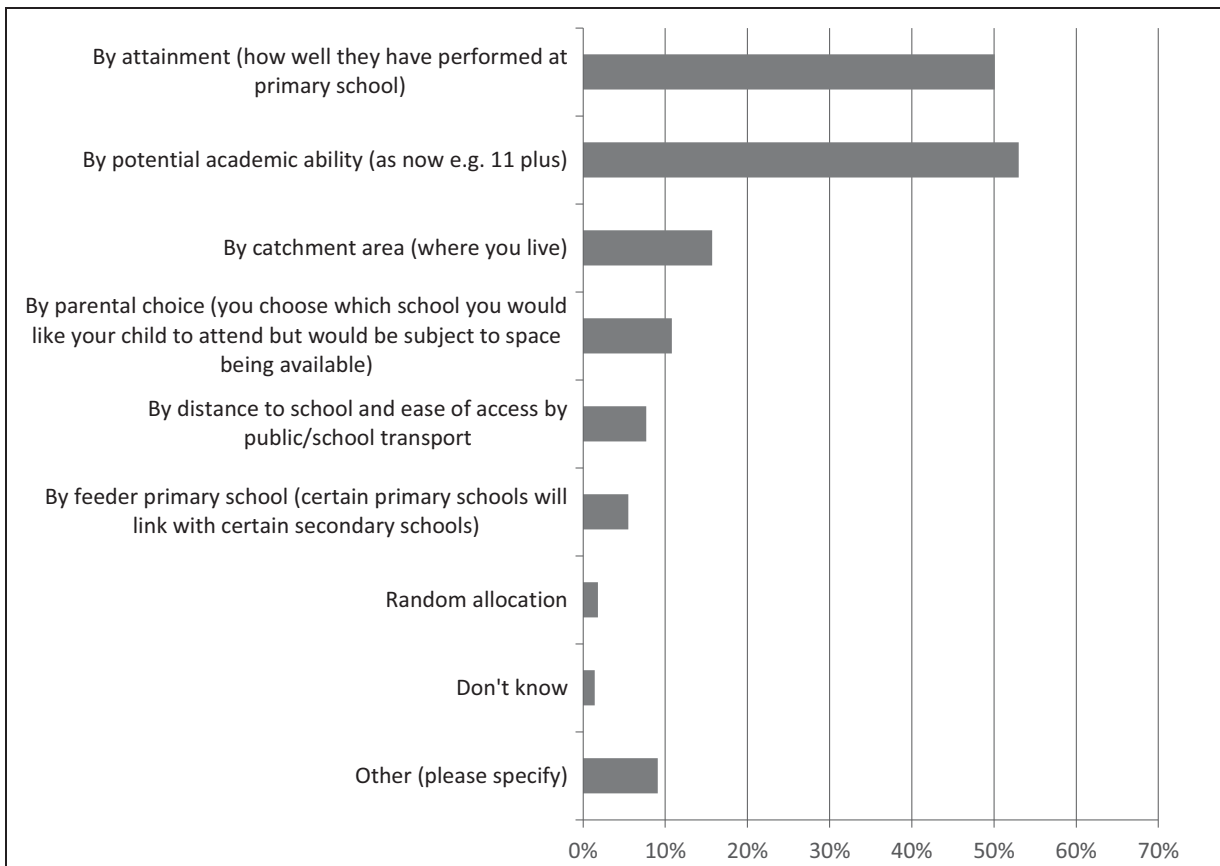
#### Q1. How should we decide which children go to which secondary schools in the future?

All

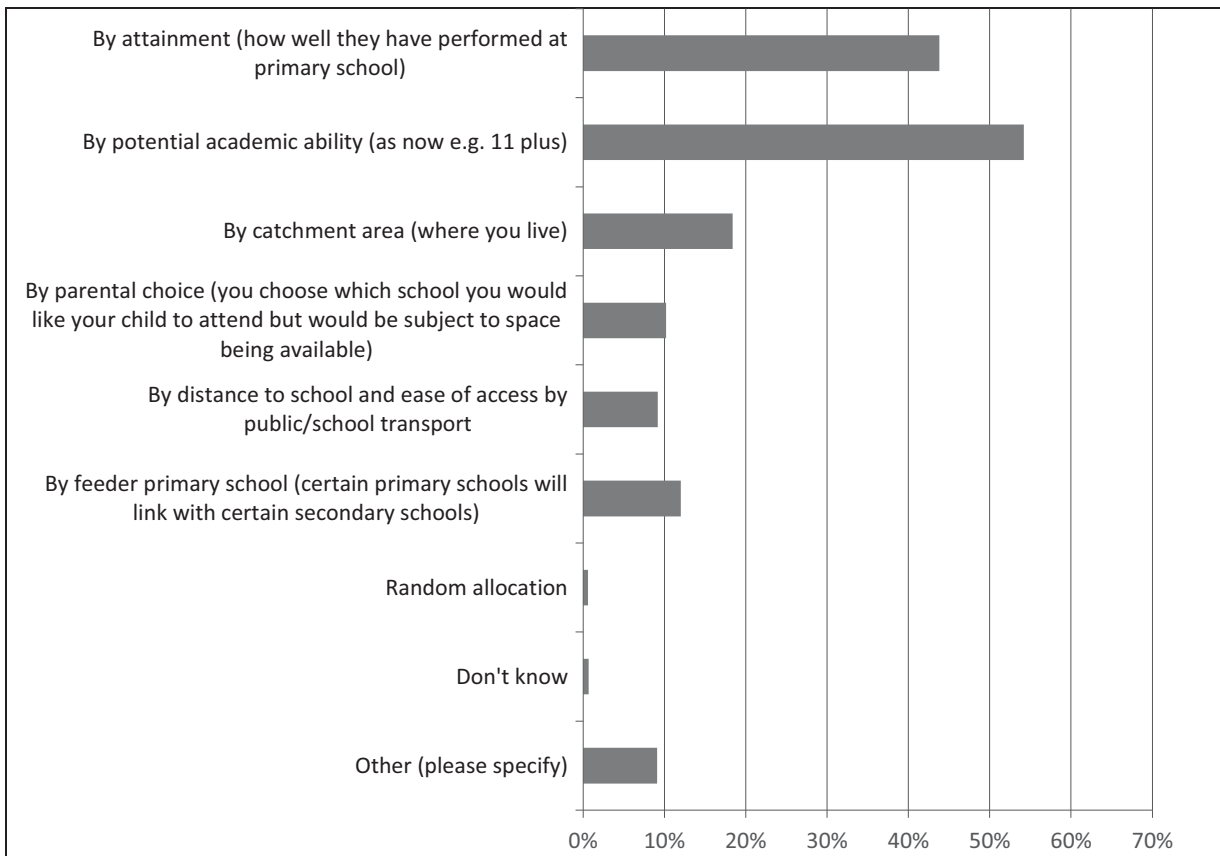


### Q1. How should we decide which children go to which secondary schools in the future?

#### Students

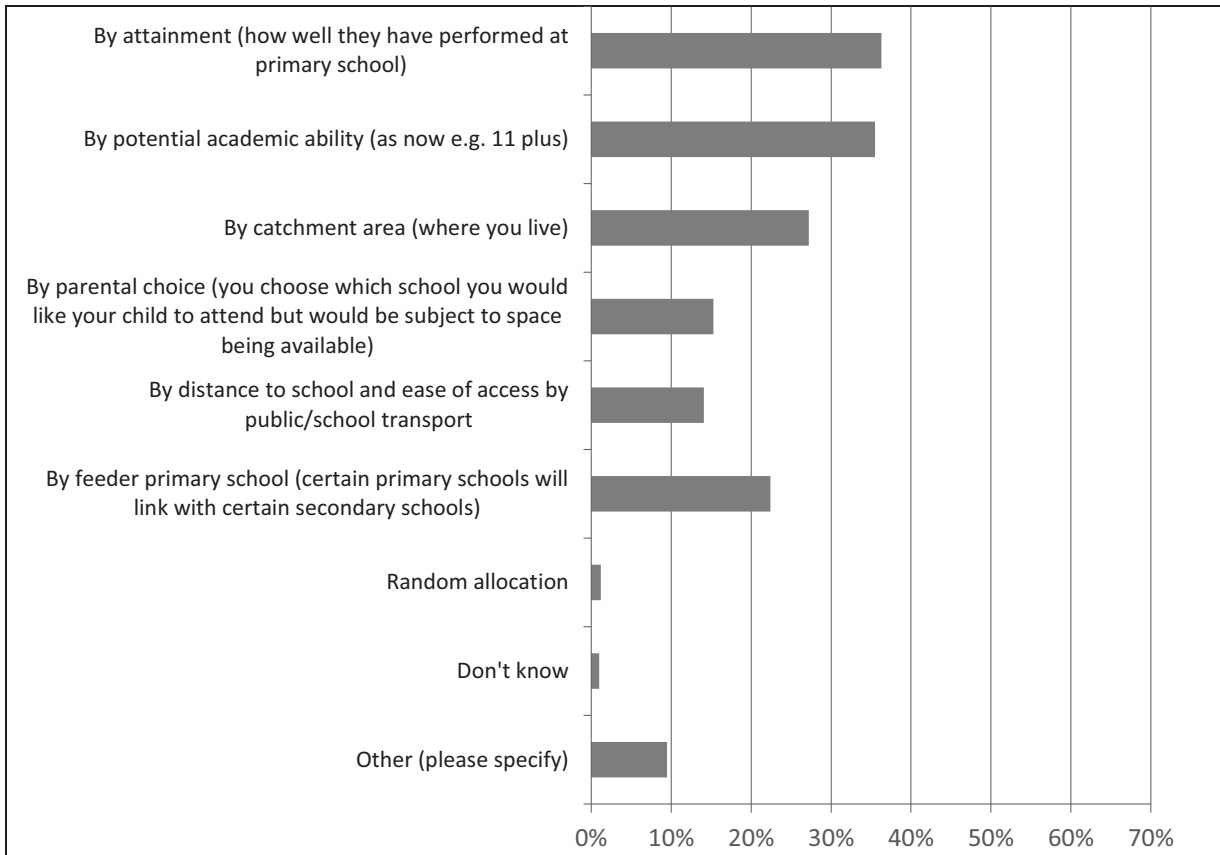


#### Parent/Grandparent

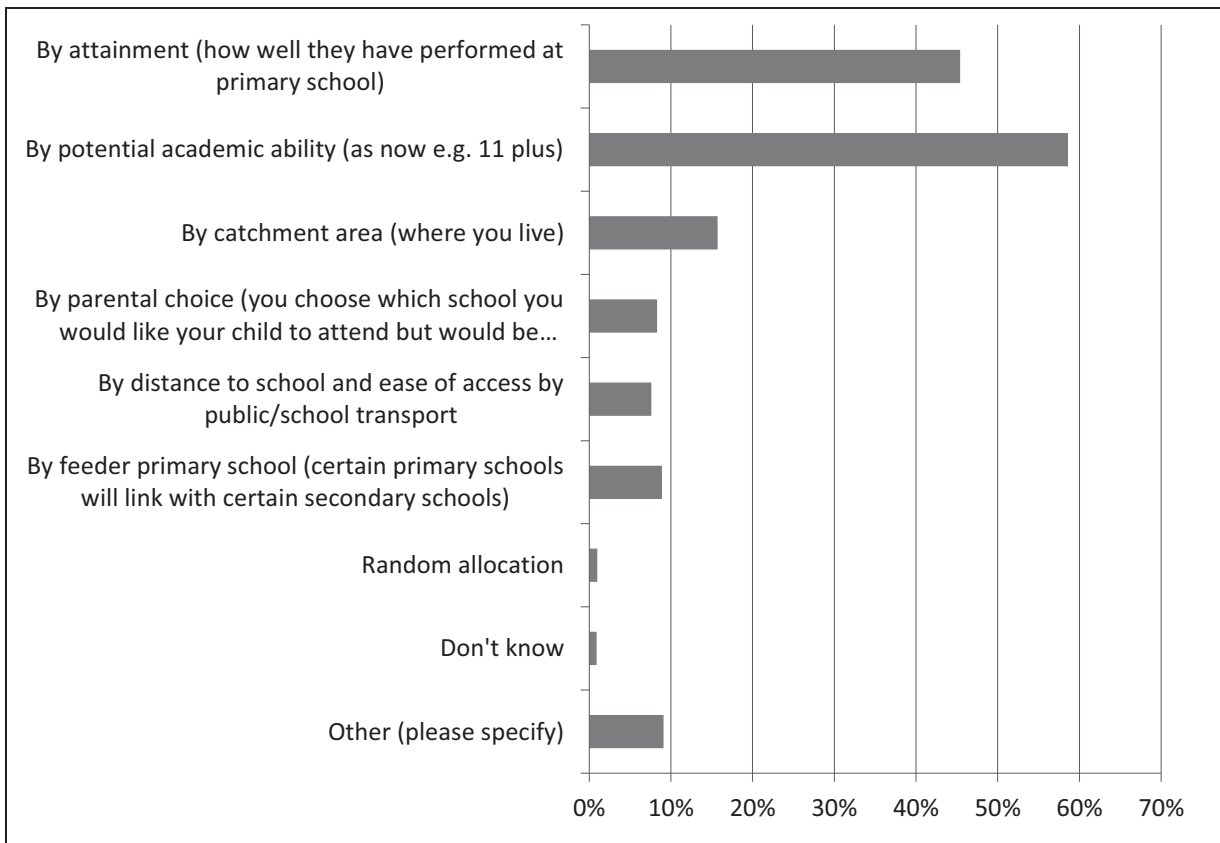


### Q1. How should we decide which children go to which secondary schools in the future?

#### Teachers

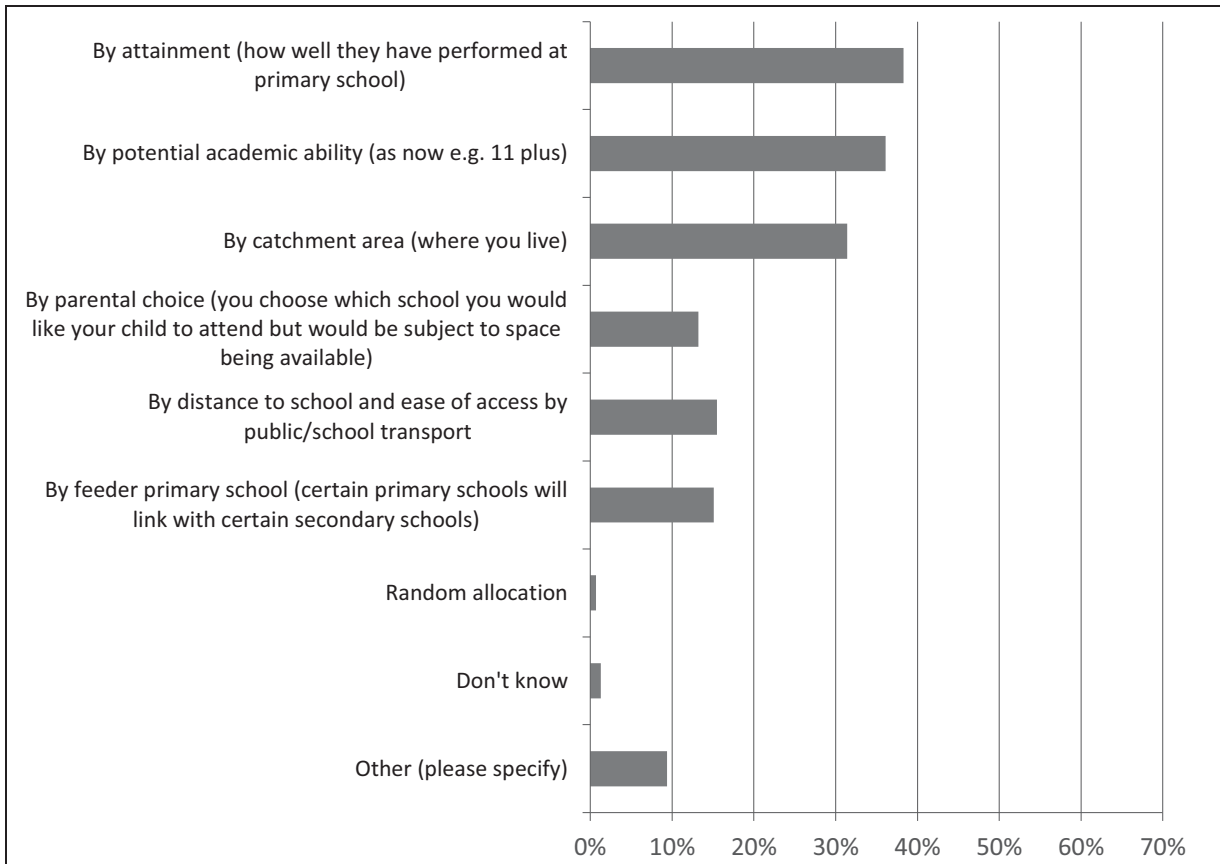


#### Grammar School

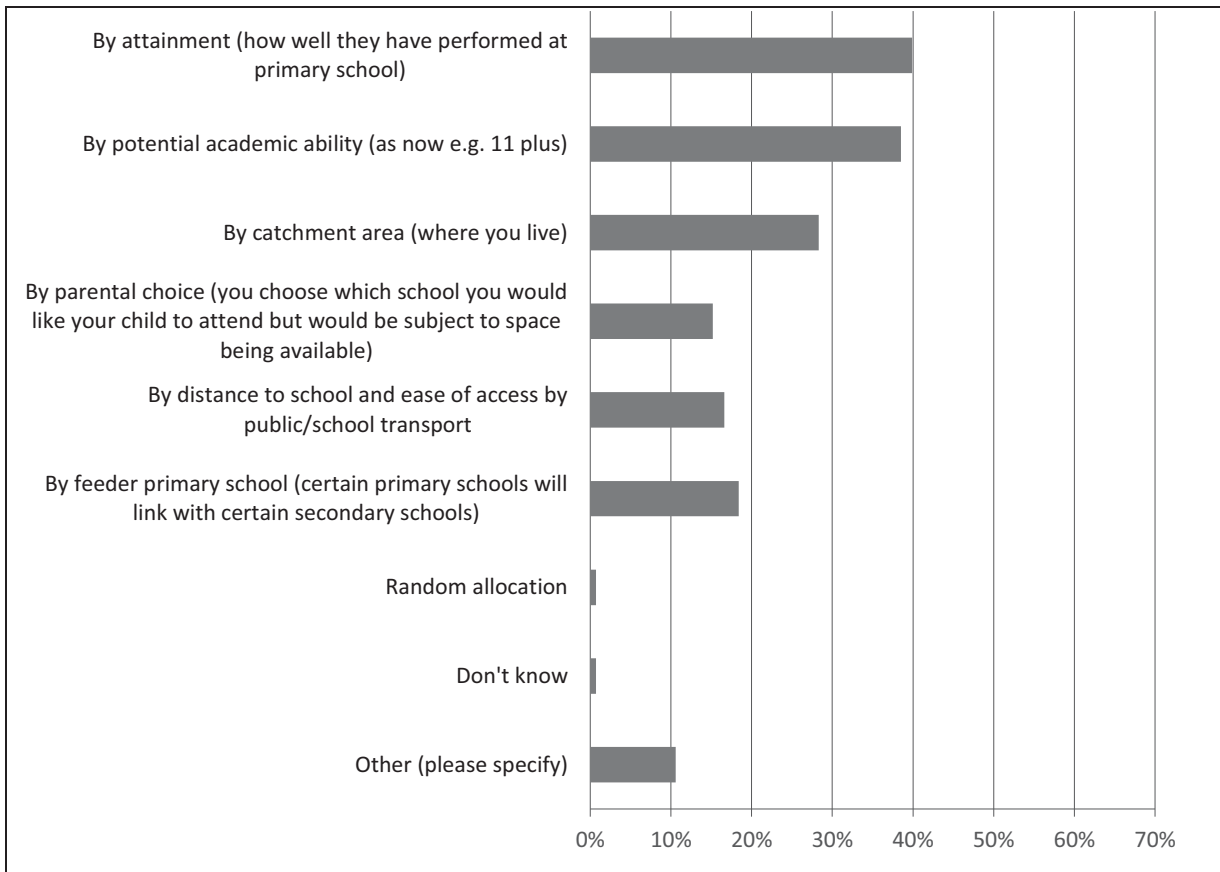


# Q1. How should we decide which children go to which secondary schools in the future?

## High Schools



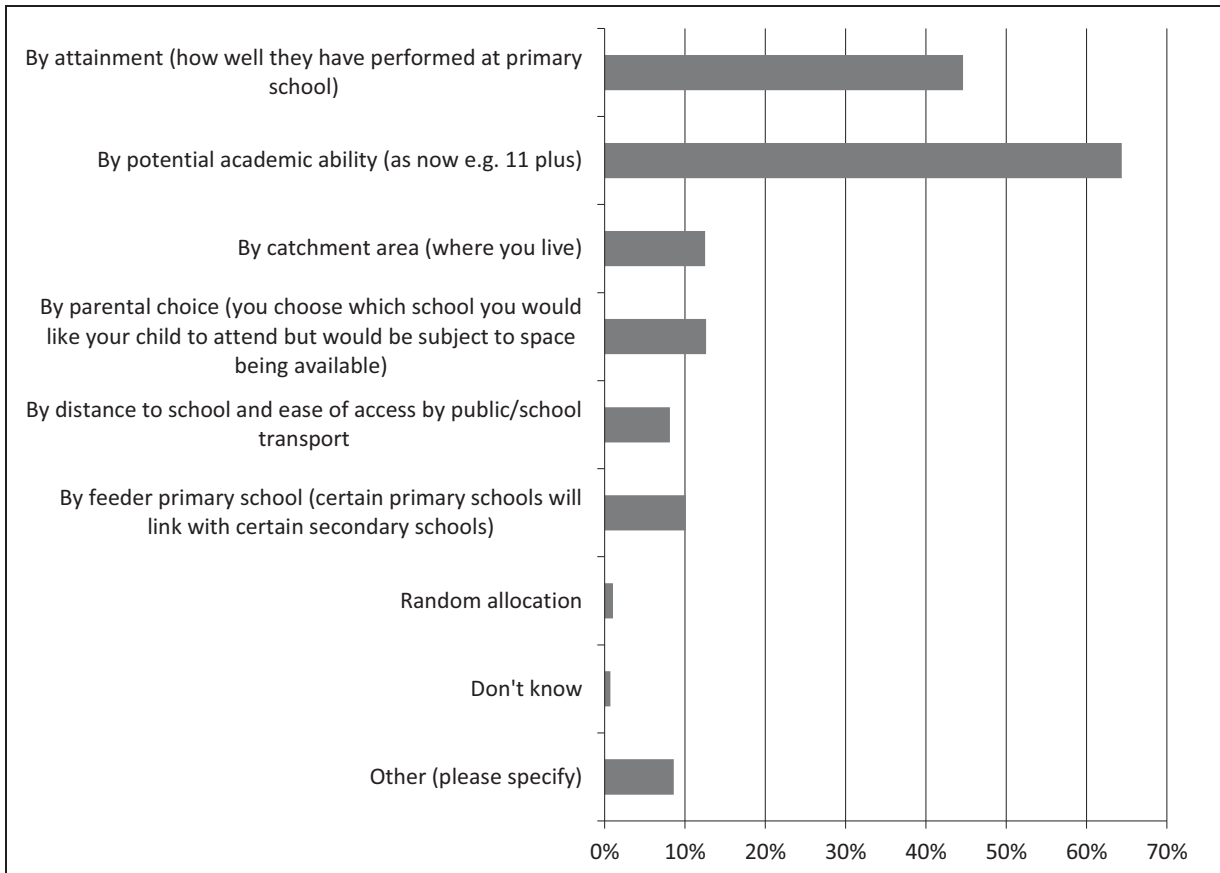
## College of Further Education





### Q1. How should we decide which children go to which secondary schools in the future?

#### Grant-Aided Colleges

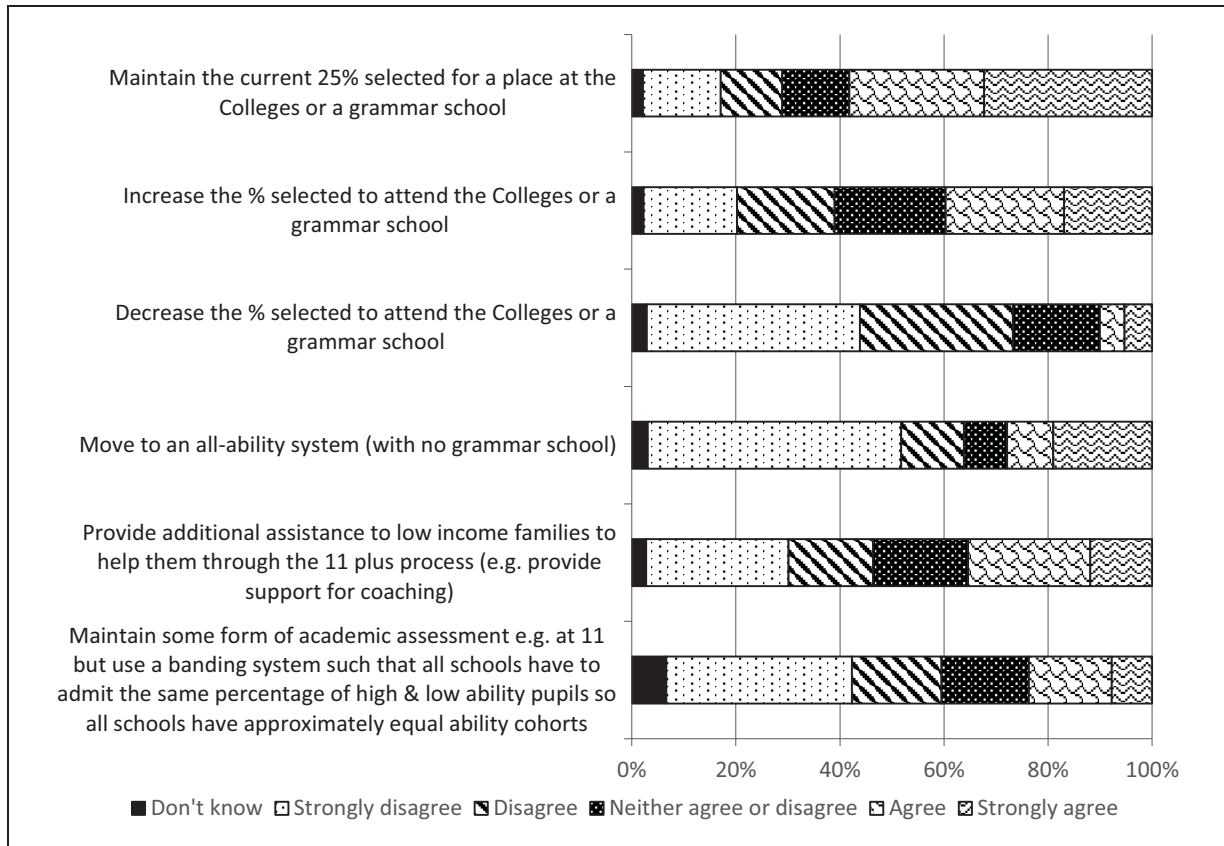


The response from the public consultation showed that:-

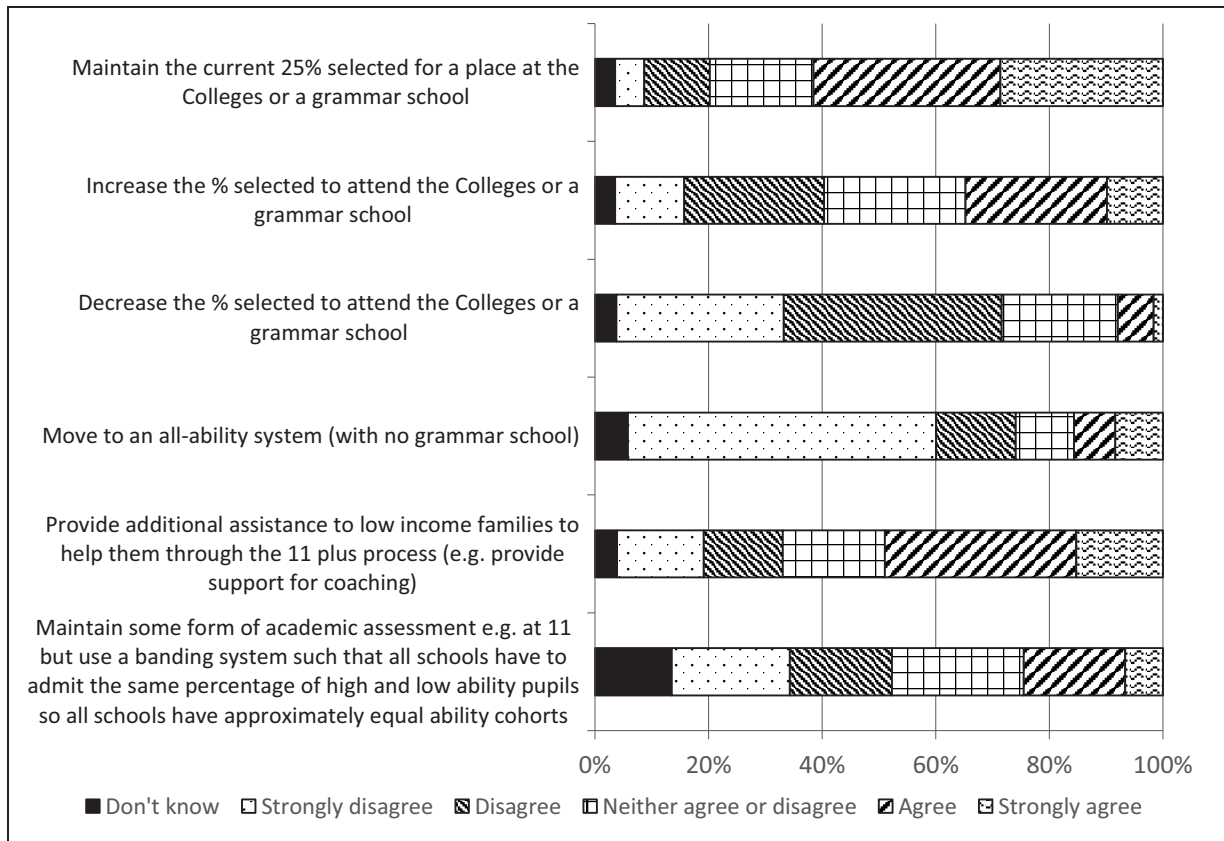
- 60.79% of all respondents were against an all-ability system with no Grammar School, whilst 27.89% of respondents were in favour of an all-ability system.
- 15.63% of students who responded to the consultation were in favour of an all-ability system, 68.31% were against.
- 18.62% of those affiliated with the grant-aided Colleges favoured an all-ability system and the response from those affiliated with the Grammar School and Sixth Form was similar. 73.31% of those associated with the grant-aided Colleges said they disagreed or disagreed strongly with an all-ability secondary education system (61.20% disagreed strongly).
- amongst teachers who answered the survey monkey questionnaire, 47.87% were in favour of moving to an all-ability system, whilst 42.34% disagreed.
- from those associated with the High Schools 44.6% agreed or strongly agreed with an all-ability system whereas 41.47% disagreed or disagreed strongly.
- those associated with the College of Further Education were also split with between 41% and 44% voting each way.

**Q5. Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things**

All

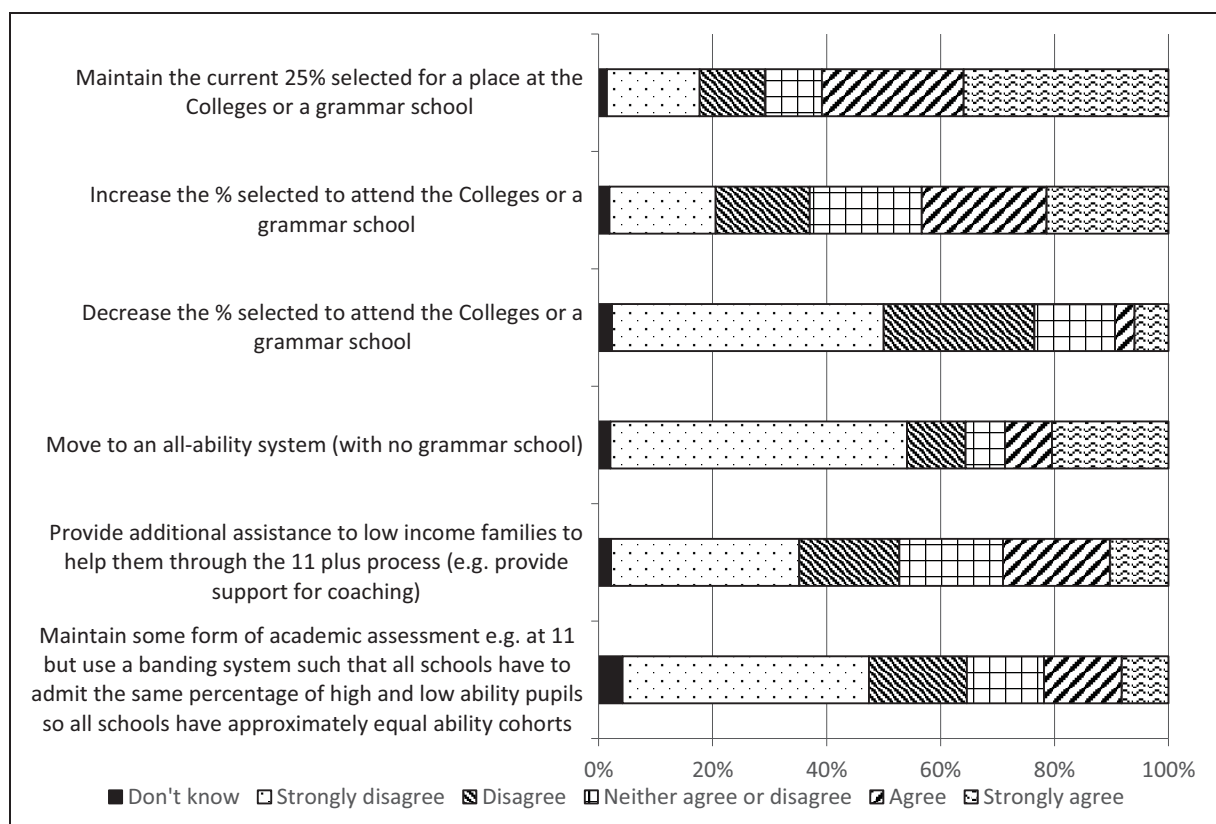


Students

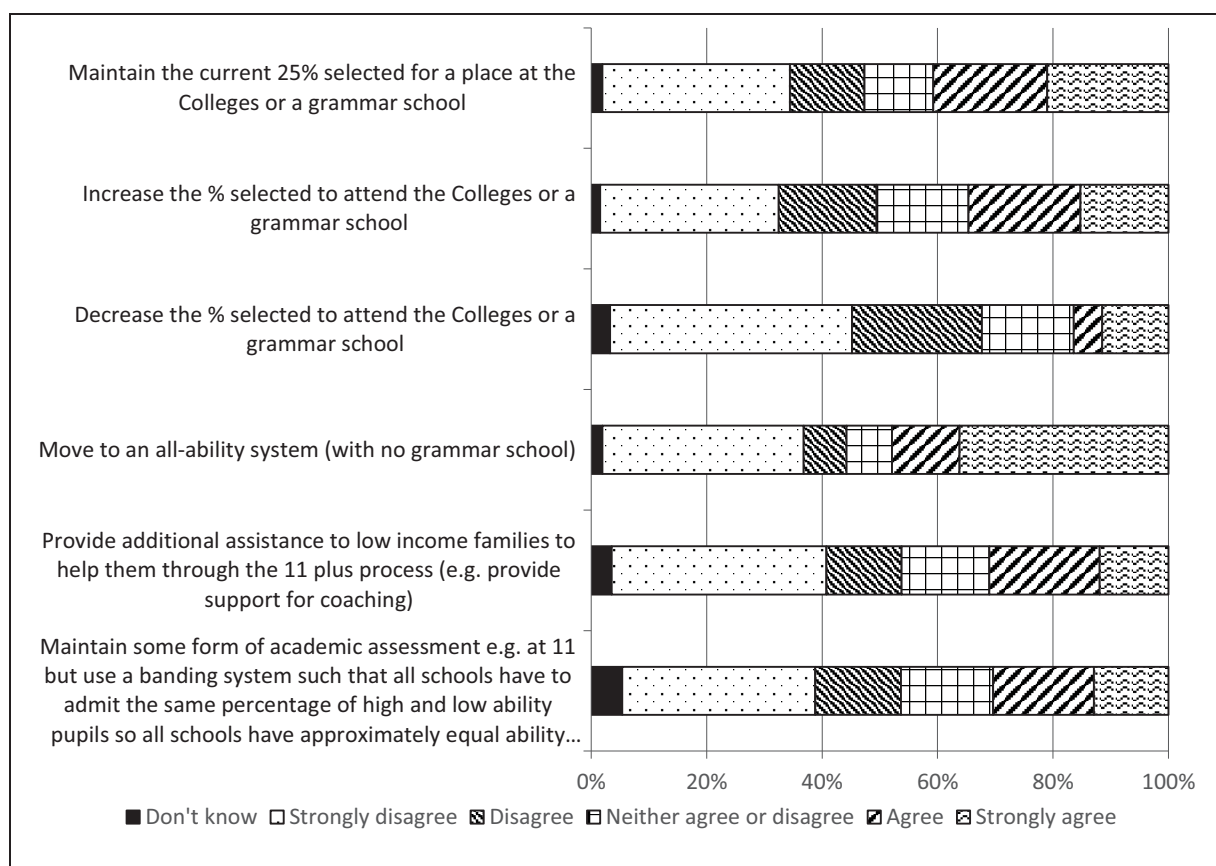


**Q5. Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things**

Parent/Grandparent

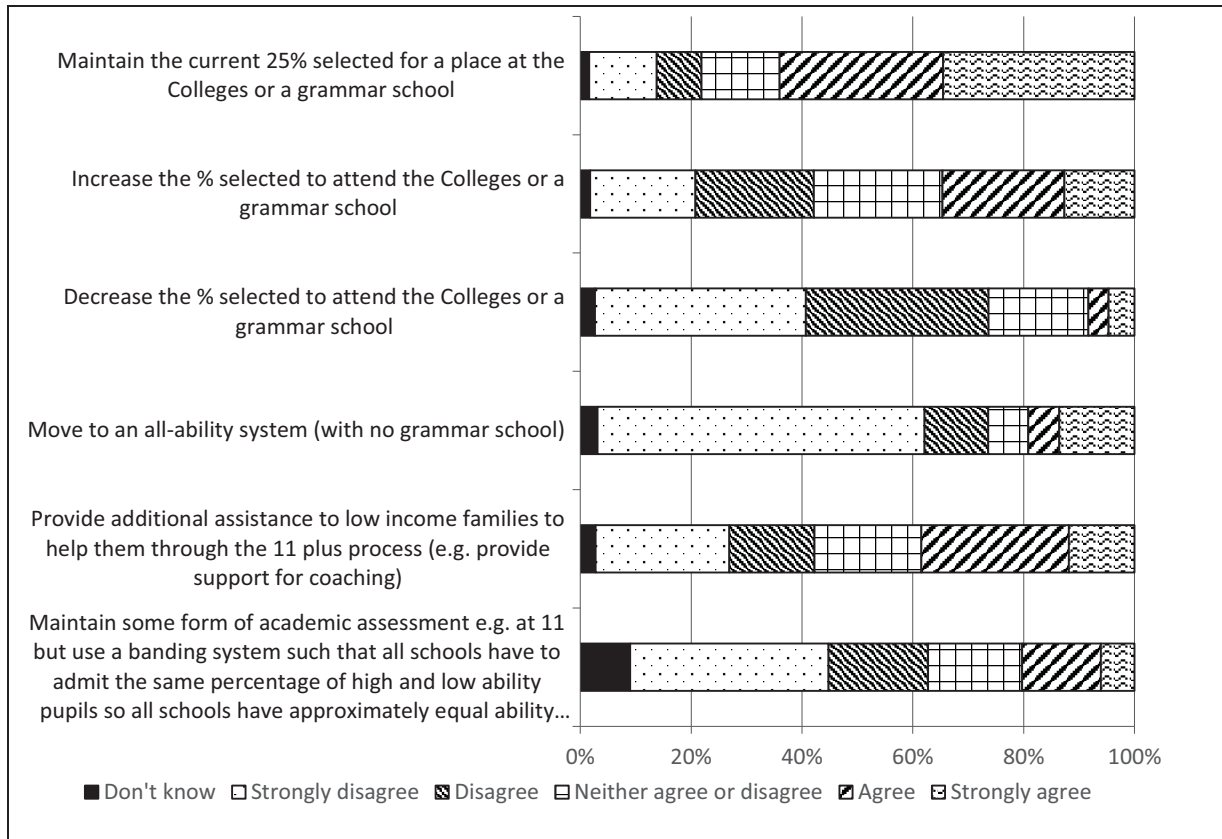


Teachers

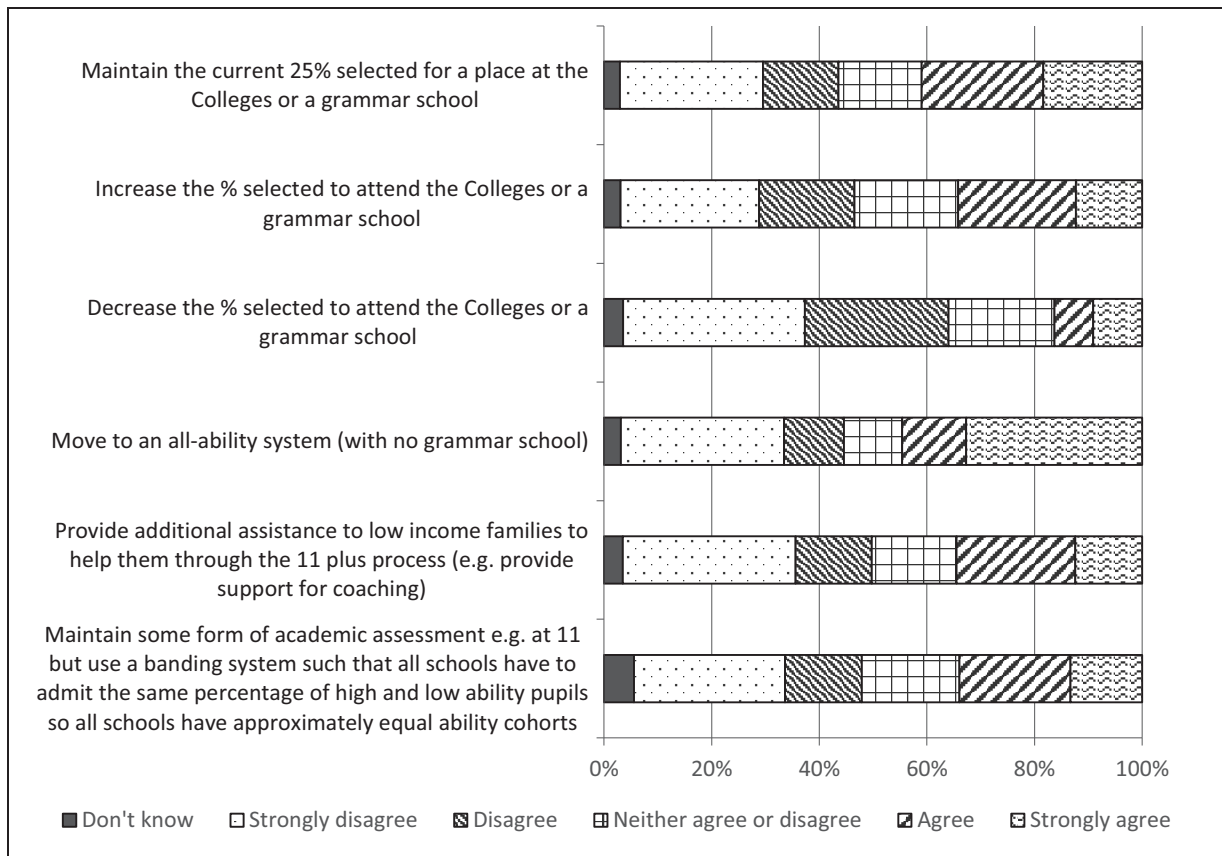


**Q5. Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things**

### Grammar School

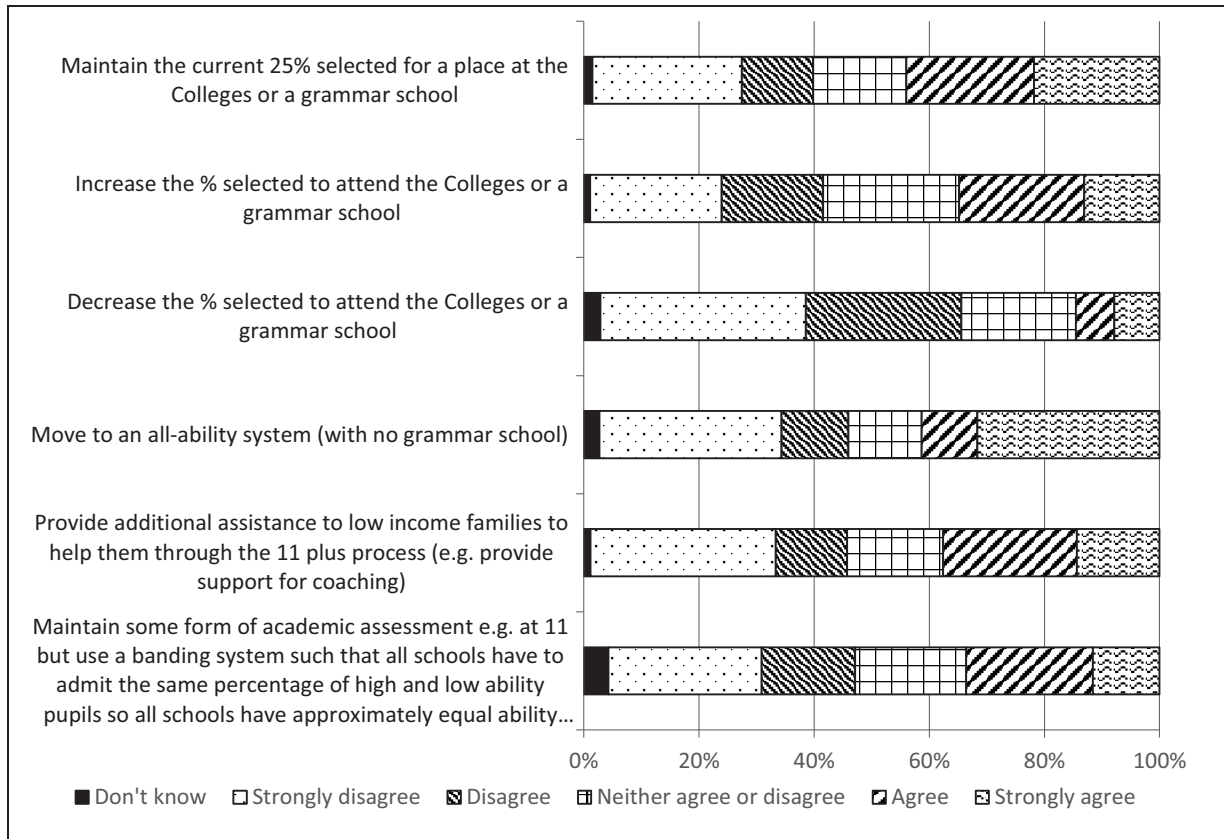


### High Schools

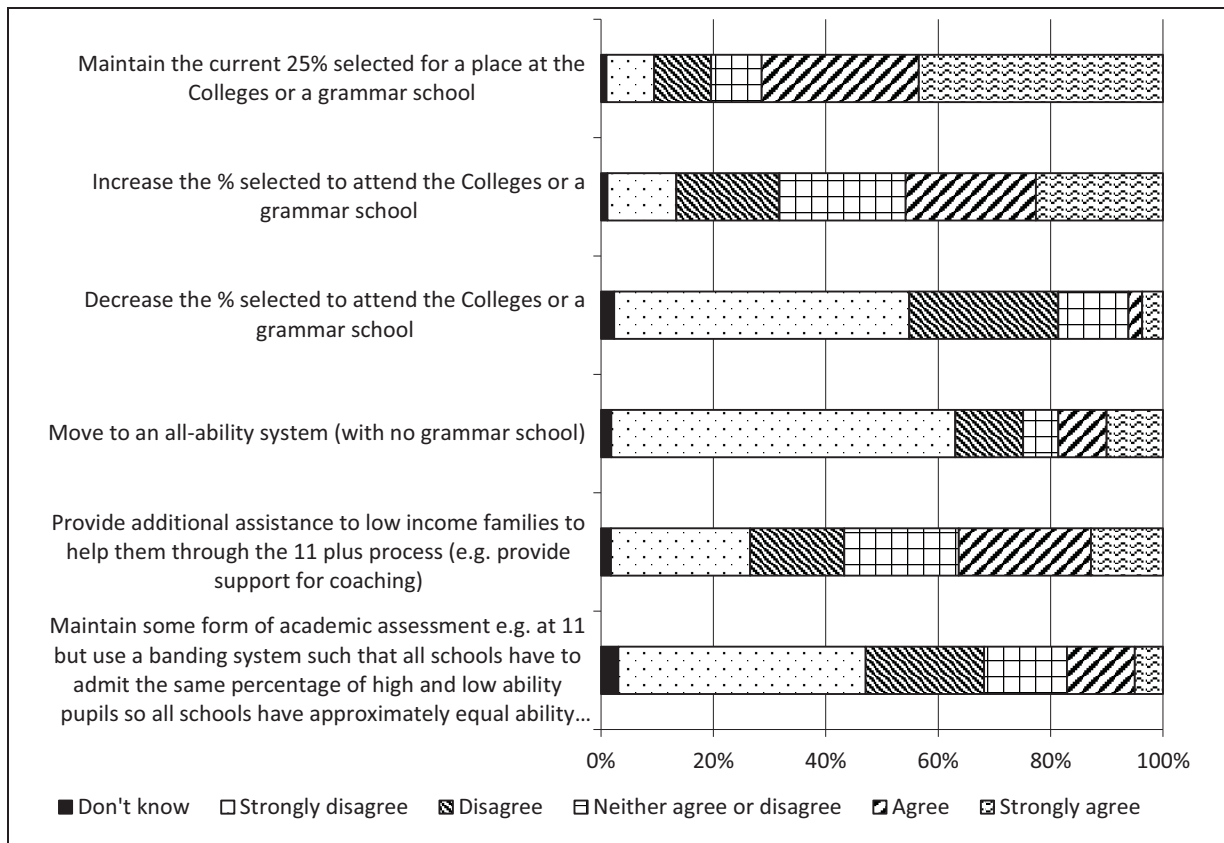


**Q5. Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things**

**College of Further Education**



**Grant-Aided Colleges**

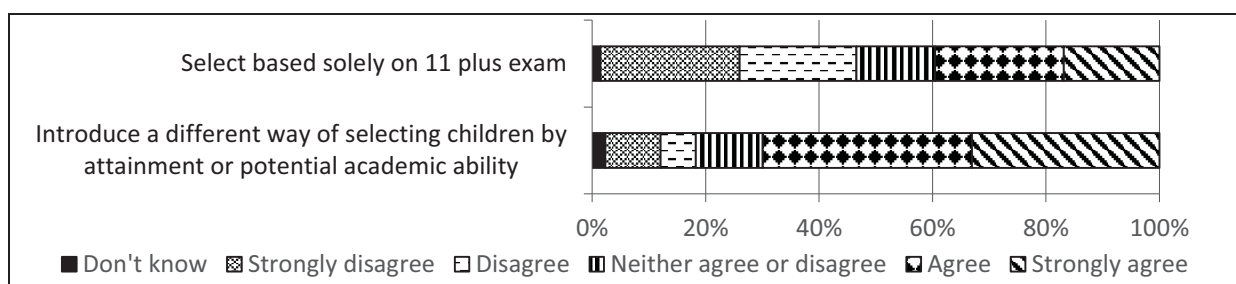


From all respondents, 39.5% agreed or strongly agreed that if selection was retained it should be based solely on the 11 plus. Of those who thought academic selection should be retained, 69.96% favoured introducing a different way of selecting children by attainment or potential academic ability.

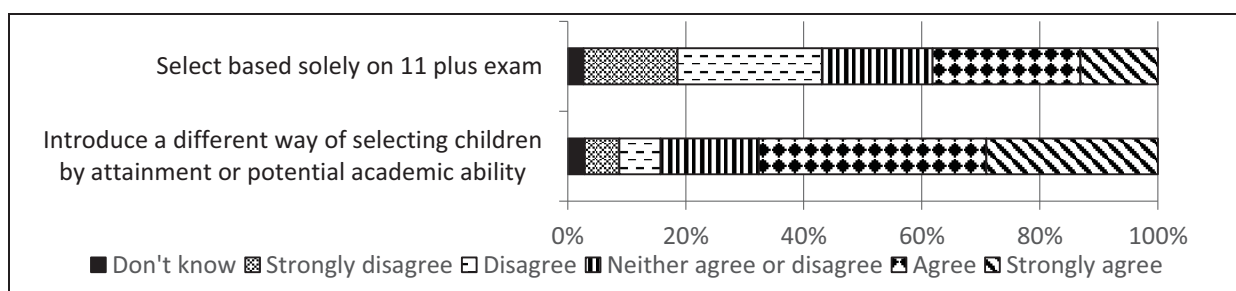
If any assessment/selection to secondary school were to continue, the most popular age was to continue this at age 11, although over a quarter of respondents to this question supported selection at 11 and a review at 14 and almost 30% of teachers through the online questionnaire supported this. Therefore, whilst responses wanted to keep selection, they did not want to keep the 11 plus tests in the current format.

**Q2. If some form of admission to secondary school by attainment or potential academic ability should be taken into consideration, should we...?**

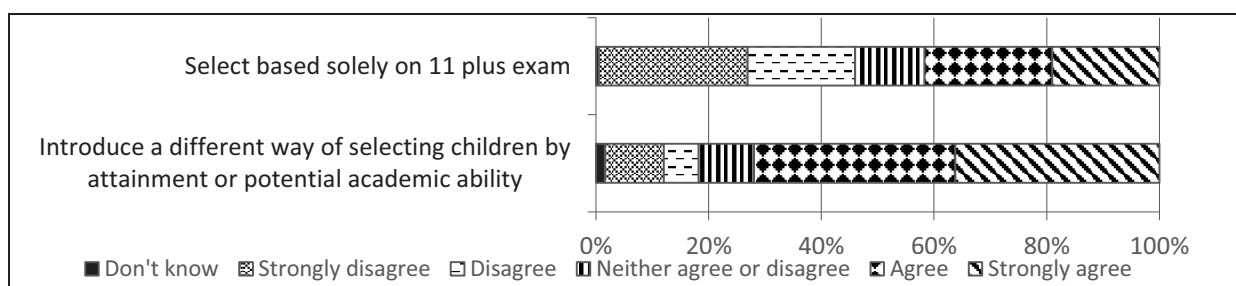
All



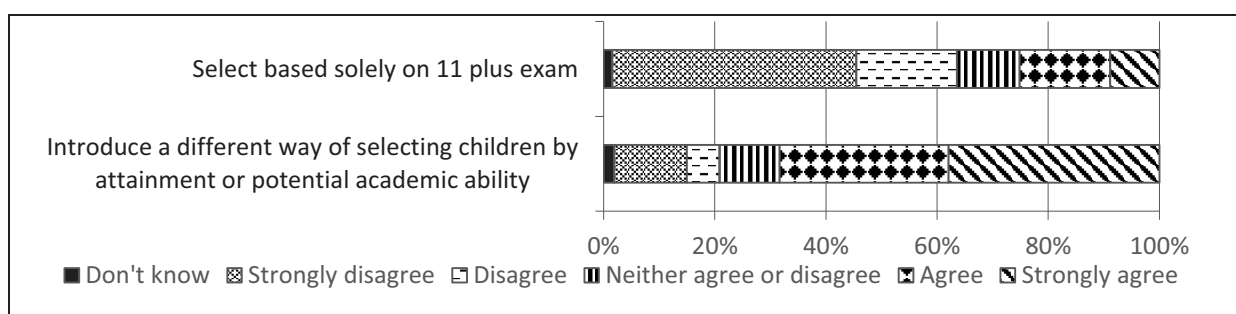
Students



Parent/Grandparent

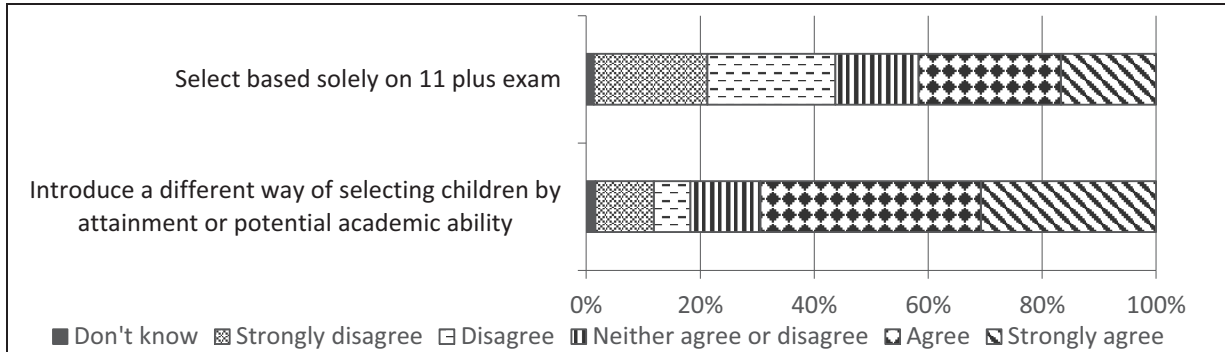


Teachers

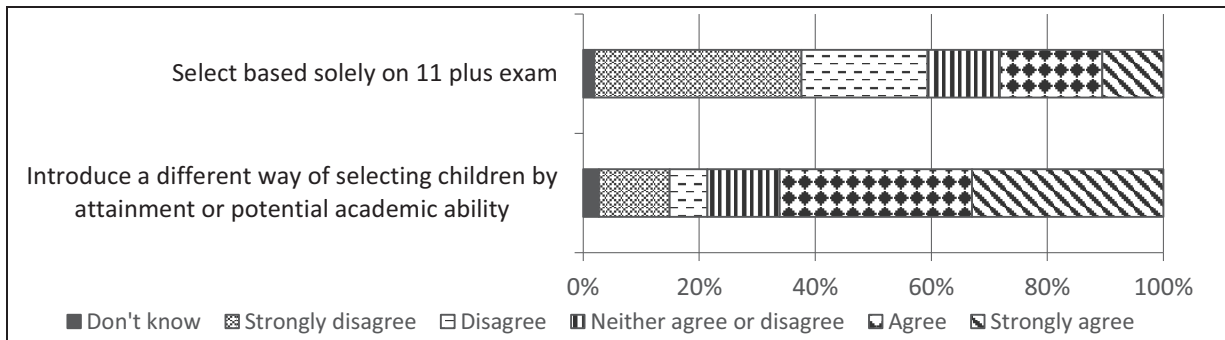


**Q2. If some form of admission to secondary school by attainment or potential academic ability should be taken into consideration, should we...?**

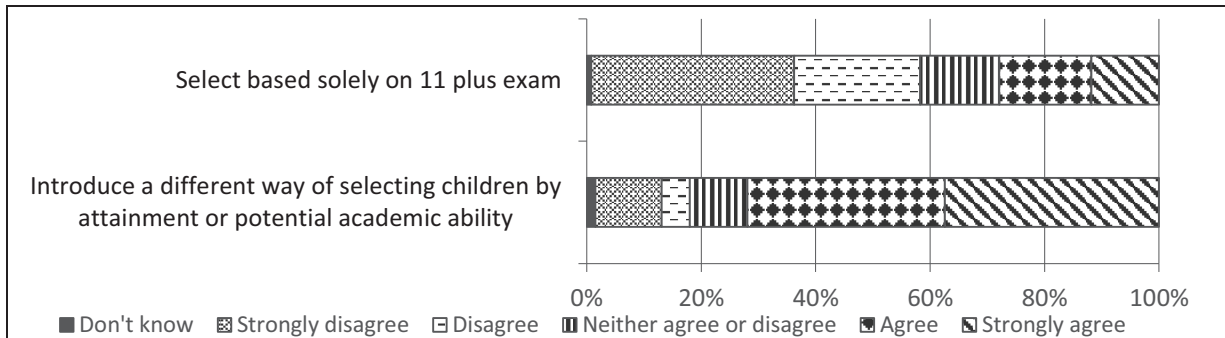
Grammar School



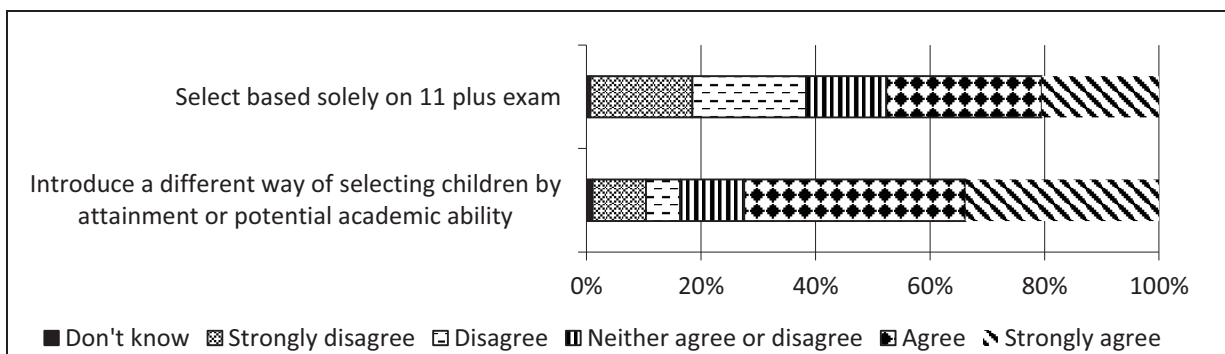
High Schools



College of Further Education



Grant-Aided Colleges

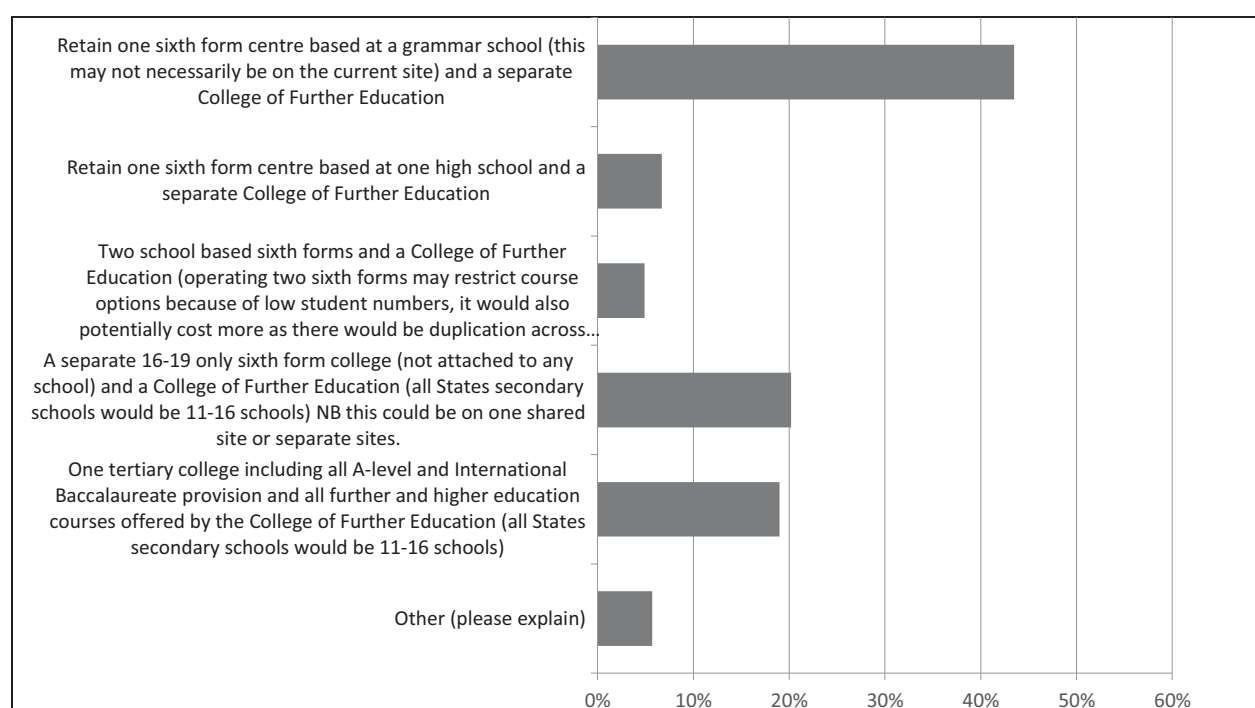


## Post-16

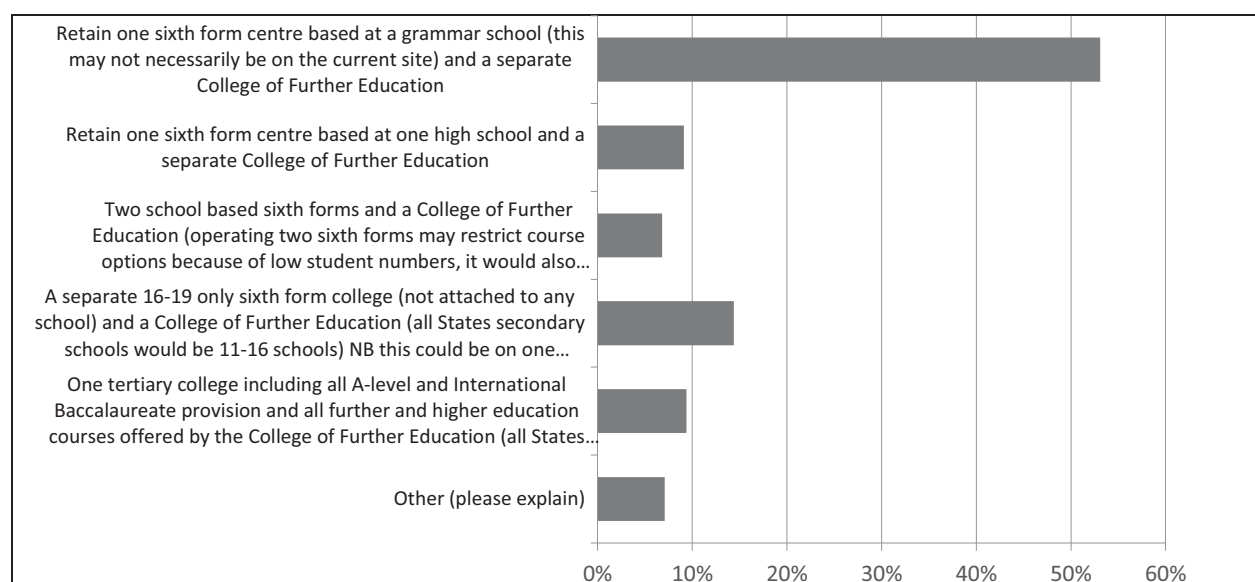
Retaining one sixth form centre based at one school and a College of Further Education was the most popular post-16 option in the public questionnaire, regardless of whether or not selection was retained, although this option was a clearer favourite in the event of academic selection at 11 being retained (43% of all respondents with selection and 36% without). Overall, and amongst students, parents and carers, a separate 16-19 sixth form college was the second most popular option. Teachers were more inclined to favour a tertiary post-16 institution, should selection at 11 be removed. College of Further Education students slightly favoured a tertiary institution.

**Q6 If some form of selection by academic attainment or potential ability and a grammar school are retained, which of the following options would you prefer for States provided post-16 education? This question is about how education provision should be delivered overall for all post-16 learners and not which site(s) should be used. Please select one option only.**

All



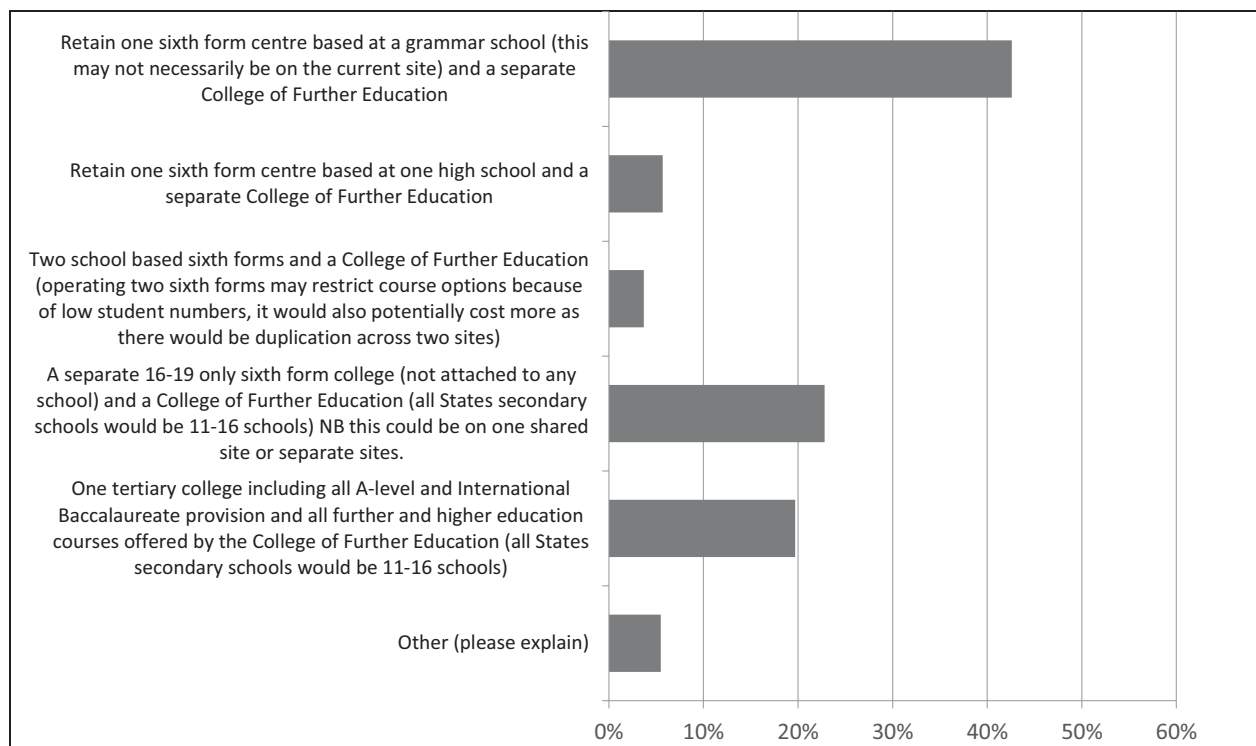
Students



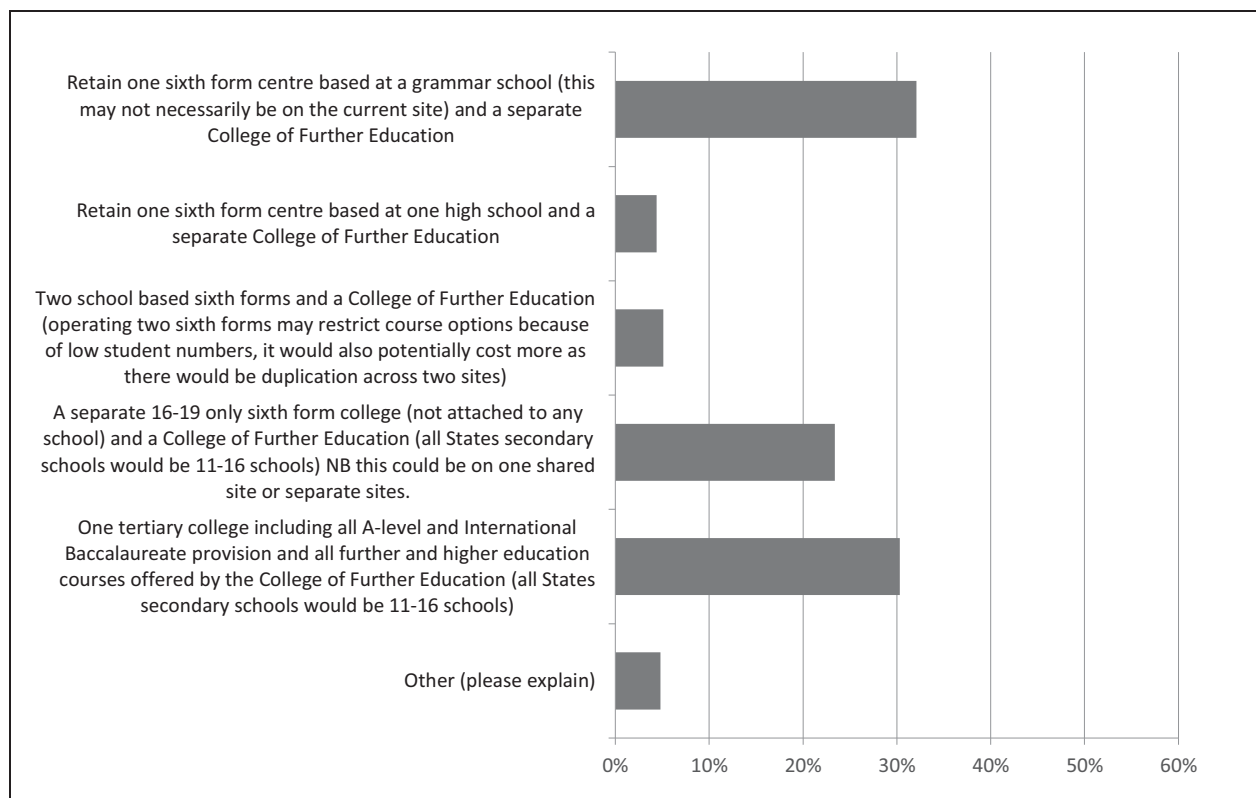


**Q6 If some form of selection by academic attainment or potential ability and a grammar school are retained, which of the following options would you prefer for States provided post-16 education? This question is about how education provision should be delivered overall for all post-16 learners and not which site(s) should be used. Please select one option only.**

Parent/Grandparent

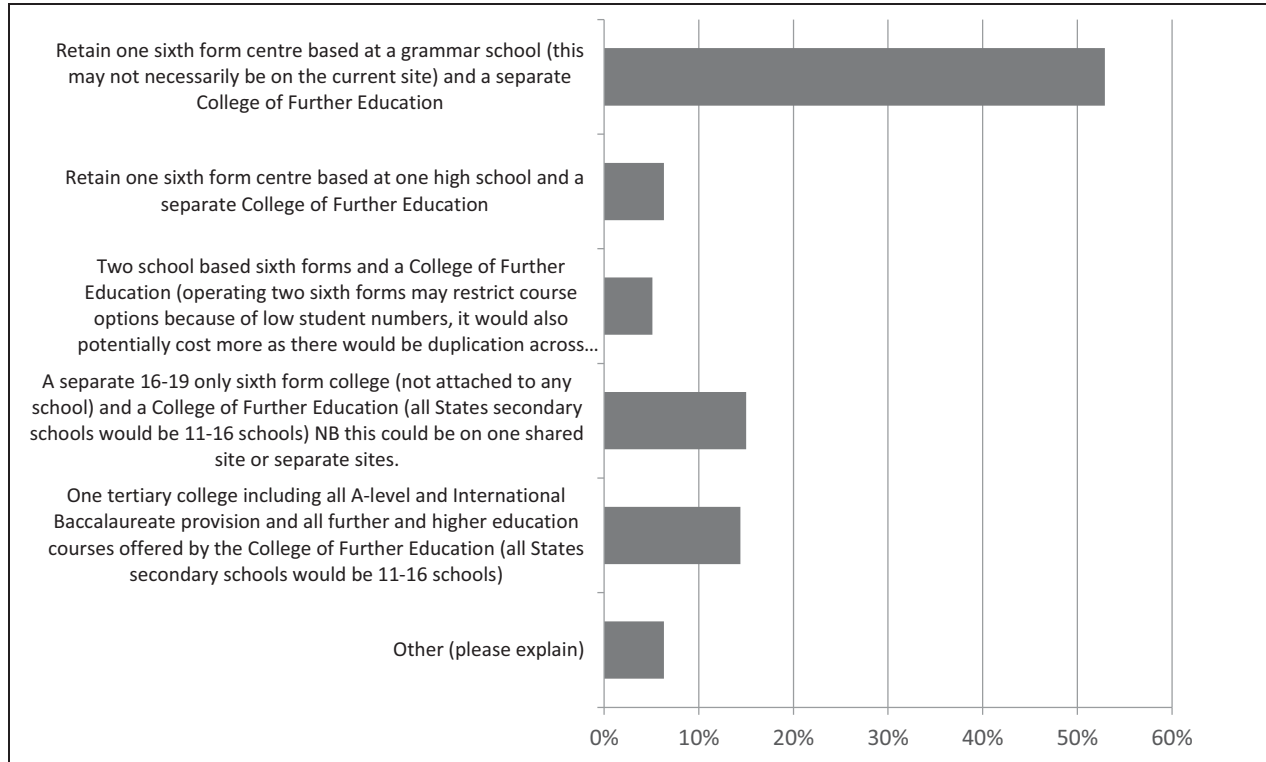


Teachers

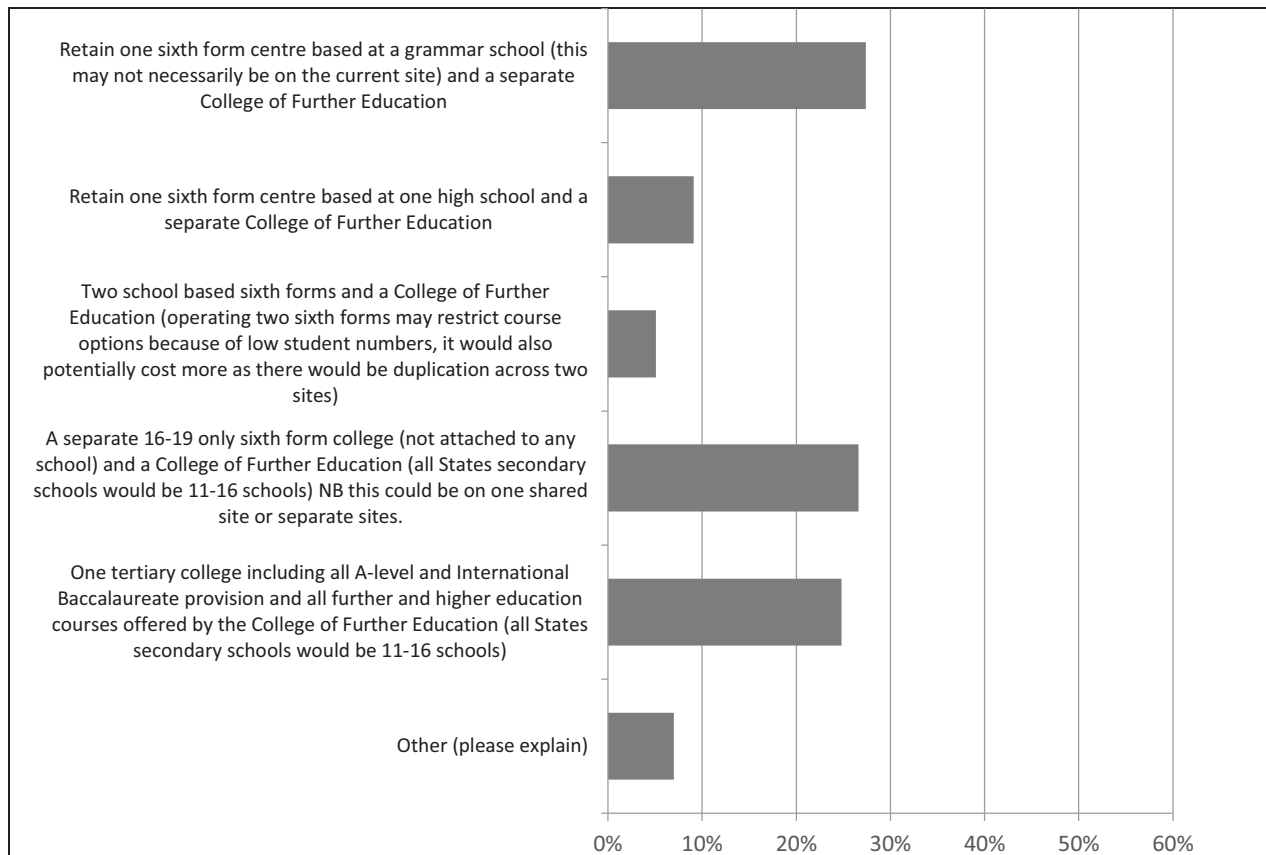


**Q6 If some form of selection by academic attainment or potential ability and a grammar school are retained, which of the following options would you prefer for States provided post-16 education? This question is about how education provision should be delivered overall for all post-16 learners and not which site(s) should be used. Please select one option only.**

#### Grammar School

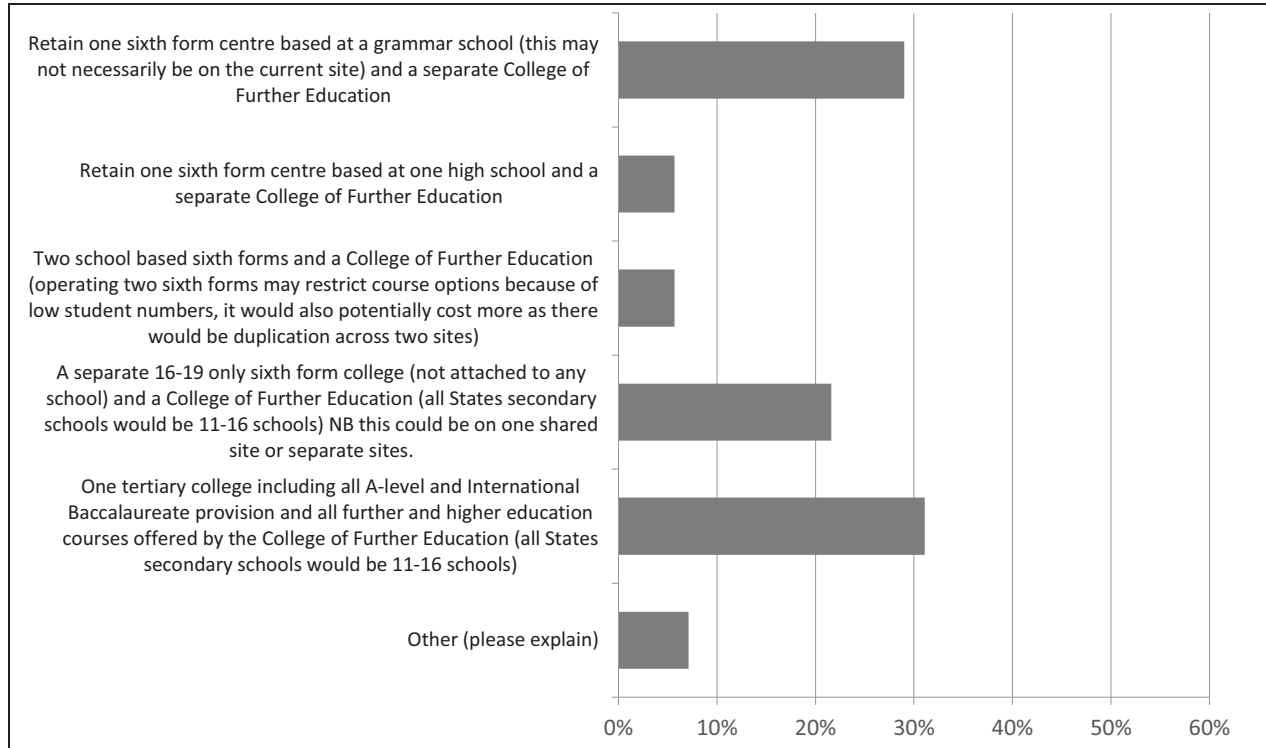


#### High Schools

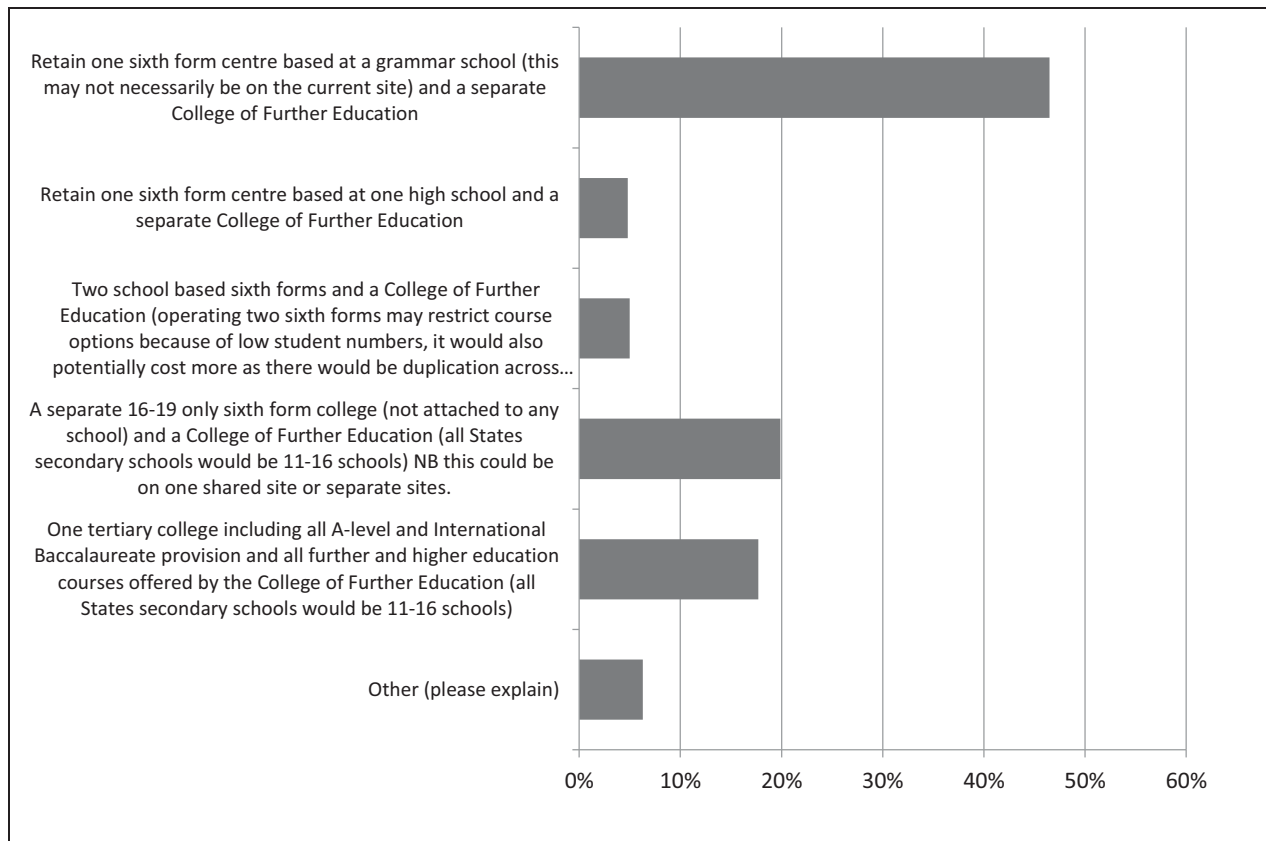


**Q6 If some form of selection by academic attainment or potential ability and a grammar school are retained, which of the following options would you prefer for States provided post-16 education? This question is about how education provision should be delivered overall for all post-16 learners and not which site(s) should be used. Please select one option only.**

#### College of Further Education

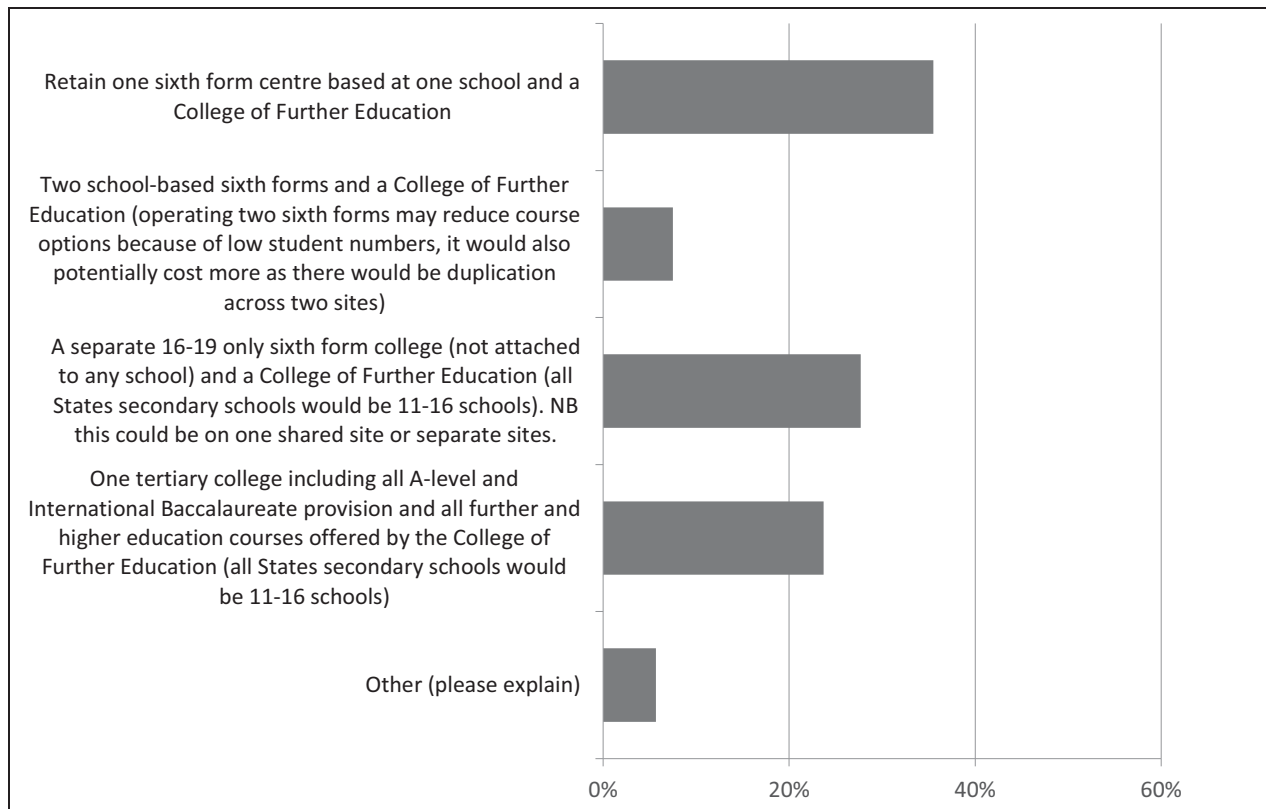


#### Grant-Aided Colleges

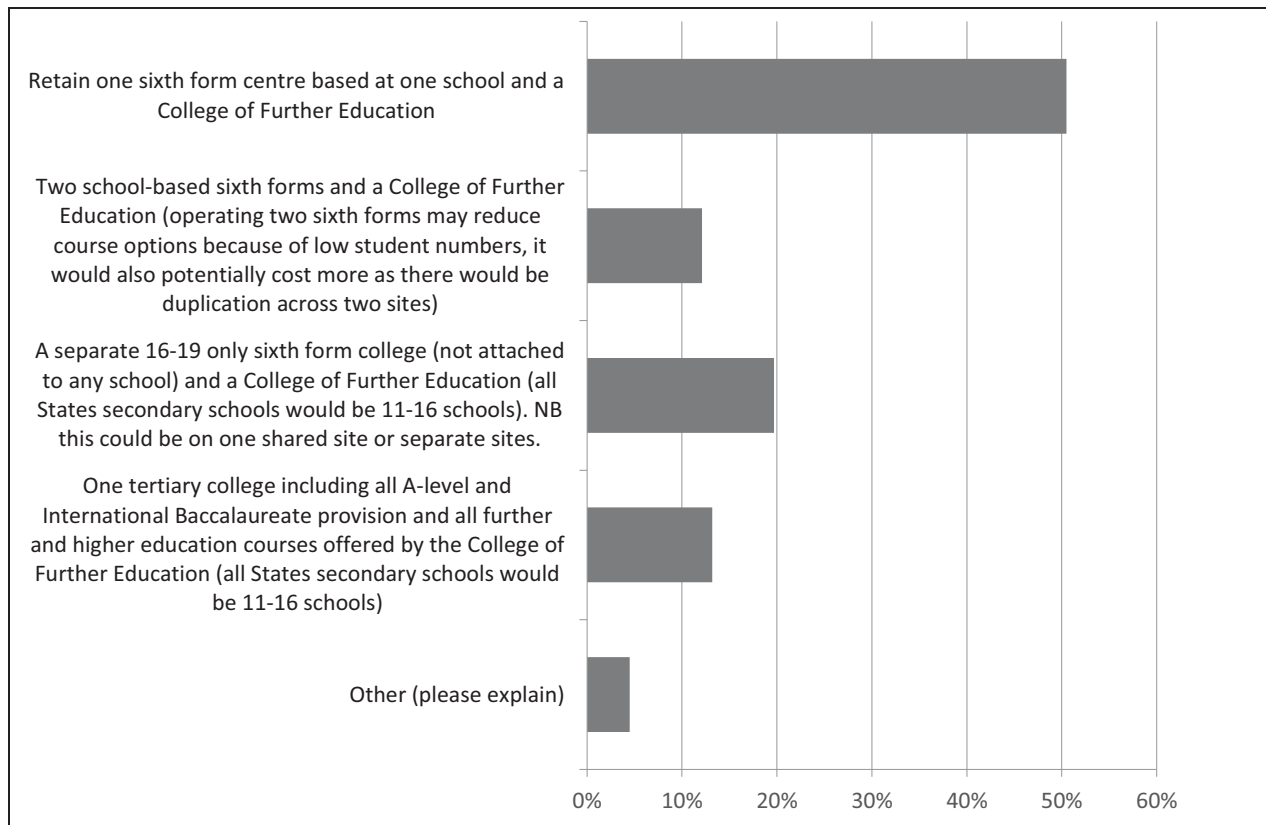


**Q7. If a system with no selection by attainment or potential ability is adopted, which of the following options would you prefer for States provided 16-19 education? This question is about how education provision should be delivered and not which site(s) should be used. Please select one option only.**

All

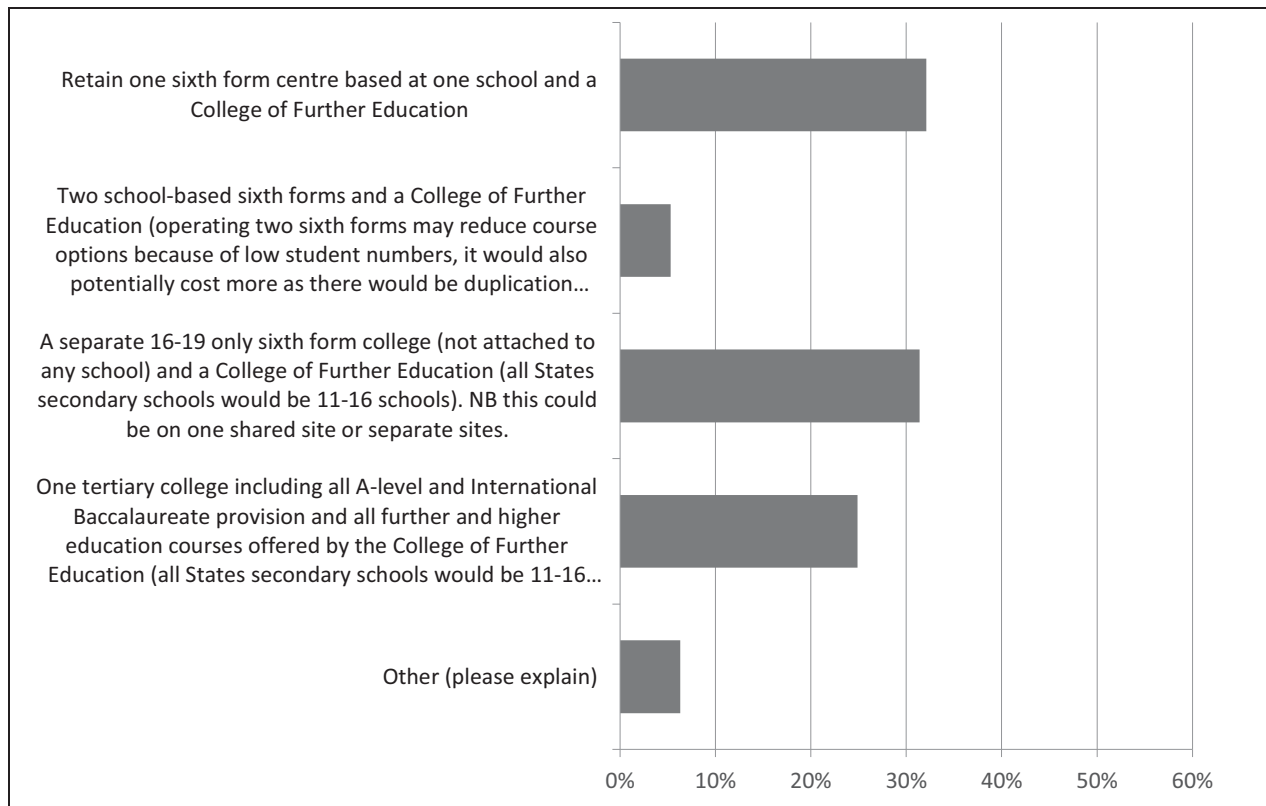


Students

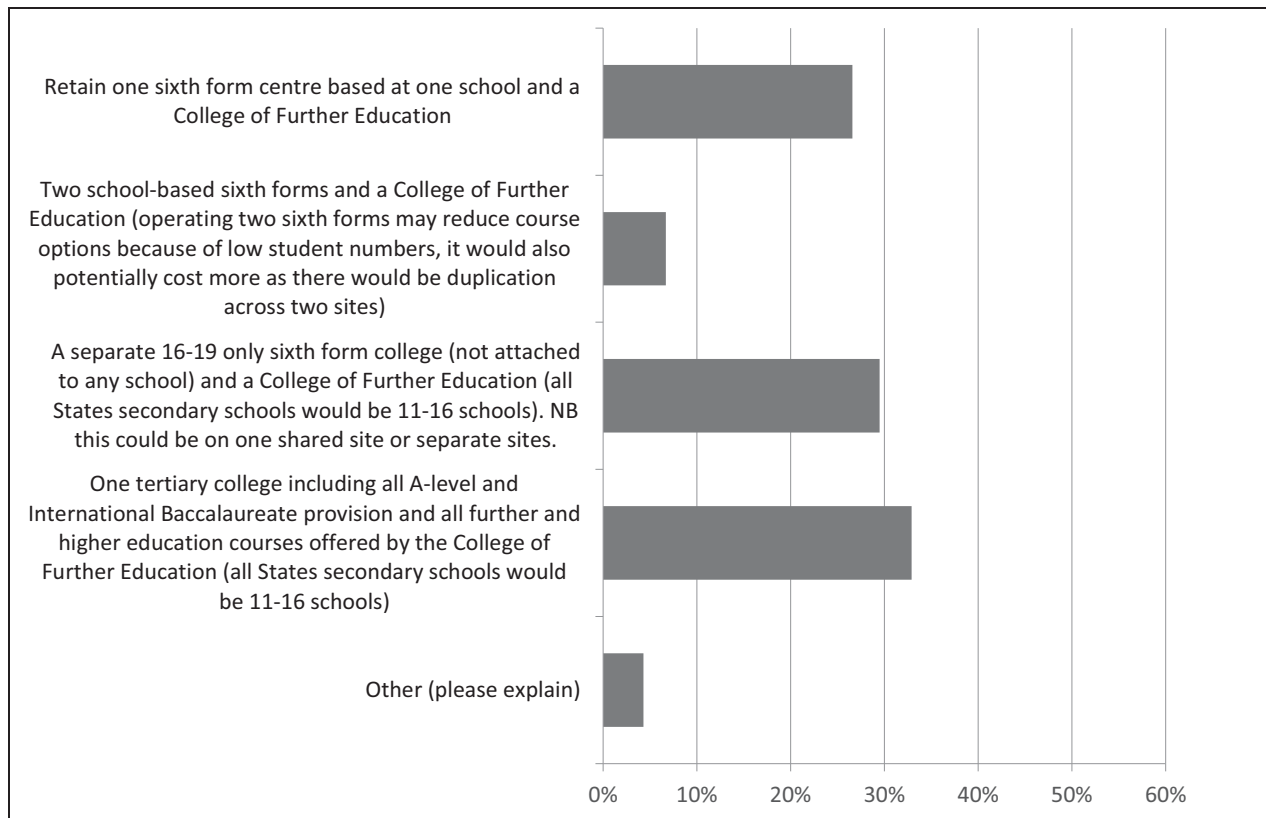


**Q7. If a system with no selection by attainment or potential ability is adopted, which of the following options would you prefer for States provided 16-19 education? This question is about how education provision should be delivered and not which site(s) should be used. Please select one option only.**

Parent/Grandparent

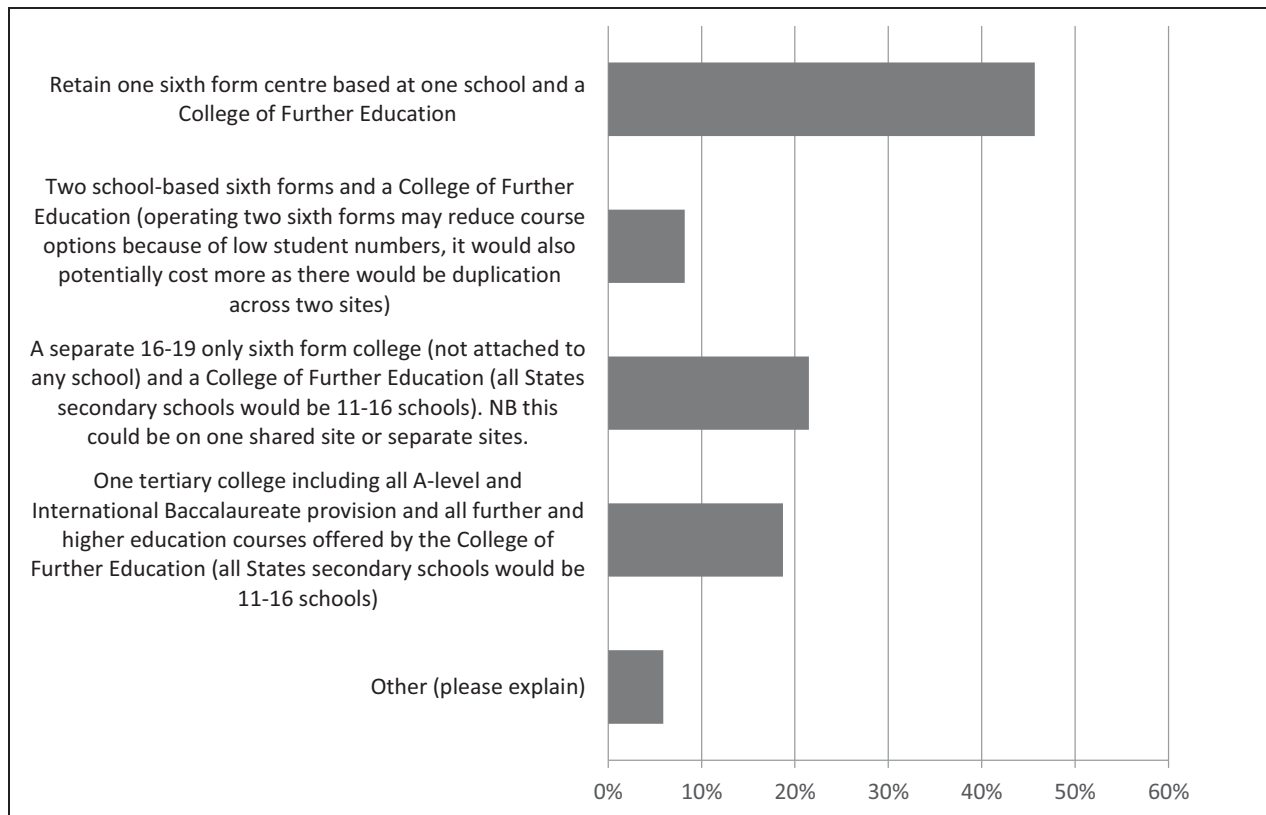


Teachers

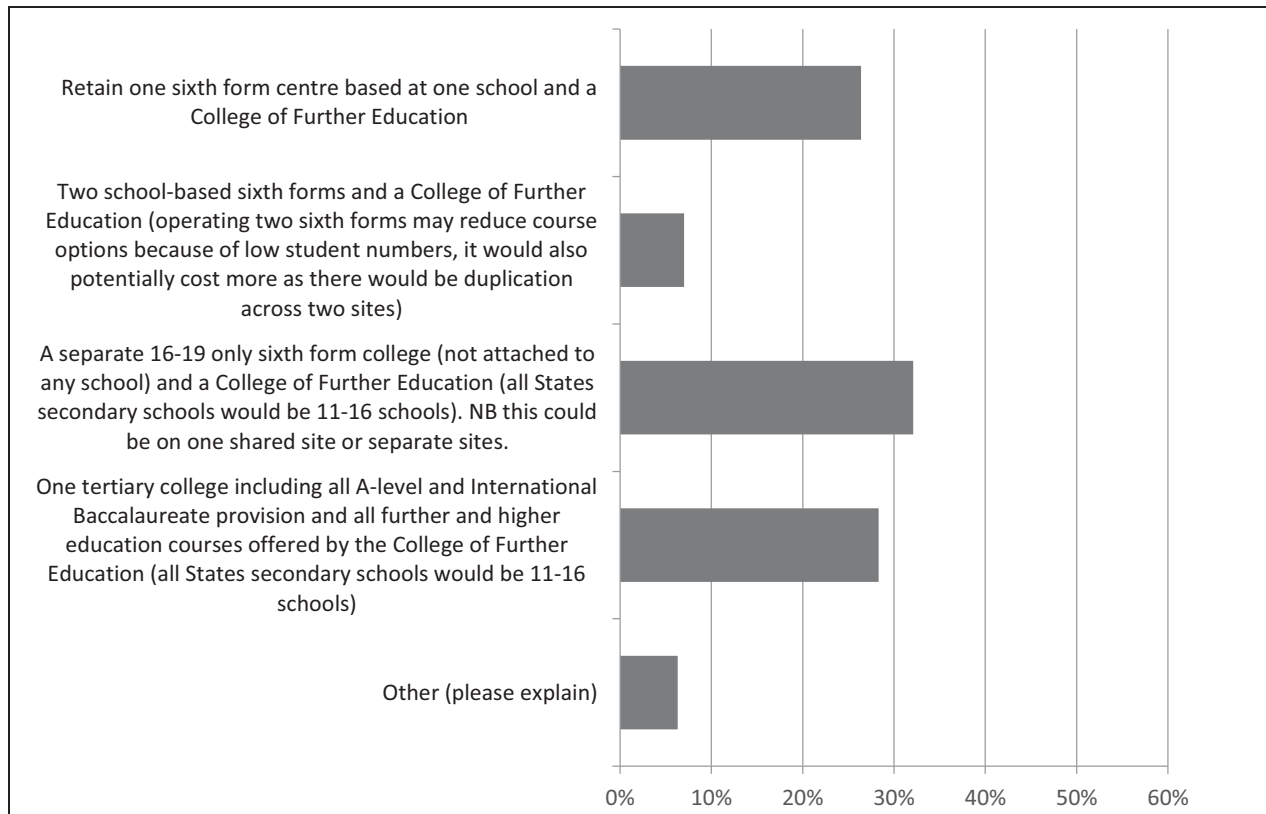


**Q7. If a system with no selection by attainment or potential ability is adopted, which of the following options would you prefer for States provided 16-19 education? This question is about how education provision should be delivered and not which site(s) should be used. Please select one option only.**

#### Grammar School

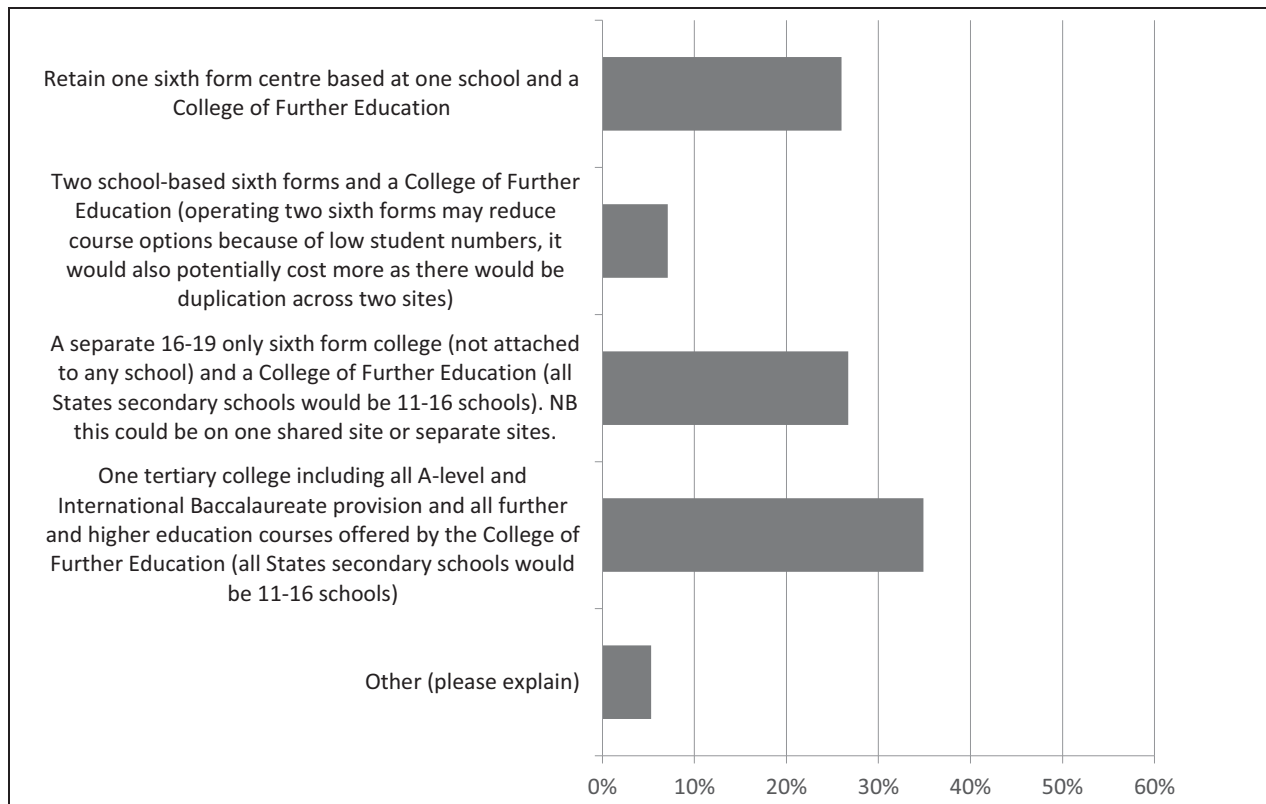


#### High Schools

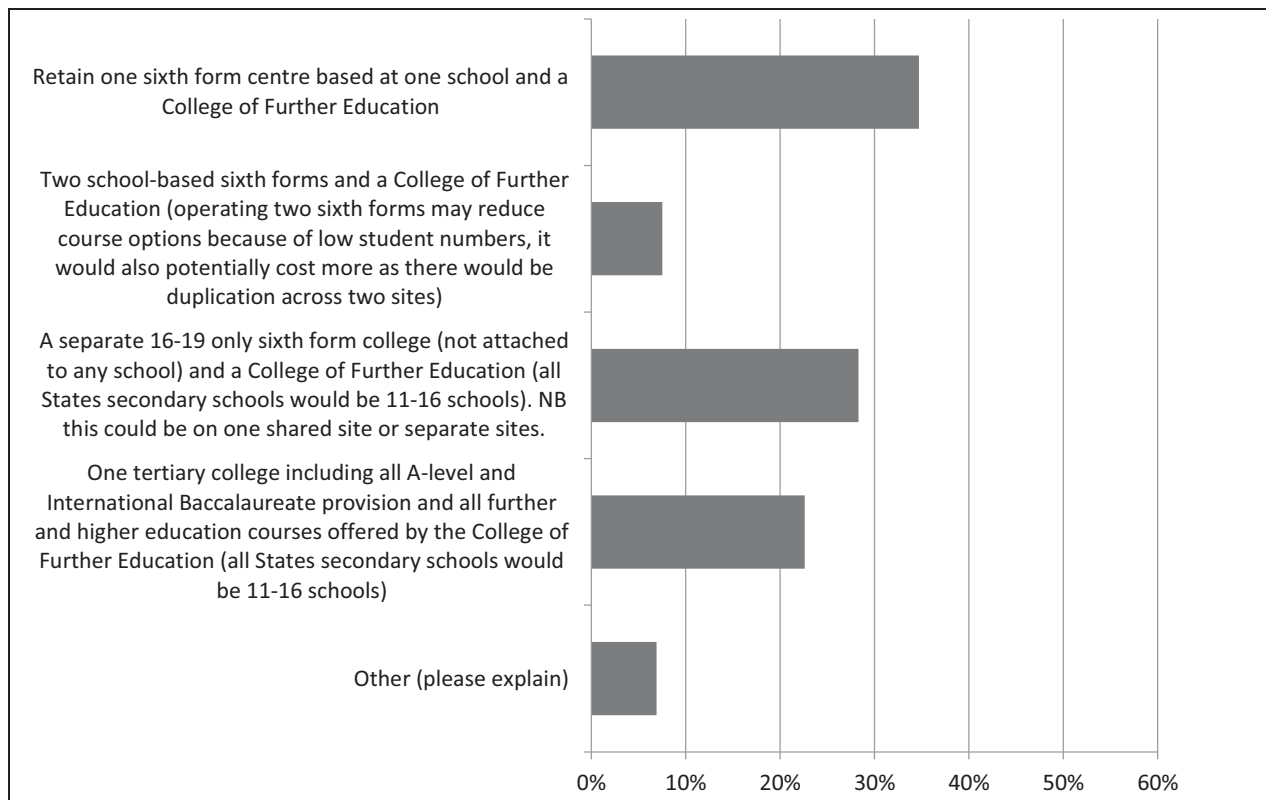


**Q7. If a system with no selection by attainment or potential ability is adopted, which of the following options would you prefer for States provided 16-19 education? This question is about how education provision should be delivered and not which site(s) should be used. Please select one option only.**

#### College of Further Education



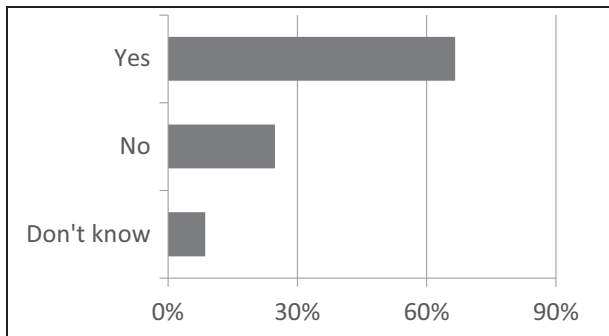
#### Grant-Aided Colleges



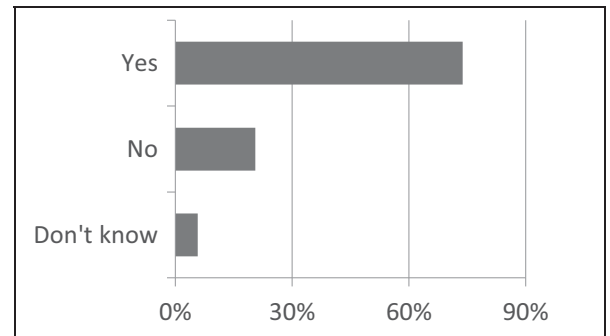
## Future Funding of the Grant-Aided Colleges

**Q9. If you believe that the States should continue to fund the three Colleges should they pay for special (scholarship) places?**

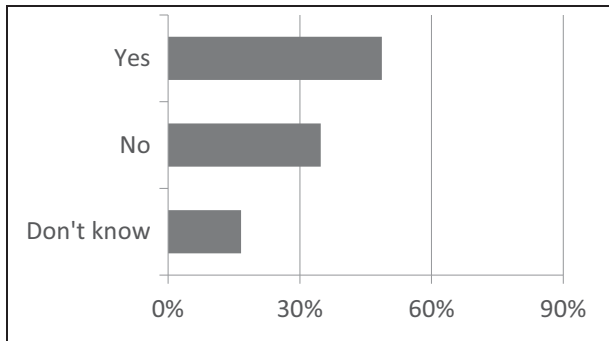
All



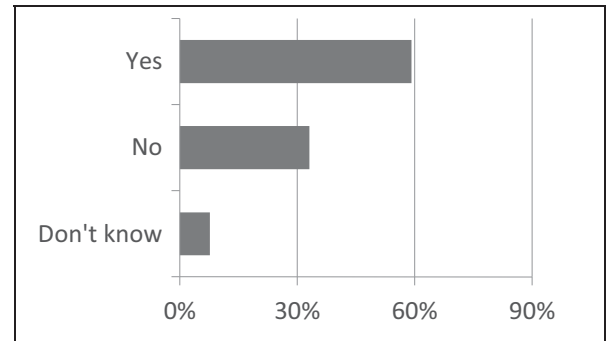
Parent/Grandparent



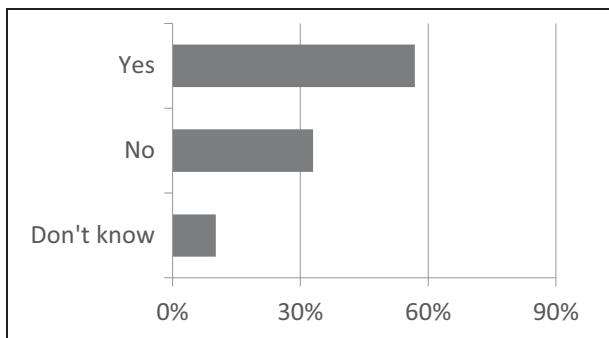
Students



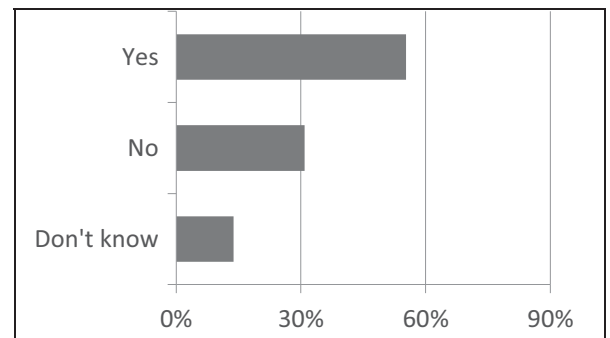
Teachers



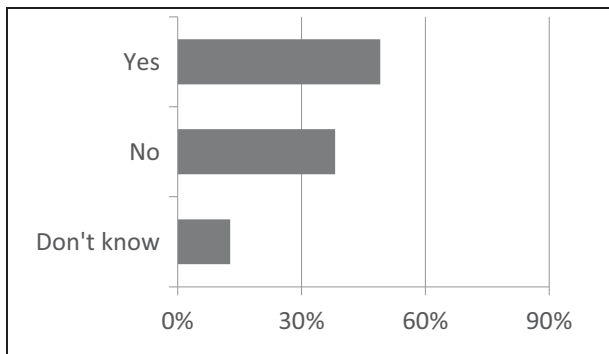
Grammar School



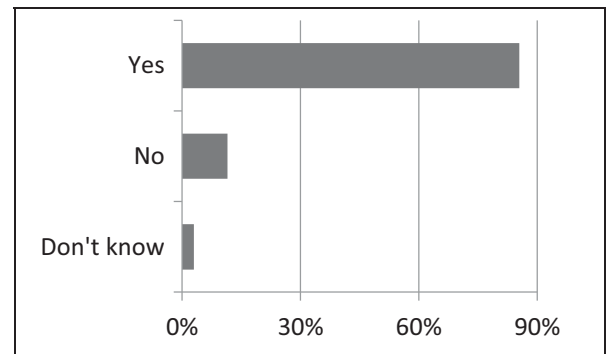
College of Further Education



High Schools



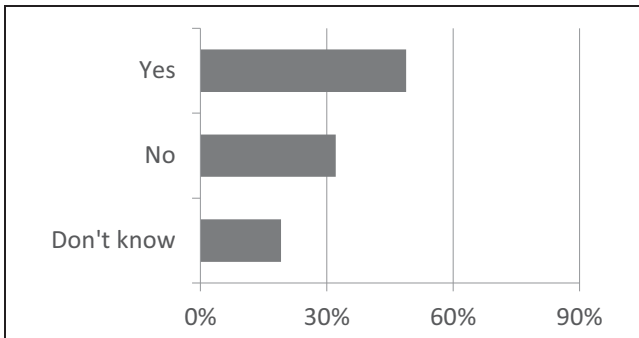
Grant-Aided Colleges



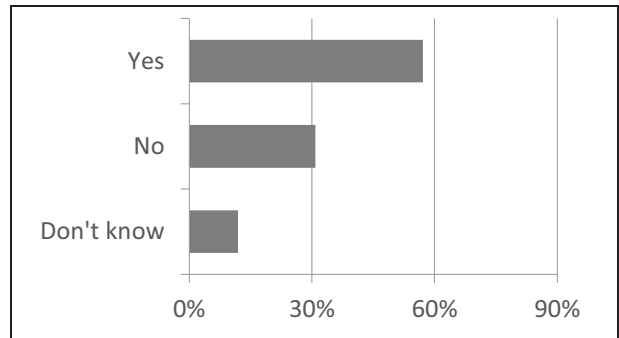


**Q12 If you believe that the States should continue to fund the three Colleges should they pay a general grant to help cover running costs and contribute towards capital costs for all pupils (both special place holders and fee-payers)**

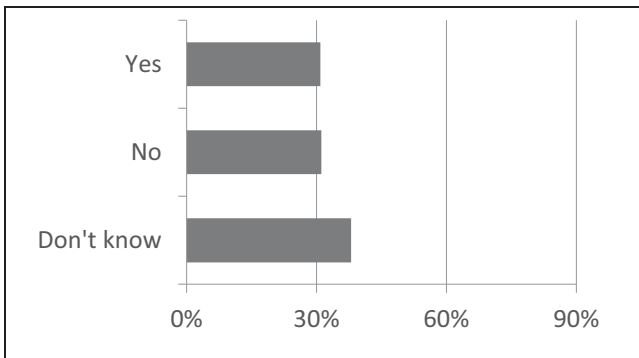
All



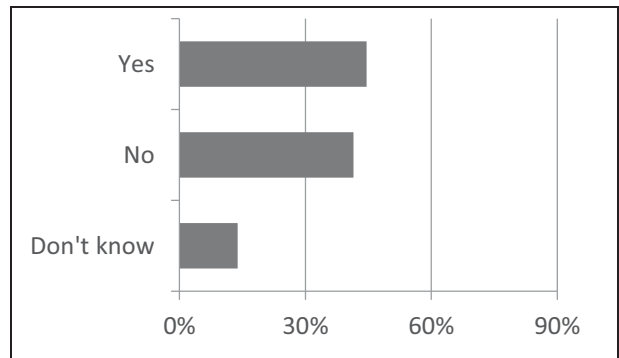
Parent/Grandparent



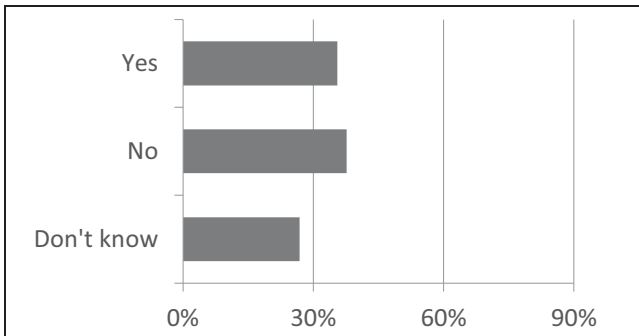
Students



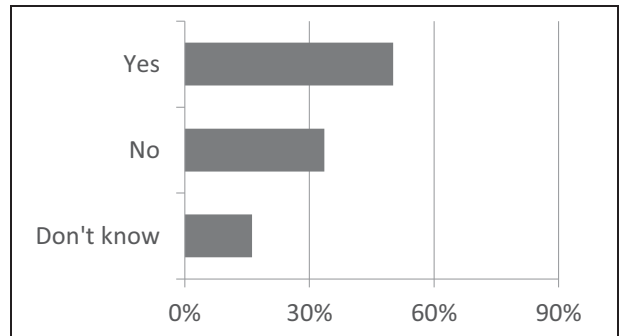
Teachers



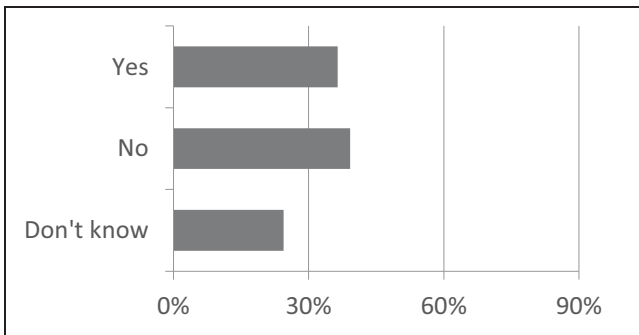
Grammar School



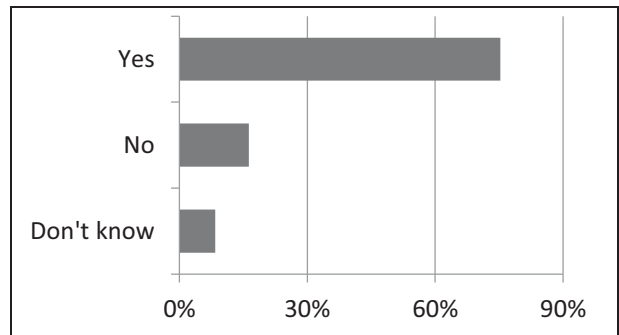
College of Further Education



High Schools



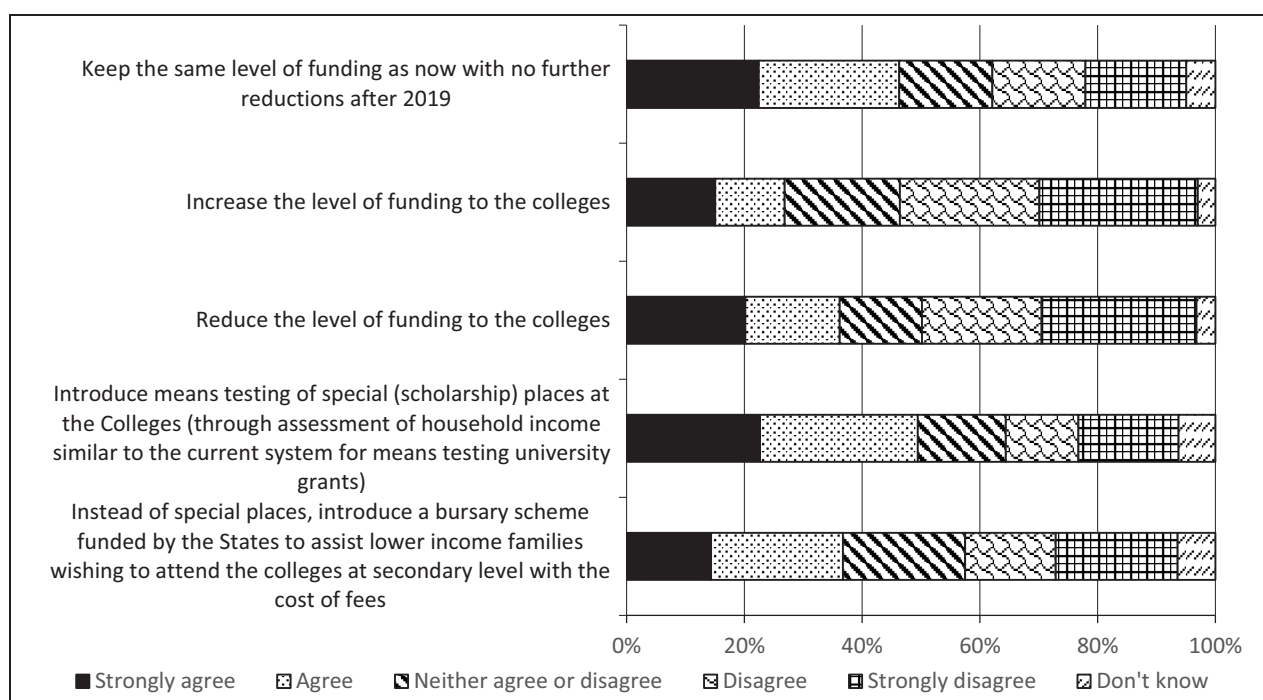
Grant-Aided Colleges



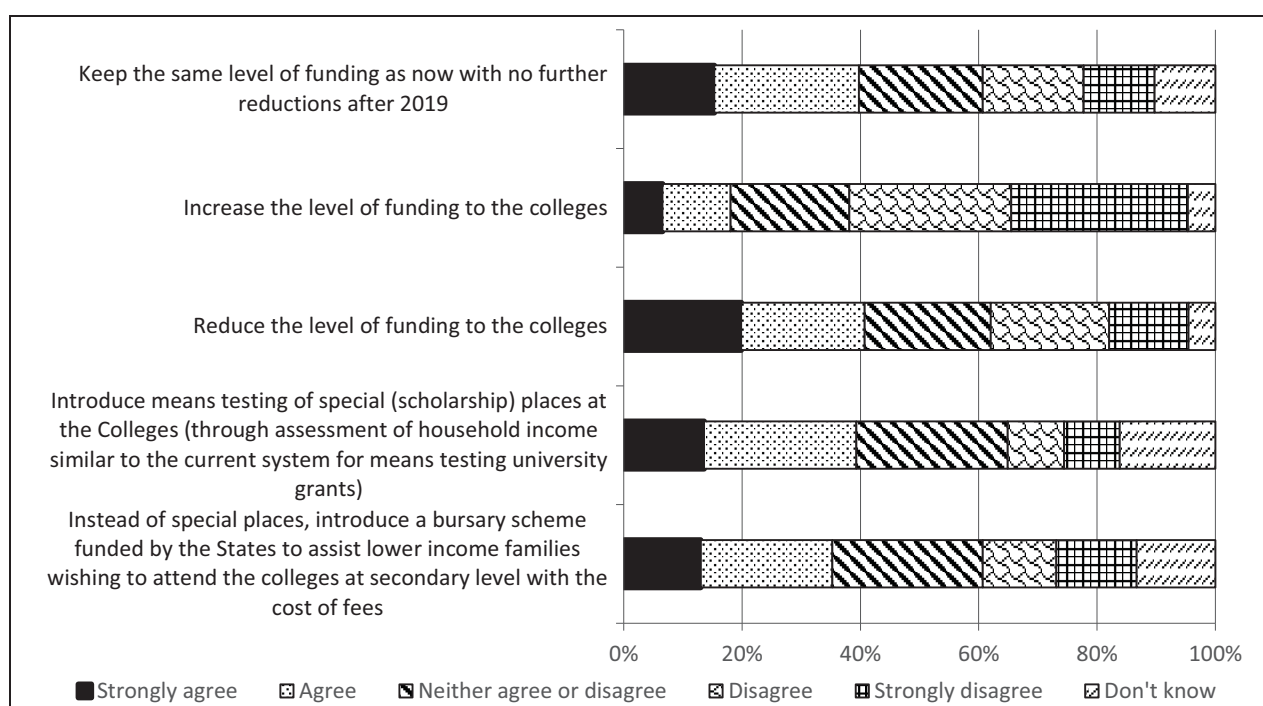
Nearly 60% of respondents thought the States of Guernsey should continue to fund the grant-aided Colleges. 66.64% of all responses to question 9 (and 73.83% of parents and carers and 85.55% of those affiliated with the Colleges) thought that if the States continued to fund the Colleges, they should continue to pay for special places, whilst overall only 48.85% of those who wanted to continue funding the Colleges thought that there should be a general grant and some groups voted against the continuation of any form of general grant. Teachers and those with an affiliation to the High Schools were split on whether any funding should continue to the grant-aided Colleges.

**Q13 Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things**

All

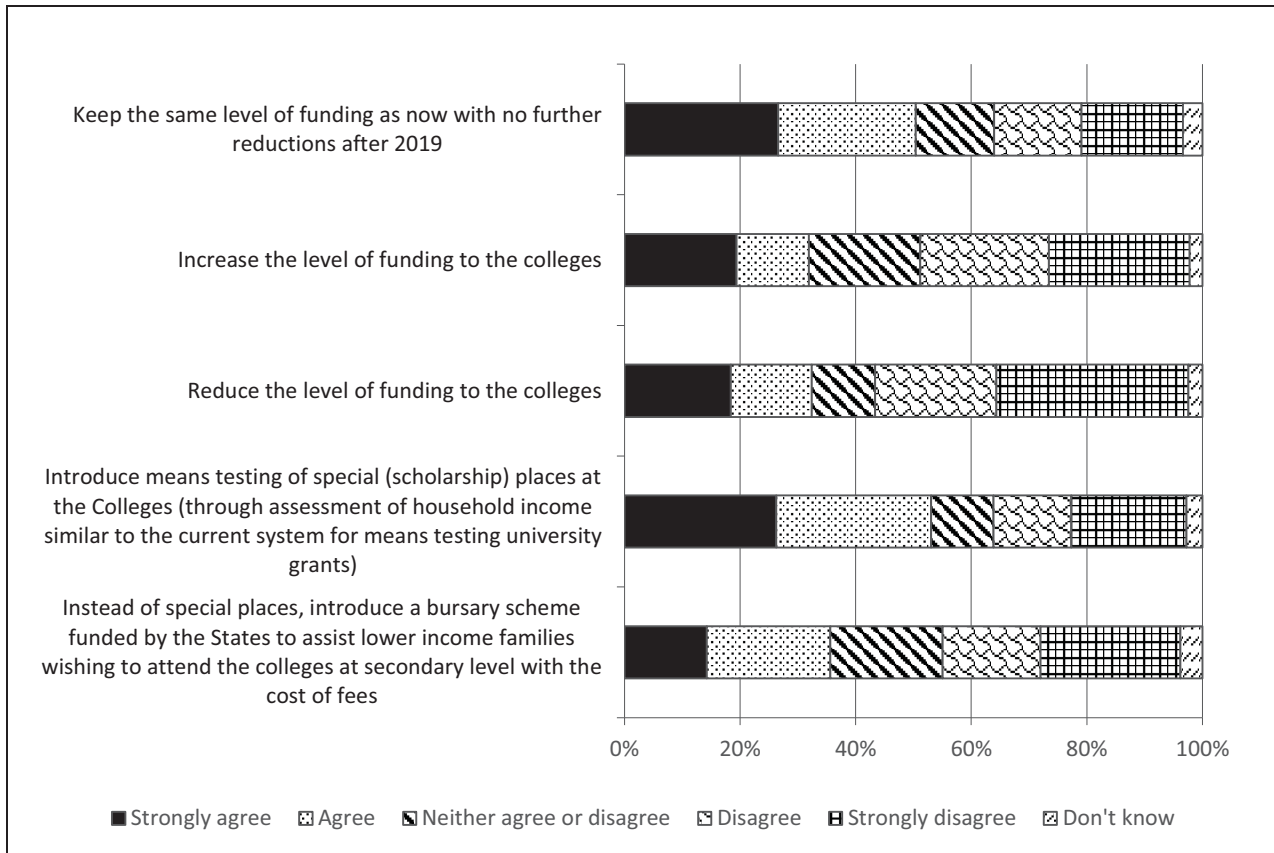


Students

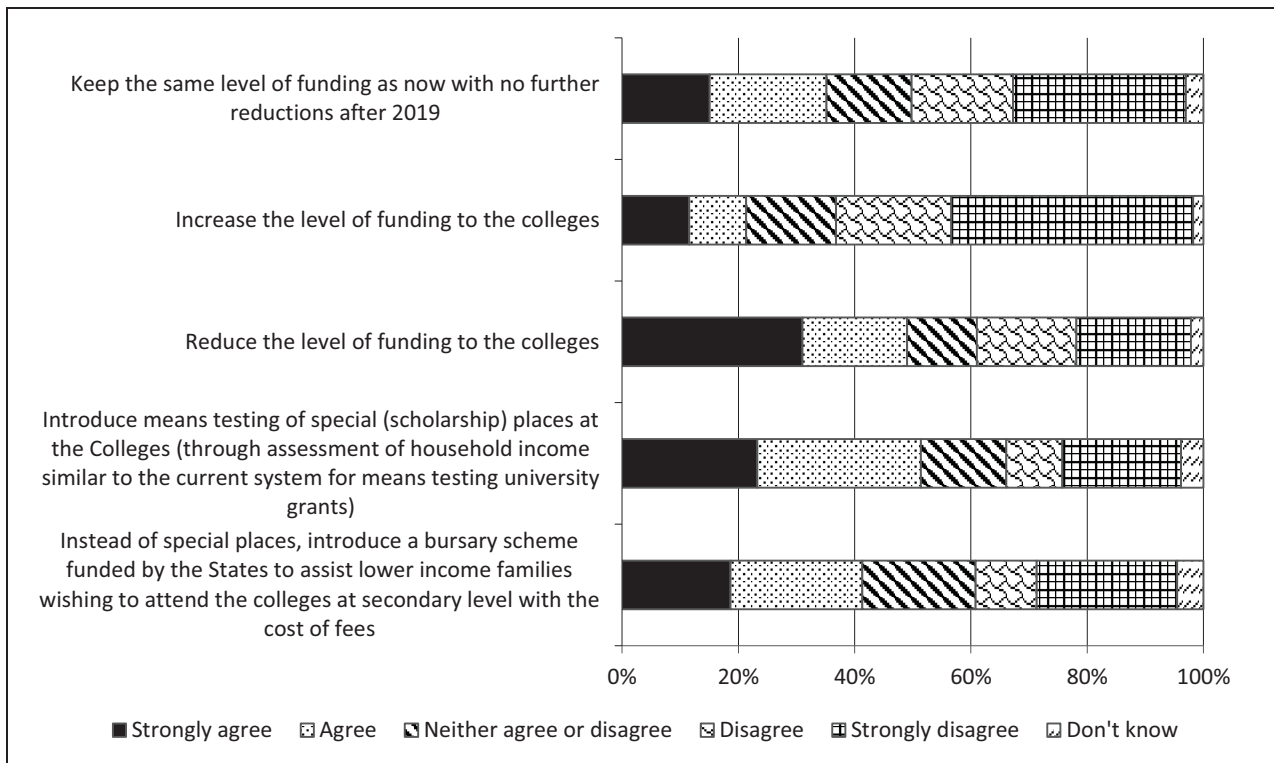


**Q13 Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things**

Parent/Grandparent

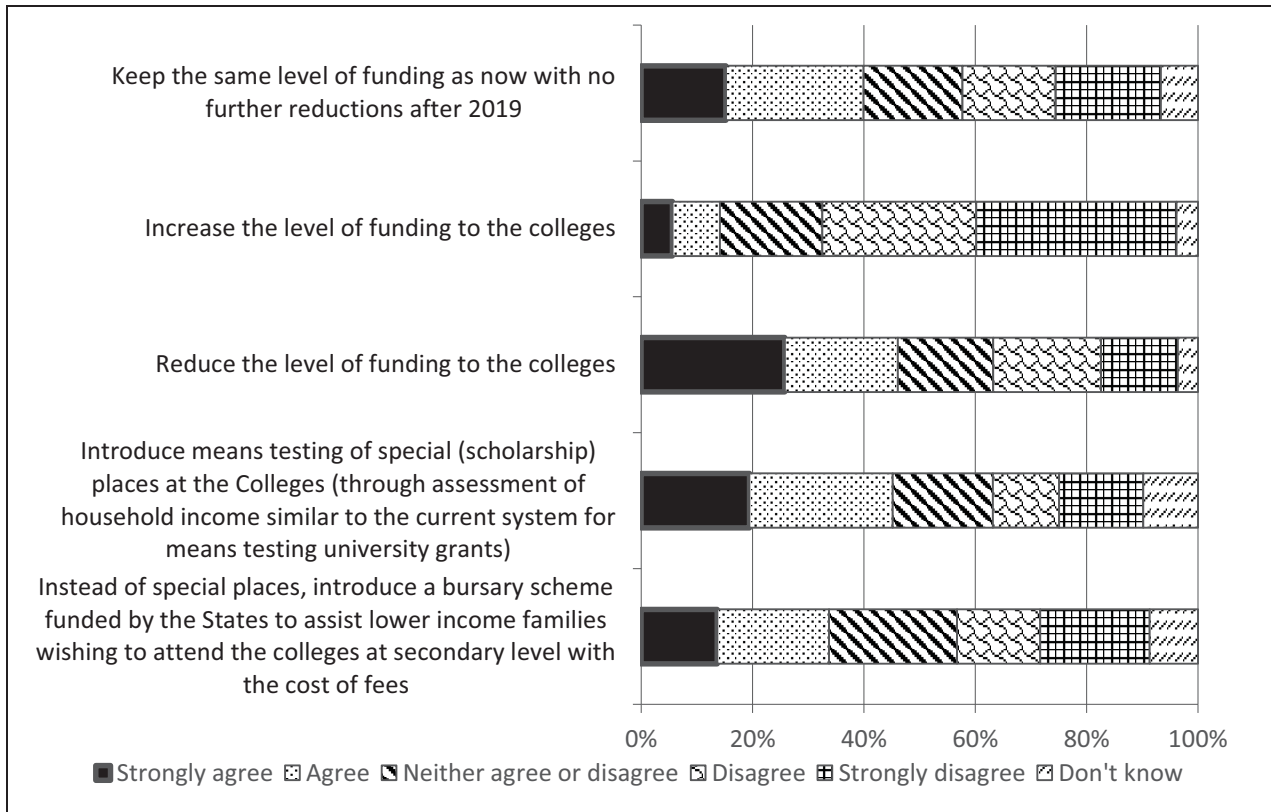


Teachers

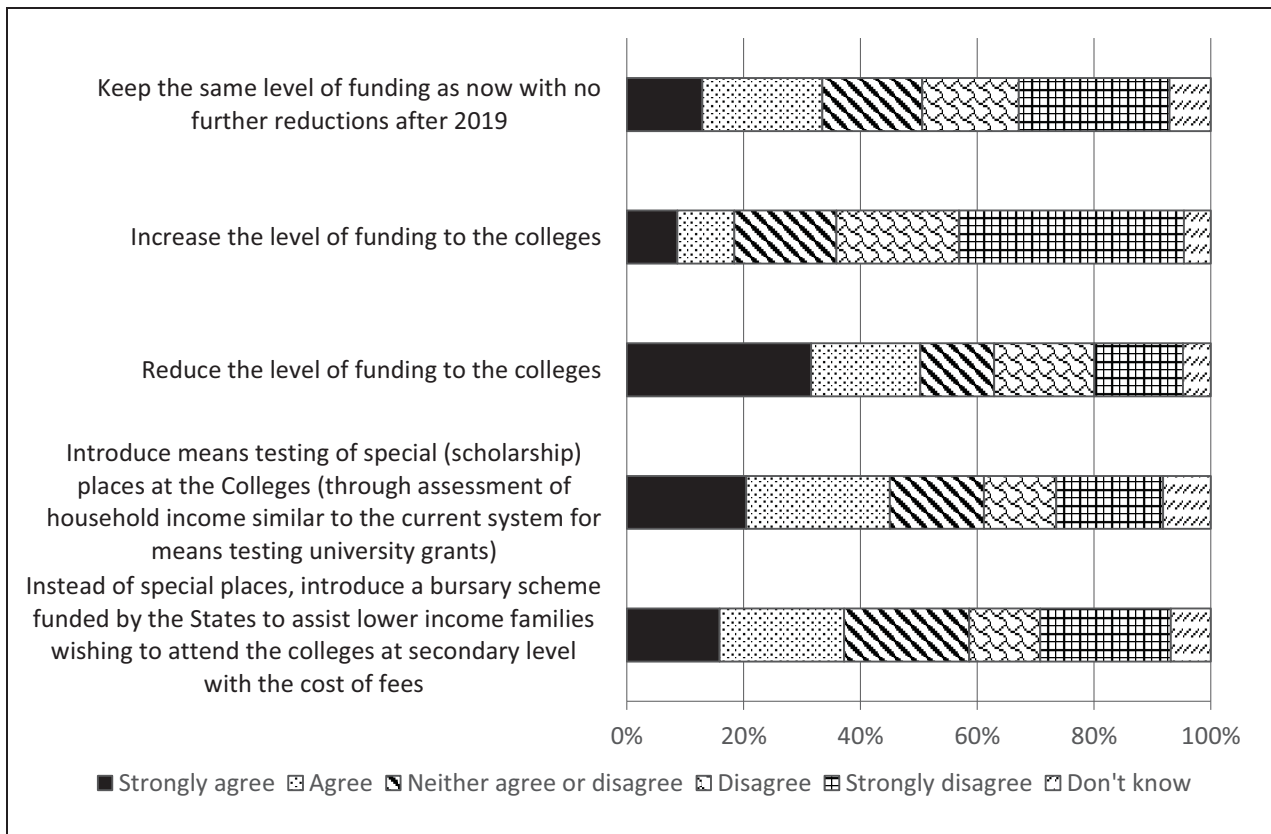


**Q13 Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things**

**Grammar School**

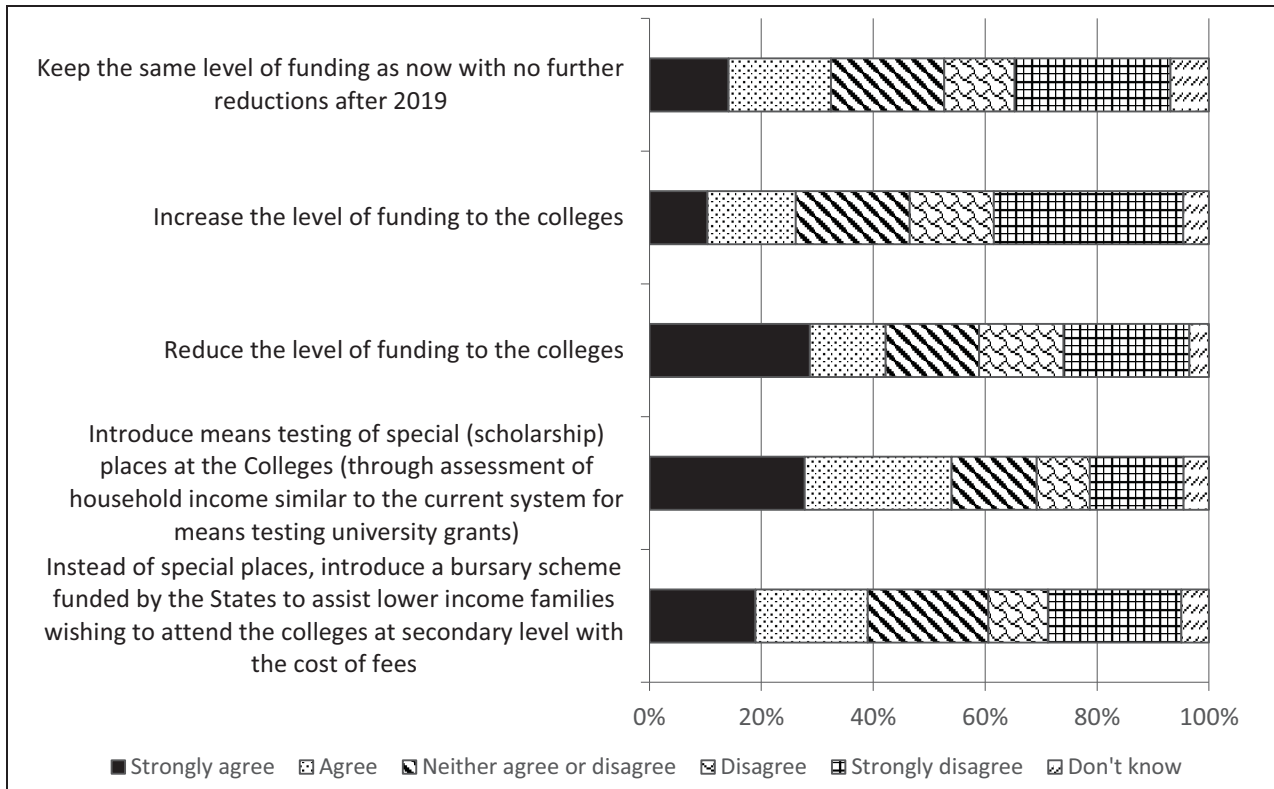


**High Schools**

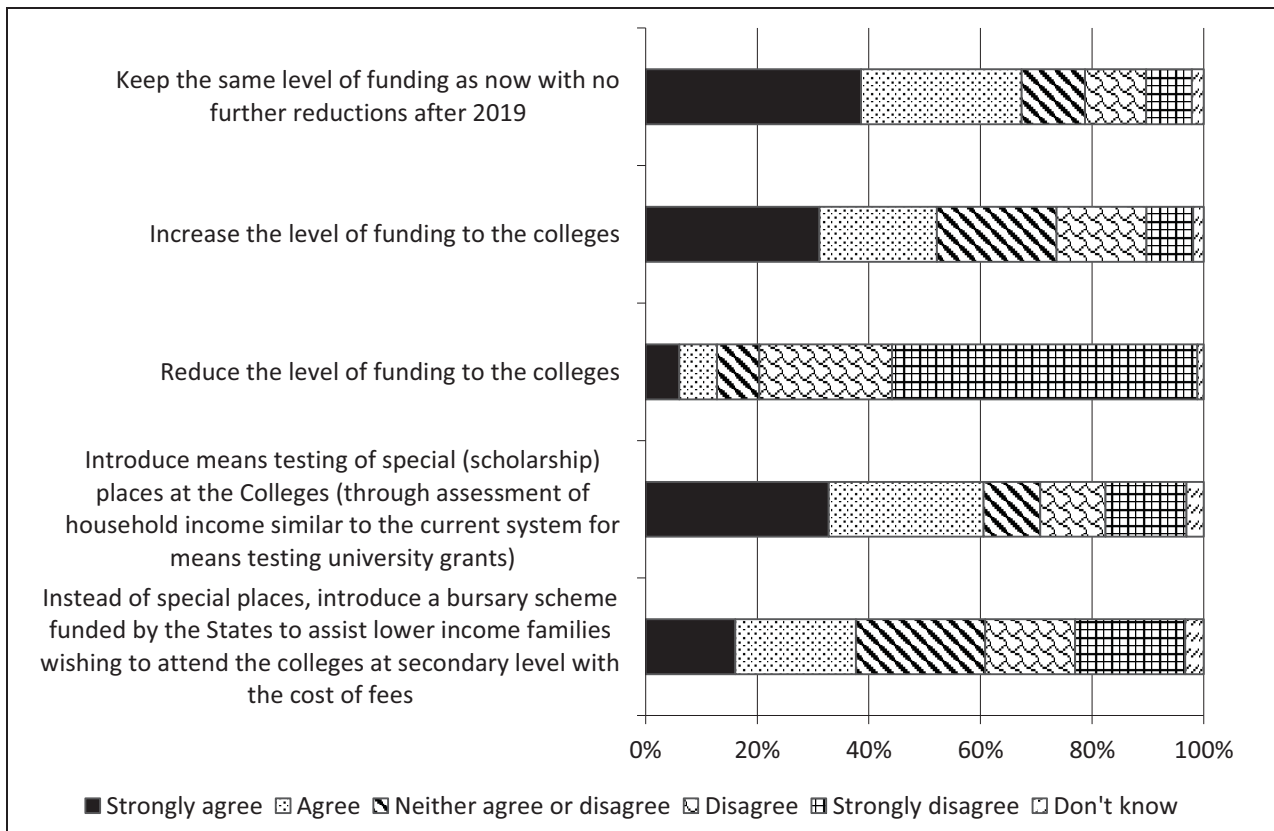


**Q13 Here are some things we could do in Guernsey. Please tell us if you agree or disagree that we should do any of these things**

**College of Further Education**



**Grant-Aided Colleges**



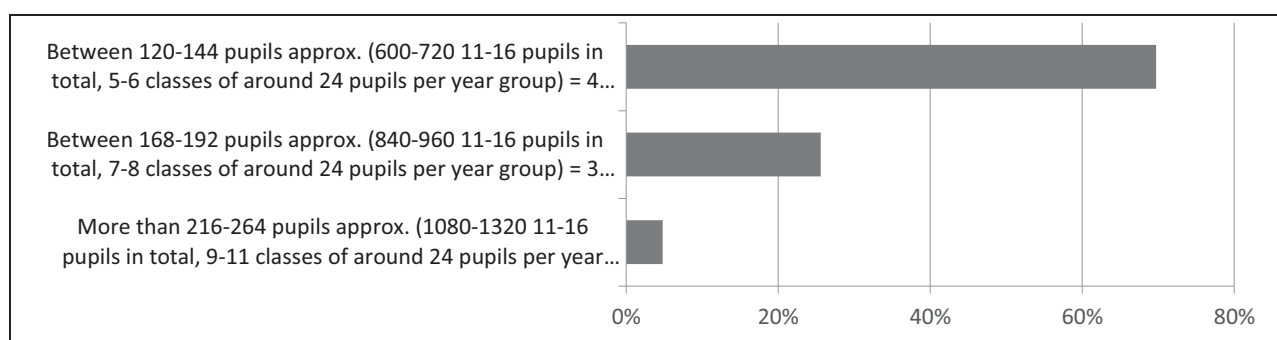
When asked, 64.36% of all respondents thought that any College funding should continue until age 18 and 31.24% of the same group thought the number of special places should stay the same, whilst 38.99% overall (48.22% of teachers) thought there should not be a fixed number of special places, but special/scholarship places should be available as a percentage of the cohort each year.

From all responses 49.45% thought that special places (if continued) should be means-tested, compared to 29.35% who disagreed and 21.19% who were not sure or did not feel strongly either way. Over 58% of those associated with the Colleges favoured means-testing of special places at the grant-aided Colleges. Means-testing was more popular than a bursary scheme instead of special places; respondents were almost evenly split over the latter suggestion. Additionally 46.29% of all responses to the Survey Monkey questionnaire agreed/strongly agreed that the level of funding to the grant-aided Colleges should be maintained; 36.17% agreed/strongly agreed that the level of funding should be reduced; and 26.88% believed that funding should be increased. 50.6% disagreed/strongly disagreed with increasing funding; 46.6% disagreed/strongly disagreed with decreasing funding; 32.92% disagreed/strongly disagreed with maintaining funding.

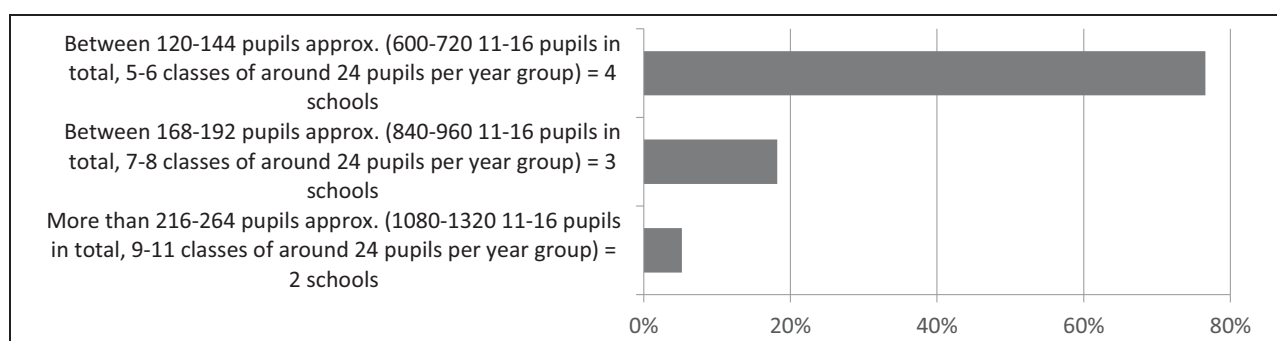
### The optimum size and structure of the Education estate

**Q14. Ideally, how many pupils should there be in one year group in a school? We currently have four States secondary schools, made up of 3 High Schools and a grammar school. We are not proposing to change our current average class size policy of 24 pupils per class. Please note we are not proposing to increase the number of schools but may reduce the number of schools.**

All

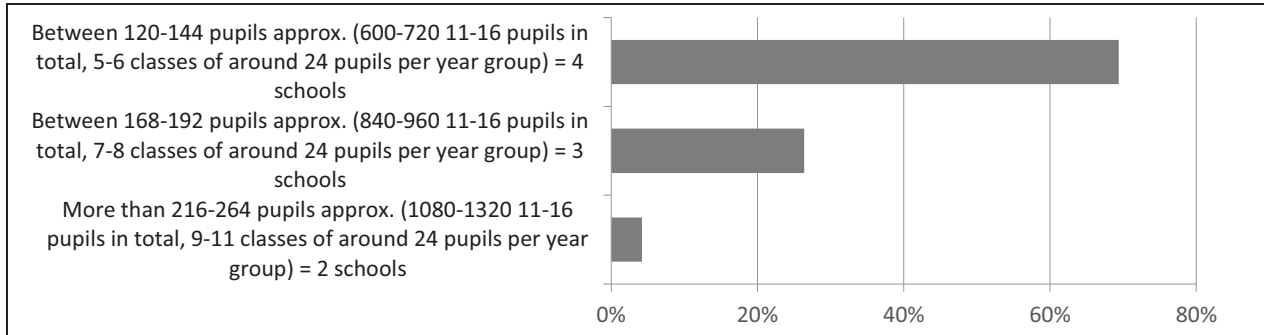


Students

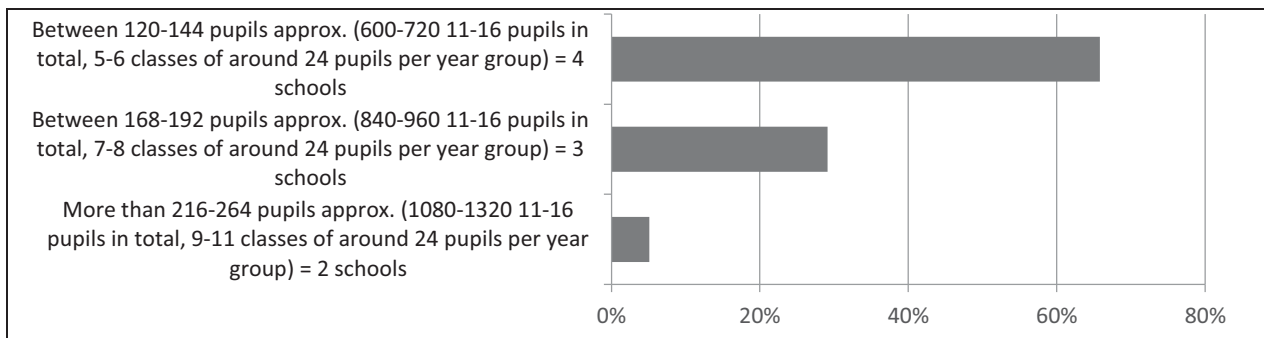


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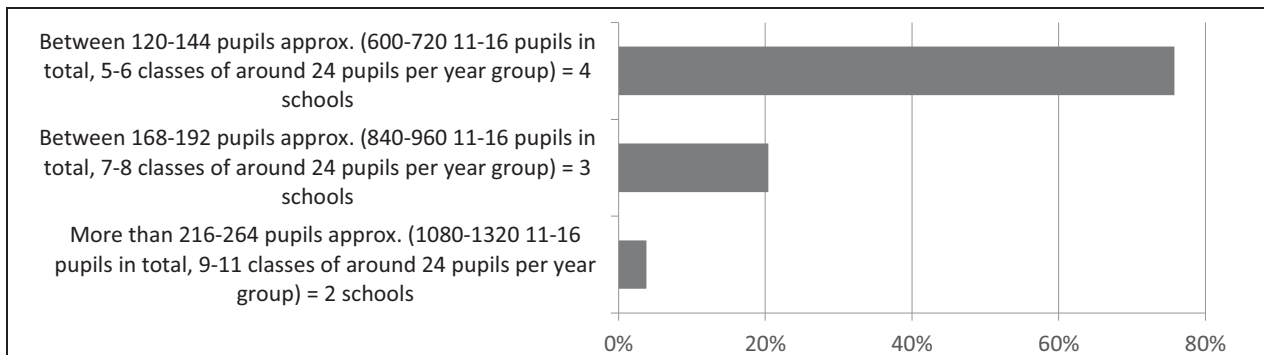
#### Parent/Grandparent



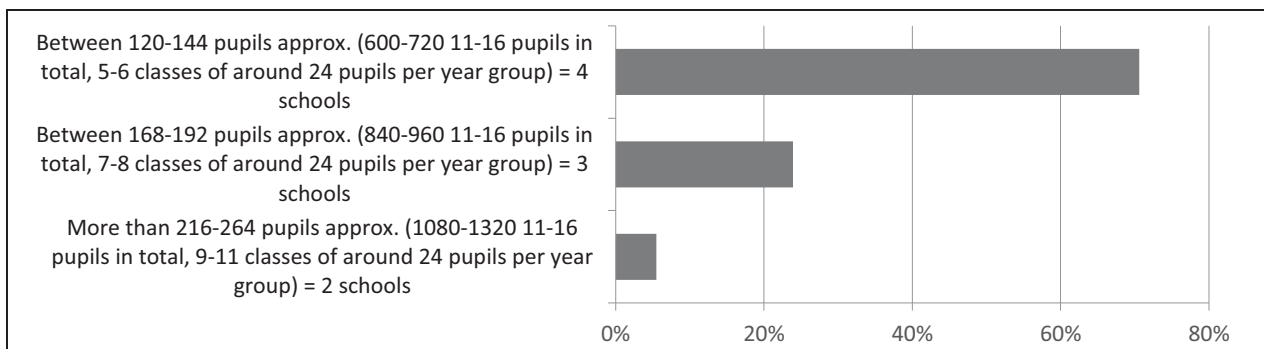
#### Teachers



#### Grammar School

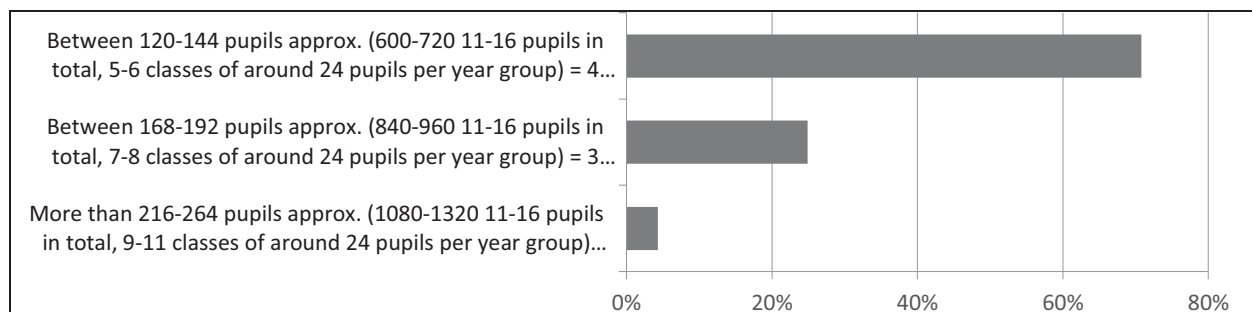


#### High Schools

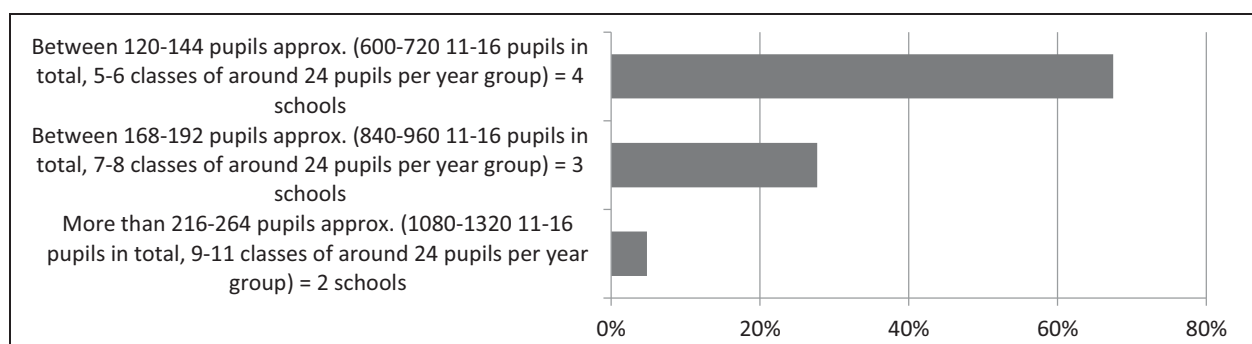


**Q14. Ideally, how many pupils should there be in one year group in a school? We currently have four States secondary schools, made up of 3 High Schools and a grammar school. We are not proposing to change our current average class size policy of 24 pupils per class. Please note we are not proposing to increase the number of schools but may reduce the number of schools.**

#### College of Further Education



#### Grant-Aided Colleges



Out of all respondents, 69.66% favoured four schools with 65.82% of teachers supporting this option. Apart from those who identified themselves to be States Members (who were split between three and four schools) in the public consultation, all groups were in favour of retaining four schools. Senior educational service leaders also pointed out broader opportunities that could more easily and cost effectively be achieved through moving from four to three schools. However, value for money was the least important factor to respondents overall when answering the questionnaire, albeit that 39.2% of respondents still regarded this as very important. The most important factors overall to all respondents were high standards of academic excellence, overall outcomes for learners and equality of access/opportunity and fairness.

### Focus Groups

Between 5<sup>th</sup> and 16<sup>th</sup> October the Learning Company undertook 28 focus groups each lasting 90 minutes. This involved approximately 230 people made up of the following groups.

Sector	Attendees
Staff Associations	8
Business	8
Deputies	10
Parents/Community	109
Student – grant-aided Colleges	26
Student - maintained schools inc College of Further Education	56
Third Sector	13
<b>Total</b>	<b>230</b>

*All numbers are approximate as the participants were not asked to register at the sessions themselves and some chose not to vote.*



Each focus group session involved small group discussion on each of the four consultation areas and used a series of questions to prompt debate about the different elements. These prompts were the same as those being used in the professional online crowd (using the Crowdcity platform) and were written in a conversational way to aid the discussion.

Whilst there were a range of views on each section of the consultation several key themes emerged, these can be summarised as:

- the current method of testing is not very robust as it allows for coaching, is limited in its breadth and is undertaken at an age where some are more ready than others;
- neither teacher nor parental choice on their own were favoured but they could form part of the decision about admission;
- the College of Further Education and Sixth Form are different, but image/perception of the College of Further Education in comparison should be improved;
- a sixth form provision at a school is advantageous in recruiting and developing teachers but is challenging for pupils from other schools to join and integrate;
- the current grant funding arrangements for the grant-aided Colleges are not seen as being fair (those that can afford to pay should pay), however the choice provided by the Colleges is important to the island and should not be jeopardised;
- two schools would be too big and the location and logistic challenges would be very difficult to overcome. Four schools is generally preferred;
- more personalised pathways should be available for students.

Responses from most groups were split over whether or not to keep the current selective system, but some groups, such as the staff associations (union representatives) and third sector organisations who attended, were firmly against this option

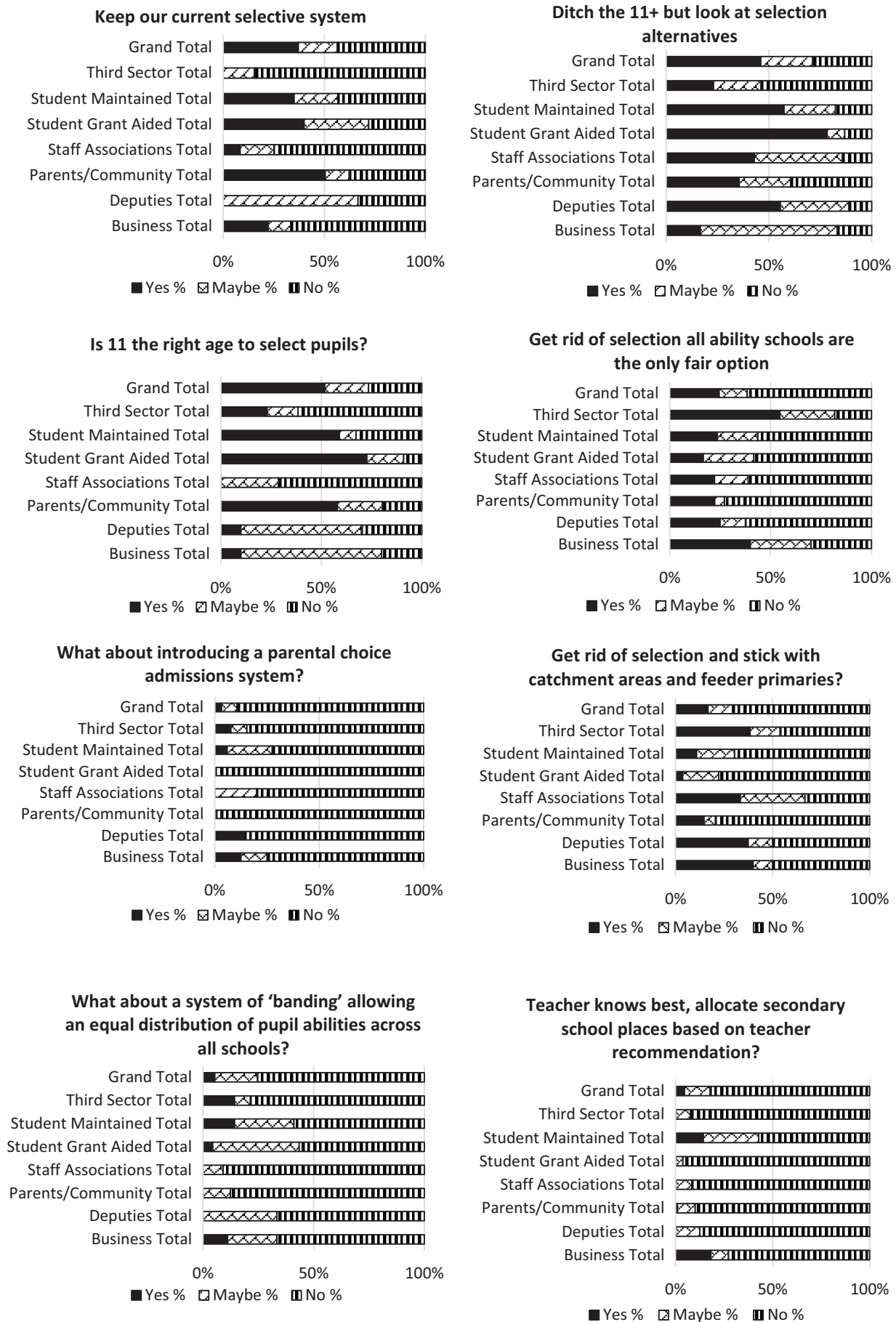
Following the group discussions each participant was asked to individually vote on whether they agreed (Yes), disagreed (No) or were undecided (Maybe) about each of the statements. The following charts show the percentage votes for each of the challenges and are broken down by sector. A summary of the views and comments across the different groups is also provided, these demonstrate the value of the focus groups in providing variety and depth to the discussion.

### **Challenge 1 – Admission to Secondary School**

Summary of comments and views recorded across all of the sessions:

- All-ability schools are better but if selection remains not 11+, 2 papers are not a good assessment of a child's ability.
- The current system produces good results at the Grammar School so why change it.
- Selection puts pressure on students, the students are together in primary and post 16 so why separate them for 5 years?
- Although the current system may not be right there is no evidence that another is better.
- Social and emotional issues are created by the 11 plus examinations – this is detrimental to children's wellbeing.

## Summary of individual responses to questions about admission to secondary school



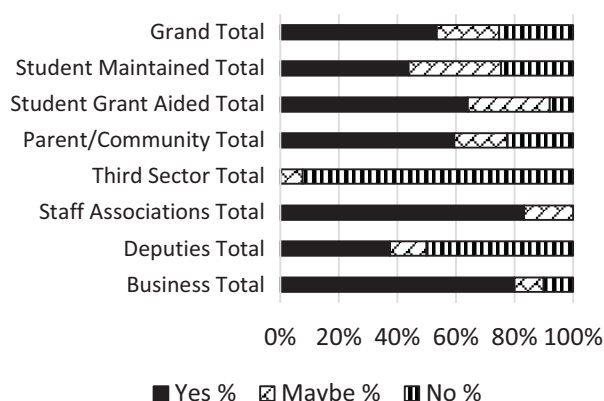
## Challenge 2 - The future structure of Post 16 Education

Summary of comments and views recorded across all of the sessions:

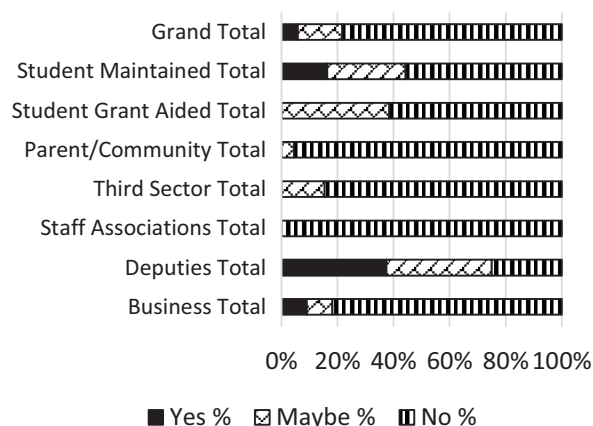
- Sixth form is an advantage to the Grammar School by attracting teachers and for students as they know the school and are known by teachers.
- College and Sixth form should work closer together but not a joint venture.
- Post-16 should be independent of a school it is a different way of learning, more grown up.
- The sixth form offers choice to students but more should be done to integrate those coming from the High Schools.
- Need to consider impact on recruitment/retention of teachers. Can we attract the best secondary teachers if they are not able to teach A-Level?
- Tertiary college would be too big – huge change for students moving at 16.
- You should be able to follow a vocational and an academic post-16 pathway, e.g. engineering and an A-Level in Maths (Pick and mix).

Summary of individual responses to questions about the future structure of post-16 education

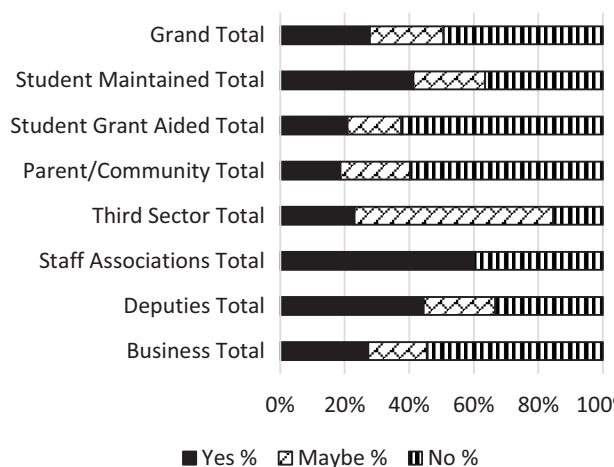
### Keep sixth form attached to one school and a separate College of FE?



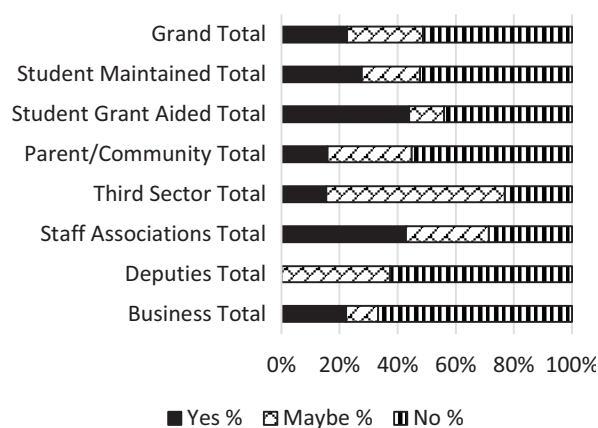
### Two Sixth Forms?



### Tertiary College + Secondary Federation?



### Sixth Form College + Secondary Federation & FE/HE Federation?

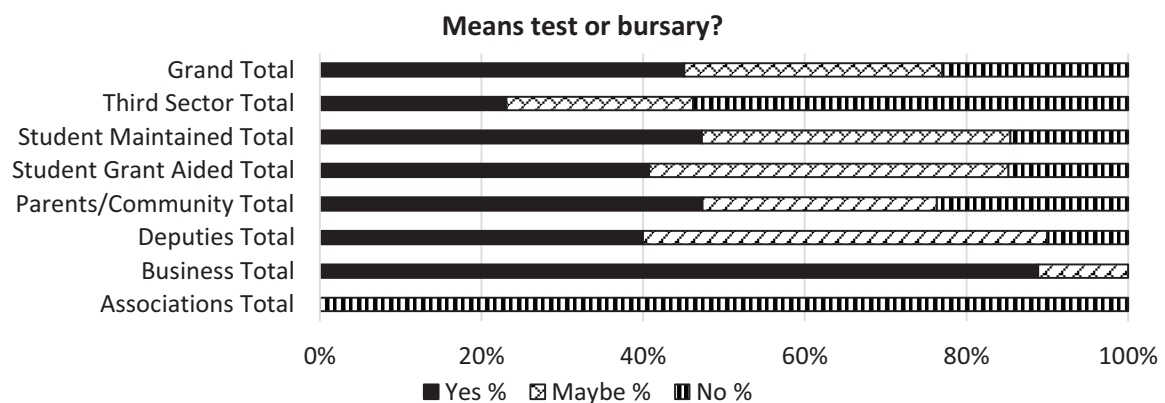
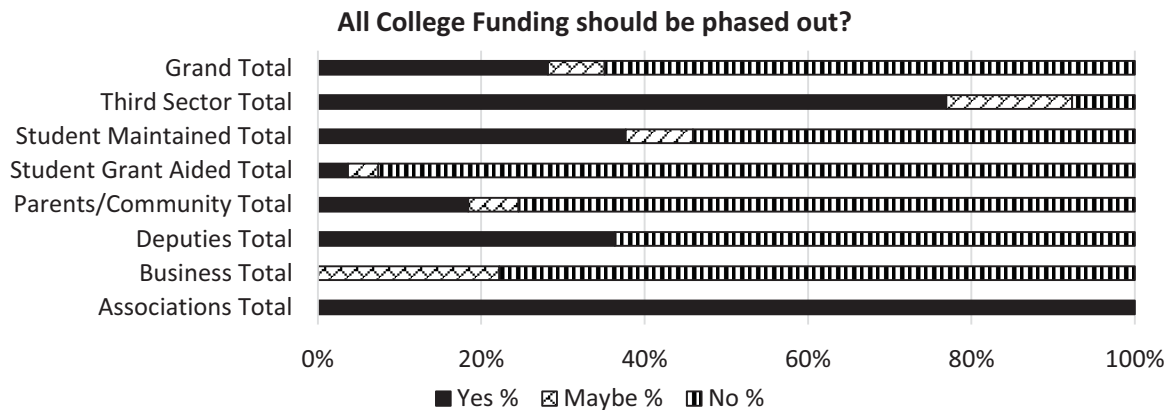
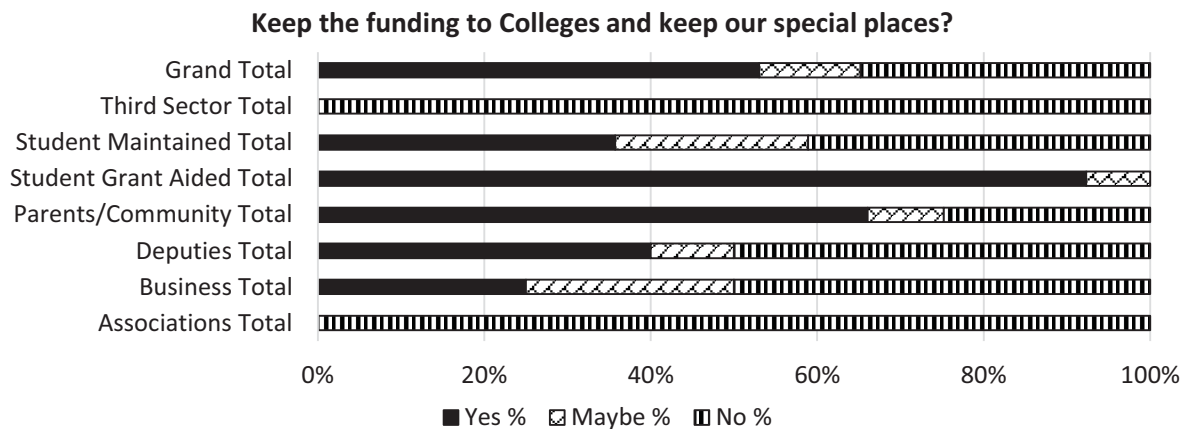


### Challenge 3 – The Future Funding of the Grant-Aided Colleges

Summary of comments and views recorded across all of the sessions:

- The current system is divisive. There should be fairness and equality for all.
- How can we work more collaboratively? Phasing out as it currently is may make it more difficult to get people to share the resources, so provide some funding but under an alternative arrangement
- If selection maintained means-test or bursary
- Jurisdiction would be at a disadvantages if parents didn't have the option of College education when moving here
- Keep scholarships as unfair on low income families if removed

Summary of individual responses to questions about the future funding of the grant-aided Colleges



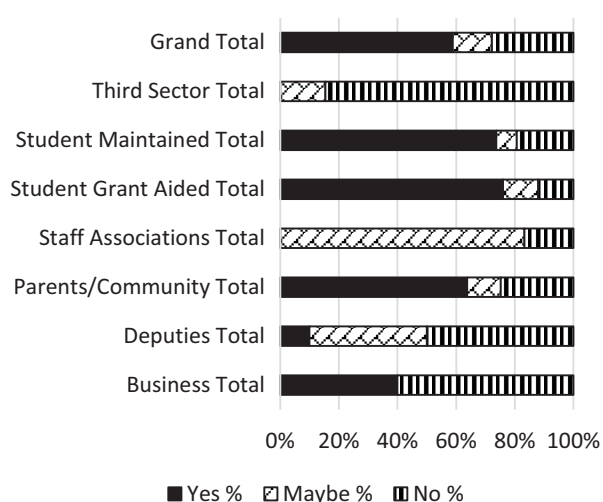
#### Challenge 4 – Preferred size and number of secondary schools

Summary of comments and views recorded across all of the sessions:

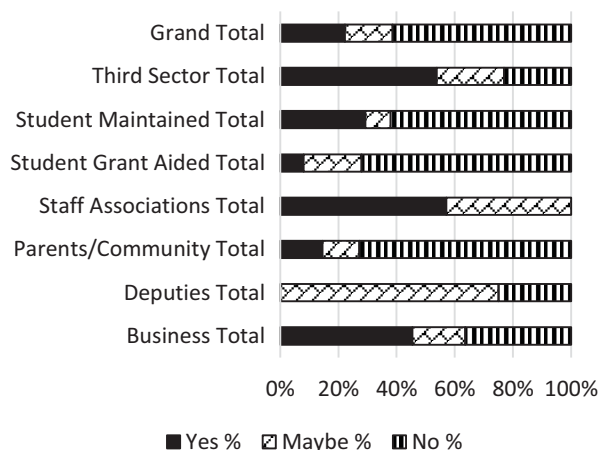
- Schools need to be small enough to ensure individual support (students are people not numbers)
- Size of class more important than size of school
- Two schools too big but two sixth forms offers better options for staff
- A 3 school system would be sufficient. - Move to a 3 school system without selection.

Summary of individual responses to questions about the preferred size and number of secondary schools

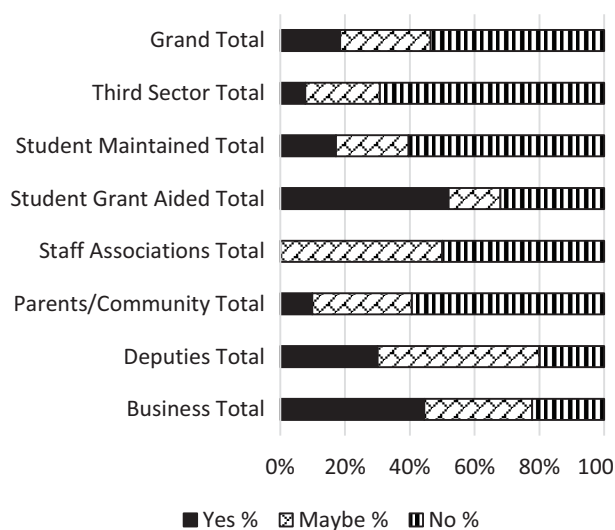
##### We need to keep our four schools?



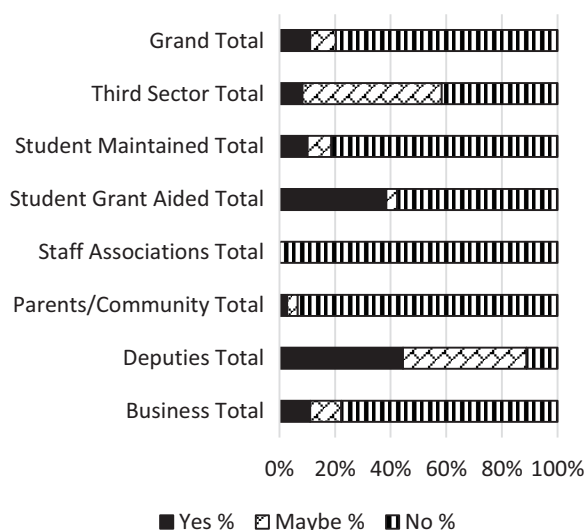
##### We should move to a 3 school system and get rid of selection?



##### We should move to a 3 school system and keep selection?



##### Could we consider a 2 school option?



Along with individual votes, focus group participants were asked to provide a group view on each of the questions. In general this resulted in more 'maybe' votes as the group could not agree on yes or no.

## Online closed crowd

Education professionals working within schools, colleges and services were given an opportunity to discuss the key areas of the consultation document using an online platform called Crowdcity. A library of additional research was published and contributors added information about their experiences of working with young people in Guernsey and elsewhere. 373 members registered to be a part of the crowd (from approximately 1200 staff invited to take part), of which 32% participated in the debate. This level of engagement has been recognised as high when benchmarked against other similar crowds undertaken both in Guernsey and overseas, and exceeds the 89:10:1 ratio which suggests that in general only 9% of a crowd will edit content (for example comment on or post ideas)

The online crowd focused the discussion on the four main challenges; The Big Question of our selective system, 16 Up – delivering post 16 education in the future, College Funding and Size Matters? (about the size and number of our schools). Each challenge was broken down into a number of ‘ideas’ which reflected the options in the consultation document and questionnaire. Participants were also able to add their own ideas on which others could comment and vote. During the time the crowd was open over 850 comments were made by the users of the site.

In the final week of the crowd participants were invited to complete a questionnaire containing the same questions as the public survey. The relevant questionnaire results are shown under the summary of the key themes which emerged in each section.

Overall a clear message in support of change can be identified from the comments and discussions and although the descriptions of this change varied, the principles of equality and fairness were key.

### Challenge 1 - The Big Question of our selection system



**Ideas:** 38

**Comments:** 518

**Participants:** 127

There were a number of discussions about the merits of selection within the Guernsey education system, comments were made to support arguments in favour of selection and those against. It was also acknowledged that the current testing process was flawed because it is a single point test and is impacted by coaching, with comments such as *“Essentially children are receiving a 'second' education from a private industry in order to be successful in the 11+ test”*

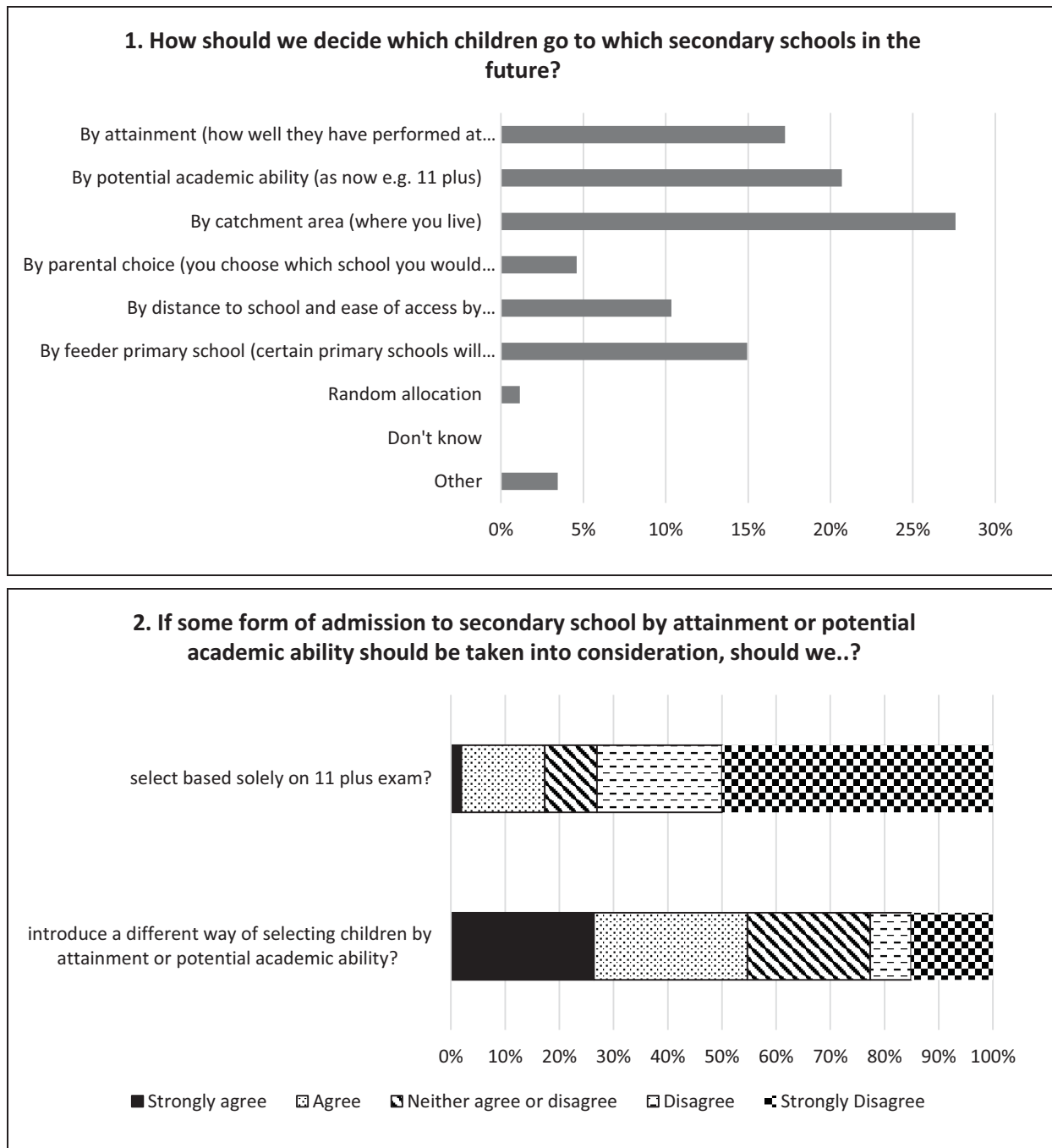
Participants highlighted the inconsistency between a selective system, and an education system which has embraced Growth Mindset and the idea that intelligence is not fixed.

When considering how to determine which students should attend which school, teacher recommendation was not supported by the profession, participants commented *“The recommendation that teaching staff should help in the selection is I think, a good one. But for many reasons it should not be left solely to one member of staff, both because of the pressure on them and also the lack of checks and balances.”* and *“I agree that Primary School teachers do know their students ability but feel that the pressure of making a selection choice may well cause stress. Plus parents will I am sure put pressure on staff to recommend their pupil to particular schools”*, highlighting the additional pressures this would cause and the potential negative impact on the teacher/parent relationship.

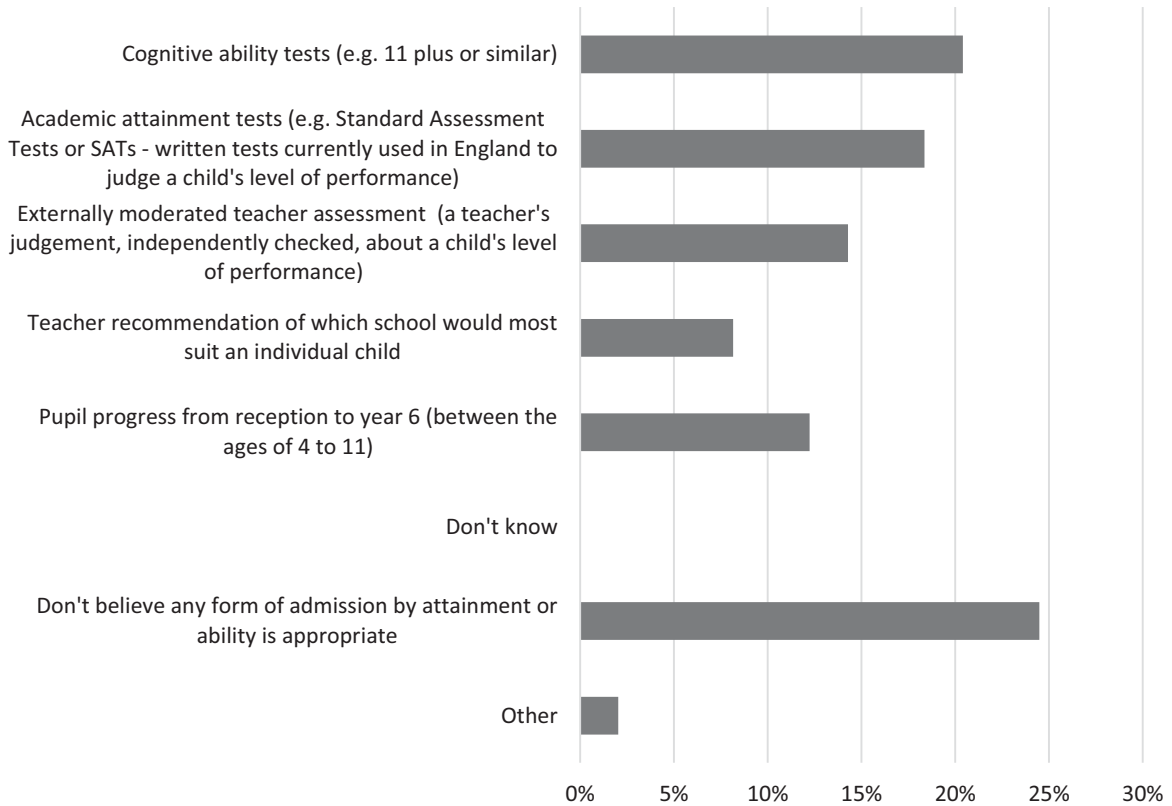
The forum enabled discussion around the ideas of banding the intake or determining admission through catchment areas or primary feeder schools, this raised concerns about creating competition between the schools which could result in wealthier families moving home to ensure their children attended their school of choice. Contributors also discussed the importance of personalised pathways for learning, recognising that learners were individual and developed their interests and abilities at different times

and speeds. This led to suggestions of a single school (either on one or multiple sites) to provide the flexibility and choice that would deliver this.

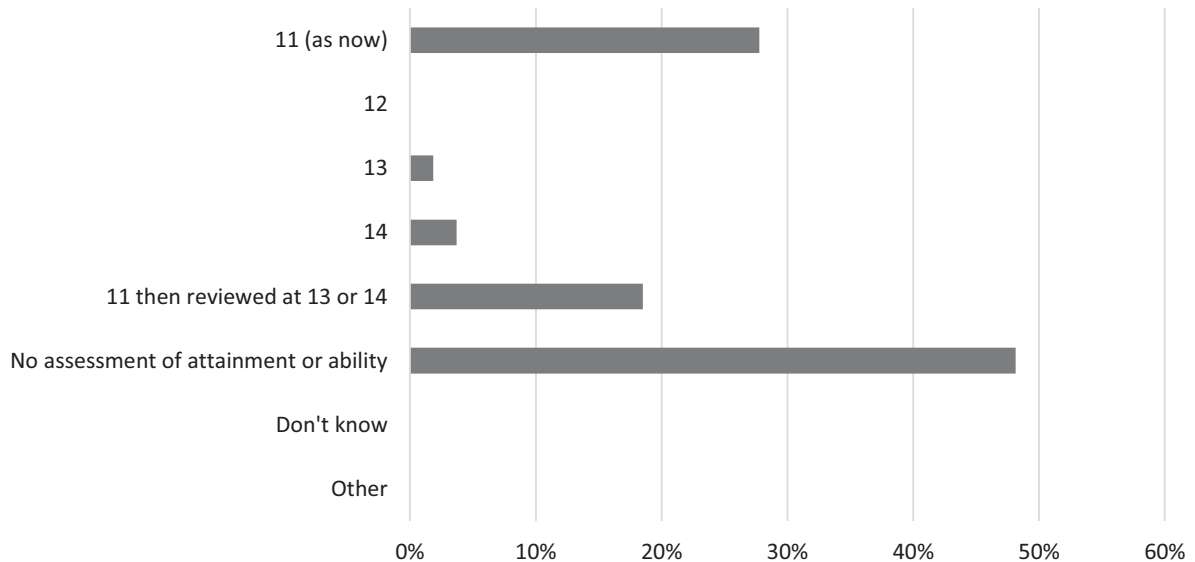
*"If we remove selection, we then have to ensure that we provide opportunities for everyone to succeed, irrespective of ability or interests. The key issue is that these can often change significantly during the teenage years. How about one secondary school for all? That way we could build world class facilities (economies of scale) and ensure that everyone received the same access to courses, teachers and opportunities, whilst at the same time allowing their abilities and interests to develop at their own pace."* Some practical challenges were raised to this idea but the ethos of change was supported.



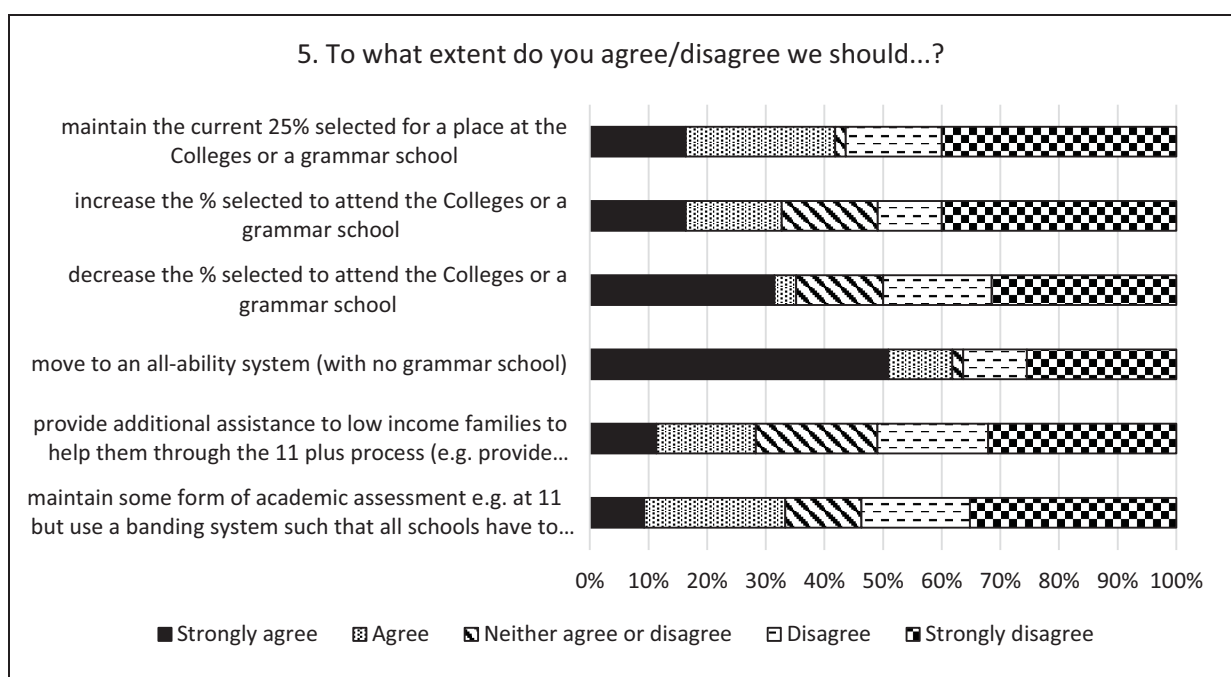
**3. Which of the following assessment methods should be used (you may tick more than one if you favour a combined approach)?**



**4. At what age should this assessment take place?**







## Challenge 2 - 16 Up – delivering post 16 education in the future



**Ideas:** 14

**Comments:** 150

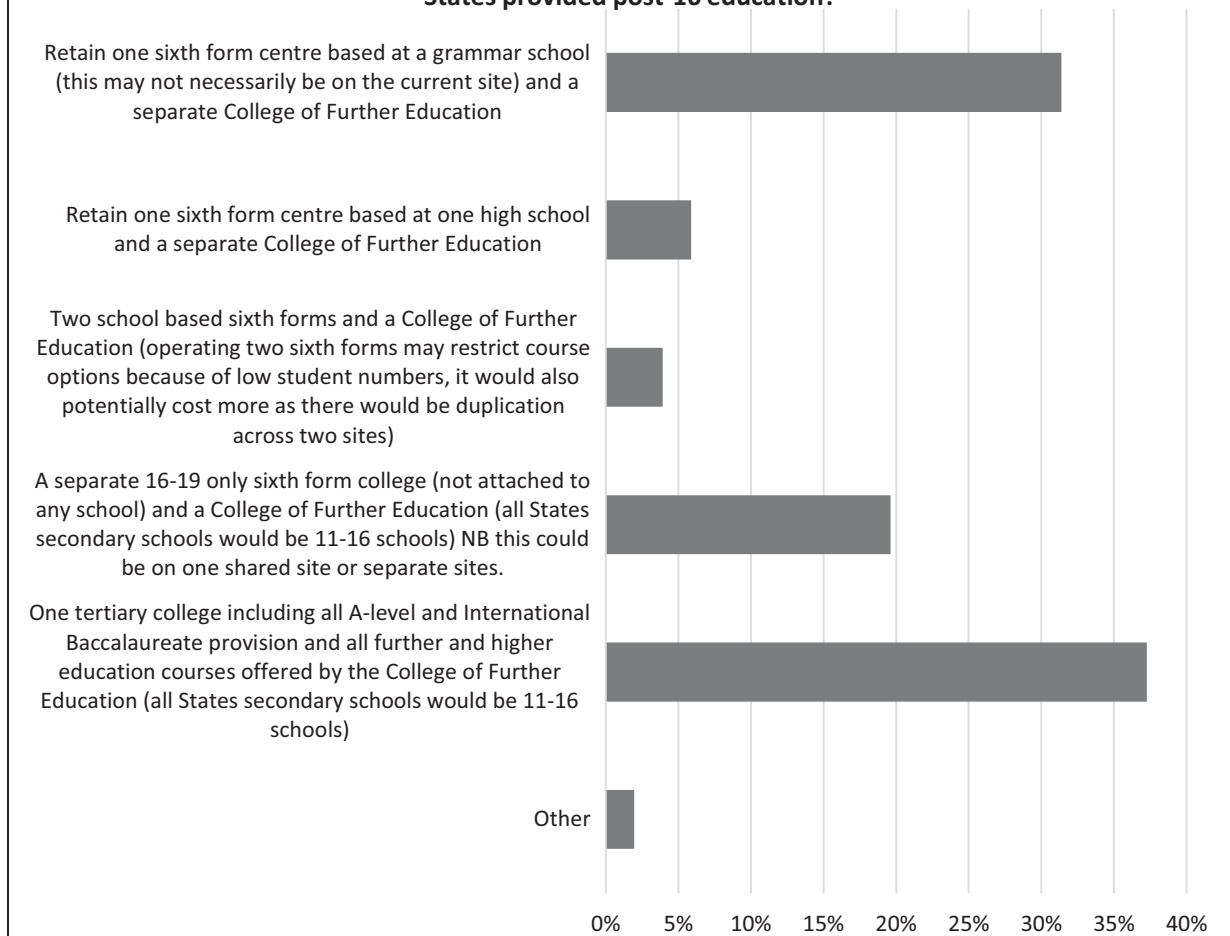
**Participants:** 61

The main consideration raised within this challenge was the opportunity for students to undertake a mix of courses currently offered at different institutions (College of Further Education and Sixth Form Centre), although this is already available many of those commenting were not aware of it or satisfied that it happened enough. *“If we are to support true learner choice then ‘under one roof’ gives us the flexibility - a learner could take Maths A Level and still pursue an Engineering BTEC, TecBac or another vocational pathway. We wouldn’t have to lose anything - IB, pure A Level route, pure vocational route would still be equally valid, valued and available.”* Concern was raised about the impact on recruiting and retaining staff if the sixth form centre was removed and that offering all secondary teachers the opportunity to teach ages 11-18 was beneficial.

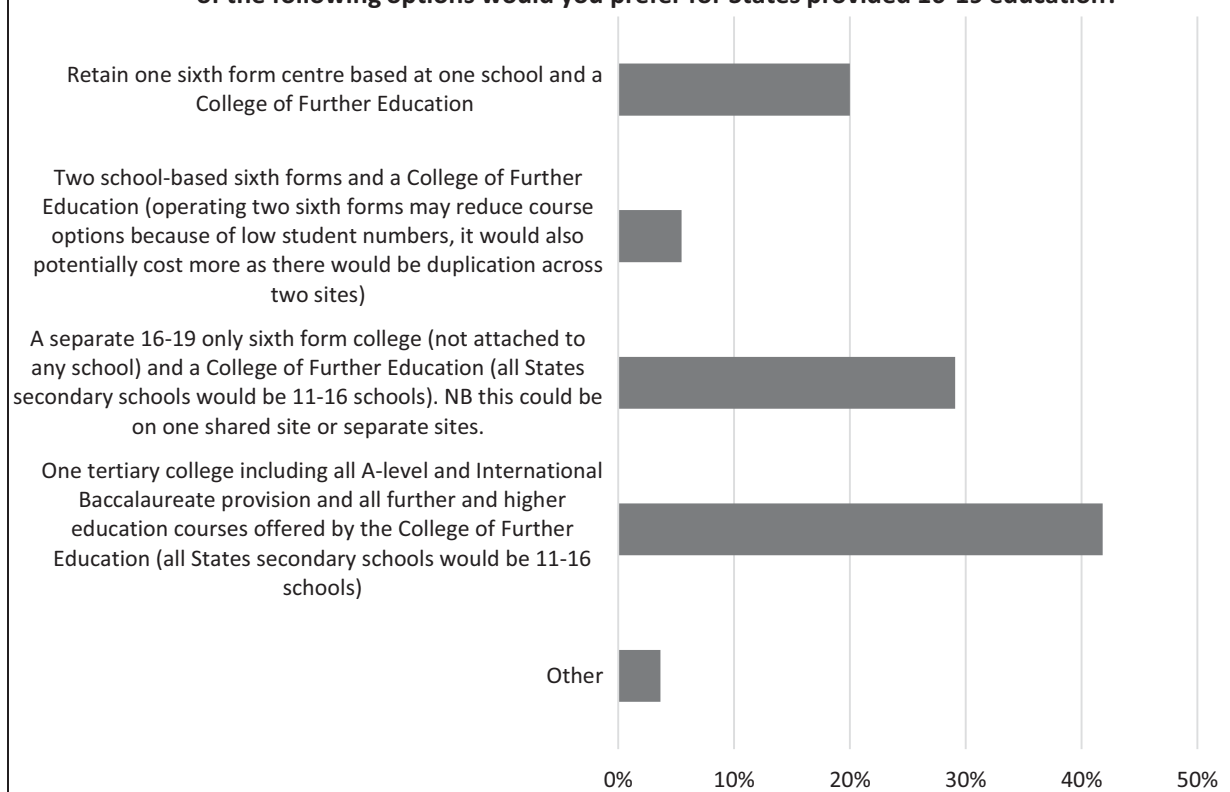
Discussion also focused on the perception that vocational qualifications (BTEC) are less valued than academic ones (A Levels) *“There is this false belief that the BTEC L3 programmes are essentially only vocational and practical. This is not the case. Yes they are vocational and they do contain a lot of practical learning by doing, but this simply supplements the high academic content of these programmes. Universities wouldn’t be so delighted with them if they didn’t take them to the high academic standard required for entry.”*

A number of discussions centred on retention of learners within the Sixth Form Centre and College of Further Education and the importance of improving this. Some of the reasons suggested for students leaving was the need to provide greater guidance, flexibility and choice.

**6. If some form of selection by academic attainment or potential ability and a grammar school are retained, which of the following options would you prefer for States provided post-16 education?**



**7. If a system with no selection by attainment or potential ability is adopted, which of the following options would you prefer for States provided 16-19 education?**



### Challenge 3 - College funding of secondary education



**Ideas:** 8

**Comments:** 131

**Participants:** 83

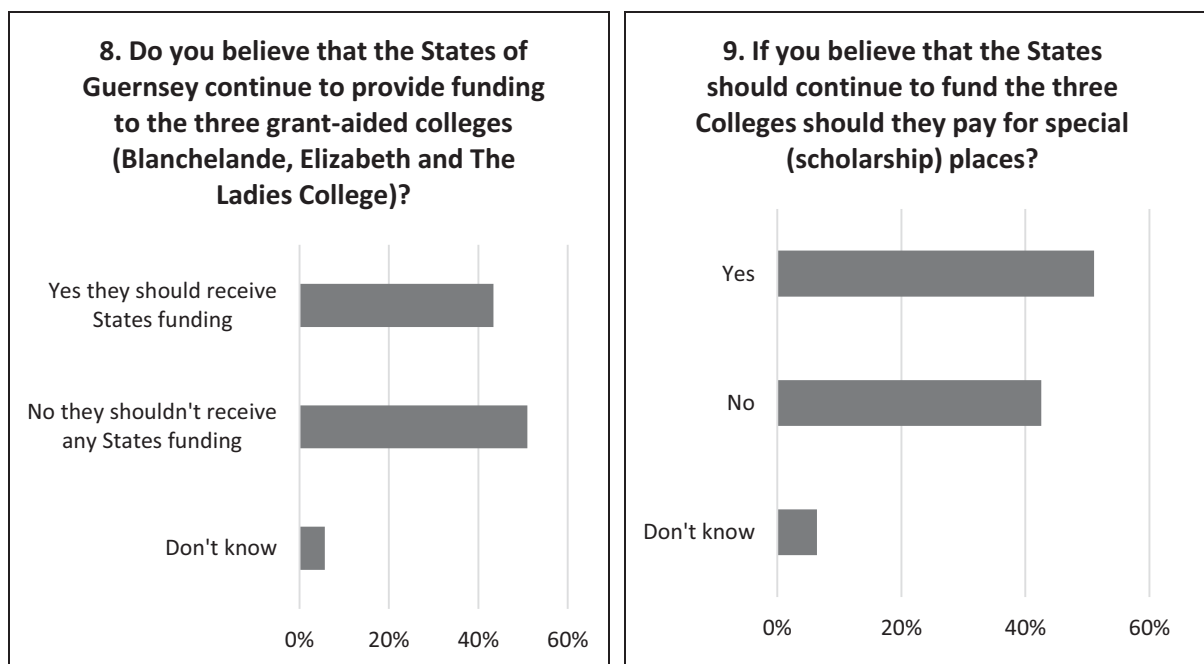
This challenge raised a number of different arguments both in support of funding the Colleges with preferences to increase, maintain and reduce but continue the funding, and those against funding. This was true for both for special place holders and for the general grant.

The key views in support of funding centred on choice for parents and learners, the relative cost to the taxpayer of a place at a States school versus a funded place at the Colleges and the perceived benefits of the Colleges both to learners (whose life chances are improved) and to the Island through the Colleges' role as an economic enabler by attracting high net worth individuals.

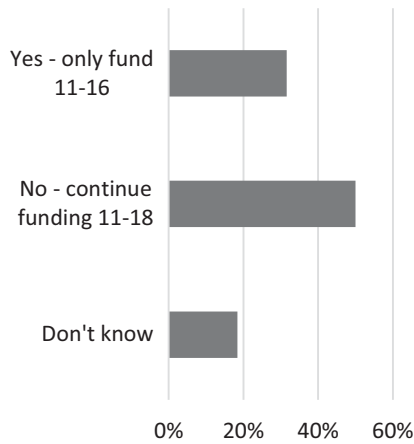
Comments were made about the links between 'paid for' education and the perception that this offers better quality. It was acknowledged that as the 11 plus selects those learners who are most academic it is more likely that final attainment (eg GCSE results) by that group will be higher and that other measures of quality should be used for comparison.

It was also noted by some within the crowd that the Colleges offer a comprehensive intake and that was at odds with a system which promotes students of similar ability being educated together.

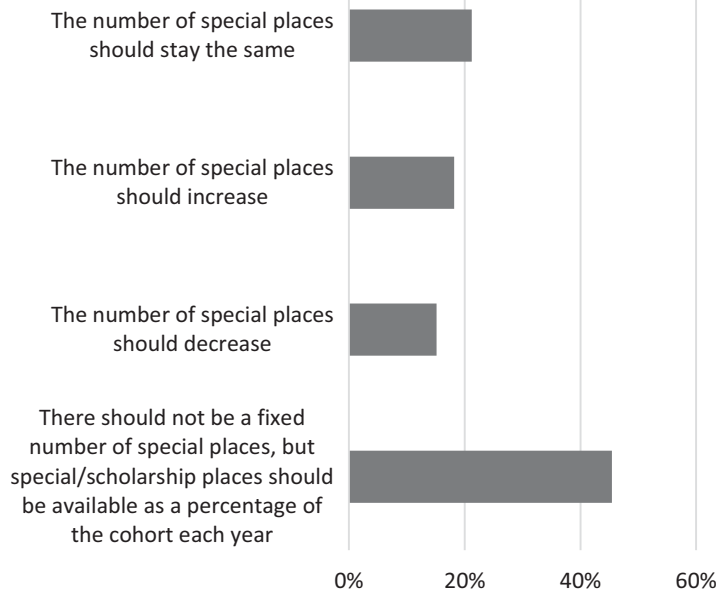
It was recognised that the current funding for special placeholders takes no account of the ability to pay and it was felt that the system did not support social mobility, however some were cautious to support removing funding as the Colleges are a part of the Island's education system. Those who expressed a preference to remove funding agreed that for those with a special place when the funding agreement ends, funding should be honoured.



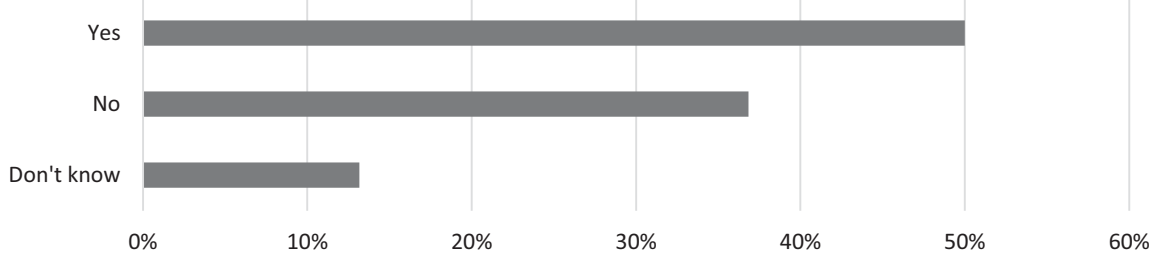
**10. If you believe that the States should continue to fund the three Colleges should they only fund places for 11-16 education and not sixth form?**



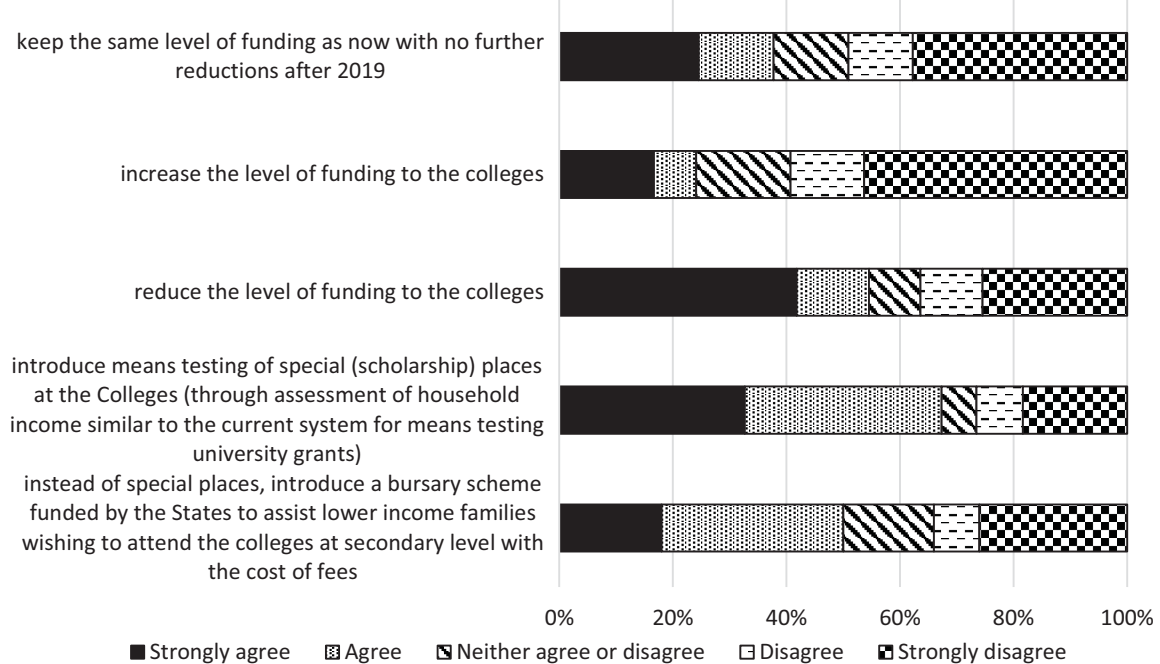
**11. If you believe that the States should continue to pay for special (scholarship) places, should the amount of places funded change?**



**12. If you believe that the States should continue to fund the three Colleges should they pay a general grant to help cover running costs and contribute towards capital costs for all pupils (both special place holders and fee-payers)**



**13. Please tell us if you agree or disagree that we should...?**



### Challenge 4 - Size Matters?



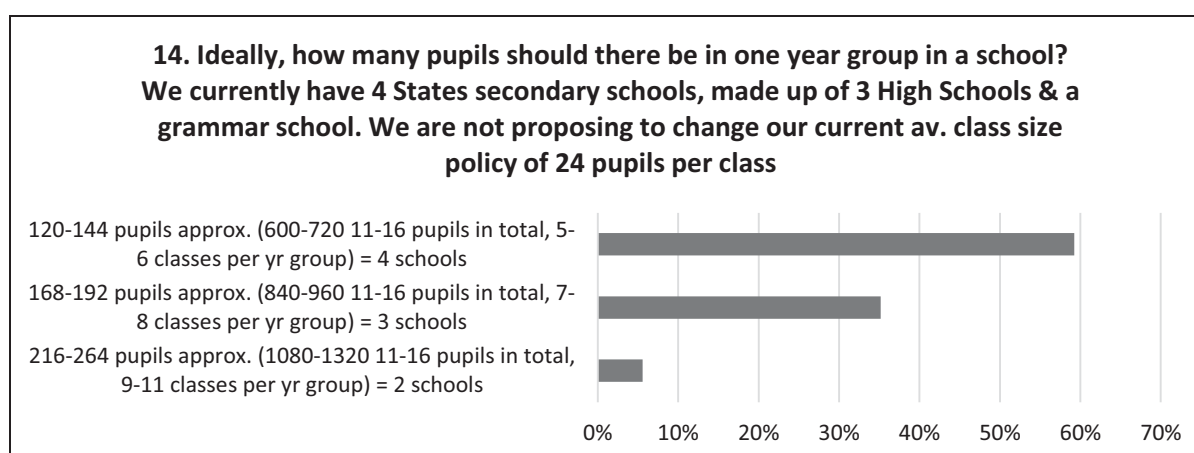
**Ideas:** 11

**Comments:** 56

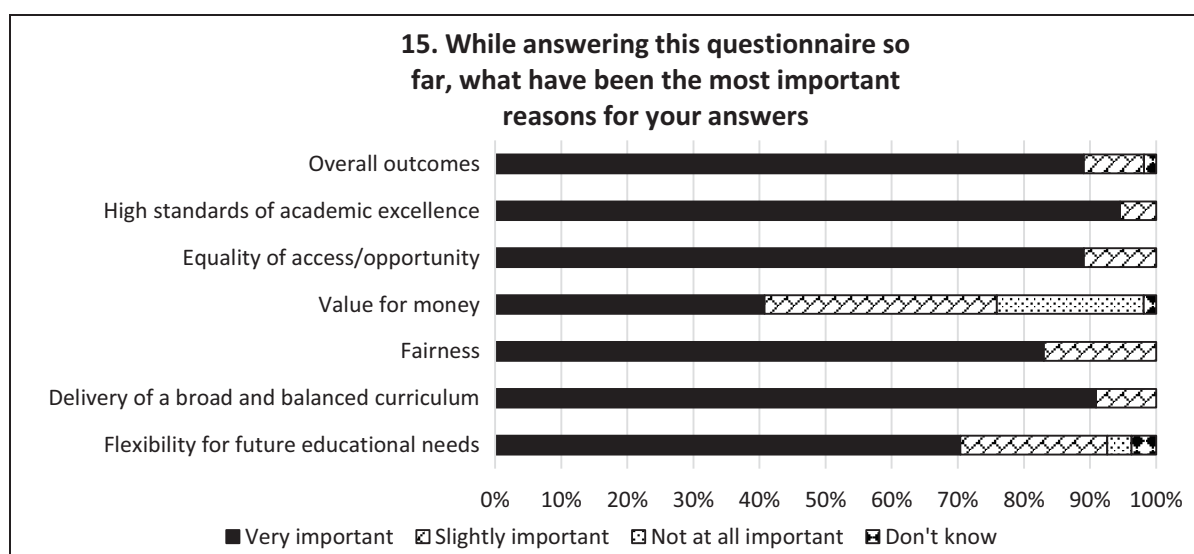
**Participants:** 57

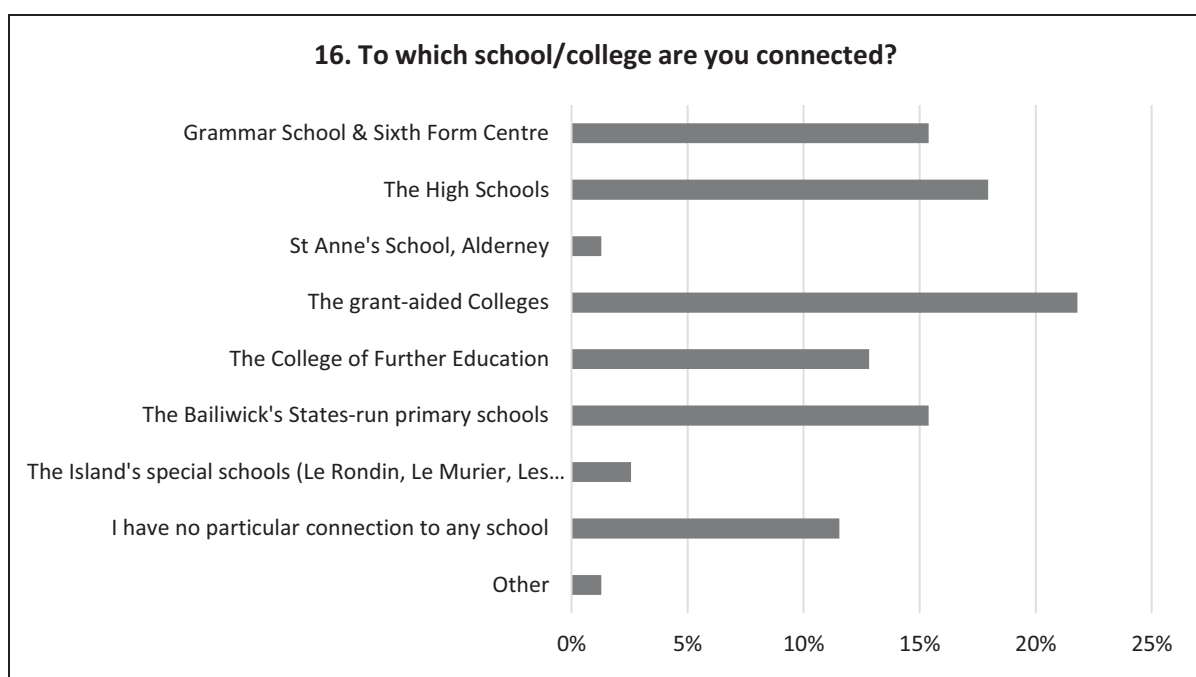
Participants raised concerns about schools being too big, with students getting 'lost' in the school, "A school is a community for learning not an examination factory. The more students there are, the less interaction each member of staff has with each student and their family". The benefits of smaller schools identified in research was also highlighted in particular in supporting disadvantaged students. This was challenged by some who felt that larger schools offer greater curriculum choice and are able to be staffed by specialist teachers as the higher number of students makes this more viable. One post described the experience of working in a larger school, "I worked in a school of over 2000, as part of a federation of over 5000. Our academic achievement was phenomenal (>90% 5x A\*-C including English and Maths... from a non-selective cohort), yet our offer to students was also incredibly wide ranging (in terms of leadership opportunities, Duke of Edinburgh, Sports, Arts, Music etc)."

The discussions in this section also extended to consider the way the school day and week is structured.



### Additional questions





### Primary School Pupil Perception Survey October 2015

As part of the latest iteration of the Young People's Survey, the Schools Health Education Unit (SHEU) conducted a Pupil Perception Survey which was offered to all Bailiwick Primary Schools, including the grant-aided Colleges and Le Rondin Special School.

The Education Department commissioned the SHEU to include a number of specific questions to gauge older primary pupils' views on the current system of selection, including the 11 plus, and their preferred size of secondary school.

The survey was undertaken in October 2015 during school time with support from class teachers.

The questions were geared towards older primary pupils who would have some understanding of the 11 plus and selective system of education and some knowledge of secondary school size.

489 Year 6 pupils completed the survey – 248 boys and 241 girls.

160 Year 5 pupils completed the survey – 78 boys and 82 girls. This represents a very small survey size when compared to the Year 5 cohort and so it was felt that responses would not be sufficiently representative and so they have not been included in the following analysis.

Two schools chose not to take part for varying reasons

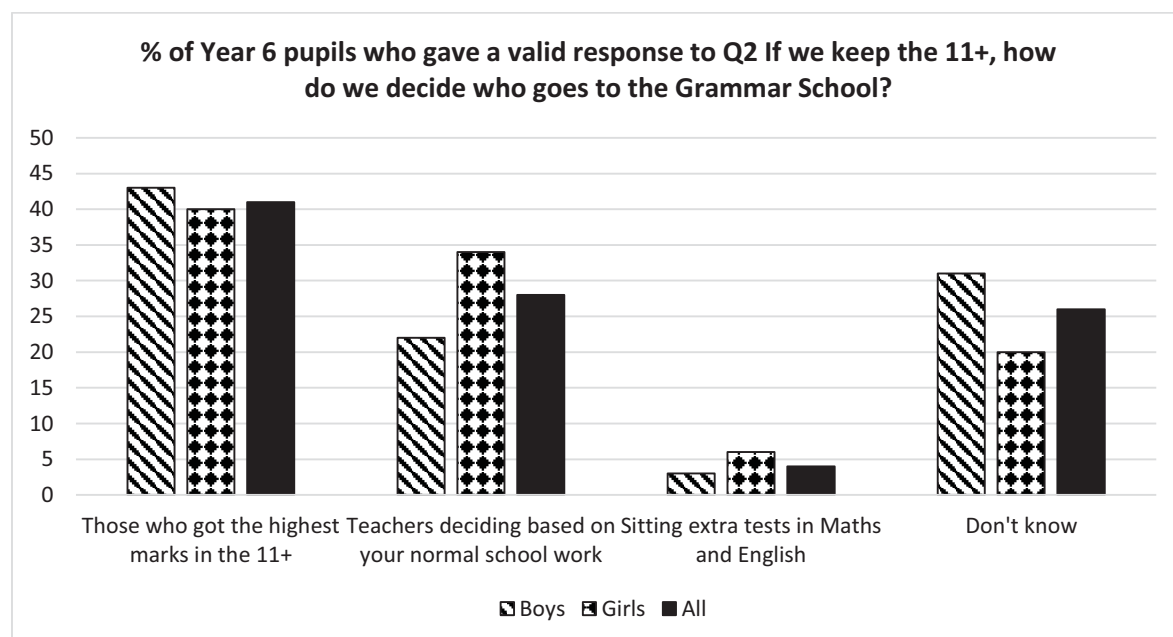
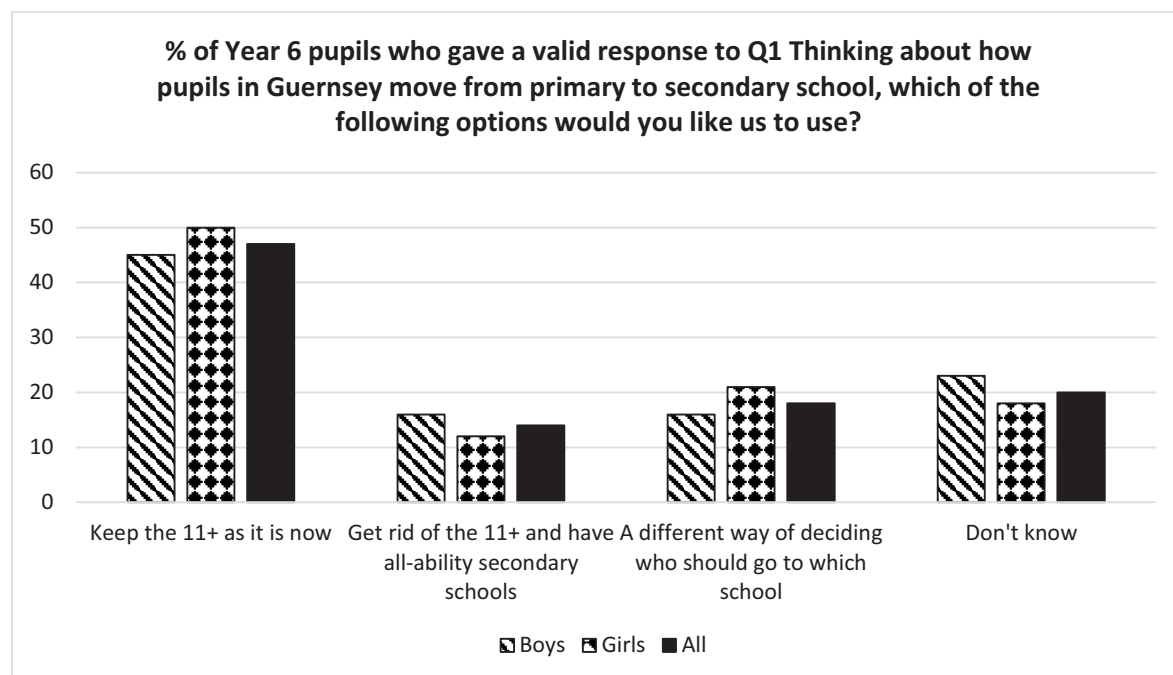
The results represent 82% of the Year 6 cohort in States-maintained primary schools.

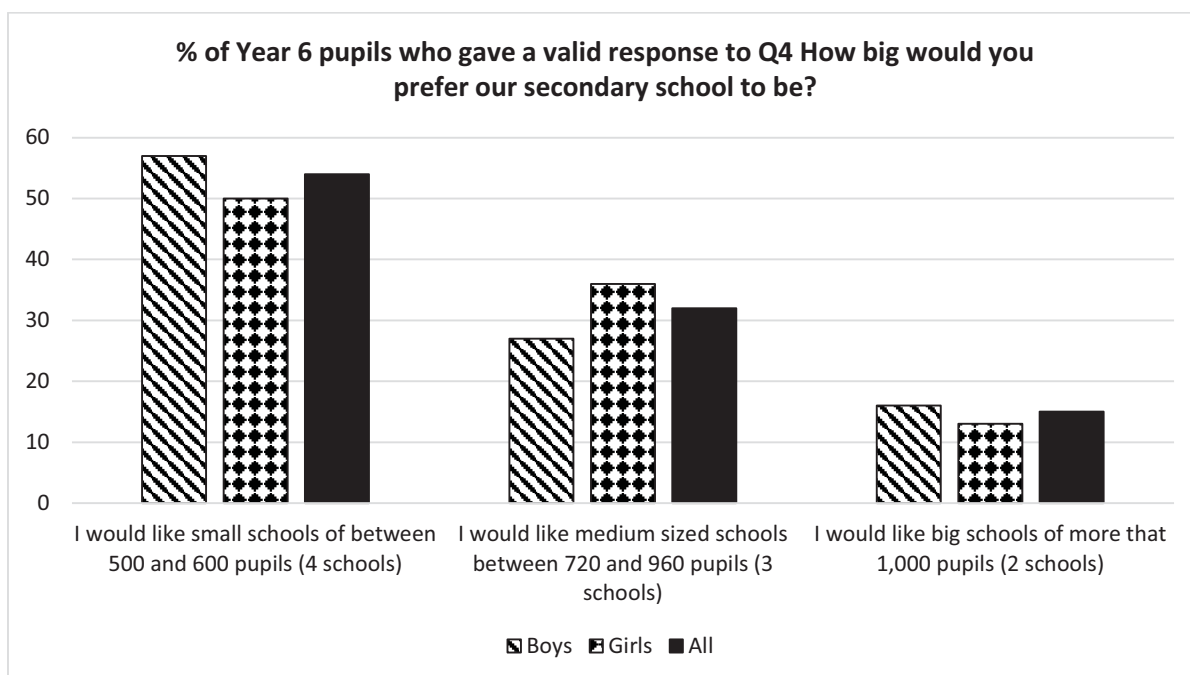
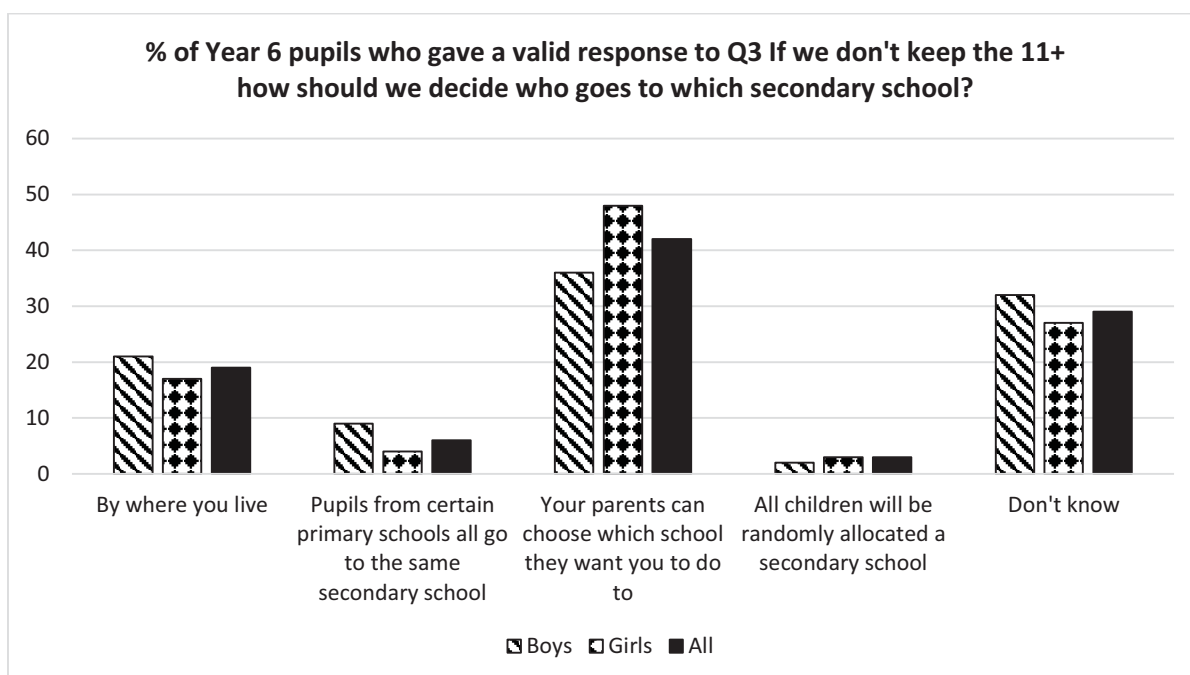
SHEU reported that:

- Pupils made a valuable contribution.
- Feedback says that pupils took the questions seriously and thought about the responses
- Answers were similar to other sections of the community
- Diversity of responses reflects the complexity of the issue

### The Questions

As part of the overall survey, the pupils were asked 4 key questions and had to select their preferred answer from a number of choices, the results of which are shown below.





### Consideration of pupil responses linked to responses to other questions asked as part of the Pupil Perception Survey

The SHEU has considered which option for the 11+ (Keep it, do something else, get rid of it) pupils preferred when compared with other key indicators/responses from the survey.

	Year 6 pupil responses		
	Keep 11+	Other option	Get rid of 11+
Med-low self esteem	22%	25%	33%
High Self-esteem	47%	40%	33%
Happy talking to other pupils	87%	77%	76%
Attend a school club once a week	76%	75%	68%
Interested in after school activities	95%	86%	83%
Enjoy all lessons	40%	28%	26%
Enjoy 'hardly any'	5%	15%	17%
Quite or very proud to belong to school	95%	88%	79%



## Direct Feedback

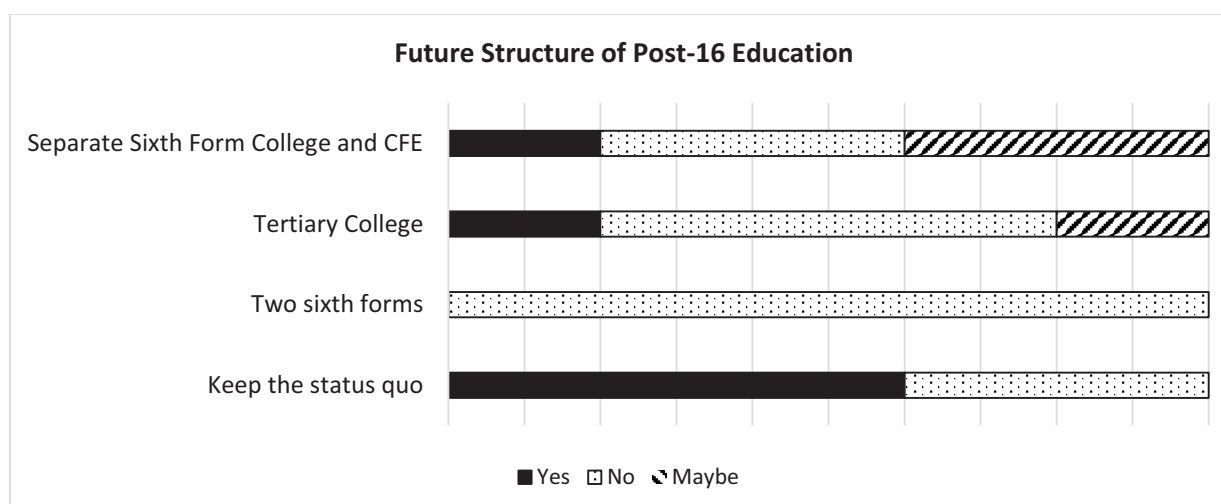
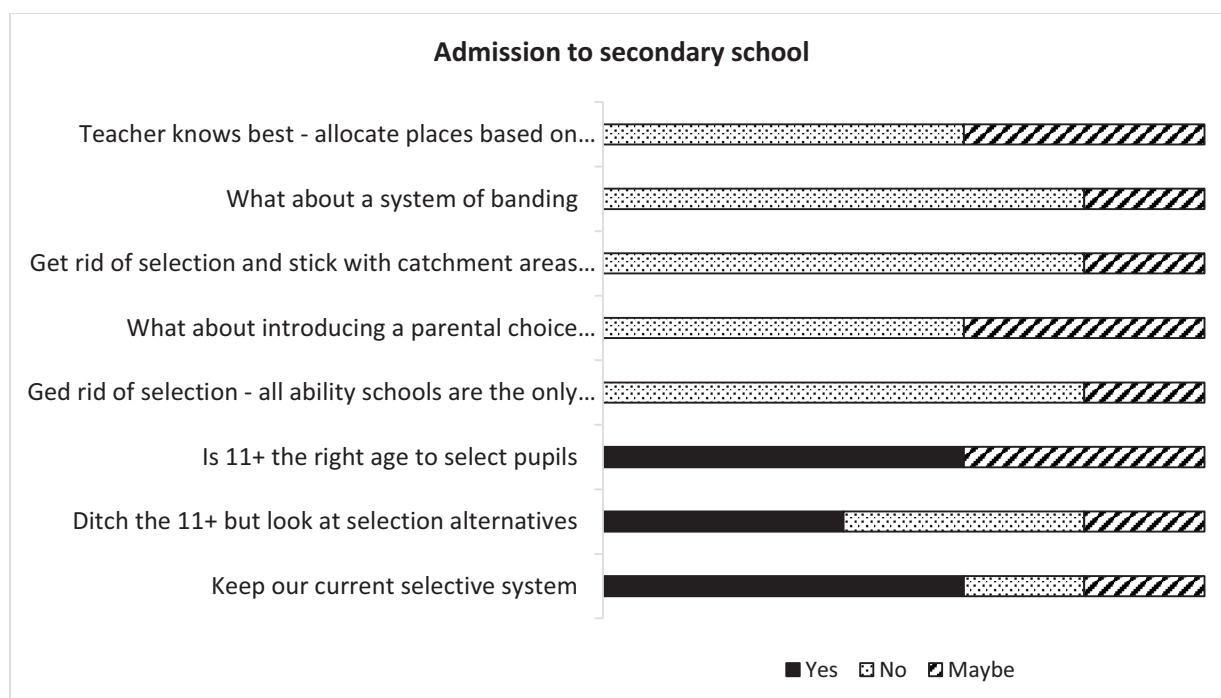
A total of 13 letters, telephone calls and emails were received by the Department in response to the consultation document. In summary the views were varied offered arguments in support and against changes to the current system of education (both secondary and post 16) and with regards to funding of the grant-aided Colleges. The Education Department considered these views alongside all of the consultation responses.

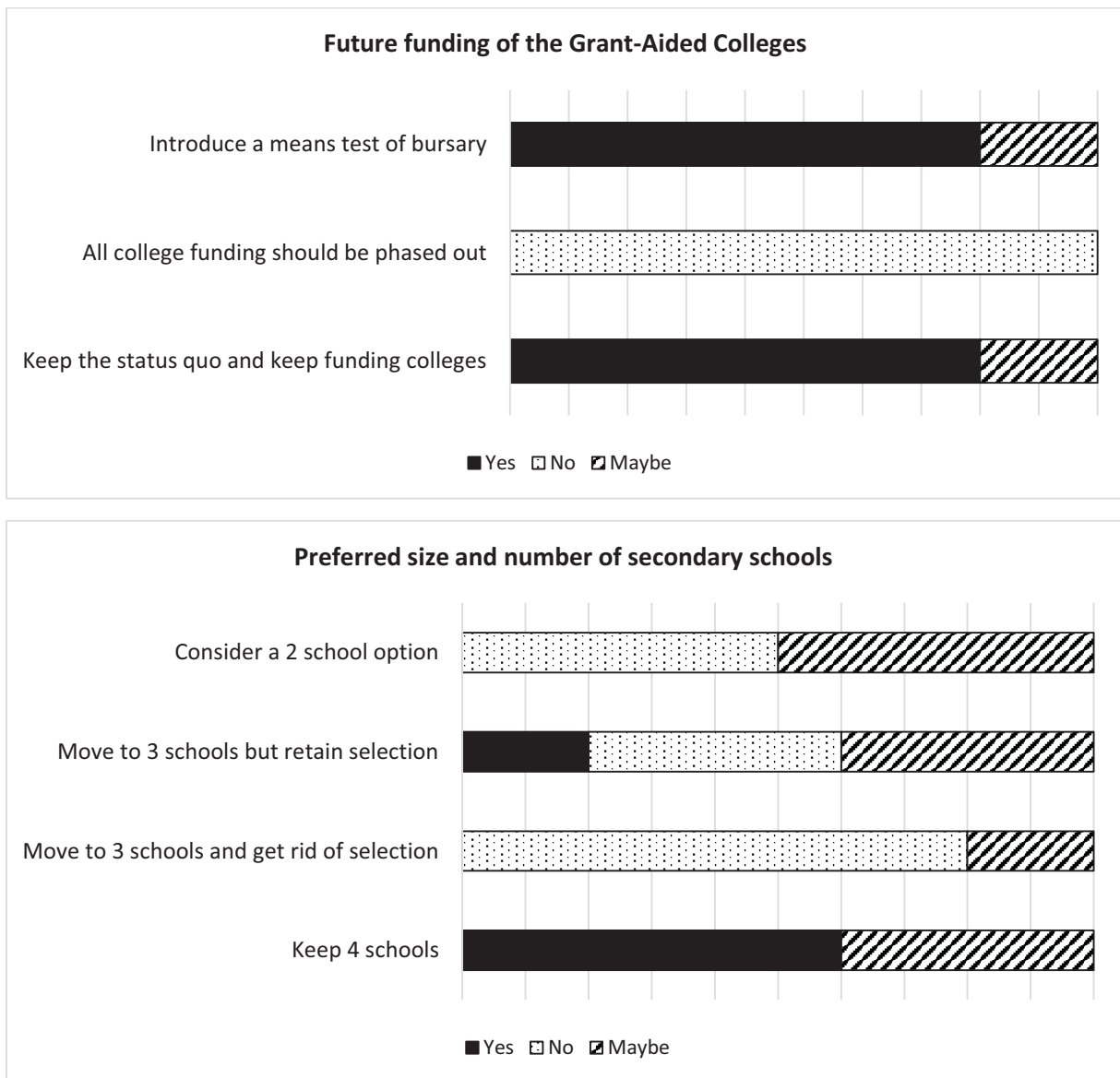
## School Committees

The Education Minister wrote to the presidents of all School Committees in advance of the publication of the Consultation Document explaining how their members could have their say as part of the consultation. The Minister wrote again on 19th October encouraging them to complete a pro-forma to provide their members' response to some of the key questions posed in the consultation.

Responses were received from four school committees (one committee submitted two responses which are both included).

The responses can be summarised as follows:





## Conclusion

Over six weeks the Education Department gathered over 4000 responses from across the Bailiwick, through different engagement opportunities. This approach demonstrated the Education Department's desire to move away from the traditional "Decide, Announce and Defend" consultation process to a more inclusive and listening approach of a "Debate, Discuss and Decide" model

In summary, the main themes arising from this consultation with those of the **education profession** who responded were a preference for:

- a move to all-ability schools;
- admission to secondary school to be based on catchment area;
- provision of post-16 education via a tertiary college;
- keeping four secondary schools;
- a reduction in College funding and the introduction of means-testing of special places at the grant-aided Colleges.

In summary, the main themes arising from this consultation with the **public** were a preference for:

- maintaining a selective system but changing the way that selection is made;
- retaining a sixth form centre based at one school and a separate college of further education;
- keeping four secondary schools;

- a continuation of College funding and the introduction of means-testing of special places at the grant-aided Colleges.

The most important factors overall to all respondents were high standards of academic excellence, overall outcomes for learners and equality of access/opportunity and fairness.

In summary, the main themes arising from the **focus groups** was a preference for:

- retaining a sixth form centre based at one school and a separate college of further education;
- keeping four secondary schools;
- more personal pathways to be made available for students;
- means-testing of special places at the grant-aided Colleges.

In summary from the **Year 6 Young People Survey** there was a preference for:

- keeping the 11 plus as it is now;
- allowing parents to choose which school their children go to if the 11 plus is not in place;
- having smaller schools of between 500 and 600 pupils.

**Institute of Education**



**Research into the impact of selective schooling and school composition, secondary school size, and academies and free schools for the Guernsey Education Department**

**Research Report from the London Centre for Leadership in Learning, UCL Institute of Education**

**August 2015**

**UCL Institute of Education**

20 Bedford Way, London WC1H 0AL



## Contents

Executive Summary .....	3
1. Introduction .....	9
1.1 Background and approach .....	9
1.2 Context for the research .....	11
1.3 About the research team .....	11
Rebecca Nelson's .....	12
2. School selection and composition .....	13
2.1 Different models for school admissions .....	13
2.2 The impact of selective versus non-selective systems on equity, social mobility and overall attainment .....	17
2.2.1 Overall Attainment .....	19
2.2.2 Equity .....	21
2.2.3 Social mobility .....	25
2.2.4 Intervening variables .....	26
2.3 The impact of parental choice and selection on school quality .....	28
2.4 The impact of assisted places schemes and vouchers .....	31
2.5 The impact of public and private schooling on outcomes .....	34
3. Secondary school size .....	38
4. Academies and Free Schools .....	41
Bibliography .....	43
Annex 1: Case study: Kent .....	47
Annex 2: Case study – Northern Ireland .....	53
Annex 3: Case study – Bristol and Bath and North East Somerset (BANES) .....	60

## **Executive Summary**

The Education Department in Guernsey will be launching a public consultation covering four strands of its educational provision in September 2015. These four consultation strands are: i) the model for selection and admissions; ii) determining the optimal size of the school estate; iii) the structure of tertiary provision and iv) the funding of grants to colleges (see Introduction for more details). This review was commissioned by the Department from the UCL Institute of Education (UCL IOE) to inform aspects of the consultation; in particular strands i), ii) and iv).

The project involved a rapid review of literature covering the areas set out below and the development of three illustrative case studies (see annexes). Additional details on the review process are included in the Introduction. The review was undertaken by Professor Toby Greany and Rebecca Nelson from the London Centre for Leadership in Learning, a department of UCL IOE. University College London (UCL) is the top-rated university in the UK for research strength (Research Assessment Exercise – RAE 2014). The Institute of Education (IOE) is a School of UCL. The IOE has been ranked number one for education in the QS World University Rankings for the last two years (2014 and 2015) and was the top-rated UK performer for research strength in education in the 2014 RAE, scoring more than four times higher than the next best performer.

It is important to position the findings from this review in the context of wider research and evidence on school effectiveness and improvement. The focus of this review is related to the Department's consultation areas, as set out above. Understandably, the consultation does not cover many aspects of the school system that, research shows, are central in determining the quality and equity of children's learning and outcomes. These include the quality of the workforce (ie teachers, teaching and school leadership), the quality and coherence of school support and improvement services, and the nature of the curriculum. This is not to underplay the importance of the areas covered by this review, but their significance needs to be understood in the context of these wider aspects.

### **Different models for school admissions**

- Parental choice is used for secondary school selection in England and oversubscription criteria are used when a school has more applicants than places. Although there is a common admissions code, there is flexibility in possibilities for managing oversubscription and a variety of models are in use (Noden et al., 2014).
- There have been criticisms of selection processes for grammar schools. The accuracy of 11+ tests has been questioned. The merits of verbal reasoning and key stage two tests for predicting GCSE performance is the subject of one study.

Testing is criticised as favouring pupils from more socially-advantaged backgrounds (Cribb et al., 2013; Gallagher and Smith, 2000; Strand, 2006; West, 2005).

- There have been suggestions that fair banding may lead to more balanced intakes. The research evidence has been criticised as insufficiently robust (Connelly et al., 2014; Noden et al., 2014; West, 2005).
- School catchment areas, for example as used in the USA and Scotland, may drive up house prices in catchments of popular schools. In a system using catchment areas, there are better opportunities for primary and secondary schools to liaise on both academic and pastoral issues (Connelly et al., 2014; Gallagher and Smith, 2000; Gill et al., 2001; Smithers and Robinson, 2010).
- Lotteries appear to have little effect on school composition or performance (Allen et al., 2013).

### **The impact of selective versus non-selective systems on equity, social mobility and overall attainment**

- Evidence on the benefits, or otherwise, of selective as compared to comprehensive systems is inconclusive (Whitty and Power, 2015).
- Despite the lack of convincing evidence for either a selective or a non-selective system for organising secondary education, the arguments continue in England (de Waal, 2015).
- Socio-economic factors result in social and academic segregation among schools in both selective and non-selective systems (Noden et al., 2014; Cribb et al., 2013; Gallagher and Smith, 2000).

#### Overall Attainment

- There is little difference in average overall attainment (as measured in external tests) when selective systems are compared with non-selective systems as a whole (Atkinson et al., 2006; Connolly et al., 2014; Hattie, 2008; OECD, 2013).
- Within selective systems the performance of schools is more variable than in non-selective systems. Selective schools have higher performance than the remainder of schools in that system on average. Selective schools also have higher performance than comprehensive schools in non-selective systems on average. Non-selective schools in selective systems have lower performance than comprehensive schools in non-selective systems.
- More research is needed to understand the impact of mixed school intakes on performance (Gorard, 2006).

#### Equity

- OECD (2013) found that social inequality was greater in selective systems and that the impact of socio-economic status is stronger in such systems.
- There is strong evidence that pupils attending a selective school tend to achieve better academic outcomes than pupils of similar background and prior attainment who attend secondary modern or comprehensive schools (Atkinson et al., 2006; Levavic and Marsh, 2007; Coe et al. 2008; Gallagher and Smith, 2000; OECD, 2013). However, there is also strong evidence that selective schools in England and Northern Ireland have far fewer than the average proportion of poor pupils in the local neighbourhood (Atkinson et al., 2006; Borooah and Knox, 2015; Coe et al., 2008; Cribb et al, 2013; Smithers and Robinson, 2010). Equally, the academic attainment of pupils in secondary modern schools is worse than in comprehensives, supporting the OECD's finding that there is a greater spread of attainment in selective systems (Levavic and Marsh, 2007).
- Increasing the proportion of pupils who attended selective schools in Northern Ireland did not impact negatively on academic outcomes in the grammar schools involved (Guyon et al., 2012).
- There are some comprehensive schools that are as strongly socially segregated as Grammar schools (Smithers and Robinson, 2010).

### Social mobility

- Controlling for social class and prior attainment, pupils from state-funded selective schools are no more likely to gain a university degree than those from non-selective schools, particularly when numbers going on to prestigious universities are compared. "Private schooling is powerfully linked to degree chances. Compared to their peers at comprehensives with similar backgrounds and cognitive attainment at ages five and ten, privately educated cohort members had 1.7 times the odds of gaining an ordinary degree and over three times the odds of an elite degree. In contrast, there was no statistically significant advantage of attending a grammar school or disadvantage of attending a secondary modern school." (p 755) (Sullivan et al., 2014).
- There is a wider gap in earnings between highest earners and lowest earners in adults educated in selective systems than the earnings gap for adults educated in comprehensive systems (Burgess. Dickson and Macmillan, 2014).

### Influencing variables



- Pupils at grammar schools experience a more academic curriculum than similar pupils in non-selective schools (Coe et al., 2008; Gallagher and Smith, 2000; Guyon et al., 2012).
- Higher quality teaching, by more motivated and/or better-qualified teachers, has been suggested as a reason for different attainment outcomes in selective schools (Burgess, Dickson and Macmillan, 2014; Gallagher and Smith, 2000; Hattie, 2008). Higher qualified teachers are more likely to apply for posts in schools that perform higher on external exams, such as grammar schools. (Brown, 2014).
- Differential per-pupil funding has been suggested as one reason for different attainment outcomes in secondary modern as compared with selective (ie Grammar) schools in England, although international evidence on the impact of additional spending is more mixed (Hattie, 2008; Levavic and Marsh, 2007; Pugh et al., 2011).

### **The impact of parental choice and selection on school quality**

- Parental choice of school has been introduced as a mechanism to increase competitive pressures on schools in systems around the world.
- The evidence indicates that some parents make more active use of choice mechanisms than others, and that middle class parents tend to be better able to navigate and use information and systems designed to inform school choice. These active 'chooser' parents tend to prioritise social class (and to a lesser extent race) over school quality as a factor.
- The OECD (Waslander, Pater, and van der Weide, 2010) concludes that "the effects of market mechanisms in education are small, if they are found at all."
- Furthermore, the impact is often differential: some students and schools may experience positive effects while others may face the opposite.

### **The impact of assisted places schemes and vouchers**

- Comprehensive evaluations of the assisted places scheme in England have suggested no effect, on average, on progress and attainment. The cost-effectiveness of the scheme was not probed.
- There is insufficient systemic evidence on the impact of voucher schemes at school level. This makes it difficult to evaluate the overall impact of voucher schemes. A voucher scheme aimed at poor families in Washington DC for pupils of all abilities found that progress in reading was higher for voucher children but with no impact in mathematics (Gill et al., 2001; Walford, 2013; Whitty et al., 1998; Wolf, 2010).

### **The impact of public and private schooling on outcomes**

- Although pupils attending private schools do well in terms of academic performance, there is no evidence that they do any better than pupils in state-funded schools with similarly high prior attainment and socio-economic background.
- Private school enrolment has been linked with the quality of other local secondary schools at ages 11+ and 13+.
- There is evidence that pupils who have attended private schools in England are much more likely to have attended an elite university later in life.
- Parents may choose private education for their facilities, the curriculum offered and their social composition, as well as their academic outcomes.
- Private schools in England benefit from much higher per-pupil income and there is evidence that this is spent on smaller class sizes. There is no empirical evidence which evaluates the performance overall of systems with an elite private system, although there are individual examples which suggest that there may be little difference on average.

### **Secondary school size**

- Research evidence strongly suggests that secondary school size has an optimal level of between 600 and 1000, with smaller schools in this range being better for pupils from disadvantaged backgrounds.

### **Academies and Free Schools**

- It is considered too early to evaluate the impact of converter academies and free schools on performance.
- Evidence from sponsored academies shows that these had a positive impact on pupil performance.
- There is no evidence that free schools are more likely to recruit pupils with higher prior attainment or with lower levels of disadvantage than the national average.

### **Case studies**

Three localities were identified with similar characteristics to Guernsey in terms of the balance of private and state schools, the use of selection and/or the socio-economic profile of students.

The three areas were:

- Northern Ireland – a selective school system with very low numbers in private schools
- Kent – a selective school system with a range of different socio-economic contexts
- Bristol and Bath and North-East Somerset (BANES) – two adjoining local authorities with non-selective state schools and relatively high proportions of children attending independent schools

For each area we have drawn together publicly available data and any case study or other evidence available to present a portrait of how the area performs in terms of overall attainment and the performance of particular student groups. It is important to note that this rapid exercise does not in any way enable causational conclusions to be drawn, but rather provides illustrative examples that Guernsey could learn from.

## 1. Introduction

### 1.1 Background and approach

The Education Department in Guernsey is currently undertaking a programme of work which combines four interlinking and interdependent elements. The Department will be launching a public consultation in September 2015 and so commissioned this rapid review of existing literature and development of case studies by the IOE to support the development of its consultation document.

The four areas under consideration are:

#### 1. *Selection*

The consultation should consider if selection is still appropriate to meet the States objectives as set out in the Education Department's vision and if so what format it should take.

#### 2. *Determining the optimal size of the estate*

Currently there are 4 states maintained secondary age schools in Guernsey, consideration is to be given if any changes are required to the number, size and character of the schools.

#### 3. *Tertiary provision*

Post 16 education provision across the Bailiwick is currently delivered by Guernsey College of FE, GTA, Institute of Health Studies, the Sixth Form Centre, and the Colleges. The Vision outlined a need to "...bring together and rationalise the range of Post 16 educational opportunities available within the Bailiwick"

#### 4. *Grants to colleges*

The current funding agreement is in place until 2019, this area will review and identify options for any future funding model

The research brief stated that the project should specifically focus on reviewing the literature in the following areas:

1. Comparison of a) overall social inequality b) overall social mobility, c) overall results at GCSE and d) results for different ability quartiles/quintiles and e) results dependent on which type of school attended and f) ability to meet potential for different ability quartiles/quintiles g) ability to meet potential dependent on which type of school attended in areas with:
  - Grammar School systems, high schools/secondary moderns and private schools where approximately 25-30% attend private schools at secondary level

versus

- Comprehensive and private schools where 20-30% attend private schools at secondary level
2. Different methods of selection at 11 (e.g. moderated teacher assessment, CATS, SATS, 11 plus) and their strengths and weaknesses. Alternatively a defined ability level (rather than 25% of the year group). Is one of a combination better?
  3. Pros and cons of banding (e.g. comprehensive schools have to take approx. 20% of students in each of five ability quintiles from across the region as a whole)
  4. Optimal size of secondary schools
  5. Admissions based on ability versus parental choice versus schools catchments and how the three may be combined with each other and/or with banding
  6. Free schools and academies and why they might or might not work in Guernsey

The timescale and scope for this work was tight and the brief was broad ranging (commissioned and undertaken in July 2015). The research team undertook the work in two parallel strands:

#### 1. Literature review:

We undertook a rapid review of existing literature spanning the three areas set out below. Each of these areas – but particularly the first - has a significant literature associated with it, so we drew on existing meta-reviews and syntheses of robust studies where possible. Taking this approach increased our ability to provide a robust overview of the evidence and key debates in these areas, all of which are contested.

#### School selection and composition

This looks in particular at:

- the different models for school admissions and selection, including ability, aptitude and intelligence tests, fair banding, parental choice, school catchments etc
- the impact of selective versus non selective systems on equity, social mobility and overall attainment
- the impact of parental choice and selection on school quality
- the impact of assisted places schemes and vouchers, which use state funding to increase parental choice, on pupil outcomes and school quality
- the impact of public and private schooling on outcomes.

#### Secondary school size

We look specifically at the impact of size on issues such as teacher recruitment and retention, curriculum breadth, and pupil outcomes.

### Academies and free schools

We also look at wider models such as charter schools.

## 2. Analysis of localities with similar characteristics to Guernsey

We identified three areas that have similar characteristics to Guernsey in terms of the balance of private and state schools, the use of selection and/or the socio-economic profile of students. The selection of these was agreed with the Guernsey commissioning team. We have drawn together publicly available data and any case study or other evidence available to present a portrait of how the area performs in terms of overall attainment and the performance of particular student groups. This rapid exercise does not in any way enable causal conclusions to be drawn, but rather provides illustrative examples that Guernsey could learn from (See annexes).

### **1.2 Context for the research**

It is important to position the findings from this review in the context of wider research and evidence on school effectiveness and improvement. The focus of this review is related to the Department's consultation areas, as set out above. Understandably, the consultation does not cover many aspects of the school system that, research shows, are central in determining the quality and equity of children's learning and outcomes. These include the quality of the workforce (ie teachers, teaching and school leadership), the quality and coherence of school support and improvement services, and the nature of the curriculum. This is not to underplay the importance of the areas covered by this review, but their significance needs to be understood in the context of these wider aspects.

### **1.3 About the research team**

Toby Greany is Professor of Leadership and Innovation and Head of the London Centre for Leadership in Learning, a department of the UCL Institute for Education. His research interests include system reform and system leadership, school leadership and improvement and the nature and impact of evidence informed practice. Current and recent research studies include: understanding the self-improving school system (CfBT and Nuffield), TIMSS 2015 (DfE), an evaluation of Evidence-Based Practice (DfE), Teaching Schools R&D themes (NCTL), school-university partnerships (RCUK and NCCPE), Research Learning Communities in primary schools (EEF), A Blueprint for a self-improving system – literature review (ASCL) and conflicts of interest in academies (Education Select Committee). Before joining the IOE, Toby was Director of Research and Policy at the National College for

School Leadership for seven years. He has worked at the Design Council, the Campaign for Learning and the Cabinet Office. From 2005-2006 he was Special Advisor to the Education and Skills Select Committee. He has authored a number of books on schools and education and has taught in Brazil, China and the UK.

Rebecca Nelson's career includes teaching, working in a senior role for a local authority and as a Regional Programme Leader for the Teaching and Development Agency. Since 2011 she has worked for LCLL on a number of research projects, undertaking literature reviews and conducting primary research. She is currently a research officer on two projects: literature review for an *Erasmus Plus - Cooperation for innovation and the exchange of good practices* project on school inspection and a longitudinal evaluation of the *Grand Curriculum Designs* programme, funded by the Esmée Fairbairn Trust. The latter programme was designed and delivered by LCLL in partnership with the RSA. She also contributes to marking and supervision of M level work.

## 2. School selection and composition

### 2.1 Different models for school admissions

#### Summary

- Parental choice is used for secondary school selection in England and oversubscription criteria are used when a school has more applicants than places. Although there is a common admissions code, there is flexibility in possibilities for managing oversubscription and a variety of models are in use (Noden et al., 2014).
- There have been criticisms of selection processes for grammar schools. The accuracy of 11+ tests has been questioned. The merits of verbal reasoning and key stage two tests for predicting GCSE performance is the subject of one study. Testing is criticised as favouring pupils from more socially-advantaged backgrounds (Cribb et al., 2013; Gallagher and Smith, 2000; Strand, 2006; West, 2005).
- There have been suggestions that fair banding may lead to more balanced intakes. The research evidence has been criticised as insufficiently robust (Connelly et al., 2014; Noden et al., 2014; West, 2005).
- School catchment areas, for example as used in the USA and Scotland, may drive up house prices in catchments of popular schools. In a system using catchment areas, there are better opportunities for primary and secondary schools to liaise on both academic and pastoral issues (Connelly et al., 2014; Gallagher and Smith, 2000; Gill et al., 2001; Smithers and Robinson, 2010).
- Lotteries appear to have little effect on school composition or performance (Allen et al., 2013).

Noden et al.'s (2014) report on secondary school admissions considered previous research and analysed admissions procedures from 3000 publicly funded schools, including academies and free schools. In line with the guidance of the nationally prescribed Schools Admissions Code (with the 2010 code applicable at the time of the research), parents apply for places on behalf of their children through a common application form submitted to the local authority in which they reside, listing their choices in order of preference. If there are fewer applicants than places, then all those choosing the school as their first preference must be offered a place (except for grammar schools where children must also pass the entry test). In cases where there are more applicants than places, then oversubscription criteria are applied. The focus of the study is on differences in *oversubscription* criteria, with a focus on the extent to which these result in a mix of pupils from across the ability range.



Researchers found that the clarity of information available to parents on the local authority websites varied and that schools within a single authority might use different criteria (as their own admissions authorities). Full information is not usually available in a single place. Parents may need to contact individual schools directly if a supplementary form or test is required. Local authorities do not always provide easily accessible information about help with travel, uniform and other costs. Complexity in accessing information may make it easier for some parents than others to make an informed choice of school.

According to the admissions code, priority must be given to pupils with a statement of SEN whose parents name a particular school on the application form and to pupils in public care. The majority of schools then use various oversubscription criteria in various combinations. These are listed here in order of popularity as stated for publicly funded comprehensive secondary schools in England in 2012, together with the percentage applying the criterion: siblings (97%); distance from home to school (93%); medical or social need (55%); catchment area (64%); random tie break (50%); feeder primary school (38%); religion (16%); supplementary form (13%); priest's reference (8%); partial selection by ability or aptitude (7%); ethos (4%); no alternative school/journey (4%); banding (4%); compassionate factors (3%); random allocation (2%).

Research by Cribb et al. (2013) showed that children who are not eligible for free school meals have a much greater chance of attending a grammar school than similarly high achieving children (as measured by their Key Stage 2 test scores) who are eligible for free school meals. For example, in selective local authorities, 66% of children who achieve level 5 in both English and Maths at Key Stage 2 who are not eligible for free school meals go to a grammar school, compared with 40% of similarly high achieving children who are eligible for free school meals.

Parents of disadvantaged children may be more likely to take the costs of travel, uniform and other expenses into account when selecting a school. Reducing the catchment area of the grammar school was thought by some to give more local disadvantaged pupils a greater chance of getting in by reducing competition from affluent families from further afield. However, this might simply increase house prices within the catchment area, thereby reducing the chance of poorer parents being able to live in the catchment area in the first place. When interviewed, grammar school Heads said that parents from disadvantaged backgrounds often associate their schools with tradition, middle class values and elitism, creating a social rather than an educational barrier that makes them reluctant to send their child to the local grammar. They believe that children from more affluent, middle class families are coached to pass the entrance exam.

Cribb et al. (2013) found that measures were already being taken or have been proposed to redress the social balance of pupils in selective schools in some areas. For example, grammar schools have been working at developing relationships with the community and with primary school teachers who might encourage parents to apply on behalf of their children. Modifications of the test to make it fairer or offering free coaching sessions to disadvantaged pupils are also being trialled.

The use of coaching for the 11+ is mentioned by Gallagher and Smith (2000) with further concerns about the effects of the test on primary schools. Interview data collected from primary school teachers reported that the transfer year is dominated by the test, with intense pressure on teachers for good results, resulting in a narrowing of the curriculum to focus on tested areas. Much time is spent on preparation for the tests, supplemented by coaching for pupils whose parents could afford this. The reputation of the primary school reflects the success, or otherwise, of their pupils in passing the transfer test. Teachers from both primary and secondary schools believed that the predictive quality of the transfer test was not completely accurate.

Strand's (2006) work tested the predictive ability of Cognitive Abilities Tests (CATs) reasoning tests as compared with key stage 2 tests by looking at data from a nationally representative cohort of over 80,000 pupils in England who completed both key stage 2 tests and CATs Tests at age 11 in 1997 and GCSE at age 16 in 2002. CATs reasoning scores at age 11 were the best single predictors of all GCSE outcomes, but Strand points out that the key stage 2 tests are of curriculum knowledge and understanding whereas reasoning tests are for more general abilities. He suggests that they are best used in combination for the purpose of setting targets and monitoring progress. The Inner London Education Authority (ILEA) originally used a reasoning test in combination with Headteachers' recommendations to place primary pupils into one of three ability bands (West, 2005). The verbal reasoning test was later replaced by the London Reading test, which was considered more likely to be culture free and less likely to lead to dangers of labelling pupils. It was felt that it would help overcome the difficulties that Headteachers had of placing pupils whose first language was not English. With the verbal reasoning test there was evidence that children from ethnic minorities and younger children in the year group were assigned to lower bands in larger proportions than those in other groups.

Banding, with all schools in an area using the same test and system, has been suggested as a means of reducing inequalities by ensuring that schools have balanced intakes in terms of ability (Noden et al., 2014). Under the banding system

used by ILEA, across Inner London as a whole, 25% were in band 1, 50% in band 2 and 25% in band 3 (West, 2005), but West does not present evidence on the ability profile of individual comprehensive schools under this system. Since the abolition of ILEA most inner London authorities abandoned banding although it was retained in Tower Hamlets, Greenwich and Lewisham at the time West's paper was written.

The argument for banding is that one of the reasons for the high performance of grammar schools is that the presence of high-performing pupils improves the performance of pupils with lower prior attainment as well. Conversely, a high proportion of low-performing pupils in many non-selective schools depresses the performance of those with higher prior attainment (Connelly et al., 2014; Guyon et al., 2013). No research has been located for this review on the impact of fair banding in comprehensive schools to support the argument for fair banding across a system.

The challenge of finding robust evidence of the effectiveness of fair banding is perhaps illustrated by the examples of Colston Girls' School and Bristol Cathedral Choir School in Bristol, both of which use fair banding of applicants to allocate places and have high attainment at GCSE level. Although Colston Girls' GCSE cohort in 2014 had 33% eligible for free school meals in 2014, prior attainment at key stage 2 was high, with average point score 29.1. Corresponding figures for Bristol Cathedral Choir School are 14% and 29.2. City Academy, the lowest performing secondary school in Bristol in 2014, had 70% of the GCSE cohort eligible for free school meals and average point score at key stage 2 of 24.5, with Bristol averages 36% and 26.9 respectively.

Allocation of places by catchment area may affect the composition of schools because more advantaged parents can choose to live in the catchment areas of successful schools, with evidence to show that house prices are higher in these areas (Connelly et al., 2014; Smithers and Robinson, 2010). Gallagher and Smith (2000) noted an advantage of catchment areas in that they enable secondary schools to work in partnership with a limited number of feeder primary schools, with curriculum and pastoral liaison supported by local authorities in Scotland.

Although lotteries are recommended in research on behalf of the Sutton Trust (Noden et al., 2014; Smithers and Robinson, 2010), recent research into a scheme linked to catchment areas shows that it was not effective overall in reducing social segregation. Allen et al. (2013) investigated the scheme introduced in Brighton and Hove in 2007. Prior to the change in Brighton and Hove, oversubscribed secondary school places were allocated by proximity to the school, which was particularly advantageous to those living in some parts of the authority where several of the

schools were clustered. The authors comment that lotteries not linked to catchment areas provide equal chances of admission to all, and thereby remove the link with immediate neighbourhood and the dependence on income via house prices. The admission system in Brighton and Hove does not give equal chances to all pupils in the city because it prioritises those who live within catchment areas, with the random (lottery) allocation used initially only for applicants who live within the catchment area. This means that the design of the catchment areas is crucial to the outcome if the purpose is to decrease the degree of school segregation. The analysis of changes to the composition of pupil intakes following the introduction of the lottery to manage oversubscription shows different impact on different schools, as expected in light of the continued use of redefined catchment areas. The lottery was not effective overall in reducing social segregation, however, some pupils with higher key stage 2 attainment were assigned to schools of poorer quality than they might otherwise have expected. Comparison of the proportions of pupils in the authority attending private schools in Y6 and Y7 showed no change, suggesting that, despite this, there was no move to private education for those children who did not get the school they wanted. Overall parental satisfaction with the school allocated rose in the year after the introduction of the lottery. The authors conclude that if used in combination with catchment areas, these must be defined carefully if the aim is to reduce social segregation.

## **2.2 The impact of selective versus non-selective systems on equity, social mobility and overall attainment**

### Summary

- Evidence on the benefits, or otherwise, of selective as compared to comprehensive systems is inconclusive (Whitty and Power, 2015).
- Despite the lack of convincing evidence for either a selective or a non-selective system for organising secondary education, the arguments continue in England (de Waal, 2015).
- Socio-economic factors result in social and academic segregation among schools in both selective and non-selective systems (Noden et al., 2014; Cribb et al., 2013; Gallagher and Smith, 2000).

### Overall Attainment

- There is little difference in average overall attainment in selective systems when compared with those of non-selective systems when the systems are compared

as a whole (Atkinson et al., 2006; Connolly et al., 2014; Hattie, 2008; OECD, 2013).

- Within selective systems the performance of schools is more variable than in non-selective systems. Selective schools have higher performance than the remainder of schools in that system on average. Selective schools also have higher performance than comprehensive schools in non-selective systems. Non-selective schools in selective systems have lower performance than comprehensive schools in non-selective systems.
- More research is needed to understand the impact of mixed school intakes on performance (Gorard, 2006).

### Equity

- OECD (2013) found that social inequality was greater in selective systems and that the impact of socio-economic status is stronger in such systems.
- There is strong evidence that pupils attending a selective school tend to achieve better academic outcomes than pupils of similar background and prior attainment who attend secondary modern or comprehensive schools (Atkinson et al., 2006; Levavic and Marsh, 2007; Coe et al. 2008; Gallagher and Smith, 2000; OECD, 2013). However, there is also strong evidence that selective schools in England and Northern Ireland have far fewer than the average proportion of poor pupils in the local neighbourhood (Atkinson et al., 2006; Borooah and Knox, 2015; Coe et al., 2008; Cribb et al, 2013; Smithers and Robinson, 2010). Equally, the academic attainment of pupils in secondary modern schools is worse than in comprehensives, supporting the OECD's finding that there is a greater spread of attainment in selective systems (Levavic and Marsh, 2007).
- Increasing the proportion of pupils who attended selective schools in Northern Ireland did not impact negatively on academic outcomes in the grammar schools involved (Guyon et al., 2012).
- There are some comprehensive schools that are as strongly socially segregated as Grammar schools (Smithers and Robinson, 2010).

### Social mobility

- Controlling for social class and prior attainment, pupils from state-funded selective schools are no more likely to gain a university degree than those from non-selective schools, particularly when numbers going on to prestigious universities are compared (Sullivan et al., 2014).

- There is a wider gap in earnings between highest earners and lowest earners in adults educated in selective systems than the earnings gap for adults educated in comprehensive systems (Burgess, Dickson and Macmillan, 2014).

#### Influencing variables

- Pupils at grammar schools experience a more academic curriculum than similar pupils in non-selective schools (Coe et al., 2008; Gallagher and Smith, 2000; Guyon et al., 2012).
- Higher quality teaching, by more motivated and/or better-qualified teachers, has been suggested as a reason for different attainment outcomes in selective schools (Burgess, Dickson and Macmillan, 2014; Gallagher and Smith, 2000; Hattie, 2008). Higher qualified teachers are more likely to apply for posts in higher performing schools such as grammar schools (Brown, 2014).
- Differential per-pupil funding has been suggested as one reason for different attainment outcomes in secondary modern as compared with selective schools in England, although international evidence on the impact of additional spending is more mixed (Hattie, 2008; Levavic and Marsh, 2007; Pugh et al., 2011).

#### **2.2.1 Overall Attainment**

Evidence on the benefits, or otherwise, of selective as compared to comprehensive systems is inconclusive. However, despite the lack of convincing evidence for either a selective or a non-selective system for organising secondary education, the arguments continue in England (de Waal, 2015). In her introduction to an edited volume of chapters by different authors, de Waal notes that although debates about selection have tended to be ‘polarised between advocates of the idealised grammar school and champions of the idealised comprehensive school.’ (p 1) the issues are more complex. She points out that, whatever the ideological position on the benefits or drawbacks of selection, there is agreement on the underpinning aim of improving the quality and fairness of education. However these terms are themselves not clearly defined or agreed. As Whitty and Power comment in their chapter, which provides a chronological description of relevant national policy in England and key findings from empirical academic research:

*Can we draw any conclusions from this history about which type of school system – selective or comprehensive or diversified – is most effective? While this appears to be a straightforward question, a succession of research studies over a period of more than 50 years has failed to produce a consensus on the selective versus comprehensive issue. This is partly, of course, because we cannot begin to answer the*

*question without first answering a series of prior questions. The obvious one is 'effective for what'? Should we make judgements on the basis of the contribution of different types of school system to academic attainment (and then for all, for some or for 'closing the gap'?) or to wellbeing, employability, social mobility, social cohesion – or what? (pp 25-26).*

In a chapter on educational systems, Connelly et al. discuss research on the impact of the introduction of comprehensive schools in England based on the longitudinal 1958 National Child Development Study (NCDS), which suggested that the changes made little difference overall to either standards or equality. Atkinson et al (2006) found that selective local authorities in England do not achieve substantially improved performance overall when compared with similar non-selective local authorities. Hattie (2008) combines international evidence from both primary and secondary systems which divided pupils into different tracks for all their subjects and found an effect close to zero.

Based on analysis of data collected from OECD countries in PISA 2012 tests, OECD (2013) found that 'a school system's performance overall is not better if it has a greater proportion of academically selective schools' (pp 36-7).

Although, on average, performance in non-selective systems is much the same as in a selective system, the variability of performance between schools in a non-selective system is, on average, less than in a selective system. On average, selective schools in a selective system perform better than non-selective schools in the same system and better than the average performance of schools in a non-selective system. Non-selective schools in selective systems perform worse than selective schools in the same system and worse than the average performance of schools in a non-selective system.

Connelly et al. cite Gorard (2006) who argued that studies on the impact of overall school composition are not robust, with more evidence needed to show the impact of mixed school intakes on performance.

### Example

In the table below, GCSE results from 2011 to 2014 have been chosen as comparison years.

	% achieving 5A* to C GCSE grades including English and maths.
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	2011	2012	2013	2014
Northern Ireland	60.1%	60.1%	60.9%	65.2%
Northern Ireland - grammar	93.9%	92.9%	94%	94.5%
Northern Ireland – non-grammar	34.3%	34.3%	37.7%	44%
England (all schools)	59.0%	59.4%	59.2%	53.4%
Kent	59.4%	61.3%	63.1%	58.1%
BANES	64.2%	57.5%	63.6%	61.9%
Bristol	50.2%	51.6%	52.3%	55.2%

Northern Ireland (mainly selective) has GCSE performance slightly above that for England (mainly non-selective), with both selective Kent and non-selective Bath and North-East Somerset (BANES) performing slightly better or slightly worse than Northern Ireland, depending on which year is chosen.

Grammar schools, as a whole, in Northern Ireland have very high performance, both when compared with non-grammar schools in Northern Ireland and the average performance of all the non-selective schools in Bristol and BANES. However, the schools in Bristol and BANES have much higher performance, on average, than the non-selective schools in Northern Ireland.

This illustrates the point that, overall there is little difference in performance between selective and non-selective systems on average, but that there is greater variation in performance in selective systems.

### 2.2.2 Equity

An important point to make on equity is that a focus on the quality of schooling appears to be just as important as any focus on admissions, as the rapid improvements in schools in London over the past 15 years illustrates. Ofsted's *Unseen Children* (2013) report showed that there are very significant differences in the performance of children on Free School Meals in different local authorities in England. These differences do not appear to relate to differences in admissions or selection, but to differences in the overall quality of schools and their commitment to, and effectiveness in, closing attainment gaps. This suggests that factors such as the level of support and challenge available for schools and, perhaps, wider factors such as the availability of high quality providers of Initial Teacher Education may be just as important as selection and admissions in terms of addressing equity issues.

The OECD (2013) states that:



*In systems with more academically selective schools, the impact of the socio-economic status of students and schools on student performance (in the 2012 PISA tests) is stronger (pp36-37).*

Cribb et al. (2013) found that across English schools, less than 3% of entrants to grammar schools are entitled to free school meals. The average proportion of pupils entitled to free school meals in selective areas is 18%. Their research also shows that in selective local authorities, children who are not eligible for free school meals have a much greater chance of attending a grammar school than children with similar prior attainment, as measured by their Key Stage 2 test scores, who are eligible for free school meals. For example, in selective local authorities, 66% of children who achieve level 5 in both English and Maths at Key Stage 2 who are not eligible for free school meals go to a grammar school compared with 40% of similarly high achieving children who are eligible for free school meals.

Cribb et al.'s work (based on three contributory studies) also investigates possible reasons for this disparity. They found that pupils are less likely to attend a grammar school if they attend primary schools with a high proportion of pupils from deprived backgrounds. Some pupils attending a primary school with a large number of high-achieving pupils are also less likely to go to a grammar school, perhaps because they under-estimate their own ability.

In Northern Ireland, Borooah and Knox (2015) found that 7%, on average, of pupils in grammar schools are eligible for free school meals with the corresponding figure in non-grammar schools at 26%. Faith is a particularly divisive feature of schools in Northern Ireland and Borooah and Knox's article explores the additional discriminatory effects of the current, largely selective, system on poor Protestant children with poor, Protestant boys suffering the worst.

Coe et al (2008) provided a comprehensive review of earlier studies that compare the performance of pupils in selective and non-selective schools in England, funded by the Sutton Trust. The authors found weaknesses in many of the studies, saying:

*Most of these studies suffer from limitations of methodology, data or interpretation; some are quite serious. In particular, their inability to control for other differences; problems with the quality of baseline or outcome data; issues in the calculation of value-added; inappropriate choice of the unit of analysis; failure to acknowledge the heterogeneity of selective systems; focus on cohorts that were educated in the 1970s; and researchers' apparent preconceptions all undermine the trustworthiness of their results (p iii).*

Despite their reservations about evidence from the UK, the authors consider the weight of good- quality evidence (e.g. from Atkinson, 2006; Gallagher and Smith, 2000; Levavic and Marsh, 2007) is sufficient to justify the finding that that pupils who attend grammar schools do better than equally able pupils in comprehensives, with this finding confirmed by later reviews, including those of international systems in the meta-analysis by Hattie (2008) and by OECD (2013). This finding was further reinforced by Coe et al.'s own work, which found that pupils in grammar schools do a little better than similar pupils in other schools, although the difference is reduced when school composition is taken into account. Their finding is further qualified by analyses which show that although grammar school pupils made greater progress from key stage 2 to key stage 4 than other pupils, the same pupils were already making faster progress in their primary schools, suggesting that other differences than a grammar school effect may make the difference.

Levavic and Marsh (2007) used data from twenty English local authorities that were either wholly or partially selective. Students in secondary modern schools achieved worse GCSE results on average than equivalent students in comprehensive schools while grammar school pupils obtained much better GCSE results.

A study by Guyon et al. (2012) investigated the effect of increasing the proportion of children attending grammar schools, by looking at affected pupils' GCSE and A level outcomes before and after a policy change in Northern Ireland. With falling rolls in schools across the province, in 1989, grammar schools were required to accept a number of pupils up to their admission number, rather than on the basis of reaching a threshold mark in the 11+ transfer test. This increased the proportion of pupils attending grammar schools overall by 15%. There was a differential effect, as grammar schools in some areas where rolls were not falling continued to admit the same local proportion as previously. Before and after comparisons and comparison between areas were made when the affected pupils reached GCSE and then A level. Overall performance rose, and was sustained, at about 10% higher than previously. Guyon et al found no negative effects for grammar schools, despite the fall in average prior attainment of their pupils. Top ability pupils did not suffer and pupils who would not previously have been admitted did better by being at grammar schools. The authors conclude that there is convincing and unambiguous evidence for increasing the proportions of pupils educated in academic tracks.

Smithers and Robinson's (2010) work suggests that the effects of faith, high house prices, travel, uniform and other expenses may also be factors which contribute to their finding that, in England, some comprehensive schools are as much, or more, socially divisive than grammar schools.

Example

	% disadvantaged pupils, 2014	Average key stage 2 score on entry, 2014	% achieving 5A* to C grades inc. English and maths, 3 year average	
			Disadvantaged pupils	All pupils
England	26.9	27.6	38.7	58.7
Kent	20.9	27.5	33.7	60.8
Highworth Grammar School (Ashford, Kent)	11	31.5	89	98
The Norton Knatchbull School (grammar, Ashford, Kent)	9	31.5	96	94
The North School (non-grammar, Ashford, Kent)	25	26.2	27	37
The John Wallis C of E Academy (non- grammar, Kent)	32	24.0	24	45

Example

			% 5 A* - C at GCSE including English and maths 2014			
	Av key score stage 2 on entry	% disadvantaged pupils	All pupils	High attainers	Mid attainers	Low attainers
England – state funded	27.6	26.9	56.6%	92.8%	50.9%	5.5%
Bristol	26.9	36.0	55.2%	94.6%	54.1%	6.8%

BANES	28.3	15.6	61.9%	94.3%	50.5%	2.8%
Kent	27.5	20.9	58.1%	94.7%	52.5%	4.8%

High attaining pupils' performance at the measure of 5A\* to C grades at GCSE in 2014 in both non-selective Bristol and non-selective BANES was about the same as in selective Kent, suggesting that overall performance is affected by varying proportions of high attainers in these authorities. Middle attainers do slightly better in non-selective Bristol than in selective Kent but middle attainers in both LAs do better than in non-selective BANES and nationally.

### 2.2.3 Social mobility

Sullivan et al. (2014) followed the education histories of 7700 individuals, recorded in the 1970 British Cohort Study. They found that 31 per cent of private school pupils in the 1970 birth cohort obtained a degree from an elite university, compared to 13 per cent from grammar schools, 5 per cent from comprehensives, and 2 per cent from secondary moderns. However, the researchers concluded that the apparent success of grammar schools on this measure could be attributed to pupils' social backgrounds and other factors such as their attainment at age 11.

Burgess et al. (2014) used a large, representative household panel survey to compare adult earnings and inequality for those educated in selective local authorities with those educated under a comprehensive system. Controlling for a range of background characteristics and the current location, the wage distribution for individuals who grew up in selective schooling areas was found to be more unequal. At the lower end of the distribution (where individuals in selective systems are more likely to have attended a secondary modern school), individuals born in a selective schooling area earn less than those from the matched non-selective areas, while this reverses for the top end, where individuals born in a selective area earn more than those educated in comprehensive schools. They suggest that the mechanism by which the inequality arises is through the higher quality teaching in grammar schools, which are more likely to attract high quality teachers.

### 2.2.4 Intervening variables

Guyon et al.'s (2012) findings imply that a more academic curriculum may result in better examination performance for grammar school pupils than for similar pupils in schools with a less academic curriculum. Gallagher and Smith (2000) also comment on the academic nature of the grammar school curriculum in Northern Ireland and suggest that a combination of the academic culture of the schools, high expectations and the learning environment created by the pupil peer group have an impact on

performance. Coe et al. (2008) found that grammar schools entered pupils for harder GCSE subjects and were more likely to have sixth forms.

Burgess et al. (2014) suggest that higher quality teaching, by more motivated and/or better-qualified teachers, is a factor in the higher earnings in later life by those in selective schools. Hattie (2008) reviewed qualitative evidence that “low track classes are more fragmented, less engaging and taught by fewer well-trained teachers.” (p91). He concludes that “the quality of teaching and the nature of student interactions are the key issues, rather than the compositional structure of classes” (p91). Gallagher and Smith (2000) found that the grammar school teachers in their study were proud of the achievements of their pupils and felt both more motivated and more highly valued by the public than their colleagues in other secondary schools.

A recent study of the applications made by highly-qualified graduates provides support for the view that these are more likely to apply to work in schools with overall higher attainment. Brown (2015) investigated data on the qualifications of newly qualified teachers in schools in England and found that those with higher qualifications were more likely to be working in schools where there is high attainment and a high proportion of pupils from affluent backgrounds. This was the case even when he considered schools with higher levels of pupil progress, but with lower examination performance. His work suggests that it is harder to recruit highly qualified teachers in schools where overall attainment is lower and with the proportion of pupils from affluent backgrounds is lower, even though the school may have a good record in promoting the progress of pupils.

Levavic and Marsh (2007) used data from twenty English local authorities that were either wholly or partially selective. After taking account of the cost factors and grant entitlements, secondary modern schools in the years 2000/01–2002/03 were funded around £80 less per pupil while grammar school pupils received over £100 more per pupil compared to comprehensive schools. They claim that students attending secondary modern schools do not receive sufficient additional funding to offset the depressing effects on attainment of the increased social segregation arising from a selective system. Hattie (2008) considered some examples of research that showed no impact of increased resources on school performance, but also other work which suggested that increased spending on more highly-qualified and experienced teachers had an impact on attainment. Pugh et al (2011) investigated the effects of school expenditure on performance and key stage 4 in England, in 2003-7, at a time when per pupil spending was increasing. The conclusion was that “spending money may be a necessary condition for school improvement but it is clearly not a sufficient one” (p186). They point out that what matters most is how teachers teach and the

quality of their teaching and mechanisms of any link between these and the resources available to the school are hard to capture.

### 2.3 The impact of parental choice and selection on school quality

#### Summary:

- Parental choice of school has been introduced as a mechanism to increase competitive pressures on schools in systems around the world.
- The evidence indicates that some parents make more active use of choice mechanisms than others, and that middle class parents tend to be better able to navigate and use information and systems designed to inform school choice. These active 'chooser' parents tend to prioritise social class (and to a lesser extent race) over school quality as a factor.
- The OECD (Waslander, Pater, and van der Weide, 2010) concludes that "the effects of market mechanisms in education are small, if they are found at all."
- Furthermore, the impact is often differential: some students and schools may experience positive effects while others may face the opposite.

There is some evidence from the Netherlands that parental choice may contribute to school quality, where schools have parity of esteem, are equally funded with open admissions and there is no elite school sector (Patrinos, 2013). As Fung and Lam (2012) point out, parents may have different perceptions of quality which may be culturally determined. In England, parents choose schools for a variety of reasons, often unconnected with the quality of the school, and thus the effect of school competition on quality is limited (Connolly et al., 2014; Nelson and Ehren, 2014)

In England, choice of school is based on parental choice. Reviews of research by Connolly et al. (2014) and Nelson and Ehren (2014) found that parental choice is influenced by socio- economic factors. School performance and school quality are a factor in choice of school, but other factors are important and more important for some parents. Evidence from England suggests that more affluent parents are better able to access and interpret published information, have access to social networks and informal data about the school and experience fewer constraints, such as proximity to the school or cost of housing in its catchment area. More educated and more affluent parents are more likely to cite academic standards when giving reasons for their choice, whilst less educated and less affluent parents are more likely to cite proximity to the school. More advantaged parents choose better performing schools, particularly in areas with many schools and therefore a lot of potential school choice, but they also choose schools with much lower proportions of pupils eligible for free school meals, relative to other schools available to them.

Smithers and Robinson (2010) find that parental choice is determined by factors other than academic excellence: 'Parents tend to seek out schools where children

similar to their own go. In addition to ability and income level, ethnic background and faith play a part' (p i) with parental choice an important factor in determining the social profile of secondary schools. They point to potential consequences of a school having a high proportion of pupils from advantaged families. Because of the link in feeder primary schools between socio-economic status and attainment, these secondary schools also have pupils who have higher scores at key stage 2. This makes it more likely that the schools will have good results at GCSE level and making it more likely that they are chosen by more informed and better off parents. High competition for places at the school may lead to higher prices within the catchment area so that lower income parents cannot afford to live near the school and travel costs will rise.

Nelson and Ehren found that the link between parental choice and socio-economic factors is found in other European nations, but in the Netherlands this is not the case. There are no catchment areas in the Netherlands and no elite private sector. There are a large number of private schools in the Netherlands, but these receive funding from the state at the same level as state schools and so may be compared with academies and free schools in the UK. Secondary schools attended from the age of 14 offer an academic or a vocational track and each is perceived publicly as of equal value. Although quality and performance influence school choice, particularly for the academic track, proximity to the school, religion and ethnic composition are also powerful influences. Patrinos (2013) describes the open admissions systems used by all schools and the lack of social segregation between schools. He uses PISA data to show that not only does the Netherlands overall have higher performance and a lower performance gap than many other European jurisdictions, but the private schools have better results than state schools. He uses this evidence to suggest the Dutch system of competition and equal funding has been effective through mechanisms such as schools becoming more effective in managing personnel, teaching students, promoting school efficiency, managing budgets, and involving parents as appropriate.

Fung and Lam (2012) cite research that different parents may have very different ideas about what is best for their children; in other words, they may have different definitions of quality that are culturally determined. In Hong Kong, parents are given vouchers for nursery education and make a free choice based on information provided by the school. This information tends to focus on academic benefits of attending the setting, rather than on broader views of quality recommended by early years' educators. According to Fung and Lam, this emphasis reflects the value given by parents to academic performance in Hong Kong even when this may be detrimental to broader developmental goals for nursery education.



Parental choice is often a mechanism for promoting competition and quasi markets in education. A recent summary of research on competition and markets in education for the OECD (Waslander, Pater, and van der Weide, 2010) concluded that “the effects of market mechanisms in education are small, if they are found at all.” Furthermore, the impact is often differential: some students and schools may experience positive effects while others may face the opposite.

The reviewers go on to ask why this might be case. On the demand side they look at the evidence on how different groups of parents make choices about schools, and whether improving the quality of information available to parents (for example through Ofsted reports) changes their decisions. They find that middle class parents tend to be more active ‘choosers’ than their working class peers. Importantly, it is the social composition of the school (and, less consistently, the racial composition) that appears to matter more to the choosers than the quality of teaching and learning per se. Public performance indicators such as Ofsted reports can be helpful in this context (by signalling quality issues), but the reputation of a school in the minds of local parents is less closely tied to its performance in league tables or Ofsted inspections than might be expected. For example, the PISA 2009 parental questionnaire showed that parents value ‘Academic achievement’ lower than ‘A safe environment’, ‘School climate’ and ‘Reputation’.

On the supply side, it seems that there is a threshold level for competition, above which schools start to alter their behaviour. Urban areas are more likely to exceed this threshold than rural ones. A number of studies indicate that local hierarchies of schools exist, from the most to the least popular, and it is schools in the middle of these hierarchies that face the greatest competition. Schools at different ends of these hierarchies tend to respond differently to competitive pressures, but the dominant response is for schools to try to control their intake by attracting the most ‘desirable’ students. This might involve anything from increasing marketing spend to developing attractive new facilities.

## 2.4 The impact of assisted places schemes and vouchers

### Summary:

- Comprehensive evaluations of the assisted places scheme in England have suggested no effect, on average, on progress and attainment. The cost-effectiveness of the scheme was not probed.
- There is insufficient systemic evidence on the impact of voucher schemes at school level. This makes it difficult to evaluate the overall impact of voucher schemes. A voucher scheme aimed at poor families in Washington DC for pupils of all abilities found that progress in reading was higher for voucher children but with no impact in mathematics (Gill et al., 2001; Walford, 2013; Whitty et al., 1998; Wolf, 2010).

Walford (2013) and Whitty et al. (1998) both provide a description and an evaluation of the assisted places scheme (APS) in England, Wales and Scotland during the Conservative period of government from 1980 until 1997. The scheme provided for academically able children from poor families to be selected for free or subsidised places in private schools. During the period that the policy was in place 75 000 pupils benefited in over 200 independent schools. The assumption underlying the scheme was that education in these independent schools was of a higher quality than that available in the state system. Independent schools had to apply to be part of the scheme and, if selected as being of a high enough quality by the Department of Education and Science, agreed to accept a fixed number of students on the scheme each year. There was an additional requirement that at least 60% of the pupils had to have attended state- funded schools prior to accepting the APS place. Once in the scheme, schools recruited suitable pupils, using their own selection criteria.

The evaluations conclude that the scheme had not had the effect intended – that of increasing social mobility by offering opportunities to academically able, poor children, which were not available in their local state schools. In practice, because parents had to apply to individual schools, it was the most informed parents, who valued the type of education on offer, who sought assisted places. As well as academic entrance tests, other selection methods were used, such as interview, so that, in the words of one independent head cited by Whitty et al the pupils would ‘fit in’ to the culture of the school. Analysis of the backgrounds of children benefiting from assisted places showed that, although the family income was low, parents were on the whole well- educated and had high cultural capital. Analysis of progress of the pupils benefitting from assisted places shows that they did well at GCSE and A level, but progress and attainment in primary school, before taking up the assisted

place, had also been high. Pupils with similar prior attainment in local grammar or comprehensive schools similarly did well. Whitty et al. suggest that there is thus no evidence to demonstrate an 'assisted places effect' on progress and attainment. The cost-effectiveness of the scheme was not probed (the authors suggest that the scheme was a form of subsidy for some schools, who might otherwise have drawn on bursary or scholarship funds).

Most research on vouchers comes from the USA where students are assigned to public schools on the basis of where they live. Gill et al. (2001) provide a lengthy and comprehensive review on the impact of both vouchers and charter schools. Voucher schemes with income qualifications have been successful in putting more low income and minority students in voucher schools. Students with disabilities and with poorly-educated parents are underrepresented. Education tax subsidy programs are disproportionately used by middle- and upper-income families. There are some small achievement gains for African-American students in small-scale voucher schemes targeted at low-income families, but no impact on achievement of other students. Parental satisfaction levels are high in virtually all voucher and charter programs studied, substantially higher than those of public-school comparison groups.

There is no systemic evidence which investigates impact on those in voucher schemes and those who remain in publicly funded schools and little demographic information available at school level. This makes it difficult to evaluate the overall impact of voucher schemes.

In a more recent study Wolf (2010), in a study of a voucher scheme in Washington DC, says that about 11% of students in the USA attend private schools and approximately 17% of students exercise some form of choice within the public school system, for example as charter or magnet schooling. In the scheme studies, families at or near the poverty line could apply for tickets in a lottery, through which up to \$7500 annually to high school graduation was available to use at 60 eligible private schools. Because the lottery was oversubscribed, the researchers were able to match students who were successful in the lottery and went to private schools with students who had not been successful and who went to residentially assigned public schools. About 10% of eligible families applied for vouchers. Baseline test scores and demographic profiles for successful students were similar to those of students who stayed in District public schools but data was not available as to parental education and motivation for the voucher applicants. Three years after being randomly assigned to either receive a school voucher or serve in the control group, overall the voucher students were performing at significantly higher levels than the control group students in reading, with no significant impact in maths. Parents were

more satisfied with their child's school if the child had been offered a voucher, though students themselves were about equal in their rating of school satisfaction whether they were assigned to the voucher or the control group.

## 2.5 The impact of public and private schooling on outcomes

### Summary:

- Although pupils attending private schools do well in terms of academic performance, there is no evidence that they do any better than pupils in state-funded schools with similarly high prior attainment and socio-economic background.
- Private school enrolment at age has been linked with the quality of other local secondary schools at ages 11+ and 13+.
- There is evidence that pupils who have attended private schools in England are much more likely to have attended an elite university later in life.
- Parents may choose private education for their facilities, the curriculum offered and their social composition, as well as their academic outcomes.
- Private schools in England benefit from much higher per-pupil income and there is evidence that this is spent on smaller class sizes. There is no empirical evidence which evaluates the performance overall of systems with an elite private system, although there are individual examples which suggest that there may be little difference on average.

The Independent Schools Council (ISC) census (2015) provides information about the current size of the independent sector in the UK. The independent sector educates around 6.5% of the total number of school children in the UK (and over 7% of the total number of school children in England) with the figure rising to more than 18% of pupils over the age of 16. Figures provided by the census state that 5,406 pupils are on full bursaries. Fee assistance grew in 2015, continuing a long term trend and 170,000 pupils now receive help with their fees. ISC schools provide more than twice as much assistance in the form of means tested bursaries as they do scholarships; over 40,000 pupils are currently benefitting from a means tested bursary. Beyond fee assistance, ISC schools undertake a wide range of work with state-funded schools and in the wider community; 93% of schools are involved in such partnerships. 92% of ISC pupils go on to Higher Education with 7% of these attending Oxford or Cambridge. 4% choose to study overseas. There is one teacher for every 9.2 pupils in ISC schools.

Between 2013 and 2014 there was an 18% rise in the number of IGCSE entries from pupils at Independent Schools Council (ISC) schools. In 2014 38.9% the exams taken by Y11 pupils at ISC schools were for IGCSEs rather than GCSEs.

Patrinos (2013) provides an example, the Netherlands, of a system with no elite independent sector, which achieves highly in international comparisons. Evidence of

the overall educational benefits and disadvantages of an independent sector, such as that found in the UK, has been difficult to locate for this review.

Whitty et al. (1998) found that pupils in the Assisted Places Scheme achieved outcomes no better than equivalent pupils in state schools, but this is a rare example of research which matches pupils.

There are clear advantages to pupils attending independent schools, but these are not always linked to academic outcomes. Sullivan et al. (2014) found that attending a private school in England increases the chances of attending an elite university. Using longitudinal cohort data they found that those who attended private secondary schools in the 1980s were about two and a half times more likely to gain a degree from a highly selective Russell Group university than comprehensive or grammar school pupils with the same A-level results. They were also almost one and a half times more likely to graduate from a mainstream university than their state school peers. The authors suggest that higher levels of aspiration in the private sector – both the parents' and the schools' – may provide part of the explanation. The authors further suggest that there are links between the universities and the private schools. The latter factor could be particularly salient in the case of top universities such as Oxford and Cambridge and a small number of elite private schools.

Having a parent with a degree also significantly increased the chances of graduating from an elite university. A person born in 1970 who had at least one graduate parent was more than twice as likely to obtain a degree from a Russell Group university as a pupil with the same A-level results, but whose parents had no qualifications. Fifty-two per cent of privately-educated pupils had at least one graduate parent, compared to 31 per cent from grammar schools, 14 per cent from comprehensives and 8 per cent from secondary moderns.

Dronkers and Avram's (2015) research across the EU suggests that in England, parents primarily choose an independent school because of their high socio-economic composition or the curriculum and facilities they offer. Davies and Davies (2014) point to evidence which suggests that parents do not just consider student achievement when selecting a school, with better facilities, range of activities (such as sports) being a more visible use of resources. Perceived impact of being educated with similar peers and high social capital are also strong influences in choice decisions. They may rely on the judgements of other parents (as evidenced through the willingness to pay school fees) to infer differences in school quality.

Blundell et al. (2010) used school level data from 1993 to 2008 to look at the relative importance of price and quality of state schooling in the area as influences in the demand for private education in England from the ages of 7 until 15 (i.e. the last year of compulsory schooling). To eliminate bias due to other factors influencing choice the authors use a statistical technique designed to eliminate this. They find that the demand for private schooling is inversely related to private school fees as well as the quality of state schooling in the local area at the time families were making key schooling choice decisions at the ages of 7, 11 and 13. An increase in the private school day fee when parents/students are making these key decisions reduces the proportion attending private schools, although this is only significant for choices at age 7. At age 11 and age 13, an increase in the quality of local state secondary reduces the probability of attending private schools and this is significant.

Davies and Davies used data gathered from analysis of the accounts of approximately 350 private schools to discuss the extent to which the additional resources are used on measures that might be considered most likely to increase attainment: small class size; more highly qualified and better- paid teachers; high numbers of support staff. They took into account the different needs of boarders in their calculations. Private schools in England have, on average, about twice the funding per pupil as state schools. They found that class sizes in English private schools are much smaller than class sizes in state schools. In 2009–2010 the average pupil–teacher ratio was 17.3 for state schools in England (DfE, 2011) and 9.4 for private schools. Although Davies and Davies found no evidence that teachers in private schools were better paid than teachers in the state sector, Kirby (2015) found that teachers in private schools were more likely to have degrees in specialist subjects and to have attended prestigious universities.

There was no evidence from Davies and Davies' research that any of the resource variables (number of teachers, number of non-teachers, average staff wages) were associated with contextualized value added (CVA). They found evidence that schools with higher fees or from richer regions had higher CVA. In conclusion they suggest that it makes sense for comparisons between state and independent sectors to be conducted on a cost effectiveness basis.

### Example

At system level, the Netherlands provides an example of a system which does not have an elite private sector and which does better than England in international comparisons. Northern Ireland is another system without a significant elite private sector. It is possible that the anomaly in the finding from international PISA tests that performance in Northern Ireland and England is similar, but at GCSE Northern

Ireland does better is explained by a further factor linked to private schools. These have increasingly moved away from the use of GCSEs at age 16 as both Independent Schools' Council census data (ISC, 2015) shows. One school example is Badminton School, in Bristol, where 100% of pupils gained 5 A\* to C grades at GCSE in 2011 and 2012 but 0% did so in 2013 and 2014. If there are many schools that do not contribute to overall GCSE outcomes for England, this may contribute to differences in GCSE performance between England and Northern Ireland.



### 3. Secondary school size

#### Summary:

- Research evidence strongly suggests that secondary school size has an optimal level of between 600 and 1000, with smaller schools in this range being better for pupils from disadvantaged backgrounds.

There is high consensus in research evidence on school size, both in research conducted in the UK and elsewhere. The review commissioned by Leithwood and Jantzi (2007) is thorough and comprehensive in relation to studies before that date and comes to firm conclusions. No more recent evidence has been identified which contradicts Leithwood and Jantzi's findings. They selected 59 studies for review, from over 200 identified, based on clarity of research methods and on peer review. 40 studies were of secondary schools. Although most of the reviewed work comes from the USA with a small number of studies from the UK, the review notes that findings are consistent, both among research from different jurisdictions and with findings from earlier reviews. Leithwood and Jantzi present a number of conclusions based on strong evidence, summarised as follows:

- Smaller schools are an advantage for most types of student outcomes, including performance, but also attendance, engagement, behaviour and participation in extra- curricular activities.
- Larger schools may be able to offer academically successful students a wider choice of subjects. However, there is strong evidence that a wide choice can be a threat to the academic progress of most students. Curriculum breadth can be achieved in a school as small as 500-600 students.
- Students who may struggle with school and children from disadvantaged backgrounds do better in smaller schools. More advantaged/high achieving students are not disadvantaged, provided that they 'have access to appropriate learning resources' (pii).
- Taking retention rates into consideration, smaller schools are more cost effective.

Overall they recommend that an optimum size for secondary schools serving disadvantaged communities is 600 or fewer. For schools in relatively advantaged areas, school size should be limited to 1000. Corresponding figures for primary schools are half those for secondary schools, i.e. 300 and 500. Other reviews of evidence such as that included in Hattie (2009) and Newman (2006) make similar conclusions to Leithwood and Jantzi.

The empirical study by Foreman-Peck and Foreman-Peck (2006) may be seen as particularly relevant to the UK and it is included in the Leithwood and Jantzi review. The study was undertaken in response to the Welsh Government's policy of encouraging good schools to expand. The authors use a range of indicators to develop a model for the impact of school size – including the proportion of pupils gaining 5 A\* to C grades, the proportion gaining no GCSE passes and attendance. They found that exam performance goes up as size increases, with an optimal size of around 650 pupils. When very large schools (over 1300 pupils) were removed from analysis they found similar results for schools with and without sixth forms. Class size, proportion of pupils with SEN and proportion of pupils eligible for free school meals were also found to have small effects. Attendance was found to have a relatively high impact on exam performance. Reducing school size was found to increase attendance with a consequent impact on performance.

The authors conclude that reducing very large schools in Wales to around 600 pupils could produce significant gains in GCSE performance, both directly and through improved attendance. There was no evidence of an increasing social segregation effect in enlarging smaller schools, as measured by the impact of free school meals eligibility on changing school size in Wales.

No recent research has been identified which considers the relationship between school size and teacher recruitment and retention. Leithwood and Jantzi (ibid) identified two studies from Scandinavia which indicated that both recruitment and retention are better in smaller schools. Leithwood and Jantzi identified three US studies about curriculum breadth. One study argued that the larger schools which had a greater number of courses available to students ensured greater equity of access to students. However the other studies found that more within- school variability in course taking patterns was negatively related to student outcomes. Smaller schools had a more constrained variety of courses with greater academic emphasis and had higher academic achievement for all students. Gallagher and Smith (2000) found that the comprehensive schools they studied in Scotland needed to be larger than grammar schools in Northern Ireland to offer an academic curriculum to more able students and to use setting for some subjects. Even so, they found that Northern Irish pupils took more subjects to GCSE level.

More recent studies on school size have considered the effects of 'schools within schools' where very large schools are divided into smaller units. Levine (2011) provides two case studies where larger high schools had been divided into, respectively, 4 or 5 sub-units of about 300 pupils. In one of the cases, the overarching faculty structure had been retained. Within each sub- unit a team of teachers was responsible for the teaching and pastoral care of students, meeting in

year teams to collaborate and to share strategies. Faculty meetings continued to include subject staff from all of the sub- units. Levine found that as well as being able to share subject- specific curriculum and pedagogical approaches through faculty meetings, year meetings frequently referred to pastoral practices in other units that might be beneficial. In the contrasting case, each sub- unit operated completely independently within the same campus, with no structure to support interaction. Staff felt more stressed and isolated, particularly in relation to their subject specialism. New staff felt that there was less support available to them. Ready and Lee (2008) considered examples of cases of school which had divided into units each with their own specialised curriculum, into which students could opt. Ready and Lee found that units were segregated by student race, ethnicity, social class and with large differences in student performance. Both social and structural pressures influenced students' choice of curriculum. In Chicago, Kahne et al. (2008) found that although there was more personalised support and improved attendance in the newly formed small schools, there was no evidence of improved student achievement or of improvements in the quality of the curriculum and teaching and learning. Based on interview data with principals, they found that the challenges of establishing a new school had restricted their ability to act as instructional leaders and to lead school improvement.

#### Example:

In Northern Ireland, guidance on local areas plans suggested that 500 was the minimum viable size for a secondary school to provide a curriculum of sufficient breadth. Schools smaller than this are strongly encouraged to work in partnership with neighbouring schools in order to provide an Entitlement Curriculum.

#### 4. Academies and Free Schools

Summary:

- It is considered too early to evaluate the impact of converter academies and free schools on performance.
- Evidence from sponsored academies shows that these had a positive impact on pupil performance.
- There is no evidence that free schools are more likely to recruit pupils with higher prior attainment or with lower levels of disadvantage than the national average.

According to Green (2014) it is too soon to evaluate free schools by performance, but using data from those free schools that had opened by September 2013, they were able to investigate the social composition of these schools. They found that free schools opened in neighbourhoods where the proportion of children entitled to free school meals was a little higher than the national average and that they are more likely to be in areas with high proportions of pupils from non- white groups and non- Christian faiths. The proportions of pupils entitled to free school meals within secondary free schools is around the national average, and thus a little lower than in the immediate surrounding area. They found no differences in prior attainment in secondary free schools than in other non- selective schools, although there was higher prior attainment in primary free schools.

Equivalent to free schools, charter schools in the USA have operated for a number of years. Gill et al. (2001) and Hattie (2008) reported that evidence showed a mixture of positive and negative effects with much variation across different states, leading to the conclusion that little is known about their impact.

Worth (2015) recently provided a succinct report for NfER which summarises what is known about the impact of the academies programme in England. Originally established to replace underperforming schools in 2002-9, the number of academies grew rapidly from 2010, as they began to include higher-performing schools as well as those needing improvement. Academies now comprise 60 per cent of secondary schools and 13 per cent of primaries. The first academies were opened with new leadership and new investment, with freedom to change the school's policy on staffing structure, alter the school day and develop new curriculum and pedagogical models and was designed to put underperforming schools on the path to sustained improvement. There is good quality evidence that these early sponsored academies had a positive impact on pupil performance with academies open for between four and six years showing the most significant improvement only partly explained by

having more higher ability pupils. Despite a drop in their intake ability, results in neighbouring schools also improved slightly.

Worth claims that the policy principle that school autonomy was the driving force behind school success encouraged the coalition government to make it possible for all schools to become academies. OECD (2012) state that the most successful school systems are ones which combine school autonomy with strong accountability. Academy status is intended to enable a school to take innovative approaches to the way the school is run, including governance, resource deployment, and curriculum development. It is too early to say what the pupil performance benefits of academy conversion among high-performing schools are, but research has found the attainment benefits of academisation for pupils in converter academies are limited in the short term (Worth, 2014).

Worth also comments on the collaborative arrangements found in multi-academy trusts (MATs) and more generally. There is little hard evidence of school-to-school collaboration having an impact on students' educational outcomes, though there is some qualitative evidence that partnering can have benefits. More research is needed to understand the contribution that school-to-school collaboration makes, particularly whether collaboration is effective in supporting underperforming schools to improve, and how the governance structure interacts with opportunities to collaborate.

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## **Annex 1: Case study: Kent**

### **Areas considered for case study: Dover, Ashford as defined by parliamentary constituency.**

The parliamentary constituencies of Ashford and Dover have been selected as contrasting areas in terms of socio- economic context. Ashford has a population of approximately 118 000, an unemployment rate of 4.1% and an average annual income of £21 800. Dover is smaller (population approximately 112 000), with a higher unemployment rate of 11% and lower average annual income at £18 300.

Parents in Kent make applications for a secondary school place between the beginning of September and the beginning of November in the year preceding entry. They may nominate up to four schools and offers of places are made at the beginning of March. Kent County Council lets schools know which children have applied for places and any information needed to rank children according to oversubscription criteria, but does not tell schools the order of choices. These are used only if a child is offered a place at more than one school, in which case they will be allocated to the higher preference school.

Grammar schools are not allowed to admit pupils who have not reached the required standard on the Kent test. It is possible for parents of children who have reached the required standard not to be allocated a place at any grammar school if they do not fall within oversubscription criteria for any of their named grammar schools. Kent's transfer test has two components, a Reasoning test and a combined Maths and English test, with both multiple choice. Children are also asked to complete a piece of writing which is not formally marked. Primary school headteachers receive results before parents. If they disagree with the result for one or more children, they may submit additional evidence including school assessment records to a local headteachers' panel, who may also use the piece of writing. The panel may change the assessment if they are confident that the child would be best placed in a grammar school. Kent's test is taken by about 13 000 children each year, with census information for 2011 suggesting that the cohort size is about 17 000. Hence approximately 75% of eligible children take the 11+ test.

The majority of schools in Ashford and Dover apply similar oversubscription criteria, using siblings and distance from the school to rank pupils. Secondary schools in Kent were formerly classified as grammar and secondary modern. Several of the former secondary moderns are now academies and, as their own admissions' authorities, may select part of their intake or admit pupils of all abilities. Admissions information from Kent, classifies schools as comprehensive or selective, corresponding to former secondary modern and grammar status. DfE performance tables give the designation of the school for the GCSE cohort, which may be selective, modern or comprehensive. The terminology 'non- grammar' is used here to designate those state- funded schools in Kent which do not require pupils to pass the Kent test for entry. Homewood School (non- grammar) normally requires a supplementary form and this school uses its own test to select part of its intake. Faith schools use various faith criteria, combined with distance, to manage oversubscription. Schools that filled all of their places in Ashford in 2014 were the two Grammar schools, the partially- selective Homewood and the recently opened free school. Of the two schools categorised by DfE as 'modern', The North school took more than its admission number in 2014 whereas Towers school was significantly undersubscribed. The 'inadequate' grading given to the North school in 2013, appears not to have affected its admissions in 2014. One other non- selective school in Ashford is considered to be less than good, with the Towers schools rated as 'requires improvement'.

Both performance and progress in the Ashford grammar schools is very high for all pupils, including those that are disadvantaged. Of the other schools, The John Wallis C of E Academy exceeds national standards for progress in both English and mathematics and the Kent standard for mathematics, with all other schools having lower performance and progress. Average prior attainment at John Wallis is also very low, at 24.0 and levels of disadvantage are higher than nationally and locally, at 32%. This school shows that average progress of pupils at non-selective schools in selective systems can be good, with school factors more likely to be significant than system factors. However there is a large gap in performance of disadvantaged pupils in John Wallis compared with all pupils. One school in Ashford had GCSE performance less than 40% in 2014.

Both grammar schools in Ashford had a much lower proportion of disadvantaged pupils than the local average with that in the partially selective Homewood also significantly lower. This conforms to evidence that suggests that selective schools are more socially advantaged than non-selective schools.

In Dover, only the two Grammar schools filled all of their places in 2014, with some schools, such as Dover Christchurch Academy, having a high proportion of unfilled places. Admissions for all eight Dover schools are shown below. One of the non-selective schools in Dover has been judged to be inadequate by Ofsted and two to 'require improvement'. Dover Grammar School for Boys has also been judged to 'require improvement'. Thus, half the schools fall below Ofsted's 'good' standard, which is well above average national figures. Both Dover grammar schools have very high performance and progress for all pupils as does the non-selective state boarding school. Two schools in Dover had less than 40% of pupils gaining 5 A\* to C grades in 2014. Average progress at St Edmund's school was above both Kent and national averages and there was little difference in performance of disadvantaged pupils when compared with all pupils in this school. This illustrates that non-selective schools can achieve good progress and outcomes for all children in selective systems. As in Ashford, the grammar schools (and the state boarding school) have low proportions of disadvantaged pupils when compared with local and national averages, with two of the non-selective schools having more than 40% disadvantaged pupils, well above local and national averages.

Admissions criteria and applications for secondary schools in Ashford (for 2015 entry) together with information about the one independent school in Ashford.

School	School type	Criteria used in order	Admission number	Accepted 2014	Ofsted grading and date
Highworth Grammar School	Girls, selective, converter academy	Must have taken and met standard in Kent test, Statement of SEN, in care, siblings, medical/social need, distance of home from school	184	176	1 (Jun 13)
Homewood School and VIth Form	Mixed, comprehensive, converter academy	20% of intake selected by ability or aptitude using school test with top 72 children admitted, Statement of SEN, in care, siblings, medical/social need, distance of home from school	390	390	2 (Sept 12)
The North School	Mixed, comprehensive, community (DfE modern)	Statement of SEN, in care, siblings, medical/social need, if distance of home from the school is less than to any other	215	225	4 (Dec 13)

		maintained non selective school, distance.			
The Norton Knatchbull School	boys, selective, converter academy	Must have taken and met standard in Kent test, Statement of SEN, in care, siblings, medical/social need, distance of home from school	149	144	2 (Nov 12)
Towers School and Vlth form	Mixed, comprehensive, converter academy (DfE modern)	Statement of SEN, in care, siblings, medical/social need, if distance of home from the school is less than to any other maintained non selective school, distance.	243	120	3 (Sept 14)
Wye School	Mixed, comprehensive, free	Statement of SEN, in care, siblings, medical/social need, if distance of home from the school is less than to any other maintained non selective school, distance.	90	90	Not yet inspected
Ashford School	Mixed, selective, independent, day and boarding. Day fees £5400 per term for 11+ Assisted places are available to those in financial need and there are reduced fees for children of the clergy, members of armed forces and some scholarships for academic or specialist excellence.	Pupils admitted to Y7 are above national average academically and 60% are in the top quartile of ability. Admission at 11+ or 13+ from pupils not in the Prep School is by assessment test and report from a candidate's previous school.			

### Performance

School	Av KS2 score on entry	% of pupils making expected progress		% achieving 5+ A*-C GCSEs (or equivalent) including English and maths GCSEs			
		Eng	Maths	2011	2012	2013	2014
England average	27.6	71.6(state funded only)	65.5 (state funded only)	59.0 (all schools)	59.4 (all schools)	59.2 (all schools)	53.4 (all schools)
Kent average	27.5	74.3	66.9	59.4	61.3	63.1	58.1
Highworth Grammar School	31.5	94	93	99	98	99	97
Homewood School and Vlth Form	26.8	68	67	47	42	53	46
The John Wallis C of E Academy	24.0	73	71	31	44	45	48
The North School	26.2	65	48	39	34	42	36
The Norton Knatchbull	31.5	86	96	99	94	94	93

School							
Towers School and VIth form	26.3	67	65	42	40	46	41
Wye School	No GCSE cohort in 2014						
Ashford School	No data	No data	No data	90	80	86	0

### Equity

		% achieving 5 A* to C inc Eng and maths, 3 year average	
	% disadvantaged pupils	All pupils	Disadvantaged pupils
England av. (state funded)	26.9	58.7	38.7
Kent average	20.9	60.8	33.7
Highworth Grammar School	11	98	89
Homewood School and VIth Form	16	47	31
The John Wallis C of E Academy	32	45	24
The North School	25	37	27
The Norton Knatchbull School	8	94	96
Towers School and VIth form	22	42	27

Admissions criteria and applications for secondary schools in Dover (for 2015 entry) together with information about the one independent school in Dover.

School	School type	Criteria used in order	Admission number	Accepted 2014	Ofsted grade and date
Astor College	Mixed, all ability, converter academy (DfE modern)	Statement of SEN, in care, siblings, medical/social need, distance of home from school	210	185	2, Oct 11
Castle Community College	Mixed, all ability, converter academy (DfE modern)	Statement of SEN, in care, siblings, medical/social need, distance of home from school	180	150	4, Mar 14
Dover Christ Church Academy	Mixed, comprehensive, sponsored academy	Statement of SEN, in care, siblings, medical/social need, distance of home from school	150	85	3, Oct 14
Dover Grammar School for Boys	Boys, selective, Foundation	Must have taken and met standard in Kent test, Statement of SEN, in care, siblings, medical/social need, distance of home from school	120	Not stated (assume 120)	3, Oct 13
Dover Grammar School for Girls	Girls, selective, community	Must have taken and met standard in Kent test, Statement of SEN, in care, siblings, medical/social need, distance of home from school	120	120	1, Nov 13
Duke of Yorks Royal Military School	Mixed, comprehensive, sponsored academy (boarding)	Child of a member of the armed services with high mobility	52 boys, 52 girls	23	2, Apr 14
St Edmunds	Mixed, Voluntary Aided	Statement of SEN, in care and	155	62	3, Oct

Catholic School	Comprehensive	Catholic, Practising Catholic (evidence required), Other Catholic (evidence required), other Christians, other children in care, distance from school.			14
Dover College	Mixed, Independent, day and boarding Day fees £3300 per term for Y7 and Y8, £4750 Y9 to Y11. Means tested bursaries and scholarships provide reduced fees to approximately one third of pupils.	Kent test used although school is not academically selective or common entrance at 13+, Selected through interview and report from previous school,			

## Performance

School	Av KS2 score	% of pupils making expected progress		% achieving 5+ A*-C GCSEs (or equivalent) including English and maths GCSEs				Eng Bacc	Per pupil funding
		Eng	Maths	2011	2012	2013	2014		
England average	27.6	71.6(state funded only)	65.5 (state funded only)	59.0 (all schools)	59.4 (all schools)	59.2 (all schools)	53.4 (all schools)	22.9 (all schools)	
Kent average	27.5	74.3	66.9	59.4	61.3	63.1	58.1	26.8	£5904
Astor College	25.7	57	41	37	40	42	35	0	
Castle Community College	26.3	57	42	41	50	20	33	2	
Dover Christ Church Academy	24.8	46	63	28	30	40	34	7	
Dover Grammar School for Boys	30.1	90	76	90	91	92	85	26	£4643
Dover Grammar School for Girls	31	92	92	94	98	99	97	88	£4904
Duke of Yorks Royal Military School	28.6	79	87	91	74	81	67	24	
St Edmunds Catholic School	25.7	76	69	37	37	49	51	5	£6409
Dover	No	No data	No	53	69	62	52	26	

College	data		data						
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## Equity

		% achieving 5 A* to C inc Eng and maths, 3 year average	
	% disadvantaged pupils	All pupils	Disadvantaged pupils
England average (state funded only)	26.9	58.7	38.7
Kent average	20.9	60.8	33.7
Astor College	46	39	24
Castle Community College	22	34	26
Dover Christ Church Academy	40	35	17
Dover Grammar School for Boys	14	89	85
Dover Grammar School for Girls	6	99	93
Duke of Yorks Royal Military School	3	73	50
St Edmunds Catholic School	25	46	42
Dover College			

## **Annex 2: Case study – Northern Ireland**

Discussions to end selection in Northern Ireland were initiated in 1997, when a Labour government came into power in Westminster and a report was commissioned (Gallagher and Smith, 2000) to study the effects of the existing system. Wide disparities in outcomes from pupils in grammar and non- grammar schools were identified in that report, together with big gaps in outcomes related to socio- economic circumstances and these have continued to be an issue (Borooah and Knox, 2014; Borooah and Knox, 2015; Shewbridge et al., 2013). Government policy in Northern Ireland is now to end selection on the basis of academic testing and to ensure all secondary- age pupils have access to the same curriculum. 11+ tests are now against national policy. However, the Northern Ireland government is working within severe financial restraints and with a school system that has enjoyed considerable autonomy and with powerful interest groups, particularly those representing dominant faith groups and grammar school trusts. Northern Ireland continues to be, on the whole, a 'selective system'. This case study provides an overview of admissions arrangements and performance in Northern Ireland as a whole. To illustrate how these play out in a local area, it draws on data about schools in a single council district, Down, located in the former South- Eastern Education and Library Board area.

Since April 2015, state- funded schools come under the jurisdiction of a single education authority (EA). Previously there were five Education and Library Boards (ELBs) which performed the role of local authorities in the rest of the UK, with these further divided by district council areas. Financial pressures, falling rolls and reforms to ensure a high quality curriculum for all pupils in equally good schools led to reviews of local school organisation, with each ELB required to consult and publish plans in 2013, which would show how they intended to ensure sufficient, high- quality school places to 2025. Each plan is constrained by restrictions on capital budgets and the need to work with the existing system and pattern of schooling. Several small schools have closed and partnership working, to ensure a broad curriculum is encouraged. As a general rule, guidance on plans suggests that a minimum viable number for a single school to offer the entitlement framework is a roll of 500.

There are few independent schools in Northern Ireland, with only 0.2% of pupils nationally attending independent schools (Shewbridge et al. (2013). State- funded schools serving 11-16-year- olds are termed 'post- primary' with pupils taking GCSE examinations in their last year of compulsory education (Year 12 in Northern Ireland). These schools are divided into 'grammar' and 'non- grammar' in performance tables, but all schools follow the same curriculum and, since 2013, must show how they provide an 'Entitlement curriculum, from age 14, either alone or in partnership with other schools. Approximately 40% of pupils currently attend grammar schools. This proportion has been increasing since 2009, when all schools were required to admit up to their admission number, if there were sufficient applicants, and as the secondary age cohort has fallen (Guyon et al., 2012). There are a number of types of school, with many having high degrees of autonomy and historically- conferred influence, as follows:

Controlled schools are managed and funded through school Boards of Governors (BoGs) which usually include representatives of Protestant churches. They may include primary, grammar and non- grammar schools. There is a growing number of controlled integrated schools.



Voluntary maintained schools are managed by BoGs which include members nominated by trustees - mainly Roman Catholic. The employing authority of teachers in these schools is the Council for Catholic Maintained Schools (CCMS)

Voluntary non- maintained grammar schools are managed by a BoG which includes foundation governors. The BoG is the employing authority and is responsible for the employment of all staff in its school.

**Integrated grant- maintained** schools were established to bring Protestants and Catholics and other traditions together, with an expectation that each school will have at least 30% of its pupils from the minority Christian religion in its local area. Each grant maintained integrated school is managed by a BoG consisting of trustees or foundation governors. The BoG of an integrated school is the employing authority and is responsible for the employment of staff.

Admission to post primary schools.

Under a policy change in 2009, all state- funded schools are required to admit pupils up to their stated admission number, via open enrolment. For applications for a post- primary place in September 2015, parents received a brochure and transfer form from the local ELB in January, with details of local schools and their admissions policies which must state how schools will manage oversubscription. On the Transfer Form parents were asked to list, in order of preference, at least four post-primary schools and return it by the end of February. ELBs process Transfer Forms according to parental preference, initially passing the form to the school named as a first preference so that it can apply its admissions criteria based on the information provided. The form may need to be passed to other schools named as preferences before the process is complete. Parents hear which school has accepted their child by the end of May and, if no place is available at a nominated school, may be asked to nominate other schools.

With regard to the difference between grammar and non- grammar schools, the Department for Education offers the following guidance to parents

([http://www.deni.gov.uk/advice\\_for\\_parents\\_of\\_children\\_in\\_primary\\_6\\_pdf\\_215kb.pdf](http://www.deni.gov.uk/advice_for_parents_of_children_in_primary_6_pdf_215kb.pdf))

Contrary to the perception of some, schools that admit pupils on the basis of academic selection (contrary to Department of Education policy) do not offer an “academic” education distinct from the type of education on offer at all other schools. Unlike some other countries, where pupils’ educational pathways are set at an early age as they go to different types of schools that deliver specific types of education and curricula, our system is designed to keep as many pathways as possible open until students reach the age of 16. Since the introduction of the **Entitlement Framework** in September 2013 ... all young people at 14 and above are guaranteed access to a minimum number of both general (academic) and applied (vocational) courses, regardless of where they study. The Entitlement Framework ensures that all post-primary schools have the flexibility to offer a wide range of subject choices that both inspire and engage pupils; that have clear pathways to further and higher education, training and employment; and that are relevant to the needs of our 21st century economy. From September 2015 all post-primary schools must offer access to at least 24 courses at Key Stage 4 (age 14-16) and at least 27 courses at sixth form. Schools should readily advise parents about the number and range of courses they are providing access to for their pupils. (p 4)

The selection tests which continue to be used by many grammar schools are in contravention of national policy and are not regulated. Primary schools are not permitted to use core curriculum time to prepare pupils for tests. The transfer form requests information about, at least, siblings and

whether the child is eligible for free school meals. There is an expectation that schools will use their admissions criteria to admit a fair number of children entitled to free school meals.

### Performance

An OECD review (Shewbridge, 2013), using results from PISA 2009, found that pupils in Northern Ireland perform very well in assessments at the primary level compared with other OECD countries, and around average at the post-primary level. In the report, concern was expressed in relation to gaps between high- and low- attaining pupils and between those in poor socio- economic circumstances and other pupils. Shewbridge et al. note that post- primary schools fail to build on the successes achieved by pupils in primary schools. According to the Chief Inspector's report for 2014, the system 'has unacceptable variations and persistent shortcomings' (ETI, 2014, p 5).

More recently, in the PISA 2012 tests for 15-year- olds in mathematics, reading and science, post-primary pupils again performed around the average OECD level in mathematics and reading, as did England and Scotland, with all three performing slightly higher than the OECD average in science. Wheater et al. (2014) summarise the findings in comparison with other UK nations noting that gaps between highest and lowest attainers are higher than the OECD average in both Northern Ireland and England, with Scotland having the smallest gap in the UK nations. Across OECD countries as a whole, 15% of the variance in mathematics scores can be explained by socio- economic circumstances, Northern Ireland has a variance in performance greater than the OECD average (at 17 per cent), with England at 12% and Wales at 10%. Unlike the rest of the UK, girls and boys perform equally in Northern Ireland in mathematics and science, although, as in the rest of the UK, girls do better in reading.

If GCSE results for Northern Ireland are compared with those of England, overall performance in the key indicator of pupils achieving 5A\* to C including English and maths has been consistently higher over the period 2011 – 14. The way that free school meal entitlement is calculated and data is published by the Department for Education Northern Ireland (DENI) does not allow for a direct comparison of overall performance of disadvantaged pupils.

		% achieving 5+ A*-C GCSEs (or equivalent) including English and maths GCSEs					
		2011	2012	2013	2014		
	Total number of secondary pupils						% disadvantaged pupils 2014
<b>England - all schools</b>		59.00%	59.40%	59.20%	53.40%	NA	NA
<b>England - state funded schools only</b>	3181361	58.20%	58.80%	60.60%	56.60%	27.6	26.9%
<b>Bristol</b>	19547	50.20%	51.60%	52.30%	55.20%	26.9	36.0%
<b>Bath and North-East Somerset</b>	12257	64.20%	57.50%	63.60%	61.90%	28.3	15.6%
<b>Kent</b>	99043	59.40%	61.30%	63.10%	58.10%	27.5	20.9%

Northern Ireland - all schools	142553	60.1	60.1	60.9	65.2	NA	19% FSM *
Northern Ireland - grammar schools	NA	93.9	92.9	94	94.5	NA	7.4% FSM *
Northern Ireland - non-grammar schools	NA	34.3	36.2	37.7	44	NA	27.1% FSM*
South Eastern Education and Libraries Board (SEELB) includes Down district	6380	NA	NA	NA	NA	NA	16% FSM
SEELB grammar schools		96.2	98	96.4	95.3	NA	4% FSM
SEELB non-grammar schools		30.9	34.3	30	35.3	NA	24.0%

\*FSM entitlement was not available for post primary pupils in NI wrt working tax credit until 2015 when FSM entitlement rose to 25.9% overall, 37.1% in non- grammar and 12.1% in grammar. The 2015 figures may be more comparable with English figures for disadvantage (FSM entitled plus those in public care).

### South Eastern Education and Library Board (SEELB) area and Down district

The former SEELB area is a mix of rural and urban areas, with a population of 414 153 (compared to Northern Ireland's 1 810 863). It suffers from less deprivation than some other parts of the province, with only 9 of the 100 most deprived super- output areas. There are 36 post primary schools, 10 of which are grammar schools. 6 of the non- grammar schools are integrated schools, 11 controlled (mainly Protestant) schools and 9 maintained (mainly Catholic) schools. In 2012/13 46% of people in SEELB were Protestant (37% in NI), 34% Catholic (51% NI) with the remainder from other, no or undeclared religions. As can be seen from the data above, average performance in SEELB schools follows a similar pattern to that in Northern Ireland as a whole, with very high performance in the grammar schools and low levels of disadvantage in grammar schools. Performance, on average, in non- grammars, is much lower and levels of disadvantage are much higher.

Down district has 3 grammar schools and 9 non- grammar schools. Some of the high schools work together to provide a broader curriculum, for example, the High School Ballynahinch works in partnership with St Colman's and St Patrick's Grammar. From the admission figures below, it can be seen that all three grammar schools filled all of their places, as did Shimna Integrated College, Saintfield High (Controlled) and St Malachy's (Catholic). The other six schools are very small and

fluctuating GCSE results for the last three years may be linked to cohort factors. The three grammar schools all had a percentage of pupils gaining 5A\* to C grades above 90% for all three years, 2011-2014 and three schools had fewer than 40% of pupils gaining 5 A\* to C grades. Levels of disadvantage in the three grammar schools, as in Saintfield High, are lower than the Northern Ireland average of 19% and in all of the other non- grammar schools, the proportion is higher than the Northern Ireland average. This is perhaps even more significant when it is considered that approximately 40% of all pupils go to grammar schools.

Northern Ireland as a system, and Down District as a sub- system, illustrate general findings about selective systems, that is that pupils in selective schools all perform very well, but the proportion of disadvantaged pupils in these schools is much lower than in non- selective schools, where average performance is much lower.

Admissions criteria and applications for secondary schools in Down (for 2015 entry)

School	School type	Criteria used in order	Voluntary contribution requested	Admission number	First preference Applications in 2014	Accepted 2014	Education and Training Inspectorate (ETI) grading and date
Assumption Grammar School	Voluntary girls' grammar	Grades A to D on GL entrance assessment, special circumstances, siblings	£60 min	120	125	121	Very good, Jun 2015
Blackwater Integrated College	GM integrated, mixed, non-grammar	Aims for even balance of Protestant, Catholic and other religions. Siblings, eldest child, primary school, employee, children of mixed (religious) relationships,	no	80	13	31	Inadequate, Nov 2011
De La Salle High School	Catholic maintained, boys' non-grammar	Feeder primaries, catchment, siblings	no	86	47	59	Very good, Jan, 2012,
Down High School	Controlled, mixed, grammar	Rank in AQE common entrance assessment, feeder school, siblings	£75	128	172	133	Very good, Oct, 2012
Saintfield High School	Controlled, mixed, non-grammar	Siblings, feeder primary	no	68	55	76	Very good, Jan, 2012
Shimna Integrated College	GM integrated, mixed, non-grammar	Aims for even balance of Protestant, Catholic and other religions. Primary school, Siblings, eldest child	No	100	88	103	Good, Oct, 2014
St Colman's	Catholic maintained	Inner and outer Catchment areas,	no	95	32	40	Satisfactory, May

High and Vith form	d, mixed, non-grammar	siblings					2011
St Colmcille's High	Catholic, mixed maintained, non-grammar	Inner and outer Catchment areas, siblings	no	90	40	51	Good, Oct 2010
St Malachy's High	Catholic maintained, mixed, non-grammar	Inner and outer Catchment areas, siblings	no	164	118	152	Very good, Nov 2014
St Mary's High	Catholic maintained, girls' non-grammar	Catchment area, feeder primaries	no	125	48	60	Good, May 2013
St Patrick's Grammar	Voluntary boys grammar	Rank order, either GL or AQE entrance	no	96	104	99	Very good, Feb 2014
The High School, Ballynahinch	Controlled, mixed, non-grammar	Siblings, feeder primary		72	10	20	Satisfactory, December 2012

### Performance

	% achieving 5+ A*-C GCSEs (or equivalent) including English and maths GCSEs			% FSM 2014
	2012	2013	2014	
NI average	60.1	60.9	65.2	19%
Assumption grammar	97.6	95.8	95.8	10.4%
Blackwater Integrated College	36.5	30.6	34.1	38%
De La Salle High School	43.8	26.3	54.5	40%
Down High School	97.7	97.8	98.5	6.8%
Saintfield High School	31.7	44.3	52.1	12.8%
Shimna Integrated College	43.5	25.3	38.3	26%
St Colman's High and Vith form	48.4	46.9	38.2	39.1%
St Colmcille's High	46.3	59.2	63.2	32.5
St Malachy's High	39.6	41.6	48.5	35.7%
St Mary's	44.6	57.6	48.3	38.7

High				
St Patrick's Grammar	97.9	96.8	91.3	11.4
The High School, Ballynahinch	15.3	35.0	20.7	22.3

### Annex 3: Case study – Bristol and Bath and North East Somerset (BANES)

			% 5 A*- C at GCSE including English and maths 2014			
	Av key score stage 2 on entry	% disadvantaged pupils	All pupils	High attainers	Mid attainers	Low attainers
England – state funded	27.6	26.9	56.6%	92.8%	50.9%	5.5%
Bristol	26.9	36.0	55.2%	94.6%	54.1%	6.8%
BANES	28.3	15.6	61.9%	94.3%	50.5%	2.8%
Kent	27.5	20.9	58.1%	94.7%	52.5%	4.8%

Bristol is larger, with a population of approximately 430 000 than the whole of Bath and North- East Somerset (BANES), which has a population of approximately 176 000 and deprivation is higher, with 36% of pupils in Bristol secondary schools classed as disadvantaged, compared with 15.6% in BANES.

In 2008, Bristol was described by in an article in *the Guardian* as epitomising ‘educational apartheid’ (<http://www.theguardian.com/education/2008/jan/29/publicschools.schools>). The article described the contrast between state- funded schools and independent schools in the city. Schools situated in large housing estates in South Bristol, with ‘dull and persistent poverty’ were contrasted with large numbers attending independent schools in ‘cosy, middle- class’ areas. A representative at Bristol City Council was quoted in the article as saying "With parental choice, there is always the possibility that parents who are empowered will work their way into the school they wanted" and “some top- performing state schools in North- West Bristol are considerably over subscribed”.

The city is bordered by South Gloucestershire, North Somerset and Bath and North- East Somerset (BANES) such that for some city children, the nearest secondary school is located in a neighbouring authority. There is net outflow from city schools at age 11. Since 2008, there has been an overall improvement in performance in Bristol schools, both at primary and secondary level. Two multi- academy trusts, Cabot Learning and Oasis Community Learning have taken over some previously under- performing secondary schools. Despite this, levels of poverty are higher overall than in surrounding areas, with deprivation concentrated in particular wards, and this pattern is reflected in the socio- economic make- up of its secondary schools.

There are 13 independent secondary schools in Bristol, attended by approximately 13% of pupils, and 22 state funded secondary schools. As well as independent schools, such as the centrally- located Bristol Grammar School or Redland Girls’ High School, which are likely to attract the ‘cosy middle- class’ alluded to above, the city has Andalusia Academy, a recently- opened Islamic school funded by donation, which attracts children from some of the poorest inner- city communities. 17 of the state- funded schools are academies. This includes one free school and one university technical college, neither of which yet has pupils at key stage 4. State funded academies (and former independent schools) Colston Girls School and Bristol Cathedral Choir School reserve a small

number of places for specialisms of foreign language and music, respectively and both ask all applicants to take a non- verbal reasoning test so that fair banding, combined with random ballot, can be used to allocate the majority of places. The three faith secondary schools manage oversubscription through faith affiliation combined with catchment areas. All of these five schools were over- subscribed for September 2015, together with a further five of the state- funded schools. Otherwise, oversubscription is based on siblings and catchment areas. The school- age population is rising rapidly in Bristol and, although there is still spare capacity at secondary level, competition for places at the most popular schools is likely to increase as larger cohorts move up from their primary schools.

Overall GCSE performance in Bristol, using the key indicator of 5A\* to C grades at GCSE including English and maths was 55.2% in 2014. Both high attainers and low attainers perform better than the national average, suggesting that the overall performance is affected by higher proportions of low attainers in city schools than nationally. High attainers perform as well as those in both Kent and BANES, with low attaining pupils attaining better than in either. Despite being a non- selective system, differences between schools are large. On entry to secondary schools, there are four schools where the average key stage 2 score is greater than 29, not as high as the 31.5 in Kent Grammar Schools, but significantly higher than the national and local averages. Three schools have average key stage 2 score on entry lower than 25, well below the national and local averages. Variations in the proportions of disadvantaged pupils are also large, with six schools having fewer than 20% disadvantaged pupils and eight have more than 50% , well above the national and local average. At GCSE level, at four schools more than 75% of pupils gained more than 5 GCSEs at grades A\* to C and at three schools fewer than 40% of pupils did so. Bristol thus illustrates the point that, in non- selective systems, there are comprehensive schools which have an intake which is more advantaged than in other schools and where prior attainment is much higher. Progress for all pupils in these schools is high. However, the school with the highest figures for progress from starting points is Bristol Metropolitan Academy, where 59% of pupils are disadvantaged and where average key stage 2 points score is 24.7. Bristol as a non- selective system illustrates the point made by Smithers and Robinson (2010) that there are extreme social and performance differences between individual comprehensive schools in a non- selective system. However, it also has examples of how some schools are able to overcome challenges of low prior attainment and disadvantage. Colton Girls' School had the highest GCSE performance in 2014 but also has 33 per cent disadvantaged pupils, with average key stage 2 performance on entry 29.1. Both examples illustrate the claim that that important factors are likely to be school, rather than system- based.

The neighbouring authority of Bath and North- East Somerset has higher overall GCSE performance than Bristol, with 61.9% of pupils gaining 5 or more A\* to C grades including both English and maths in 2014. Overall BANES has less disadvantage than Bristol, with 15.6% of pupils classified as disadvantaged. On average, high attaining pupils in BANES perform as well as those in Bristol and Kent and better than nationally, with low attainers performing less well than in either Bristol or nationally. There are 6 independent and 14 state- funded schools in the LA with approximately 18% of pupils in the LA attending independent schools. Three of the state- funded schools reserve small numbers of places for sporting excellence, and some faith schools manage oversubscription by faith affiliation. Otherwise, oversubscription is based on siblings and catchment areas. Four state- funded schools in BANES applied oversubscription to manage applicants from Bristol City for entry in September 2015, Beechen Cliff (boys), Hayesfield Girls, Chew Valley and Wellsway. All of these schools perform well at GCSE level, with performance consistently above the BANES average, and better than most of the Bristol state- funded schools. In terms of composition, there are differences between schools in BANES but these are less extreme than in Bristol. Two schools had intakes in the



2014 GCSE cohort with average key stage 2 score above 29 and none had average key stage 2 score below 25. Two of the fourteen schools had proportions of disadvantaged pupils at 10% or less, well below local and national averages and two had proportions over 25%. In two schools more than 75% of pupils gained 5A\* to C grades at GCSE level in 2014 and in one school fewer than 40% of pupils did so. Progress for pupils in those schools where average key stage 2 level was higher than the national average was better than in schools where this was not the case. BANES provides a further example of a non-selective system with significant social and performance differences in its schools.

Admissions criteria and applications for secondary schools in Bristol (for 2015 entry)

Parents may apply online or on paper form by the end of October and name three schools in order of preference. Prior to this, children must have taken the non-verbal reasoning test used by Colston Girls' and Bristol Cathedral Choir schools, which is used for fair banding of applicants. They are informed of the outcome of this test before the end of October. The information guide tells parents which schools were oversubscribed in the previous year and how oversubscription criteria were applied. Applications are sent to schools, including the order of preference, and offers are finalised by the end of February. Over-subscribed schools publish information about how the oversubscription criteria were applied and this is on the Bristol City website, including that from schools in other authorities which received applications from Bristol City parents.

Oversubscribed schools are included below, together with information from a sample of independent day schools

Ofsted grades and date of most recent inspection are given for the popular schools below, but of the 22 state-funded secondary schools in Bristol City, most are 'good' according to Ofsted, with only City Academy 'inadequate' (Jan, 2015) and Orchard (Sept, 13) 'requires improvement'

School	School type	Overadmissions statement July 2015 for oversubscribed schools	Applications in 2014	Admissions no/ Accepted 2014	Ofsted grade and date
Andalusia Academy Bristol	Other Independent School	Islamic school supported by donations.		GCS E Cohort size 13 in 2014	NA
Bristol Cathedral Choir School	Mixed Academy Sponsor Led (converted from independent in 2008)	Supplementary information form, SEN, in care, choristers, music aptitude, siblings, children of staff, random allocation in accordance with fair banding – applicants take GL non verbal test	785	120	2, Sept 2010
Bristol Free School	Free School - Mainstream	SEN, in care, siblings, catchment area, distance	445	150	2, Feb 2013
Bristol Grammar School	Other Independent School	Fees, £4365 per term. Verbal and non-verbal reasoning and English tests, interviews. Scholarships and means tested bursaries available.		GCS E Cohort size 121 in 2014	NA

Bristol Steiner School	Other Independent School	Fees £2208 per term, non- selective, asks for examples of work, any special needs and for child to visit the school.		GCS E Cohor t size 11 in 2014	NA
Colston's Girls' School	Girls Academy Sponsor Led (converted from independent to academy 5 years ago)	Foreign language scholars, SEN, in care, siblings, children of staff, random allocation in accordance with fair banding – applicants take GL non verbal test			1, Nov 2010
Cotham School	Academy - Converter Mainstream	In care, siblings in catchment area, catchment area, siblings non catchment, distance.	662 (170 first preferences)	216	1, Sept, 2010
Oasis Academy John Williams	Academy Sponsor Led	SEN, in care, siblings, distance	356	162	2, Jan 2013
Redland Green School	Academy - Converter Mainstream	SEN, in care, siblings in catchment, catchment by distance	683 (287 first pref)	189	2, Sept 2010
Redland High School for Girls	Girls, Other Independent School	Fees £4320 per term, interview, written examination and primary school reference, Scholarships and means-tested bursaries available.		GCS E Cohor t size 50 in 2014	NA
St Bede's Catholic College	Academy - Converter Mainstream	Faith in catchment, siblings, Faith, distance	Not stated	180	2, Jul 2014
St Bernadette Catholic Secondary School	Voluntary Aided School	SEN, faith in catchment, other faith, distance	299 (144 first pref)	150	2, Nov 2014
St Mary Redcliffe and Temple School	Voluntary Aided School	Supplementary form, SEN, faith in catchment, catchment, in care, faith.	Not stated	216	1, Jan 2012
Steiner Academy Bristol	Free School - Mainstream	In care, children of staff, siblings, FSM, distance	54	26	NA

## Performance

	av key stage 2 score on leaving primary school	% of pupils making expected progress		% achieving 5+ A*-C GCSEs (or equivalent) including English and maths GCSEs			
		English	Maths	2011	2012	2013	2014
England - all schools	NA	NA	NA	59.00%	59.40%	59.20%	53.40%
England -state funded	27.6	71.60%	65.50%	58.20%	58.80%	60.60%	56.60%

Bristol	26.9	74.10%	66.10%	50.20%	51.60%	52.30%	55.20%
Andalusia Academy Bristol	NP	NP	NP	61%	25%	74%	77%
Ashton Park School	27.4	76%	67%	43%	43%	48%	56%
Badminton School	NP	NP	NP	96%	98%	100%	0%
Bedminster Down School	26.7	82%	59%	46%	40%	36%	49%
Bridge Learning Campus	26.2	73%	48%	NA	NA	0%	37%
Brislington Enterprise College	26.3	64%	59%	38%	37%	40%	44%
Bristol Brunel Academy	26.6	72%	68%	41%	45%	45%	48%
Bristol Cathedral Choir School	29.2	80%	84%	80%	81%	81%	76%
Bristol Free School	NA	NA	NA	NA	NA	NA	NA
Bristol Grammar School	NP	NP	NP	100%	100%	1%	0%
Bristol Metropolitan Academy	24.7	95%	84%	42%	34%	47%	54%
Bristol Steiner School	NP	NP	NP	29%	33%	45%	45%
Clifton College	NP	NP	NP	91%	97%	29%	0%
Clifton High School	NP	NP	NP	97%	80%	89%	88%
Colston's School	NP	NP	NP	97%	79%	94%	93%
Colston's Girls' School	29.1	85%	84%	94%	84%	91%	83%
The City Academy Bristol	24.5	51%	47%	34%	40%	35%	29%
Cotham School	29.1	80%	88%	66%	56%	64%	77%
Fairfield High School	26.9	63%	70%	50%	52%	50%	47%

Henbury School	27.1	58%	62%	46%	52%	41%	46%
Include Bristol	NP	NP	NP	0%	0%	0%	0%
LPW Independent School	NP	NP	NP	NA	NA	0%	NE
Merchants' Academy	25.9	77%	50%	32%	40%	51%	45%
Oasis Academy Brightstowe	26.2	82%	64%	30%	62%	60%	50%
Oasis Academy John Williams	25.3	85%	64%	40%	49%	52%	52%
Orchard School Bristol	24.5	79%	57%	NA	NA	44%	39%
Queen Elizabeth's Hospital	NP	NP	NP	100%	100%	0%	0%
The Red Maids' School	NP	NP	NP	97%	99%	0%	0%
Redland Green School	30	88%	84%	83%	84%	87%	82%
Redland High School for Girls	NP	NP	87%	100%	0%	0%	0%
St Bede's Catholic College	29.1	75%	69%	71%	66%	76%	35%
St Bernadette Catholic Secondary School	27.5	77%	60%	63%	51%	64%	15%
St Mary Redcliffe and Temple School	28.8	70%	77%	68%	72%	70%	22%
Steiner Academy Bristol	NA	NA	NA	NA	NA	NA	NA

### Equity

	% disadvantaged pupils	% achieving 5 A* to C inc Eng and maths 3 year average all pupils	% achieving 5 A* to C inc Eng and maths 3 year average disadvantaged pupils
England - all schools	NA	NA	NA
England -state funded	26.90%	58.70%	38.70%
Bristol	36.00%	53.00%	33.00%

Andalusia Academy Bristol	NP	56%	NP
Ashton Park School	17%	49%	29%
Badminton School	NP	66%	NP
Bedminster Down School	28%	42%	27%
Bridge Learning Campus	50%	37%	23%
Brislington Enterprise College	38%	41%	23%
Bristol Brunel Academy	42%	46%	31%
Bristol Cathedral Choir School	14%	79%	70%
Bristol Free School	NA	NA	NA
Bristol Grammar School	NP	37%	NP
Bristol Metropolitan Academy	59%	45%	34%
Bristol Steiner School	NP	43%	NP
Clifton College	70%	35%	31%
Clifton High School	NP	39%	NP
Colston's School	NP	86%	NP
Colston's Girls' School	33%	86%	71%
The City Academy Bristol	70%	35%	31%
Cotham School	26%	66%	43%
Fairfield High School	51%	50%	34%
Henbury School	51%	46%	36%
Include Bristol	NP	0%	NP

LPW Independent School	NP	NE	NP
Merchants' Academy	55%	45%	38%
Oasis Academy Brightstowe	41%	57%	46%
Oasis Academy John Williams	56%	51%	44%
Orchard School Bristol	54%	42%	33%
Queen Elizabeth's Hospital	NP	34%	NP
The Red Maids' School	NP	35%	NP
Redland Green School	11%	85%	57%
Redland High School for Girls	NP	41%	NP
St Bede's Catholic College	9%	71%	41%
St Bernadette Catholic Secondary School	17%	59%	31%
St Mary Redcliffe and Temple School	16%	70%	43%
Steiner Academy Bristol	NA	NA	NA

#### Admissions criteria and selection process in BANES for secondary school admissions in 2015

Parents in Bristol City apply via the Bristol admissions process. All schools in BANES apply oversubscriptions using sibling, catchment area/school and distance, except for three schools with places for specialisms (including Beechen Cliff and Hayesfield which received applications from Bristol City for 2015).

Oversubscribed state schools with applications from Bristol City only and selected independent day schools are shown below.

Ofsted grading and date is given for the schools below. Most of the secondary schools in BANES are graded 'good' by Ofsted, with three 'outstanding' (Beechen Cliff, Oldfield and St Gregory's Catholic College) and two 'requiring improvement' (Bath Community Academy, Broadlands Academy)

School	School type	Oversubscription Criteria used in order	Applications in 2014	Admission number/Accepted 2014	Ofsted grade and date
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Beechen Cliff School	Boys, Academy - Converter Mainstream	SEN, in care, siblings, children of staff, sporting excellence, catchment, distance	366	175	1, Mar 2014
Chew Valley School	Foundation School	SEN, in care, siblings in catchment, catchment, other siblings, distance	312	196	2, May 2015
Hayesfield Girls School	Academy - Converter Mainstream	SEN, in care, siblings, children of staff, sporting excellence, catchment, distance	352	210	2, Apr 2013
King Edward's School	Other Independent School	Fees, £4290 per term, verbal reasoning, maths and English tests, interview		GCSE Cohort size 93 in 2014	NA
Royal High School GDST	Girls, Other Independent School	£4035 per term, reading writing and reasoning test, interview, child visit 'Candidates would be expected to demonstrate knowledge and skills appropriate to Key Stage 2, Level 4 and 5.		GCSE Cohort size 82 in 2014	NA
Wellsway School	Academy - Converter Mainstream	In care, sibling in catchment, children of staff, catchment, other siblings, distance	404	230	2, Feb 2014

## Performance

	% of pupils making expected progress		% achieving 5+ A*-C GCSEs (or equivalent) including English and maths GCSEs				% achieving Eng Bacc.	av key stage 2 score
	English	Maths	2011	2012	2013	2014	2014	
England - all schools	NA	NA	NA	59.00%	59.40%	59.20%	53.40%	NA
England - state funded schools only	27.6	71.60%	65.50%	58.20%	58.80%	60.60%	56.60%	24.20%
Bath and North East Somerset	28.3	73.20%	67.60%	64.20%	57.50%	63.60%	61.90%	30.70%
Bath Community Academy	25.6	72%	50%	NA	NA	18%	38%	6%
Beechen Cliff School	29.2	58%	81%	77%	66%	72%	60%	45%
Broadlands Academy	28.5	78%	37%	NA	NA	0%	53%	7%
Chew Valley School	28.9	68%	63%	69%	64%	65%	60%	32%
Hayesfield Girls School	28.5	85%	72%	57%	61%	71%	66%	28%
King Edward's School	NP	NP	NP	100%	97%	0%	0%	0%
Kingswood School	NP	NP	NP	98%	93%	0%	0%	0%
Monkton Senior School	NP	NP	NP	97%	93%	93%	0%	0%
Norton Hill Academy	28.5	77%	77%	72%	50%	62%	69%	42%
Oldfield School	28.6	84%	74%	70%	73%	77%	69%	18%
Prior Park College	NP	NP	NP	83%	87%	0%	0%	0%
Ralph Allen School	29.1	80%	74%	69%	71%	73%	73%	36%

Royal High School GDST	NP	NP	NP	97%	98%	98%	0%	0%
Saint Gregory's Catholic College	28.5	77%	72%	68%	64%	64%	66%	41%
St Mark's CofE School	27	70%	63%	56%	55%	58%	50%	21%
Somervale School Specialist Media Arts College	27.8	57%	50%	67%	41%	55%	44%	14%
Wellsway School	29.1	81%	83%	73%	70%	74%	76%	45%
Writhlington School	28	66%	60%	67%	58%	60%	53%	24%

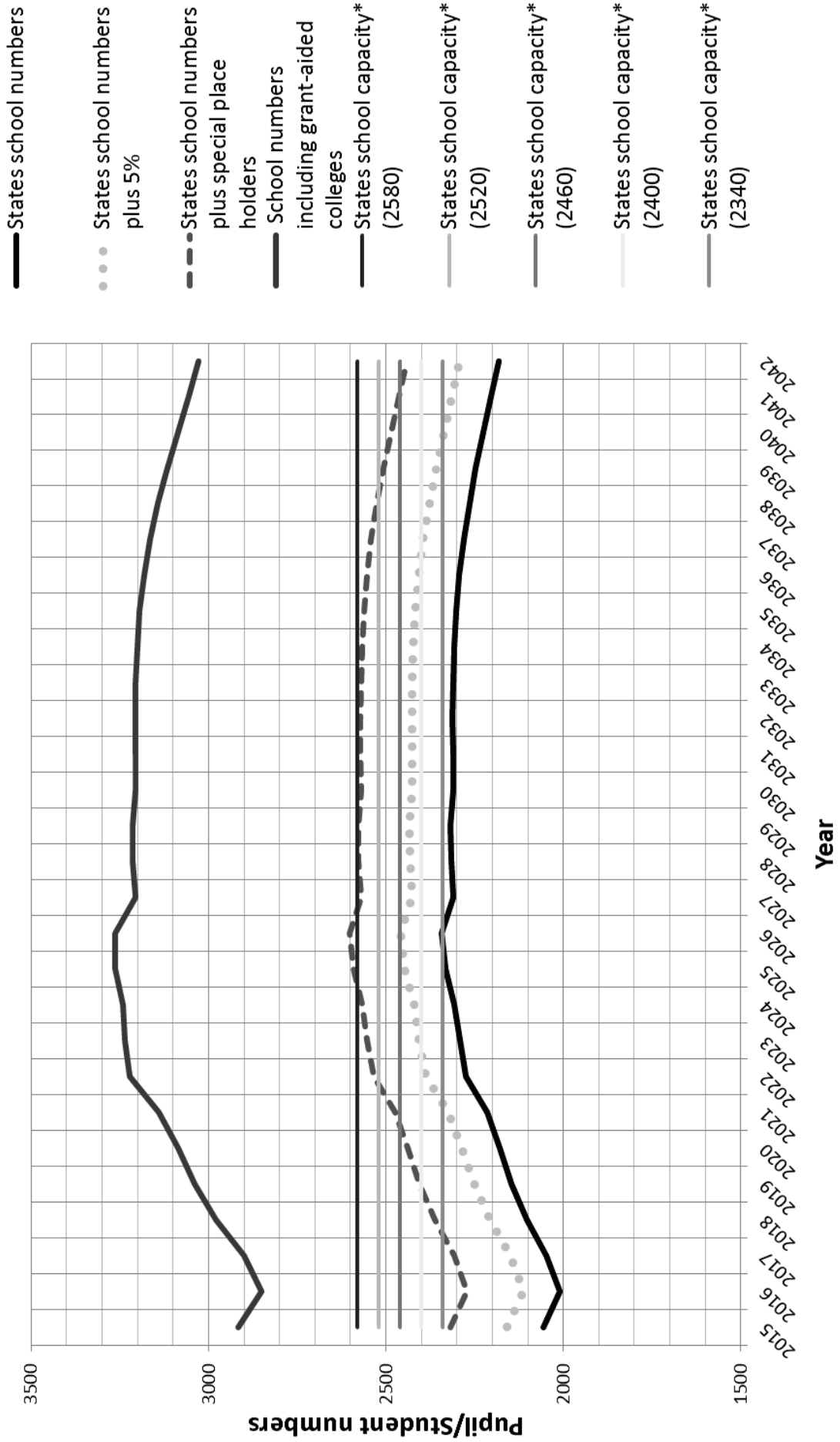
### Equity

		% achieving 5 A* to C inc Eng and maths 3 year average	
	% disadvantaged pupils	all pupils	disadvantaged pupils
England - all schools	NA	NA	NA
England - state funded schools only	26.90%	58.70%	38.70%
Bath and North East Somerset	15.60%	61.00%	31.40%
Bath Community Academy	30%	28%	16%
Beechen Cliff School	13%	66%	41%
Broadlands Academy	20%	53%	32%
Chew Valley School	12%	63%	32%
Hayesfield Girls School	17%	66%	29%
King Edward's School	NP	33%	NP
Kingswood School	NP	31%	NP
Monkton Senior School	NP	59%	NP
Norton Hill Academy	10%	60%	33%
Oldfield School	11%	73%	48%
Prior Park College	NP	29%	NP



Ralph Allen School	21%	72%	40%
Royal High School GDST	NP	66%	NP
Saint Gregory's Catholic College	13%	64%	44%
St Mark's CofE School	31%	55%	35%
Somervale School Specialist Media Arts College	21%	47%	28%
Wellsway School	9%	73%	34%
Writhlington School	17%	57%	32%

## Secondary School Projections Ages 11-16 years



## Proposed implementation timeline

### Outline timeline by academic year

**2017/18**

Appointment of executive head for the Guernsey Federation of Secondary Schools.

Final year of 11 plus testing for year 6 primary pupils.

**2018/19**

Final cohort admitted to secondary schools based on 11 plus.

Final special placeholders admitted to the grant-aided Colleges.

**2019/20**

New La Mare de Carteret site complete.

First Year 7 cohort under the new admission arrangements (by feeder primary school, across four sites).

New grant arrangements begin with grant-aided Colleges.

**2020/21****2021/22**

Year 9 student selection of individual pathway at Key Stage 4 informed by aptitude, ability, past performance, potential and student preference.

Final choice of pathway will be based upon guided and informed discussion between school staff, student, parents/carers along with impartial guidance from Careers Guernsey (where necessary) and overseen by the school senior management team.

Students may need to move sites for some (or possibly all) subjects.

**2022/23**

Final special place holders (under the current funding arrangement) complete Year 11 at Blanchelande College.

**2023/24****2024/25**

Final special place holders (under the current funding arrangement) complete Year 13 at Elizabeth College and The Ladies' College.

**LA MARE DE CARTERET SCHOOLS, GUERNSEY - STAGE 3 + COST PLAN**

06-Jan-16

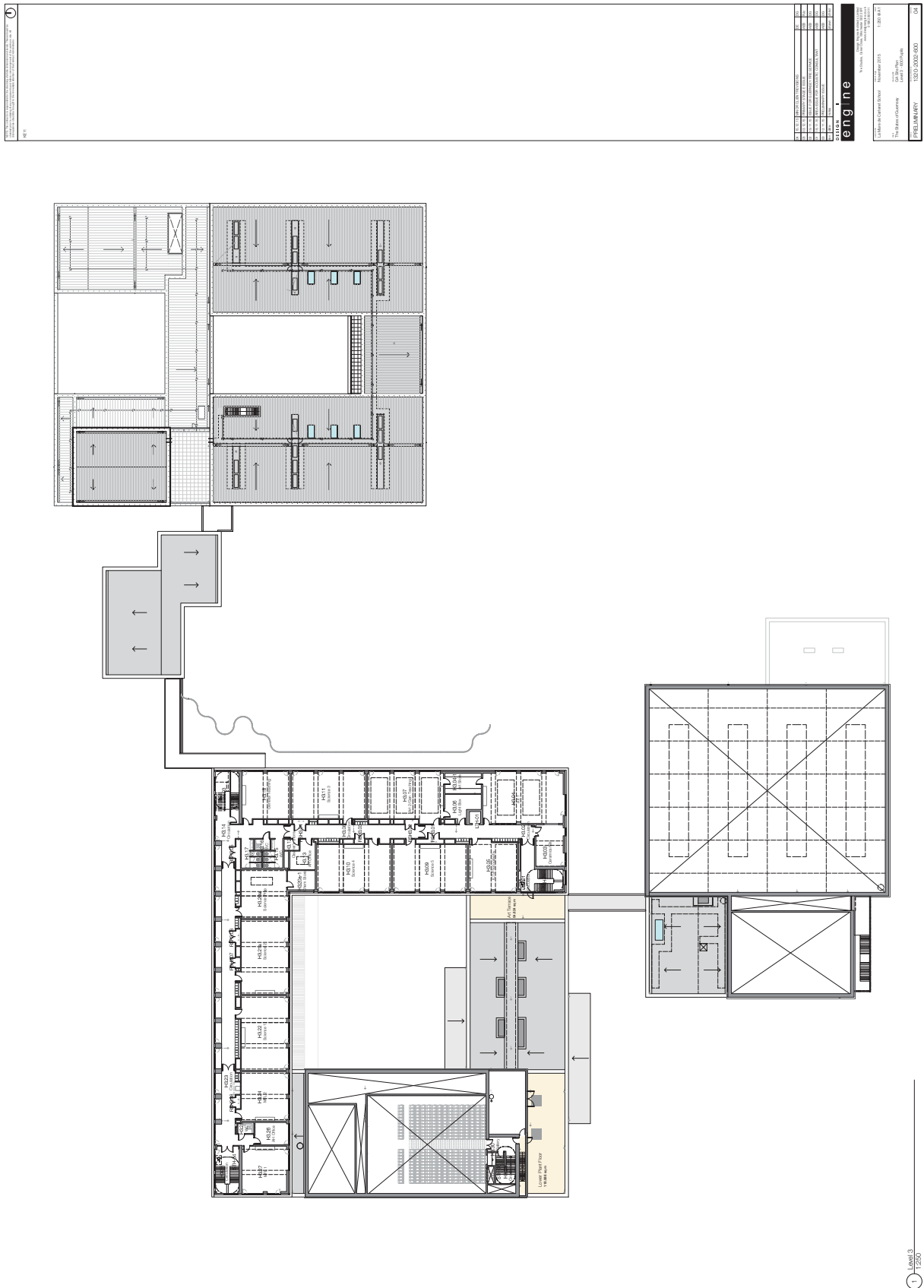
**Cost Plan Update - Summary**

	<b>Cost Plan B1 - January 2016. Design for 600 Pupil Main School</b>	<b>Cost Plan B2 - January 2016. Design For 960 Pupil Main School</b>
	<b>£</b>	<b>£</b>
High School	19,272,303	23,432,668
Sports Hall	8,399,200	8,399,200
CAS Accommodation	856,660	856,660
Primary School & Pre-school	9,168,911	9,168,911
<b>Total Construction Cost Rounded</b>	<b>37,697,074</b>	<b>41,857,440</b>
External Works & Drainage	11,853,588	12,941,082
<b>Sub Total</b>	<b>49,550,662</b>	<b>54,798,521</b>
Professional Fees	5,893,000	6,177,000
FFE and ICT	2,934,540	3,434,850
Design Risk @ 3%	1,396,335	1,643,956
Pricing Risk @ 2%	930,890	1,095,970
Post Contract Change Management Allowance @ 3%	1,396,335	1,583,865
<b>Sub Total</b>	<b>62,101,762</b>	<b>68,734,162</b>
Central Costs	2,077,000	2,077,000
<b>TOTAL PROJECT COSTS</b>	<b>64,178,762</b>	<b>70,811,162</b>
<b>Total Present Day Cost Comparison (Base date January 2016)</b>	<b>64,180,000</b>	<b>70,810,000</b>
INFLATION (Based on BCIS) to completion	5,021,188	6,330,332
<b>TOTAL PROJECT COST INCLUDING INFLATION</b>	<b>69,210,000</b>	<b>77,150,000</b>

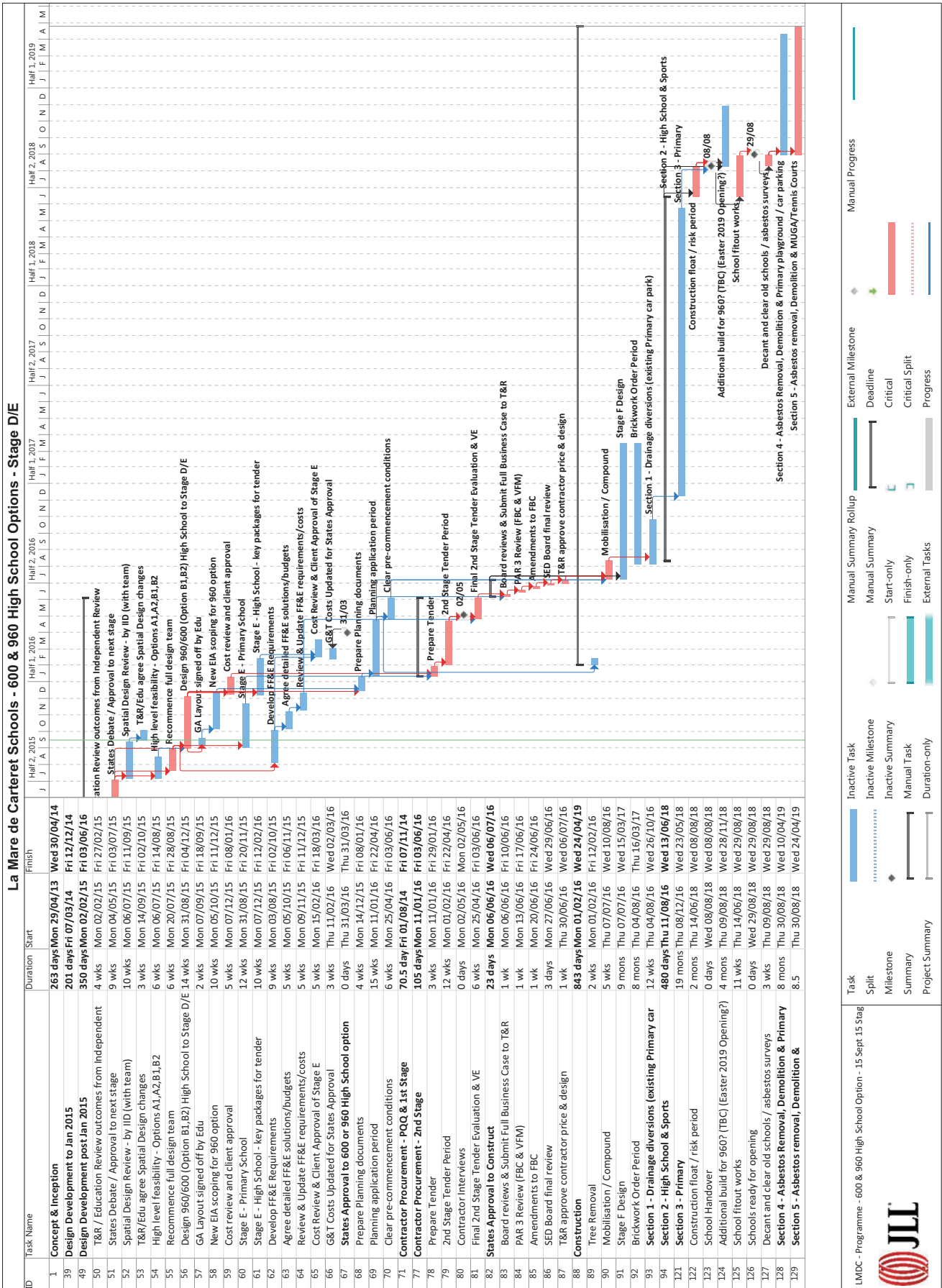




## APPENDIX 7c



La Mare de Carteret Schools - 600 &amp; 960 High School Options - Stage D/E





Full copies of the appendices to this appendix are available on the Education Department website

## APPENDIX 9

GUERNSEY STATES

LE MARE DE CARTERET SCHOOLS PROJECT

## PROJECT VALUE REVIEW

by Alan Brown of IID Architects

on behalf of the Guernsey States Departments of Treasury and Resources and Education



## FINAL REPORT

10<sup>th</sup> December 2015

## Contents

- 1.0 Terms of Reference
- 2.0 Introduction
- 3.0 Case for Development/Replacement
- 4.0 Outline Project Brief
- 5.0 Proposed Development Strategy
- 6.0 Educational Vision/Objectives
- 7.0 Community Vision/Objectives
- 8.0 Sports Vision/Objectives
- 9.0 Consultations
- 10.0 Area Analysis and Comparisons
- 11.0 Sustainability
- 12.0 Future Expansion/Change
- 13.0 External Areas
- 14.0 Design Language and Materials
- 15.0 Construction Phasing
- 16.0 Procurement and Programme
- 17.0 Costs
- 18.0 Conclusions and Recommendations

Appendix 1 – Figures

Appendix 2 – Comparative Area Analysis

Appendix 3 – Pupil Projection Models

Appendix 4 – G&T's Value for Money Review dated 28<sup>th</sup> November 2015**1.0 Terms of Reference :**

This Review has been commissioned by both the Departments of T&R and Education following the States' resolution dated May 2015 and the agreed 'Way Forward' set out in the summary of the meeting between T&R and Education on 29<sup>th</sup> June 2015. (See extracts below for reference)

***Extract from States' Resolution***

*To direct the Treasury and Resources and Education Departments, following the independent review in Proposition 3 to undertake a formal value management exercise involving independent and appropriately qualified facilitators and the project team in order to ensure that the Project meets the recommended and approved scale, scope and specification and represents best value to the States*

***Extract from 'Agreed Way Forward'***

1) Both Departments would jointly agree upon and appoint an expert(s) who would meet the Project Team (specifically the Architects - Design Engine) as soon as possible to consider and critically challenge and evaluate the spatial design parameters that underpin the current design which will be undertaken as part of the project assurance process.

4) That the project assurance referred to above, would effectively operate as a further element of the gateway review which would challenge the existing design, scale and scope (including the '12.7%' uplift) of the High School facilities in a constructive manner. This would also ensure that any decisions made going forward could be robustly supported, to the benefit of both Departments.

Based on these terms of reference for this further review of the Le Mare de Carteret Schools project, I have therefore interrogated the design proposals and project background and in my capacity as an experienced Architect and RIBA Client Adviser critically but constructively commented on my findings. As a joint commission its purpose was also to facilitate a positive collaboration between both departments in order to reach a shared understanding as to the project's investment value against the backdrop of the States' agreed objectives of opening the new schools and associated facilities no later than September 2018.

This report is the conclusion of a process undertaken since July 2015 with T&R and Education Departments and involving the project design team and building users. It has been based on the latest information provided by the States' Education Department and the Project Design Team at the end of September, together with interviews and workshops.

For reference figures 1-14 provide an overview of the project summarising the design principles using drawings provided by the Architects Design Engine. These may vary in areas of detail from the latest versions of the design which is ongoing in order to meet the programme, but are sufficient to explain the essential principles of the proposals which this review seeks to summarise and evaluate.

*NB : Issues relating to Building Regulations, CDM and other statutory compliance requirements are adequately covered through statutory processes and are therefore not specifically addressed in this review.*

## **2.0 Introduction :**

### **2.1 Background :**

In mid 2014 the LMDC Schools project was paused just before the completion of the Developed Design Stage (ie RIBA Stage 3 – pre-planning). Until then the new facilities were due to open in September 2017.

The case for replacement of both the high school and primary school and the provision of new community and sports facilities had been supported by The States because the existing 1960's buildings at LMDC are well past their life expectancy and deemed not fit for contemporary education. This site was the next phase in the replacement schools programme following re-development Les Beaucamps HS which opened in 2012 (main School) with the sports hall following in 2014.

The project paused due to questions as to the 'value' of the proposed investment at LMDC which in 2014 represented just over £60m total project cost. Despite a series of reviews (the last in February 2015) a continuing difference of view between the States' Departments of Education and T&R, remained unresolved in the summer of 2015 when I was jointly appointed by T&R and Education as an independent consultant. My task, as noted above, was to constructively work with both departments to resolve this difference by facilitating a shared understanding as to the investment value of the LMDC project. But also it was to navigate a way forward which would meet the States' agreed objectives of opening the new schools and associated facilities no later than September 2018.

As a result of the project pause in 2014, the original programme for opening the new schools in September 2017 was put back 12 months to September 2018 at the latest. As already noted this opening target is an underlying priority which it is understood, has been agreed by The States. In order to meet this programme design work has had to continue in parallel with this review and approval for this additional work was granted by the Project and Education Boards and supported by T&R following the May 2015 States' Report.

Prior to this current review there have been a series of detailed Gateway Reviews as the project has progressed together with other supplementary reviews/reports and as required by the

'Agreed Way Forward', this review seeks to build on the previous work, effectively providing a further element of constructive Gateway Review.

To assist with achieving a shared understanding of the project by both Departments this review has specifically provided a summarised narrative as to the nature of the project and the objectives it sought to meet. My commentary and recommendations provide a professional view as to whether the objectives are reasonable, whether the proposals meet the objectives and whether given the circumstances of the project, it offers genuine investment value.

In addition, and as noted in the Education Department's letter dated April 2015, a strategic and far reaching review of the States' Education system is currently being undertaken. The public consultation launched in October 2015 has recently closed and the outcome of the Strategic Review should be known in March 2016 when The States are due to consider a report from Education Department. The outcome will affect only the high school element of the project but could result in the pupil capacity for this being either 600 (5FE) or 960(8FE). To avoid delays awaiting the outcome of this review, which would inevitably threaten a 2018 opening, the original design has been modified so that it can accommodate being built for either 600 or 960 pupils. Addressing this key factor has of necessity had to be incorporated into this review process.

At a Review Group Workshop at the end of July therefore, two options for the increase in HS pupil places from the original 600 to 960 were considered. Based on the recommendation from this workshop (which included representatives from both T&R and Education) a decision was taken by The Project and Education Boards in August 2015 to pursue the option which most effectively met the requirements for both cohort sizes without threatening the overall project programme. This agreed option is a HS which has been redesigned for 960 and which can be built in either two phases or as a single phase to best suit the outcome of the Strategic Review in March 2016. The option for a simple expansion of the original design for 600 pupils was for a variety of reasons not considered appropriate or viable by the Review Group.

This review has therefore, only focussed on this preferred HS option (Options B1 and B2 – see below) for which designs are currently continuing to be developed.

The Options considered were :

- A0 : The original 600 place High School design (Refer to the Stage 3 Report dated Feb 2014) as considered by the various review groups including a bridge access at first floor.. (Discounted due to less than optimum options for expansion and due to costs associated with first floor bridge access).
- A1 : 600 place HS with rationalised design excluding the first floor access bridge link and better anticipating future expansion. (Discounted due to less than optimum relationship between the extension and main body of the school (as noted in A2 below).
- A2 : 960 place HS assuming a 2 storey extension for the additional accommodation. (Discounted as for A1 and due to planners concerns about excessive building massing)
- B1 : 600 place HS based on a reworked and rationalised version of the original design to be built as a first phase of a 960 place HS – see Option B2 below. (Preferred Option allowing greater future flexibility to respond to the Strategic Review and positively supported by Environment Department).
- B2 : 960 place HS built either in one or two phases to respond to the outcome of the Strategic Review. (Preferred Option as for B1).

*NB. In the continuing development of Options B1 and B2 a number of other design concerns (raised in various previous reviews and also during this review) are being addressed wherever possible in order to reduce costs, improve functionality and ensure greater future flexibility.*

## 2.2 Current status of the project :

The project is now part way through Technical Design (RIBA Stage 4 – previously Stage E) based on Options B1 and B2 on the basis that the high school element can be built in either one or two stages to suit the outcome of the Strategic Review.

To meet the programme for delivery, funding was agreed for design work based on the development of Options B1 and B2 to progress during this review process. The Developed Design (RIBA Stage 3 - previously Stage D) which was nearing completion in October has now continued into Technical Design with the primary school currently being more advanced than the high school and sports centre.

The procurement process remains a 2 stage tender for a Design and Build Contract for which Stage 1 tenders were received before the process was paused. On the basis of the Stage 1 tenders two contractors have been selected to progress the Stage 2 tenders, and they are awaiting the issue of the Technical Design and Employer's Requirements at the end of January 2016. The Technical Design for the primary school was due for completion at the end of November, with the high school and sports centre together with ancillary areas following in early January 2016.

Subject to agreement to proceed, a planning application will be submitted at the end of January 2016 in parallel with the preparation of the second stage tenders, but sufficiently in advance of anticipated site commencement in summer 2016 to ensure a determination before construction work commences.

Consultations with the Environment Department have been ongoing and the proposed designs for the revised 960 pupil option have thus far been positively received. Indeed planning officer's concerns about the form of the proposed expansion of the original 600 pupil scheme were a prime consideration in not opting for this approach. An initial Environmental Impact Assessment submission has been submitted in advance of the actual planning application and a response to this is anticipated shortly.

Consultation with key stakeholders have been ongoing throughout the project process including more recently the revised designs for the 960 pupil HS option which has been positively received by the staff community of both Schools, albeit with the continuing need for refinement of the designs to meet the outcome of consultations. In-depth consultations with staff from both schools have been undertaken by Education Department during September and October and further refinements to the design have resulted aimed at improving the overall functionality and to better reflect the aspirations of the schools.

As part of the recent design review most of the design elements of the previous 2014 scheme have been reworked to some extent albeit within the framework of the original concept. This reworking addressed both the revised brief as well as some areas of concern previously raised regarding project value. This process of refinement is continuing as part of the design development process.

## 3.0 Case for Development/Replacement :

The existing system-built schools were both built in the 1960's and are now beyond their reasonable life expectancy. As with similar schools of a similar era, on both Guernsey and the mainland, in their current state they are no longer suited for contemporary education. As they are not considered capable of being economically refurbished/remodelled to meet current and anticipated future needs, replacement of both schools to create new purpose built co-located schools with enhanced community facilities was the States' agreed development option.

Following on from the replacement schools at St Sampson HS and Les Beaucamps HS, the LMDC Schools have been identified as the next high priority for replacement, the specific

socio/economic needs of some areas of the catchment area being a specific consideration. Hence the current deadline set by the States for the new facility to open no later than September 2018.

In the context of the Strategic Education Review the LMDC site has also been identified as one of the most suitable site for significant future expansion and redevelopment.

#### 4.0 Outline Project Brief

The basic project brief is for the provision of the following facilities as an integrated and coherent development on a single site and providing :

- A new High School built for either a 960(8FE) or 600 (5FE) pupil facility to suit the outcome of the Strategic Review.
- A new 420 pupil (2FE) Primary School with a linked but separately operated 32 place Nursery.
- Relocation of the Communication and Autism Services base (CAS) including dedicated but linked spaces for primary and secondary students easily accessible from and linking between the two main schools and serving both the LMDC schools as well as other island schools.
- A community Sports Centre used by the schools with enhanced facilities to meet the wider community needs and specifically for regional netball, basketball and volleyball with provision for up to 200-300 spectators for regular events and 500 spectators for periodic larger scale sporting events. This facility to is also be adaptable as a venue suitable for hosting occasional large scale events – eg concerts etc.
- A Community Base for use by the local community including families and older generation easily accessible from the public domain.
- Facilities which offer a seamless transition between primary and secondary schools and which celebrate the opportunities of co-location and shared community use.
- An appropriately contemporary design which meets the educational/functional requirements of the users and builds on the feedback from previous Guernsey School projects, specifically from the more recent developments at St Sampson and Les Beaucamps.
- A development which allows the existing schools to continue in operation with minimum adverse impact on the current cohorts.
- A development which takes account of and celebrates its sensitive setting and specifically the proximity to the coast.
- A procurement approach which effectively engages and uses on-island resources and benefits the local economy.

The detailed project brief has been based on the comprehensive Generic Brief provided by Education Department with the detail site-specific project briefs being developed through an iterative process between Education Department, other commissioning groups and the Design Team, with engagement and input from key stakeholders as the process has developed. As a result of this incremental approach I believe the underlying narrative may have been lost thereby contributing to the current impasse. Hence the need to summarise and restate the key headlines of the design narrative in this review.

#### 5.0 Proposed Site Development Strategy: Ref Figs 1&2.

Figure 1 shows the existing site and figure 2 illustrates the proposed development Strategy using DE's drawing annotated to show the key principles. The design proposes the following key features in response to the project brief noted above:

- A series of separate but connected buildings located on an area of site which avoids the existing buildings and which, to meet Environment Department's requirements and to respect the sensitive nature of the site, does not encroach beyond the existing tree line to the west.
- A development which celebrates and enhances the existing features of the site including the canal and pond at its heart, other landscape features and views towards the coast.



- A development which uses the existing canal and pond as a shared resource for both schools and community creating a unique focus at the heart of the development.
- A central semi-public spine off which all facilities are accessed and which crosses the canal using two bridges (one existing and one new).
- Reconfigured vehicle entrance and exit routes including a new exit-only route for all traffic using the new northern road to alleviate pressure and to improve safety at drop-off and collection times. Visitor and staff parking and main vehicle drop-off/collection areas are located at the heart of the site adjacent to the semi-public spine.
- The formation of a new flood defence bund to benefit both the schools and the immediate area, in line with current coastal defence strategy.
- A mix of building heights – 1&2 storeys for PS, single storey for CAS, 2 and 3 storeys for HS and 2 storeys for sports centre with the higher buildings in the heart of the site.
- The main service area to be hidden by the flood bund and conveniently accessible from the northern approach road.
- Community facilities (sports and community rooms) located so as to be readily accessible from the semi-public domain including the main spine and the existing public footpaths alongside the canal and along the eastern boundary.
- A Specialist Communication and Autism Unit (CAS) shared by and located between the two main schools, with easy access for peripatetic staff, off site pupils and from each school.
- Nursery and Primary School to be at the front of the site (closest to the main site entrance) leading onto the main High School and Sports Centre beyond and providing a progression for younger to older users running east to west.

**6.0 Educational Vision/Objectives** *The following is only intended as a headline summary of broad objectives based on evidence from Education Department and the Head Teachers of the respective Schools and discussions with Leisure Services.*

#### 6.1 Overall

- To maximise the benefits of co-location by ensuring a seamless transition and progression between schools from Nursery through to High School and beyond.
- To provide a welcoming and inviting environment for parents and the wider community whilst ensuring an appropriately secure site.
- To provide an accessible local resource for the school community and wider island use.

#### 6.2 Nursery :

- To provide a separate privately operated nursery loosely linked to the Primary School to allow some overlap and shared use of facilities.
- Arising for the requirement for an independently operated Nursery (as elsewhere on the island) the usual more direct connection between the Nursery and Reception Class areas (Foundation Stage) was not a requirement of the original brief. The principles of nursery provision are however, currently under review and it is understood that the nursery may ultimately revert to being operated by the school for which the proposed relationship between nursery and reception may not be ideally suited.

#### 6.3 Primary School

- To provide a welcoming child-centred facility with flexible learning spaces to allow personalised and flexible teaching and learning approaches.
- Class clusters to be supported with appropriate resource areas, break-out spaces and smaller group rooms.
- Direct links to external learning areas for all classes.
- Teaching and learning areas to be ICT rich with a wide range of media options.
- Transition from year 6 into years 7 and 8 to be as smooth and seamless as possible.
- A welcoming and accessible approach to encourage engagement with and involvement of parents which is a high priority.
- To celebrate the ongoing creative work of pupils through extensive display opportunities.

#### 6.4 High School

- To create a more adult environment to encourage positive behaviour whilst also providing a nurtured transition for year 7 and 8 pupils arriving from primary school - A seamless transition'.
- To provide a wide and flexible curriculum offer with well-resourced Learning Support.
- To celebrate the ongoing creative work of pupils through extensive display opportunities.
- To encourage engagement of parents and the wider community in the school.
- To encourage links with local businesses.

#### 6.5 Communication and Autism Service Unit (CAS):

- To relocate an existing provision from two other schools with cramped accommodation to provide a new specialist facility for 18 pupils shared and collaboratively operated by both LMDC schools.
- To provide a satellite base for outreach services.
- To have separate but linked spaces for each school.

#### 7.0 Community Vision/Objectives :

- To provide an accessible Community Base for small groups together with appropriate shared use of the wider site facilities in order to specifically support families and the elderly.
- To provide convenient access to the community facilities direct from the public domain also allowing a positive and connection to the Cobo local centre to encouraging sustained and developing use of the facilities by the local community.
- NB It is understood that the original need for the community base is currently under review to ensure this facility does not duplicate other local provisions.

#### 8.0 Sports Vision/Objectives :

- To provide high quality sports facilities for the schools, the wider community and the wider island.
- To provide indoor facilities for netball, volleyball and basketball which are suitable for local and regional competitions not currently available elsewhere on the island. The space requirements for netball specifically, together with the space for up to 500 spectators are a specific driver for the size of the main hall.

It was noted by Leisure Services that the opportunity which this development presents, being the last replacement secondary school project on the island for the foreseeable future, is probably the last opportunity for Education and Leisure Services to collaborate to achieve the enhanced sports provision not otherwise affordable.

#### 9.0 Consultations :

- For a scheme of this ambition the process of consultation is inevitably complex involving multiple stakeholders.
- From the users' perspective the process to date appears to have engaged the Education Department and ED's specialist advisors including the CAS, the two Schools (Leadership Teams and Staff), Leisure Services and with principal sports bodies together with some wider community engagement.
- Despite the difficulties over the summer period the schools have been consulted and had engagement workshops on the latest proposals the outcomes of which have where possible, been incorporated into the designs. This process has continued through the completion of Developed Design and into Technical Design involving the leadership teams and staff of both Schools.
- The extent to which student and parents have been involved and the extent of community engagement relating to the School design appears to have been more limited, and this should ideally be addressed before the design has progressed too much further.

- Consultations with the planning authority (Environment Department) and other statutory agencies have been ongoing as the design proposals have been developed including more recently detailed pre-application discussions regarding Options B1&2.
- Engagement with the various key sports bodies (ie netball, volley ball and basketball as well as cricket) occurred during 2013 and 2014 during the early stages of project development. The Sports Commissioners have also been consulted in September 2015 on the revised B1 and B2 proposals and they are understood to have confirmed their continued support for the proposals and for the original strategic objectives for the key sports. The principal sporting bodies for netball, volleyball and basketball have also confirmed their joint commitment to work together and with the schools to ensure the facilities are used effectively with minimum void periods.

## 10.0 Area Analysis and Comparisons :

### 10.1 Designed Areas

The current designed areas for the project are as noted below:

Option B1 600 pupils	Gross Internal Floor Area m <sup>2</sup>
High School	6575
Excess area in anticipation of increase to 960	182
Community Room	147
Sports Centre	2,184
CAS	200
Primary School	2560
Nursery	116
<b>TOTAL GIA for Option B2</b>	<b>11,964</b>
Option B2 960 pupils	Gross Internal Floor Area m <sup>2</sup>
High School	8,262
Community Room	147
Sports Centre	2,184
CAS	200
Primary School	2560
Nursery	116
<b>TOTAL GIA for Option B1</b>	<b>13,470</b>

### 10.2 Introduction

One of the key issues in the debate surrounding this project has been the overall target areas specifically for the two main schools in the relation to the recommended areas in Building Bulletins 98 (secondary schools) and 99 (primary schools) which have historically been used as a benchmark.

The following section explores and comments on the proposed areas for the various elements of the project. For the high school and primary school it specifically looks at the relationship between the recommendations of BB98 and BB99 and the gross internal floor areas (GIAs) proposed for the new schools at LMDC taking account of Guernsey's particular circumstances.

Before the demise of the 'Building Schools for the Future Programme' BB98 and BB99 published by DfES, provided a minimum standard for state secondary and primary schools. These have now been superseded by BB103 which is significantly more restrictive in terms of recommended areas reflecting the constraints of the UK's current building programmes including the Priority School Building Programme.

Guernsey has however, always sought to provide a very different and more pastorally supportive educational experience hence the much lower class sizes of 20-24 and the notional 16% uplift on GIA for high schools compared to the building bulletins agreed following a T&R



Independent Review in 2005. The reasons for this adjustment are outlined in the Education Department's letter dated April 2015 and are also summarised below.

The educational brief for the schools are also Guernsey specific reflecting the teaching styles, culture and skill-set of the Island. The scale of accommodation has therefore, been based on a provision which reflects the aspiration for a less pressured educational environment as well as the specific curriculum needs and emphasis of Guernsey.

For comparison purposes this approach to class sizes is far more comparable with UK independent schools and the Guernsey Colleges than the 30 per class standard upon which the recommendations of BB98 and BB99 for State Schools in UK are based.

In the context of this educational aspiration as well as the requirement for reasonable consistency across the school estate, the comparison with UK standards is therefore, not direct. There are various key areas of difference which impact on the target areas being above that set out in BB98 and BB99 based on pupil numbers only. For the high school specifically these include :

- A max 600 pupil high school in England is likely to be a 4 form entry (4FE) whereas in Guernsey it will be 5FE.
- A max 960 pupil high school in Guernsey would be 8FE whereas in England an 8FE school would cater for up to 1200 students.
- The average Guernsey class size at 11-16 is 24 with a maximum class size 30.
- For 11-16 the maximum student teacher ratio is 1:15 with LMDCHS currently just above 1:12. This enables a broad range of options at Key Stage 4 and where necessary increased number of teaching groups at Key Stage 3 and hence more teaching spaces being required.
- There is a need in the LMDC secondary school for enhanced facilities for Learning Support (SEN needs) due to the profile of students and the multi-agency and community support already available to the school.
- This is also the case in the Primary School which is translated into the number of small group and breakout spaces planned and the large shared resource areas around which class bases are clustered.
- A move to an entitlement to triple Science impacts on the provision of Science facilities hence the larger number of laboratories in both options.
- The two Food/Cooking/Catering rooms proposed for the 960 pupil option are important for both Life-Skills development but also due to the progression and employment opportunities in Guernsey in this area.

Using just total pupil numbers will inevitably distort the comparison and so I believe it is more appropriate that comparisons should be made on the basis of forms of entry rather than simply pupil numbers. The supplementary report (Appendix 2) attached to this report provides a comparison with the Building Bulletins for both the Primary School and the High School and also outlines a selected comparison of individual room areas and numbers for the HS.

### 10.3 High School Areas

Based on a comparison using Forms of Entry as the basis, the current designed GIA for the 960 pupil (8FE) high school works out at approximately 3% less than the minimum recommended for an 8FE high school in BB98 (adjusted to discount the areas for the sports facilities). It then also matches closely the range and distribution of accommodation for an 8FE school.

The designed GIA for the 600 pupil (5FE) school however, shows an excess of approximately 19% above BB98 recommendation for a 5FE school. This excludes the additional area required to anticipate the increase to 960 currently estimated at 182sqm.

By this comparison the 960 pupil Option (B1) compares significantly more favourably with BB98 than the 600 pupil Option (B2).

The proposed accommodation brief reflected in these areas has been interrogated by both the School and the Education Department and they have both confirmed they are satisfied that the accommodation being provided matches the proposed curriculum offer allowing for a 74% occupancy which is average and reasonable for curriculum analysis calculations.

Concerns have also related to whether demand would justify the places being provided and therefore, whether either option would effectively be under occupied due to a lower than anticipated demand.

The projected demand for high school places has been based on projections undertaken by The Education Department using the States' latest population projections – refer to the Pupil Projection Model in Appendix 3. Using this data and assuming a baseline sensitivity of 0% for demand and supply, various alternative projections have been run to reflect the possible outcomes of the Strategic Review, anticipating both a 600 place and 960 place provision at LMDC running from 2014 to 2028.

For Proposal A with LMDC providing 600 places, projections from 2022 – 2028 indicate class sizes of between 22 and 29 which at the upper level would indicate that some rebalancing across the schools may be required to keep classes at 24.

For Proposal B with LMDC providing 960 places, projections from 2022 – 2028 indicate class sizes of between 28 and 32 which would again indicate some rebalancing across the high schools would be required to keep classes at around 24.

Overall the projections support the proposed pupil capacity for the high school at least up to 2028. It is however, recognised that unless corrective action is taken to address the demographic shift in terms of a disproportionately ageing population on the island, there is likely to be a decline in demand from 2028/30.

Using the UK and Island independent sector as a comparator the pupil/area ratio would not suggest that the facility should lack any sense of positive atmosphere. The results of the Post Implementation Review at Les Beaucamp HS also indicate that even with the current pupil numbers being below capacity the facility has a positive atmosphere.

#### **10.4 Primary School Areas**

For the Primary School the comparison is based on a theoretical intake of 420 as a 2FE school albeit it is likely that with average class sizes of 24 the cohort will be 336. The cohort for a social priority 2FE school is also capped at 350 pupils for as long as it retains this status. So this comparison is already based on the forms of entry rather pupil numbers. As shown the designed GIA for the Primary School is approximately 15% above BB99, (ie just below the notional uplift of 16%). The area per pupil @ 6.5m<sup>2</sup> is about average for the 12 island primary schools which range between 9.3m<sup>2</sup> pp for Forest Primary School and 5.1m<sup>2</sup>pp for La Houquette PS.

As an example in comparison with independent school provisions on the mainland (as referred to earlier) the area per pupil at 6.5m<sup>2</sup> compares favourably with a number of independent Junior Schools on which I am currently working, which range between 7.3sqm and 12sqm per pupil for new build projects.

#### **10.5 Sports Centre**

The scale and provision of the sports centre and associated facilities, which is significantly larger than would be required for a High School only, has resulted from the wider community and regional sports brief as outlined above following a period of consultation with various sports bodies and community groups. Refer to section 9.0 above.

As noted the principal determinate for the size of the hall is the requirement for indoor netball plus the need to accommodate a total of approximately 500 spectators.

#### **10.6 Nursery**

The scale of the nursery provision (116sqm) for groups of 16 within the main resource/activity space has been determined by requirements of the private operator. At 3.99sqm per child this exceeds the UK statutory requirement of 2.3sqm per child.

#### **10.7 Communication and Autism Service :**

The scale of provision for the CAS unit (200sqm) has been determined from the experience of the two existing units which it will replace and which are both relatively cramped. The CAS brief and consultations with specialist staff is understood to have validated the level of provision proposed. Each resource area is approximately 55sqm in area marginally less than a GT classroom which gives ample opportunity for working with small groups with a variety of settings with withdrawal / quiet rooms immediately adjacent.

#### **10.8 Community rooms:**

The scale of accommodation for the Community Base (147sqm) is understood to have been determined from consultations with Social Services and local community groups, although the level of provision is understood to be currently under review.

#### **11.0 Sustainability:**

- A fabric first approach has been adopted, with good airtightness and high insulation levels including high performance window and doors; together with a heavy weight structure for high thermal mass and maximum environmental comfort.
- Natural ventilation with cross ventilation stacks and good natural lighting are key features.
- Whilst better than UK Building Regulations performance is anticipated with appropriate renewable energy sources, details of energy conservation targets and sustainability measures are currently awaited and further clarification is therefore, required as to what specific sustainability targets are being sought. This topic should be a high priority for on-going value reviews.

#### **12.0 Future Expansion / Change**

- Change is inevitable in any school, but the future is also uncertain and can never be accurately anticipated. Hence any new facility needs to be appropriately 'Future Conscious' (it can never be entirely future proof) and capable of reasonable adaptation.
- The proposals presented already anticipate the expansion of the HS from 600 to 960pupls (see figures 6-11) allowing the expansion to be added relatively simply with easy construction access from the norther access road.
- The structure of all of the buildings except the CAS Unit are framed with modular layouts and non-loadbearing partitions to allow for relatively easy internal change.
- Surface mounted services with circulation routes carrying principal services distribution anticipate and facilitate future change.
- As the project progresses the detailed design of the facilities will need to anticipate an appropriate level of future change. Further ongoing review is therefore required.

#### **13.0 External areas :**

- The design of the external areas has sought to work with and enhance the existing landscape setting whilst also providing the range of external spaces appropriate to the facilities and their shared use.
- The existing pond will be developed and improved to provide a valuable shared central feature and learning resource. Both schools have responded positively to the opportunities this feature presents.
- The canal and existing bridge are retained and enhanced, with an additional bridge connecting the central spine to the HS and Sports Centre.

- A grass covered flood bund is required to the west and this will create a planted softer edge to the new development masking the lower storey and service area of the HS and providing shelter from the coastal winds.
- A 3G AW pitch and tennis courts will be provided within the secure site area, albeit the final location of the tennis courts for the 960pupil HS will depend on whether additional land adjoining the eastern boundary can be acquired which is currently under review. Ref to Figures 2 and 3.
- Secure hard play for the Primary School and High School adjoin the buildings as already noted.
- Vehicle and pedestrian access is as indicated on Figure 2.

#### 14.0 Design Language and Materials – Ref Figures 12-14

- The external design language of the buildings is deliberately simple and straightforward creating a cohesive overall campus feel which is intended to fit into the landscape without being unduly flamboyant. It is a relatively restrained but well-crafted design which responds to the Client's expressed wishes for predominantly rectilinear forms.
- The roofs generally are shallow pitched standing seam finishes with edge parapets and inboard gutters. The roofs to both school halls rise above general parapet line to locally create sufficient internal height.
- The choice of materials, (ie brick facades and bronze anodised aluminium cladding) derives from the aggressive coastal environment, lessons learned from LBHS and from consultations with planners regarding materials that will work well with the context and setting.
- Whilst these general materials run through all the buildings they are differentiated from each other through scale, proportions and colour. The primary school for instance has coloured panels behind the brick lower proportioned facades appropriate to a primary environment and distinctive from the high school. The concept for the CAS Unit as shown is of two domestic scale linked pavilions overlooking the central pond creating a secure and distinctive base for these students.
- Internally materials have been selected to be robust and durable whilst also elegant and appropriate to creating a welcoming and high quality environment.
- Glazed screens alongside the doors to all principal spaces create the sense of internal transparency required by the brief.
- The internal walls are a mix of fair faced blockwork for robustness and metal stud partitions with suspended ceilings.
- Spaces are generally naturally ventilated with cross ventilation stacks with some mechanical vent to larger spaces as required. Considerable care has been taken to balance ease of operation with environmental comfort and the refinement of this is on-going.
- All areas are naturally lit, except for some areas of D&T and with some reduced levels to the high school IT1, which are considered acceptable for these uses.
- Furniture Fittings and Equipment proposals are in the process of being developed. These elements will significantly impact the feel and functionality of the facilities and so an adequate budget allowance for FF&E is essential at this stage of the project.

#### 15.0 Construction Phasing Overview – Ref Figure 3

- A principal driver of the development brief is the continued operation of the existing schools with minimum impact on the pupil cohort whilst development is being carried out over what will be over a 2 year construction process from start on site and longer for the 960 pupil HS option.
- The original proposals for a 600pupil HS anticipated 4 phases of development (Ref Figure 3) which has been developed and agreed with the Schools. The 960 Pupil HS option will adjust this by adding some additional phases and potentially lengthening the overall

process and details of this revised phasing will vary depending on the outcome of the Strategic Review.

- The current design with a distinct sports centre building may also offer the opportunity for early completion of the sports centre. Subject to costs this could be of significant benefit to both existing schools and help to mitigate their disruption.

**16.0 Procurement and Programme:** Refer to G&T's Procurement Strategy Report dated Feb 2014 and the latest Stage D+ Programme dated July 15 for details.

- Based on previous experience and an evaluation of the options prepared by Consultants Gardiner and Theobald (report dated Feb 2014) the preferred procurement approach is for a 2 stage D&B contract with a mix of on-island and off-island contractors. G&T's report explores in some detail the options available and records the outcomes of various market testing workshops with the contractors being considered. This approach of continuing the main contractor competition through the second stage has resulted from lessons learned on LBHS. Some of the benefits of competition were lost on LBHS with the second stage being negotiated with a single preferred contractor.
- Stage 1 tenders with a tender list of 5 contractors, were submitted in November 2014. From these 2 contractors (one on-island and one off-island) have been selected to progress the second stage tenders once the scheme has approval to progress. Both contractors were advised that the project had paused but have confirmed their continued interest to tender once the project clearance has been secured.
- During the current Stage 3&4 design development dialogue has continued with both contractors regarding the format of the tender information and constructability.
- It is understood that contractor input and innovation is also being sought as part of the second stage tender process to ensure that the pursuit of improved value is continued wherever possible throughout the balance of the design and construction stages.

The revised programme for the 960/600 pupil option currently anticipates the following

- Completion of Technical Design (RIBA Stage 4) at the end of 2015, *(NB To ensure that the level of design is sufficient to guarantee the quality of the final product under a D&B contract)*.
- Submission and determination of planning application: Jan – April 2016.
- Stage 2 tender issue, preparations and negotiations: Jan – June 2016.
- States Approval: June and July 2016.
- Mobilisation: July 2016.
- Commencement on Site: August 2016.
- Completion and Handover of Schools August 2018.
- Demolitions and External works: August – end of 2018.

As already noted this will be adjusted for the either the 960 or 600 pupil option subject to the outcome of the Strategic Review.

**17.0 Costs :**

Gardiner and Theobald's Summary Report (Appendix 4) dated 28<sup>th</sup> October 2015 together with Stage 3 Cost Update dated August 2015 and School Benchmark Comparison dated July 2014 provides comparative costs and benchmarking data from which the following summary of overall project costs has been derived for the various options being considered.



Option	Estimated Total Project Cost <i>Base date 2014</i>	Estimated Total Project Cost <i>including inflation to 2018 for A0 and 2019 for others.</i>
Original Option A0	£59,820,00	£64,510,000
Discounted Option A1 for 600 HS	£60,560,000	£68,630,000
Discounted Option A2 for 960 HS	£70,150,000	£79,890,000
Preferred Option B1 for 600 HS	£60,240,000	£68,210,000
Preferred Option B1 for 960 HS	£68,960,000	£78,460,000

The G&T report also addresses unit costs for both the buildings and external works which indicate that unit rates for both buildings and external works compare favourably with other recent Guernsey Projects, and with UK schools construction once a 20% Guernsey uplift is taken into account.

On the data provided the initial project budget set at the outset has been broadly maintained and there has been no significant project drift which is frequently a criticism of major projects. Increased costs have essentially arisen due to inflation and additional fees for redesign work rather than design creep.

The above figures also indicate that the revised Option B1 for 600 pupils is slightly lesser cost (with similar specifications) than the previous equivalent A1 option and that Option B2 for 960 pupils is lower cost than the equivalent A2 Option. As might be anticipated this larger school (option B2) is significantly more efficient than the equivalent 600 pupil Option B1.

## 18.0 Conclusions and Recommendations:

**18.1** During the development of this project there have been a number of detailed gateway reviews which have until 2014 broadly validated and refined the proposals. But despite this process the project paused in mid 2014 due to lack of confidence as to its inherent value and whether the underlying brief was soundly based.

Design work was however, started again, albeit hesitantly and with cautious agreement, during the summer of 2015 and broadly in parallel with this review. This was in order to ensure that the States' preferred objective of opening the LMDC schools no later than September 2018 could be met if approval to proceed were confirmed.

The primary focus of this further design development of the scheme originally presented in 2014, has been to develop a solution which could positively respond to the as yet unknown outcome of the Strategic Education Review without detriment to the overall target programme.

As well as accommodating the option for different pupil numbers the redesign process (which has continued during this review), has also endeavoured to take account of previous concerns as well as any issues raised during this review.

Having considered the project's background and objectives I believe the redesign now provides a rational solution for either a 600 or 960 pupil HS based on the revised brief. It also addresses a number of issues which gave rise to the original concern and in my opinion represents a considerable improvement on the original proposals.

In considering whether the scheme offers 'Best Value' it's necessary to establish whether the project has met its objectives and whether these objectives are appropriate within the overall project context. Hence the need for the narrative summary to be restated and for this to continue to be refreshed assuming the project continues into construction.

Against the backdrop of the target programme wholesale revisiting of the original brief is not in my opinion realistic if the September 2018 opening is to be achieved and if the significant

investment already made in the project is not to be lost. My remit has therefore, been to interrogate the current proposals, to challenge where necessary and to highlight areas in which value might be improved and lessons learned incorporated; but always within the context of what is realistic within the programme.

Based on my evaluation of the current proposals for a 600/960 high school ie Options B1 and B2 (see figures 1-14) I have summarised my conclusions and recommendations under a series of category headings as follows.

## **18.2 Overall Project Objectives:**

Overall I consider the original and recently adjusted project objectives have been met and that the project as designed, except as noted below, represents a reasonable response to the overall project brief as it has developed.

Whilst not being particularly radical from an educational perspective the objectives for these schools are I believe a reasonable development of the current situation in Guernsey and allow for flexibility in terms of teaching and learning styles suited to the skills, aspirations and educational infrastructure of the island. The proposals for the schools have also been interrogated and validated by both Schools and the Education Department Educational advisers, and this process continues. So in my opinion the designs reasonably meet the educational brief set except as noted below.

An area which I believe may require further consideration is the transition from Primary to Secondary and specifically the nurturing provision for year 7 and 8 students. The opportunities for a 'seamless transition' on this site were specifically highlighted by both Head Teachers and this does not currently appear to be clearly reflected in the latest proposals.

The briefing requirement for a separately run nursery has been met, but for the longer term the connection between Nursery and Reception will not be ideal for a Foundation Years provision if the nursery becomes part of the primary school which appears may arise from the current nursery provision review.

The stated objectives for the CAS Unit (ie a new purpose built specialist facility for both the school and wider island) appear to be met, although this facility has and continues to be subject to a number of siting and building layout changes. So it's important to ensure that the overall objectives for this facility are not lost in the change process.

The stated objectives for community use in terms of both a community base and the wider shared use of facilities are generally met in terms of overall layout; but success will ultimately depend on the detailed zoning of facilities and on how well these are managed.

The objectives for community sports generally appear to be met in terms of blending the schools' provision with that of the wider sporting community, specifically netball, volleyball and basketball. The arrangements for effectively linking the sports centre with the main high school and for effectively handling large numbers of spectators are I believe less convincing, and would benefit from further review and development.

## **18.3 Stakeholder Engagement :**

Regular stakeholder engagement has been undertaken throughout the design process as outlined above. Whilst this has varied in scope and has at times been somewhat hurried (eg the initial engagement with Sports and Leisure and the sports bodies, and with the schools during the period of revised design) the overall provision appears to have met with broad support from the stakeholders and authorities consulted.

There remains however, some uncertainty as to whether the provision of a community base will work within the local context and discussions on this are understood to be ongoing. Also some

stakeholders, such as the parents and pupils of the schools, are yet to be actively engaged. With the design now at RIBA Stage 3+ appropriate parent, pupil and local community engagement would be strongly recommended to assist ownership and valuing of the project once completed.

Continued engagement and involvement of the principal sports bodies/Sports Commissioners is also recommended to ensure that their requirements are met in the detailed design development so as to ensure this facility works effectively and as intended as a shared high quality sports venue.

#### **18.4 Site strategy :**

The overall site strategy is I believe a well-considered and clearly articulated response to the brief and to the site and programme constraints. It makes good use of existing site features and fits well into its setting as reflected in the Environment Department's positive responses to the revised proposals.

#### **18.5 Building design and layout :**

The building design is not unnecessarily complex or flamboyant, but it is well ordered and elegant with design features which I believe will inspire pupils, staff and the wider community. Compared to many mainland BSF and Academy projects it is, as required by the brief, relatively restrained and I believe it strikes a good balance of delight and functionality.

Much of the design language has been derived from the earlier Les Beaucamps HS and LMDC therefore, represents a progressive (Mark2) refinement of this earlier model incorporating a range of positive lessons learned whilst avoiding the negative feedback from this previous project. With the same principal design team as LBHS being involved in this project, viewing the proposals through the lens of the completed and generally successful environment of LBHS would suggest that LMDC should be no less successful and inspiring to users.

#### **18.6 Size :**

This category remains perhaps the most contentious and so I will deal with each principal element of the scheme in turn.

- **High School :**

When compared to the equivalent overall gross internal floor areas for UK State Schools (as defined under BB98), for equivalent forms of entry the proposal for Option B1 for 600 pupils is approximately 19% above the recommendations. For Option B2 for 960 pupils the proposals are approximately 3% under the recommendations.

*NB A notional 16% Guernsey factor was recommended by an Independent Review in 2005 but it is understood this was related to pupil numbers rather than forms of entry.*

Option B1 therefore compares less favourably than B2, and is considerably more generous than would be anticipated for an equivalent State School on the mainland. But compared to equivalent independent schools on both the mainland and on-island with class numbers of 24 or less, and to which the Guernsey model appears more closely aligned, it is in my experience, comparable in terms of area.

With regard to the preferred class-size model of 24 on which the brief was calculated, it is empirically evident from the independent fee paying sector on both the mainland and on-island that class sizes of between 18 and 24 are preferred and work in terms of pupil support and parental expectations. The State Sector in UK simply cannot afford to make this offer no matter how desirable. For good reason therefore, Guernsey has consistently set its sight towards class numbers of 24 maximum and this is foundational to the brief. To change this fundamental requirement at an advanced stage of the project would require a complete rethink and redesign which would not be possible within the preferred



programme. The more recent design revisions used the original accommodation 'building blocks' rather than being based on a complete briefing rethink. Hence the redesign was possible within a relatively short period.

There is also an understandable concern as to whether the new HS school might feel empty and lacking in a sense of energy if occupied below the projected figures. From the most recent pupil projections run for the various strategic scenarios, it would appear that pupil projections for LMDC (assuming +/-zero for baseline sensitivity) would support 24 in each form of entry at least through to 2028. Projections beyond this point are hazy and will in due course need to take account of any positive action aimed at reducing the current and recently reported demographic decline. There is also little doubt that the current decline in numbers at LMDC resulting from the poor facilities should be corrected once the new proposals are completed.

Overall therefore, I consider the provisions for Option B1 for 600 pupils to be generous but not inappropriately large given the context. If required there is no doubt that area reductions could be achieved but not within the current overall programme aimed at delivery of the new school by September 2018. There would need to be a considerable pause to rethink the brief. If undertaken it would also result in additional costs which are likely to erode any potential financial savings as demonstrated in the G&T's illustration on page 1078 of Education Department's letter dated April 2015.

The area for Option B2 for 960 pupils however, is clearly more efficient and more comparable with the recommendations of BB98; but it is also inextricably linked to Option B1. It can be built either as a single phase project or with Option B1 as a first phase anticipating the future expansion and offering flexibility to respond to the outcome of the Strategic Review in March 2016. There is a judgement to be made therefore, as to whether the benefits of Option B2 justify the generosity of Option B1. In the circumstances I believe this approach could be justified.

- **Primary School :**

When compared to BB99 the primary school is approximately 15% above the recommended area which is just less than the notional 16% Guernsey Factor. In terms of area per pupil place at approximately 6.5sqm per pupil it is mid-range compared to other primary schools on-island and is less than comparable mainland independent schools.

Again, having designed numerous primary schools I believe there would be scope for area reductions if required, but again not without prejudice to the current programme for the delivery of this project. This would again require a significant rethink to effectively rebalance the design and would incur redesign and project delay costs as already demonstrated. But there may be a case for reviewing the generic brief for future primary schools which unlike the secondary estate still form part of a future replacement programme.

- **Nursery :**

At 116m<sup>2</sup> the nursery is a modest component of the overall project and is understood to have been based on the requirements of the independent nursery provider (ie Happy Days). The main activity area is approx. 62sqm equates to 3.9sqm per pupil assuming a group size of 16. UK regulations require a minimum of 2.3sqm per child for 3-4year olds. So whilst this provision is more generous than the minimum the modest amount of additional space allows much greater opportunities for effective indoor activities.

- **Sports Centre :**

The proposals include a sports hall which is virtually twice the size of a normal school sports hall - ie 960sqm compared with 594sqm. This is entirely due to the requirements for netball and spectators as defined by the various sports bodies.

The case for not losing this opportunity to effectively 'piggyback' the last replacement secondary school project so as to provide facilities not otherwise affordable appears strategically very strong. But only if the facilities can be effectively managed to function as intended.

Effective sub-division of what will be a very large main sports hall will also be important to ensure maximum flexibility for school use and smaller community groups.

- **CAS Unit :**

This size of this facility is based entirely on empirical evidence of current cramped facilities which it will replace as well as from input from staff who will use it. I therefore, see no reason to question this provision in terms of size.

- **Community Base :**

As for the CAS Unit I see no reason to question this provision in terms of size.

### 18.7 Specification :

The general level of specification proposed for the external and internal building fabric is in my opinion entirely appropriate to a good quality well-tempered environment. I do not believe that it is excessive for the design objectives and longevity of facility required although there is always scope for critical review and improvement as part of the project's ongoing value management process.

One specific and key aspect of value management relates to the project's sustainability strategy and energy use targets. This is essential to ensure that the longer term costs in-use are minimised and that the development is appropriately sustainable.

### 18.8 Capital and Revenue Costs :

G&T (project QS) have provided a detailed comparative cost report – See Appendix 4. This shows that capital costs compare favourably with similar projects both on the mainland and on-island. As has been shown on the mainland with for example the UK 'Priority School Building Programme' schools can without doubt be built for significantly lesser cost. But this is based on significant levels of repetition and lesser specification standards than the Guernsey model aspires to. Hence on the evidence I believe the capital costs to be reasonable for the facilities being provided and I believe the project costs have been effectively managed to avoid budget drift.

I would also note that the changes instigated since the previous 600 pupil HS scheme was reviewed in February 2015 have already seen significant improvements and efficiencies including:

- Omission of the ramped bridge access to first floor.
- Omission of the substantial under-croft to the sports hall.
- More efficient double banked classrooms arrangements for the HS.
- Reduction in overall area of the 600 pupil option by approx. 40m<sup>2</sup>.

With regard to Revenue costs, the concerns raised on this by T&R were I believe, adequately dealt with in the Education Department's letter dated April 2015.

### 18.9 Programme :

On the evidence presented I believe that allowing an adequate contingency to ensure completion and fitting out of the new schools ready for a September 2018 opening, the current programme is just achievable assuming no further pauses so that the works commence as programmed in August 2016.

Whilst I believe some design improvements and refinements are still possible within the programme, further fundamental design review beyond the radical changes now instigated with the B1 and B2 Options would not be.

### 18.10 Procurement Approach :

The two stage tender process builds on the approach adopted for LBHS but with continued competition through to completion of Stage 2. For the nature and scale of this project I believe this to a wholly appropriate and well tested approach. The continued interest shown by the selected contractors as workshops with them have continued, also suggests that assuming the programme is not further delayed tenders should be competitive.

If well managed this improvement on the LBHS approach should also deliver further value enhancements, particularly if the process allows / requires contractors to contribute to the process of innovation and improvement. Some form of incentive arrangement may also be appropriate to encourage this as has successfully been used for many other major projects.

### 18.11 Lessons learned :

As designed LMDC is effectively a refinement of LBHS and as such there is an invaluable as-built working example to use for reference. If the lessons learned on both this project and on the earlier St Sampson's HS are implemented this must improve the value for money of the current scheme. But this critical feedback including the results of the LBS Post Occupancy Review has to be systematically taken into account during the continued design development of LMDC.

### 18.12 Areas for further design review :

On the basis of this review of the proposals (as illustrated in figures 1-14) I would suggest further consideration of the following specific areas:

- The entrance to the main sports centre appears somewhat hidden and the links with the main school via an open bridge seems inappropriate to support the shared and integrated use anticipated. (It is understood that this has been revised to a covered but unheated link in the most recent revision.)
- I also have some concern as to the capacity of the Sports Centre to accommodate the large numbers of spectators understood to be anticipated for major events, with limited foyer space and relatively narrow circulation routes for the numbers anticipated. I would suggest that further review and validation of this be undertaken with the Sports Commissioners and users.
- The provision of facilities for sports science, (particularly for the 960 HS) may benefit from further review both with Leisure Services and the high school.
- The level of storage for the sports hall is less than might have been anticipated for a main hall of this size and is less differentiated than the level of regular shared use would imply.
- The pedestrian approach to the primary school would I believe benefit from a more direct link from the central spine and I understand this is currently being worked on.
- The scope of hygiene provisions for both PS and HS seems light for a comprehensive level of inclusion which might be expected in any new school and to which it is understood this development aspires.
- The absence of an accessible wc at first floor in the sports Centre is not ideal requiring lift access for disabled users to ground floor facilities.
- Similarly the accessible wc arrangement in the CAS unit appears unbalanced with only one accessible wc for primary pupils.

- The dedicated storage provision in both the HS and PS seems more limited than from experience I would have anticipated and may benefit from further review with the users.
- There appears no allowance for a recording studio in the HS music faculty which for a new high school would not be unusual particularly for 960 pupils. Further validation of this would therefore be recommended.

### 18.13 Summary

On the basis of the above and subject to the recommendations made, I consider the current proposals do represent a reasonably well balanced and appropriate solution which can be delivered for September 2018 and which will result in a valuable investment.

In the context of the project programme I consider the current project proposals represent 'Good Value', but that 'Best Value' for this project will only be achieved through continual and appropriate refinement throughout the balance of design and construction stages. Key parties should be effectively engaged and incentivised to continue to explore improvements where realistically possible.

In view of the difficulties which have occurred over the last year this review has endeavoured to facilitate a shared understanding of the project. I would recommend that this narrative clarity needs to continue through to construction and into post implementation. I would also recommend that the structured process of value appraisal managed by Project Managers JLL be reinforced and strengthened as the project progresses. This needs to be as transparent as possible and need to include both T&R and Education with positive communication between key parties at its heart.

Finally there should, I would suggest, be on-going Project Guardianship to ensure the stated brief objectives and design quality are maintained and that the strong brief narrative is not lost during the more detailed stages of design development and construction.

Alan Brown

December 2015

- (N.B. The Treasury and Resources Department acknowledges the decisions sought by the Education Department in this Policy Letter are extremely important ones which will, as recognised in the Foreword, “*shape the structure, quality and outcomes of our education system, potentially for generations.*” The Treasury and Resources Department therefore strongly believes it is vital that such decisions should be financially sustainable in the long term and that, given the States’ finite resources, the education system must provide good value for taxpayers in delivering its outcomes.

The Treasury and Resources Department, within its mandated responsibility, is commenting on the resource implications associated with the proposals. It is not seeking to comment on their educational merits or how they have been developed, including the extent to which they have been influenced by the consultation exercise.

The Treasury and Resources Department has found commenting on the resource implications in this Policy Letter particularly challenging due to the paucity of financial information in the report and its appendices. The Department has requested and been supplied with the financial models constructed by the Education Department (which were used to produce the financial numbers quoted in the Policy Letter) in order to enable a considered analysis of the resource implications. At any other time the Department would have, in accordance with rule 2(1)(a) of the Rules of Procedure, requested that the Policy Council defer the inclusion of the Policy Letter until the next meeting of the States, since it is the view of the Treasury and Resources Department that the proposals have significant financial implications which have not been fully addressed in the Policy Letter.

There are three main areas upon which the Department will comment, namely: the ongoing cost of the proposed new system; the cost of the grants to the independent Colleges; and the capital investment required in order to deliver on the proposals.

#### 1/. The ongoing cost of the proposed new system

Delivering a sound and fully considered set of policy proposals could be truly transformational in the spirit of the Policy Council sponsored Public Service Reform. The Policy Council’s Policy Letter on those proposals (Billet D’État XVI September 2015) set out the requirement to deliver a ‘reform dividend’ through major transformation. This was in order to build a sustainable public service in the long term and “*in recognition that the limited availability of staff and finance will become ever more important issues for the foreseeable future – but that the States have already agreed to cap the income derived from Islanders*”. The expectation of the Treasury and Resources Department is therefore, that the Education Department’s proposals should deliver a material dividend through such a significant restructuring of the secondary education system, either through demonstrable improvements to outcomes or efficiency savings. The Education Department does say in paragraph 2.11 that the federation “*will deliver long term operational efficiencies*” and in

paragraph 8.8 that *“over time it is anticipated that this additional expenditure could be recouped by operational efficiencies”*. However, these efficiencies are not described and no financial savings of any description are set out. The Treasury and Resources Department considers that, as a minimum, the Education Department should have modelled the likely savings under the federation approach through, for example, school administration, leadership, curriculum planning and the proposed changes to the pupil – teacher ratio which would result in the statement that *“the cost per pupil will decrease in the medium to long term as pupil numbers rise”*.

The Treasury and Resources Department is disappointed that the Education Department has given no firm indication of its intention or plans to move the pupil-teacher ratio from its current 1:12.6 to their own policy of 1:15. This alone, could produce a reform dividend of prudently estimated to be in excess of £2million per annum, presumably (given the current policy) without any detrimental impact on outcomes.

The Education Department has, however, incorporated substantial additional costs into the financial models. (Notwithstanding that concerns have been raised on the appropriateness of the assumptions used, figures quoted herein are derived from the model outputs and those presented in the Policy Letter.) In addition to the revenue costs associated with the Executive Head and the increased transport costs of the new system set out in paragraph 8.8, totalling £460,000 per annum, the financial models include further additional revenue costs which rise to almost £3million per annum in the preferred model, giving a total ongoing cost of some £3.5million above the current baseline. The Treasury and Resources Department considers that this is completely unaffordable given the very real fiscal constraints that can be expected to persist.

In reviewing the economic and financial appraisal undertaken by the Education Department and set out in section 10, the Treasury and Resources Department notes that the recommended four school Option B is significantly more expensive than the three school Option C in all respects. This preference for a higher cost model has been proposed without justifying the higher expense through improved educational outcomes or other benefits.

In terms of revenue costs, the table in paragraph 10.11 shows that the chosen Option B is £900,000 per annum more expensive than Option C. Looking at these costs over the model period to 2041/42, the total additional revenue expenditure of the preferred Option B as opposed to Option C, is £15.83million and the additional revenue expenditure compared to the current model is £36.38million. These are material amounts which should be central to the Education Department’s proposals. The States simply cannot afford for such significant financial considerations to be relegated as secondary concerns.



In line with all recent Treasury and Resources Department comments and in light of the recent States' resolution regarding the Domestic Abuse Strategy, and in the absence of any reform dividend, the only way of funding such increased costs would be through a commensurate reduction in the Non-Formula Led allocation to all other Departments and Committees which would mean a 0.3% reduction for Option C or a 0.7% reduction for the favoured Option B. By way of example, this would translate to £830,000 for the Health and Social Services Department and £21,000 for the Culture and Leisure Department to deliver the preferred solution (Option B).

The Treasury and Resources Department cannot support this *ad hoc* approach which results in a 'first come first served' allocation of resources and believes that any such re-allocation must be done through a proper process in the next States' term of prioritising all desired developments against the States' objectives.

In terms of the capital cost of the options which are explored further below, the difference in the overall short to medium term requirement between Options B the preferred option, and option C is £30m which, using the same methodology as the Education Department, equates to an additional £462 per Guernsey resident.

In the absence of compelling evidence (which is not present in the Policy Letter) that, overall, the proposed solution would offer better value for money through significant non-financial benefits, the Treasury and Resources Department has to conclude that the Education Department proposals do not offer value to the Guernsey taxpayer.

## 2/. The cost of the grants to the Colleges

The Treasury and Resources Department welcomes the Education Department's proposal to review the funding to the grant-aided schools. However, in the view of the Department, the Education Department has concentrated in its consultation and in this report on *how* the grant is paid rather than *why*.

The Treasury and Resources Department considers that the review of funding should be undertaken with a clear understanding of the role of these schools in the Guernsey education system. The States may wish to maximise the use of College spaces in order to optimise the use of any available capacity across the whole secondary education system, which may result in more funding to the Colleges, in return for lesser requirement for capacity investment and ongoing cost in the States sector. Alternatively, should the States wish to see the Colleges operate as truly independent schools offering choice to those wishing to pay, then there is an argument that public funding should be reduced considerably. The Treasury and Resources Department considers that, without any clear understanding of why the grants are being paid, it will be very difficult to negotiate a package with the Colleges which can demonstrate value for the public purse.

### 3/. The capital investment required to deliver on the proposals

The Independent Review commissioned by the Treasury and Resources Department in consultation with the Education Department in December 2014, concluded that there was no clear case for creating a total capacity of 2,580 secondary places, given the population forecasts. Consequently, it said that its recommendation supporting the construction of La Mare de Carteret High School as a 600 place school was the corollary of a move to a three-school system - taken with a further review of the whole of the educational estate. The present proposals fly in the face of that, and the Treasury and Resources Department finds it difficult to express the depth of its surprise and disappointment at the approach now being taken by the Education Department. Despite the latest data suggesting that at the peak demand in 2026 the number of students is now expected to be lower than was the case at the time of the last report, no further consideration of the long-term capacity requirements appears to have been undertaken by the Education Department in order to inform the options appraisal of the estate requirements.

Notwithstanding the capacity requirements, the Treasury and Resources is interested to read the *La Mare de Carteret Value Review* (10 December 2015) by IID Architects which concludes that the 600 school option “*is considerably more generous than would be anticipated for an equivalent State School on the mainland.*” In fact, the report shows that the 600 place school is 19% more spatially generous than a five form entry school in the UK context would be, which would accommodate 750 pupils. The author goes on to say “*but compared to equivalent independent schools on both the mainland and on-island with class numbers of 24 or less, and to which the Guernsey model appears to be more closely aligned, it is in my experience, comparable in terms of area.*”

However, the report notes that given the desire to open the school in September 2018, it would be unrealistic to revisit the original brief in order to address this inefficiency and that it would result in significant abortive cost. Therefore, the report concludes that the option for 600 pupils is “*generous but not inappropriately large given the context.*”

The Treasury and Resources Department remains unconvinced about the appropriateness and affordability of the proposed solution. It notes that the 960 pupil capacity school is a far more efficient design, which would offer much improved value for money, especially since the Education Department acknowledges the educational benefits of larger schools through its preferred solution of one school on four sites. However, the Department is pleased to note that the redesign of the school, which occurred as a result of the amendment directing that a 960 school be investigated and the commissioning of the value management exercise, has resulted in “*a rational solution for either a 600 or 960 pupil High School based on the revised brief. It also addresses a number of issues which gave rise to the original concern and*



*in my opinion represents a considerable improvement on the original proposals.”*

The Treasury and Resources Department remains concerned about the quantum of capital investment sought by the Education Department and particularly so in the preferred Option B model. In examining the short to medium term capital requirements of Option B versus the three school models, there are considerable differences. In addition to the £64million plus inflation sought in order to rebuild for a 600 place secondary school at La Mare de Carteret, Option B requires a further investment of £67million at the College of Further Education’s Les Ozouets site. This compares to Option C that requires £72million to instead build a 960 place school (the £64million for the 600 school plus an additional £8million to build at the outset for 960 pupils), an estimated £12million to extend St Sampson’s High School (notwithstanding that the capacity requirements do not seem to support this) and a further £17million to convert the Grammar School site into a tertiary college. This represents a saving of £30million if Option C, the three school model, was chosen versus the Education departments preferred Option B. The three school Option C solution may also lead to the ability to release the majority of the Les Ozouets site for other uses.

### **Conclusion**

The Treasury and Resources Department does not consider that the proposals being recommended by the Education Department demonstrate value for money. It is extremely disappointed that absolutely no measures of value or benefits have been included in the Policy Letter to enable the success of any investment to be measured in the future.

The Education Department itself acknowledges that there are educational benefits available from the three school model in paragraph 7.26. In addition, a three school Option C model reduces the maintenance costs through a requirement to maintain a smaller estate; it reduces the cost, disruption and environmental impact of moving pupils between the sites; it works with or without selection; and it is clearly a lower cost option overall as set out in paragraph 10.11 of the report.

The Treasury and Resources Department is also of the opinion that such a fundamental change in our education system should, in the context of Public Service Reform, require a reform dividend to be delivered in order to result in a truly sustainable system rather than leading to yet more unaffordable cost in our system. Therefore, the Department is unable to support the recommendations set out in this Policy Letter.)

**(N.B. This Policy Letter is one of the most significant to be considered by the States this term, dealing as it does with four inter-linked components of the education system: namely:**

- (i) how to admit children to secondary school (including whether or not to retain some form of selection);**
- (ii) the future structure of post-16 education;**
- (iii) the future funding of the Grant-aided Colleges; and**
- (iv) the optimum size and structure of the Education estate.**

**The Policy Council notes that, to inform its recommendations, the Education Department has undertaken extensive research and consultation. However, the Policy Council recognises that the evidence presented can lead to different views and opinions being expressed.**

**The Policy Council is no different in this respect and, therefore, in the absence of a unified view on all matters, it has decided to highlight and summarise what it considers to be the key issues to assist Members in reaching decisions on the Education Department's recommendations.**

### **Selection**

**The Education Department has concluded that the 11 Plus system is not an appropriate mechanism for determining the future of children's secondary education, as it fails to deliver equality of opportunity, fairness or social mobility, and condemns too many young people to a life in which their potential is not realised. As a result, economic outputs from the local workforce are reduced, and social problems and social costs are perpetuated.**

**The Education Department is, therefore, recommending the cessation of the 11 Plus, but nothing to replace it as it has been unable to find a fair or reliable examination or other form of selection test at Year 6. Instead, the Education Department recommends the operation of the following system:**

- children transfer together from their feeder catchment primary school to one of the Guernsey secondary schools operating as a single school over four sites;**
- all sites would offer a common Key Stage 3 curriculum (ages 11-14), although there would be setting in some subjects to ensure those of higher ability are stretched and challenged, and those who require further help and support receive it;**
- during Year 9 (ages 13 and 14), selection for pathways and options at Key Stage 4 would be based on an individual student's aptitude, ability, past performance, potential and preference. Choice of pathway would be finalised through guided and informed discussions between school staff, the student and their parents/carers along with impartial guidance from**

Careers Guernsey (as necessary), overseen by the school senior management team.

- as a consequence of the decisions made in respect of their pathways, students will:
  - remain at their current secondary site for all subjects;
  - study the majority of subjects at their current site but move for some options; or
  - change secondary site if the majority of their options or specialist subjects are based at another site.
- post-16 qualifications would be provided at a Sixth Form Centre based at the current Grammar School and a separate College of Further Education, working collaboratively to create a range of pathways that include A-levels, International Baccalaureate and vocational qualifications.

Based on the above, the Policy Council interprets the Education Department's recommendation to discontinue the 11 Plus as the modification, rather than the abandonment, of selection.

### **Consultation**

The Policy Council acknowledges that, on all the matters covered, the Education Department carried out consultation in a variety of guises, setting out the results extensively in the Policy Letter and in Appendix 2.

While there is no requirement for the States (or any government body) to make its decisions based solely on the results of a public consultation, the Policy Council considers that, in line with the Principles of Good Governance, the public may have had a reasonable expectation that its views would be persuasive in the recommendations now presented to the States.

The Policy Council notes that the first part of the Department's recommendation 1(b) *"to have one secondary school across four sites"* seemingly reflects the wishes of the 70% of respondents who favoured four schools.

However, the Policy Council notes there appears to be a discontinuity between the consultation responses and some of the Education Department's recommendations in relation to selection and the 11 Plus.

61% of all respondents to the public consultation were against an all-ability system with no Grammar School, whilst 28% of respondents were in favour of an all-ability system; 40% agreed or strongly agreed that if selection was retained it should be based solely on the 11 Plus; and 70% of those who thought

academic selection should be retained favoured introducing a different way of selecting children by attainment or potential academic ability.

Similarly, in respect of the questionnaire for Year 6 pupils, 47% favoured retaining the 11 Plus, compared with 14% who would have all-ability schools, 18% who would opt for a different way of deciding who should go to which school and 20% who did not know.

### **The ‘hard Federation’**

Building upon the federated model already introduced, the Education Department is recommending the creation of one Guernsey secondary school (termed a ‘hard Federation’) led by an executive headteacher reporting to a Board of Governors through a Guernsey-designed Local Management of Schools.

In support of this, the Education Department argues that in other jurisdictions where schools have been successfully federated, outcomes have improved. However, to bring this about, the Policy Letter outlines that there are various implementation, transport and other practical considerations that need to be addressed.

### **Three or four secondary schools**

The Education Department believes that the single secondary school should operate from the existing four sites with associate sites incorporating St Anne’s in Alderney and the secondary special schools, Le Murier and Les Voies. However, following the debate of the rebuild of the La Mare de Carteret Schools in May 2015, the States made Resolutions recognising that there was *“a strong case for rationalising the education estate”* and requiring the Department to include in this current Policy Letter *“at least one option for moving from four to three secondary age schools”*.

The Education Department has fulfilled this requirement, concluding that there are two realistic options for moving to three secondary school sites; either with a 16-19 Sixth Form College at Les Beaucamps or with a Tertiary College on the current Grammar School and Sixth Form Centre site. However, the Department is not recommending the closure of any of the current secondary school sites (nor a single Tertiary College).

In reaching this recommendation, the Education Department points out:

- the significant support from the consultation for retaining four schools of 600-720 pupils;
- the pros and cons of various three school or three site models;
- the disruption that would be caused to current students by moving to a three site model;

- the staffing implications of managing such a transition, which would include double manning, longer housing licences/employment permits and the need for retention payments;
- the uncertainty arising from moving from four to three sites and the Department's capacity to manage change on top of its other proposals, which it concludes would add too much risk;
- population data that suggests secondary school numbers will rise considerably over the next 10 years;
- a three site model provides very little flexibility for the future;
- the additional capital expenditure that would be required at La Mare de Carteret High School and also at either St Sampson's High School or at the current Grammar School site if the latter was retained as an 11-16 only school.

However, the Policy Council observes that, without wishing to diminish their importance, several of these reasons are short-term rather than long-term in nature.

The Policy Council also draws attention to the fact that *“the strong case for rationalising the estate”* reflected the findings of the Independent Review Panel report commissioned by the Treasury and Resources Department into the rebuilding of the La Mare de Carteret schools. This questioned the existing four site model of delivery, as *“expensive in both staffing and building running costs”*, and *“to deliver a broad and dynamic curriculum”*.

In addition, that report questioned the significant capital expenditure planned for the College of Further Education. This continues to be relevant because in paragraph 10.8, the Education Department states that its:

*“... preferred option over four sites (Option B) assumes a rebuild of the La Mare de Carteret High School for a 600 place facility including the rebuild of the primary school, the community sports facilities, the communication and autism centre, pre-school nursery and community facilities. This option then requires the redevelopment of the Les Ozouets site (£67m) and the sale of the Coutanchez site (cash inflow of £2m) [bold type added].”*

### College Funding

The Policy Letter sets out multiple issues and options that the Education Department would like to pursue: some are dependent on the 11 Plus being removed; others are based on its retention.

In summary, these are:

- further discussions with all three Colleges over fee inflation;
- the principle of reducing funding to the Grant-aided Colleges;

- if the States decides not to end selection at 11, reducing the grant to the Colleges by means-testing special places.
- varying the number of special places each year so that it is a percentage of the total Island cohort in that year group, rather than a fixed number each year;
- exploring the principle that funding follows the student;
- providing a minimum level of funding alongside a maximum rate of fee increase over the life of the agreement compared with general inflation, so that the States has an indication at the outset of the maximum level of fees that it is likely to be funding over the lifetime of the agreement;
- if selection at 11 is ended, the possibility of funding taking the form of a general grant;
- using this grant funding to finance a bursary scheme (administered by the Colleges) to financially support (in full or in part) those who would otherwise be unable to attend the Colleges rather than the funding being used as a means of subsidising fees for all fee-payers;
- exploring the principle of greater equity of funding between the three Grant-aided Colleges;
- attaching conditions to the grants to include requirements about accountability, involvement of the Education Department in the Colleges' inspection process, sharing of best practice, information sharing, greater co-operation for the benefit of all the Islands' students at both primary and secondary level, and adherence to the States' safeguarding children policies and procedures.

At the time of submitting the Policy Letter, the Education Department had not been able to complete its discussions with the Colleges on these points; hence, its recommendation that it return to the States no later than June 2017, with detailed proposals for a new funding agreement with the Colleges.

However, in the absence of these discussions being concluded, the Policy Council notes that a key element in modelling the future revenue costs of the proposals has had to be assumed. (N.B. All the options modelled assume that the Grant-aided Colleges continue to receive a grant fixed at the levels at the end of the current arrangement.)

#### **Revenue cost implications**

The Education Department is explicit that its *“rationale for its preferred option and proposals is predominantly driven by educational rather than financial objectives.”* Nonetheless, it has modelled the costs of three options over a 25-year time horizon.

The Education Department has also identified that it will require an estimated £150,000 per year from September 2019 - and a further £105,000

per year (excluding capital costs) from September 2022 - to fund the additional transport costs associated with enabling all Key Stage 4 students to study a wider range of options across the four secondary school sites. (In addition, there would be a capital cost of £170,000-£200,000 early in 2022 associated with the purchase of buses.)

In addition to these transport costs, there is also the cost of appointing an executive headteacher. Taking together, the Education Department estimates that, initially, the additional cost of the one school option is likely to rise to around £460,000 per year.

It goes on to state that: *“Over time it is anticipated that this additional expenditure could be recouped by [long term] operational efficiencies and the cost per pupil will decrease in the medium to longer term as pupil numbers rise.”* However, the Department gives no details of what these operational efficiencies might be or over what actual time period they will be realised

In similar vein, the Education Department states that: *“There may also be some gradual changes to staff structures and new opportunities as the federation develops, but this would be a gradual process over time.”* Therefore, it would appear that no staff savings have been identified; indeed, the financial modelling has used the current average teacher: pupil: ratio of 1:12.61 across the four secondary schools (although the Education Department’s policy is understood to be a teacher: pupil ratio of 1:15).

(N.B. These issues are explored in more detail in the comment from the Treasury and Resources Department.)

### **Conclusions**

The Policy Council is aware that the Education Department has examined, in depth, all the matters in this Policy Letter. It is also aware that, after so much research and discussion, there is an imperative to make firm decisions and remove the ongoing uncertainties for students, parents and staff.

On the other hand, the Policy Council recognises that the States is being asked to make significant decisions that will have long-term ramifications for the island’s economy and its public finances.

It is, therefore, important that the right decisions are made, with due weight being given to all these considerations.)



The States are asked to decide:-

I.- Whether, after consideration of the Policy Letter dated 8<sup>th</sup> January 2016, of the Education Department, they are of the opinion:

1. To agree:
  - a. to end the current selective process at age 11, ceasing the current system of awarding special places at the Grant-aided Colleges, being Blanchelande College, Elizabeth College and The Ladies' College, for new Year 7 students from September 2019; and
  - b. to have one secondary school across four sites (at least one site with 16-19 provision) from September 2019; admission to these sites at age 11 to be predominantly by feeder primary school; and
  - c. that selection to individual pathways at Key Stage 4 will be based on guided discussion between school staff, students, parents/carers, overseen by the school senior management team, and informed by individual aptitude, ability, past performance, potential and student preference.
2. To agree that the Education Department (and its successor Committee) should continue discussions with the Grant-aided Colleges, being Blanchelande College, Elizabeth College and The Ladies' College, along the principles set in paragraph 7.45, and in accordance with the States' decision on proposition 1, and to return to the States, no later than June 2017, with detailed proposals for a new funding agreement with the Grant-aided Colleges.
3. To approve the immediate rebuild of the La Mare de Carteret Schools' site, as set out in Section 11 of the Policy Letter, using Option B1 for opening from September 2018, or as soon as practical thereafter, to include a 600 pupil High School, a 420 pupil Primary School, pre-school nursery, enhanced sports facilities, the Communication and Autism Centre, and community facilities at a total cost not exceeding £64,180,000 plus inflation.
4. To authorise the Treasury and Resources Department (and its successor Committee) to approve the full business case for the rebuild of the La Mare de Carteret Schools' site following receipts of tenders and to approve a capital vote for the project, charged to the Capital Reserve, to a maximum sum of £64,180,000 plus inflation.
5. To direct the Treasury and Resources Department (and its successor Committee) to take account of the revenue implications outlined in the Policy Letter when presenting future budgets to the States Assembly.