

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

COMMITTEE *FOR* EDUCATION, SPORT & CULTURE

THE FUTURE STRUCTURE OF SECONDARY AND POST-16 EDUCATION IN THE BAILIWICK

The States are asked to decide:-

Whether, after consideration of the Policy Letter dated 10th November, 2017, of the Committee *for* Education, Sport & Culture, they are of the opinion:-

1. That full-time 16-19 education should be separate from 11-16 education, with A levels and International Baccalaureate qualifications delivered alongside full-time vocational, applied general and technical courses.
2. That mainstream States secondary schools should be a minimum of 600 pupils and a maximum of 1000 pupils aged 11-16 in line with research on optimal secondary school size.
3. That 11-16 education should be provided on three secondary school sites from September 2021 or as soon after as practical, with a transition period between September 2019 and September 2023.
4. That post-16 provision should be located on Les Varendes site (current Grammar School and Sixth Form Centre) and the Les Ozouets Campus of the College of Further Education.
5. That the three secondary school sites should be Baubigny, Les Beaucamps and a new secondary school on the current La Mare de Carteret site.
6.
 - i. That a new 8 form entry secondary school should be built on La Mare de Carteret site.
 - ii. That enhanced sports facilities should be included as part of this development.
 - iii. That a new La Mare de Carteret Primary School should be built on La Mare de Carteret site subject to prioritisation in the next capital prioritisation cycle (from 2021).
7. That post-16 provision should be organised as follows:

- i. A Sixth Form College on the Les Varendes site offering full-time courses (including A Levels, International Baccalaureate and full-time vocational, applied general and technical courses) predominantly aimed at 16-19 year olds; and
 - ii. A Further and Higher Education Institute on the Les Ozouets Campus offering apprenticeships, further and higher education, and part-time courses.
- 8. That the Committee *for* Education, Sport & Culture should return to the States by March 2019 with a policy letter setting out how post-16 provision will work in partnership with the Institute of Health and Social Care Studies and the GTA University Centre to become the Guernsey University College, including a co-designed governance model.
- 9. To delegate authority to the Policy & Resources Committee to provide funding from the Capital Reserve for a feasibility study of the Les Ozouets Site and to develop a plan for that site, which includes any synergies identified in Proposition 8, and for that plan to be presented to the States by March 2019.
- 10. That the following projects will be included within the Education Estate Development Phase 1 within the current capital prioritisation cycle (2017-2020) (Estimated total cost of £74m):
 - a. A new 8 form entry secondary school and, if approved under Proposition 6ii) enhanced community sports facilities, on La Mare de Carteret site;
 - b. Refurbishment and remodelling of Les Varendes site for post-16 provision.
- 11. That the following projects be included within the Education Estate Development Phase 2 (pipeline) and bids made during the next capital prioritisation cycle (2021 onwards) (Estimated total cost of £36m-£40m):
 - a. The redevelopment of La Mare de Carteret Primary School;
 - b. The redevelopment of Les Ozouets site for a Further and Higher Education Institute, including new workshop facilities;
 - c. If required in the future, an extension to Les Beaucamps High School to 6 forms of entry.
- 12. To delegate authority to the Policy & Resources Committee to:
 - a. Following a review of the outline business case for the new secondary school, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for the rebuild of an 8 form entry secondary school and sports facilities on the La Mare de Carteret site; and,
 - b. Following a review of the full business case, open a capital vote of a maximum of £52.6m for this project, including phase 1 programme management costs, funded from the Capital Reserve.

13. To delegate authority to the Policy & Resources Committee to:
 - a. Following a review of the outline business case for the Les Varendes Site, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for its refurbishment and remodelling for post-16 provision; and,
 - b. Following a review of the full business case, open a capital vote of a maximum of £21.4m for this project, funded from the Capital Reserve.
14. To increase the authority delegated to the Policy & Resources Committee to approve funding, from the Transformation and Transition Fund, for the Transforming Education and Training Services Programme by £2m to £2.75m in order to provide funding of a maximum of £2.5m in respect of the additional anticipated costs for the transition to the new system of secondary and post-16 education.
15. To note that the Committee *for* Education, Sport & Culture is committed to an inclusive system of education, ensuring that all children and young people have equality of opportunity to achieve their potential. All the proposals outlined in this policy letter support the aims of the Disability and Inclusion Strategy and comply with the UN Convention on the Rights of Persons with Disabilities.

The above Propositions have been submitted to Her Majesty's Procureur for advice on any legal or constitutional implications in accordance with Rule 4(1) of the Rules of Procedure of the States of Deliberation and their Committees.

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ISLAND OF GUERNSEY

COMMITTEE *FOR* EDUCATION, SPORT & CULTURE

THE FUTURE STRUCTURE OF SECONDARY AND POST-16 EDUCATION IN THE BAILIWICK

The Presiding Officer
States of Guernsey
Royal Court House
St Peter Port

10th November, 2017

Dear Sir

1 Executive Summary

- 1.1 First and foremost this Policy Letter is about transforming education in Guernsey. It is about the principles that underpin this transformation and it is about the educational outcomes we expect to achieve through the agreed move to an all-ability system delivered in 3 secondary schools and a new post-16 structure.
- 1.2 The propositions are in line with the previous resolutions of the States outlined in Billet d'État VII dated 8th March 2016 (as amended) and Billet d' État XXIX dated 30th November 2016. They ask the States first to make key policy decisions, including whether schools should cater for 11-16 or 11-18 year olds and whether or not 16-19 applied general and technical courses should be delivered alongside A levels and International Baccalaureate. They also ask for a policy decision on secondary school size and, resulting from that, the number of secondary schools. The propositions then move on to the education estate and specific sites and then financial decisions.

Principles

- 1.3 The principles that underpin this transformation support the overall vision and strategic outcomes of the Policy & Resource Plan. 'Improving education outcomes' is also one of the 23 policy initiatives to be prioritised under Phase 2b of the Policy & Resource Plan, which the Committee believes will be achieved through the following principles:
- Equality of opportunity for all to achieve their potential

- A safe and inclusive community
 - Lifelong Learning
 - Sustainable public finances
- 1.4 In addition, the propositions support the Committee *for* Education, Sport & Culture's purpose as stated in its mandate: 'To encourage human development by maximising opportunities for participation and excellence through education, learning, sport and culture at every stage of life.'
- 1.5 The Committee believes that every young person must wherever possible have equality of opportunity to access a broad, rich, engaging, challenging curriculum that enables them to reach their full potential and that it operates efficiently and effectively.

Proposals and Outcomes

- 1.6 The Committee is proposing that mainstream States secondary schools should be designed for a minimum of 600 and a maximum of 1,000 pupils aged 11 to 16 which equates to between 5 and 8 forms of entry. It is practically very difficult to create schools of identical size but schools within this range will provide for equality of opportunity and equivalent curricula.
- 1.7 11-16 education will be provided in three secondary schools from September 2021 or as soon as practical thereafter, with a transition period between September 2019 and September 2023. The three secondary school sites will be Baubigny, Les Beaucamps and a new secondary school on the current La Mare de Carteret site.
- 1.8 Each secondary school will partner with a number of named primary schools to ensure ease of transition between primary and secondary education. Further details are provided in section 6. Our 11-16 schools will each offer access to a broad curriculum and range of public examinations and qualifications to best suit individual students' aptitude, interests and needs.
- 1.9 There will be greater flexibility of school placement for those with special educational needs with further regard paid to the wishes of parents/carers in where they feel their child would best be placed. This could be through providing direct support in mainstream school for those who require additional support or placement in the supportive environment of one of our special schools. Every child's placement would be considered on an individual basis through professional discussion in consultation with parents/carers.
- 1.10 Post-16 opportunities will be significantly improved through the establishment of a Sixth Form College on Les Varendes site which will bring together all full-

time post-16 courses including A Levels, International Baccalaureate, vocational, applied and technical courses into one establishment. It will be an inclusive College offering qualifications at all levels from Entry Level to Level 3 (e.g. A Level or equivalent). It is expected that around 85% of all learners at the Sixth Form College will be studying a Level 3 course. The Committee's proposals for a Sixth Form College will give equal importance to so called "academic" and "vocational" pathways and provide equality of access to a full range of enrichment opportunities and pastoral support for all young people. The Committee wants to change how educational success is viewed and wants to ensure parity of esteem between different pathways. Students will be able to mix and match qualifications that best meet their aptitude, needs and interests, blurring the line between academic and vocational qualifications in the future.

- 1.11 Alongside the Sixth Form College, the Committee will establish a Further and Higher Education Institute on Les Ozouets site which will provide access to a wide range of part-time, employment-related training courses and qualifications, including apprenticeships and adult and community learning. The Further and Higher Education Institute will be responsive to the Bailiwick's skills needs and those of employers and be open to learners of all ages from 16 to 99+. The numbers of 16-19 year olds will be small and will be mainly those who are enrolled on the apprenticeship schemes which are currently under review, looking at how to expand our offering, e.g. digital apprenticeships, and how to make better use of in-work assessment rather than requiring trainees to be in the classroom.
- 1.12 There will be close partnership working between the Further and Higher Education Institute, the GTA University Centre and the Institute of Health & Social Care Studies to avoid duplication and improve efficiency as well as provide training in response to strategic, community and industry needs. It is envisaged that this would lead to the further development of on-island Higher Education in partnership with UK universities and the creation of the Guernsey University College. The Committee will set up a working group with all relevant providers to look at this in detail.
- 1.13 The transformation proposals outlined in this policy letter, together with a range of education policies and developments, will help improve outcomes in a number of different ways through:
 - The implementation of the new Bailiwick of Guernsey Curriculum – The Big Picture
 - The move to an all-ability system
 - The move to a more inclusive system with better provision for those with additional needs, in line with the Disability and Inclusion Strategy
 - Nurturing all our children and young people's unique gifts and talents

- Promoting positive behaviour
- The move to three 11-16 schools
- Governance and further delegated powers and resources
- Improvements in the delivery of and access to post-16 education and lifelong learning (detailed below)

1.14 Our post-16 learners will benefit from:

- Parity of esteem between vocational and academic pathways
- Equality of opportunity
- An inclusive Sixth Form College
- Attending a single dynamic institution with peers from the same age range
- At the Sixth Form College, a structured 5-day a week programme with supervised study and pastoral care similar to that of a school environment
- Experiencing the same transition at Post 16
- Progression pathways that are planned for young people with the 11-16 schools building on current Federation practice
- Better outcomes and improved retention
- Access to a broader range of subjects
- The ability to mix types of courses and at different levels
- Access to a wider range of extra-curricular activities
- Proportionate, focused management to ensure quality of teaching and learning
- A focused provider of Further and Higher learning
- Focus on meeting the targeted skills needed by the Island
- Enhanced opportunities for on-island HE opportunities
- Responsiveness to employer needs
- Efficient and effective use of resources across post-16 education and training providers

Feedback from the engagement process

1.15 It is important to ensure that our children's education is not adversely affected as we move to this new structure. The Committee has set a number of principles to guide transition which puts the needs of our children and young people and staff at the forefront of planning for these changes.

1.16 The Committee has listened carefully to feedback on its original proposals published in July and has made a number of changes and improvements. These include a new staff transition plan bringing together staff appointments for both the secondary and post-16 phases into a single process. The establishment of the new post-16 structure has also been brought forward to 2021. Pupil transition has changed very little and sites remain as originally proposed.

1.17 The proposed building programme has been adjusted having listened to

feedback and phased differently to ensure that the necessary works cause as little disruption to learners and staff as possible during transition.

- 1.18 The total funding request for phase 1 of the Committee's proposals is £74m. This would be broken down as follows:

Phase 1

£

49.6m	New 960 pupil secondary school without enhanced community sports facilities
1.0m	Enhanced sports facilities
2.0m	Project Management costs
21.4m	Les Varendes
74m	Total

2 Strategic Context

- 2.1 The purpose of this policy letter is to enable the States to conclude the debate on the future structure of secondary and post-16 education in the Bailiwick and in particular to debate:

- i) How post-16 education should be provided; and
- ii) The optimal use of the education estate to deliver this post-16 provision together with the 11-16 education model previously agreed by the States of Deliberation in March 2016 and November 2016¹, which, in summary, was that:
 - a) 11-16 education will be delivered in three schools of broadly comparable size or at least of a size capable of offering equality of opportunity; and
 - b) Non-selective admission to States secondary schools will replace selection at 11, from September 2019 for new Year 7 students.

- 2.2 This policy letter meets the States' instruction for the Committee *for* Education, Sport & Culture to submit a policy letter before the end of 2017 setting out the optimum changes to the education estate. The work was included in the Committee *for* Education, Sport & Culture's Committee policy plan (Billet d'État XII 27th June 2017) as the most significant programme of work facing the Committee within Education Services, and the Committee's top priority in order to achieve the Policy and Resource Plan vision being²:

¹ The full resolutions on this subject from the States' debates in March 2016 and November 2016 are attached as Appendix 1.

² Billet d'État XXIX of 2016, Article 7

“We will be among the happiest and healthiest places in the world, where everyone has equal opportunity to achieve their potential. We will be a safe and inclusive community, which nurtures its unique heritage and environment and is underpinned by a diverse and successful economy.”

The Transformation of Secondary and Post-16 Education has also been prioritised as one of 23 priority policies within Phase 2b of the Policy and Resource Plan in Billet d’État XX of 2017, as part of the annual budget report for 2018.

2.3 The principles that underpin this transformation support the overall vision and strategic outcomes of the Policy & Resource Plan. They are:

- Equality of opportunity for all to achieve their potential
- A safe and inclusive community
- Lifelong learning
- Sustainable public finances

3 Educational objectives and outcomes: What outcomes will our new system achieve?

Introduction

3.1 Giving everyone equal opportunity to achieve their potential is a key principle of the move towards a non-selective secondary education system at 11-16. The other principles are inclusion, lifelong learning, and sustainable public finances. Breadth of curriculum offer/pathways and meeting the needs of both young people and employers must be considered with these principles. The long-term objectives and outcomes that will be achieved under the new all-ability system are described in this section of the policy letter. In addition questions will be answered about how the Committee plans to stretch and challenge all learners, ensure inclusion for learners with special educational needs and incentivise good behaviour and improve poor behaviour.³

3.2 It is widely recognised, and the Committee agrees, that the most important requirement of a successful education system is the quality of its workforce. To ensure the Committee provides learners with the best opportunity to fulfil their potential it is important to attract the best headteachers, teachers, lecturers, learning support assistants and support 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. Retaining and

³ Billet d’État VII of 2016

recruiting high quality staff must remain a priority in any transformation of the structure of education in the Bailiwick and this will be achieved in the following ways:

- 3.2.1 Education Services has high expectations of all those who work in the Bailiwick's schools and services. All staff working in the service will have the skills, experience, commitment and personal capabilities to ensure excellence in all aspects of educational delivery and facilitation of learning opportunities.
- 3.2.2 Education Services is committed to providing and promoting learning and development opportunities for its employees to ensure the delivery of a high quality service. In appropriate circumstances, where there is either a clear need or there would be significant benefit to the organisation, this extends to financial assistance with fees for courses that culminate in a professional qualification. The States of Guernsey and Education Services have developed a wide range of on-island professional development opportunities that employees can access. The courses offered have been tailored to meet the needs of both Education Services, our schools and the individual. Education Services will provide further training and development to any teacher or lecturer who requires additional support to work within the new structure being proposed. We ensure that high professional standards are maintained through a rigorous process of performance management.
- 3.2.3 The Committee believes that Guernsey itself offers an attractive lure for many teachers and hopes to build on this by looking further afield to recruit staff to our prosperous and safe island. Things that are considered to be key attractions are the size of the educational cohort, high educational standards, work life balance and lifestyle.
- 3.3 Independent research from the London Centre for Leadership in Learning, UCL Institute of Education⁴ confirms that central to determining the quality and equity of children's learning and outcomes is the 'quality and coherence of school support and improvement services and the nature of the curriculum'.
- 3.4 In the Bailiwick, school improvement services are provided through the Standards and Learning Effectiveness Team (SLE). Monitoring, evaluation and consequent support for schools is most effective when it is based on a relationship of mutual trust and respect. These processes and this relationship are established and developed mainly through a programme of visits to schools

⁴ 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

undertaken by members of the SLE Team. These visits include meetings between the Education Development Officer (EDO), Headteacher and other senior staff in order to evaluate the school's overall performance. This is based on the school's self-evaluation and supporting evidence, including performance data (attainment and progress) and other information supplied by additional partners and support services.

- 3.5 All our schools are inspected using the Education Scotland Framework 'How Good is Our School'. The framework is based on self-evaluation which is then challenged, judged and validated by a team of independent HM inspectors. The criteria used for the inspections focus specifically on the impact of schools in improving the educational experiences and lives of pupils through learning and their successes and achievements, particularly the broad outcomes for learners. This emphasis on impact and outcomes reinforces the principle that self-evaluation is not an end in itself. It is worthwhile only if it leads to improvements in educational experiences and outcomes.
- 3.6 The key sources of evidence come from what the team of inspectors actually observe when they visit the school, from data of various sorts, scrutiny of students'/pupils' work, analysis of parental views and from the views of people who are closely involved with the school, such as the children and young people themselves, partner agencies, as well as staff.
- 3.7 The inspectors evaluate the school's performance under three broad criteria:
- How well do young people learn and achieve?
 - How well does the school support young people to develop and learn?
 - How well does the school improve the quality of its work?
- All inspection reports are published online at www.gov.gg/schoolinspections
- 3.8 The Committee believes that there is no point in changing the structure of any education system unless it will help improve outcomes for learners. The transformation proposals outlined in this policy letter, together with a range of education policies and developments, will help improve outcomes in a number of different ways through:
- The implementation of the new Bailiwick of Guernsey Curriculum – The Big Picture
 - The move to an all-ability system
 - The move to a more inclusive system with better provision for those with additional needs, in line with the Disability and Inclusion Strategy
 - Nurturing all our children and young people's unique gifts and talents
 - Promoting positive behaviour
 - The move to three 11-16 schools
 - Governance and further delegated powers and resources
 - Improvements in the delivery of and access to post-16 education and

lifelong learning

These areas are covered in detail in this section.

- 3.9 Before we can decide the structure of education we need to agree what our desired outcomes are. But even before we agree our outcomes we should consider what education is for. The following statements from a range of education leaders and commentators reflect the Committee's thinking and overall principles:

'Education should prepare young people for jobs that do not exist, using technologies that have not yet been invented, to solve problems of which we are not yet aware'. Richard Riley, former United States Secretary of Education

'The principle role of education in the schools should be creating men and women who are capable of doing new things, not simply repeating what other generations have done'. Jean Piaget, Swiss Clinical Psychologist known for his pioneering work on child development.

'The function of education is to teach one to think intensively and to think critically. Intelligence plus character – that is the goal of education.' Martin Luther-King, Minister and Civil Rights Activist

'Through my education, I didn't just develop skills, I didn't just develop the ability to learn, but I developed confidence.' Michelle Obama, former First Lady

'Education is what remains after one has forgotten what one has learned in school'. Albert Einstein, Mathematician and Physicist

'Emotional maturity, empathy and other interpersonal skills are as important as proficiency in English and mathematics in ensuring young people's employment prospects.' Making Education Work – an independent Advisory group chaired by Professor Sir Roy Anderson, former Rector of Imperial College, London.

- 3.10 The Committee believes that a successful future for Guernsey will depend on the confidence, educational success and happiness of the learners who are currently in the system and those who have not yet been born. Ensuring that we have well rounded and educated individuals to take on the legacy of our island is essential for our community's well-being and economic stability. The following are of vital importance to the Committee:

- Improving academic outcomes
- Improving vocational outcomes
- Improving mental and physical health and wellbeing outcomes
- Improving societal and life outcomes, e.g. supporting and increasing

- social mobility
- Enabling equality of esteem and opportunity
- Assisting continual professional development
- Assisting career change courses
- Promoting whole of life learning

The Bailiwick of Guernsey Curriculum

- 3.11 The new Bailiwick of Guernsey Curriculum launched in September 2017 has been developed by nearly 200 local teachers for local teachers. The curriculum, known as “The Big Picture”, has been developed with a view to preparing the children and young people of our islands for the opportunities and challenges of living in the 21st century. An overview of The Big Picture is available in Appendix 2. It is important to understand the relevance of the new curriculum and how this impacts positively on the educational outcomes for all learners and re-enforces the Committee’s principles, especially in the transformation of secondary and post 16 education, but also in the years beyond transition.
- 3.12 The Big Picture aims to retain the best of current practice whilst seeking to place greater emphasis on important elements required to secure well-rounded learners e.g.
- Learning outside the classroom
 - Promoting positive mental health and well-being
 - Development of a Growth Mindset
 - Financial literacy
 - Targeted teaching of the elements of learning
 - Understanding the World of Work
- 3.13 Teachers from primary, secondary and special schools have worked together to write the contents of the skills progression frameworks which form the basis of the new curriculum. By working in this way, the Big Picture represents the ideas of subject specialists from different phases of education within the Bailiwick, along with being influenced by the evolution of national and international education whilst ensuring that learning has been designed specifically around the Bailiwick’s children and young people, with them at its heart.
- 3.14 In the Big Picture, we ask three key questions:
- ‘What are we trying to achieve?’
 - ‘How do we organise learning?’
 - ‘How well are we achieving our aims?’
- 3.15 ‘What are we trying to achieve’ links to:
- The overall aims of the curriculum (that pupils should become Effective Contributors, Confident Individuals, Successful Learners and Responsible

Citizens)

- The four outcomes of the Children and Young People's Plan (that children are Healthy and Active, Safe and Nurtured, Included and Respected and able to reach their Individual Potential)

3.16 'How do we organise learning' takes account of:

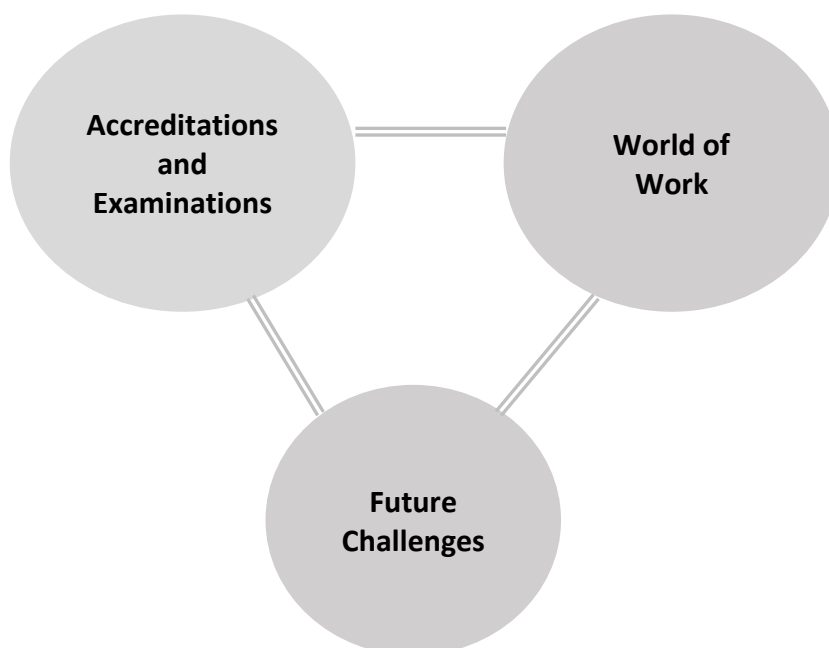
- Lessons, learning environments, routines, events, learning outside the classroom and out-of-school activities
- The development of skills, attributes and beliefs that reflect a growth mindset and positive mental health and wellbeing
- How learning will be delivered through the development of critical thinking, team work, creativity, reflection, independence and resilience
- The areas of learning which include specific reference to curriculum subjects (e.g. The Arts; Understanding English, Communication and Languages; Historical, Geographical and Social Understanding; Understanding the World of Work; Mathematical Understanding; Physical Development, Health and Well-being; Scientific and Technological Understanding; Religion, Philosophy and Ethics)
- Application of the core skills of communication, numeracy and digital empowerment across the curriculum

3.17 To determine 'How well we are achieving our aims', we need to evaluate the impact of the curriculum through a variety of different ways. These include:

- Continuing to build on existing internal and external validation and review processes which are detailed within the school improvement policy
- Supporting the ongoing development of and analysis of data to ensure that it has an impact on good quality learning and teaching that enable schools to meet the needs of all learners
- Developing appropriate assessment and tracking systems that enable this to happen effectively
- Having robust moderation processes in place particularly at key transition stages
- Listening to and acting on the voice of the community, parents and learners through a variety of existing and new tools which will provide schools with clear feedback on the views of these key stakeholders

3.18 We need to ensure that the new curriculum meets the needs of all learners and that it provides opportunities to extend, support and challenge children at different phases in their education.

- 3.19 Success for children and young people will include ensuring that, irrespective of ability or any additional need, they are prepared for:



- 3.20 As part of judging how well we are achieving our aims, we have a 'bottom line' which has a wide range of tools and methods for capturing success. These include using existing high quality assessment schedules such as How Good Is Our School and also the development of new 'key performance indicators' (KPI's) that enable us to put measuring progress at the forefront of reporting good outcomes. We will also develop new ways of engaging with learners so that we can measure success across all areas identified on the bottom line. By doing this we can measure how all our children and young people:
- Make good progress and attain
 - Show positive attitudes to learning
 - Demonstrate high aspirations
 - Make healthy lifestyle choices
 - Participate in the community
 - Have respect for themselves and others
- 3.21 We have purposely designed the Big Picture curriculum to be dynamic, adaptable and able to continually evolve. Most importantly it has been developed by teachers, for teachers and will provide us with a vital tool to help our drive for ongoing school improvement.
- 3.22 Through this new curriculum we expect all our teachers and those working in our schools to continue to innovate; to keep the curriculum under review by evaluating and recording the impact on learners; to collaborate and share good practice, but most of all to capture the enjoyment of learning.

- 3.23 We have designed this curriculum to help our schools improve, to promote and raise standards, to secure the essentials for learning and life and to make learning the best it can be for all children in all schools. Through the delivery of this curriculum within our recommended new structure we believe that together we can build a world-class education system; one that truly promotes joyous and purposeful learning.

The implementation of an all-ability system

- 3.24 The former Education Department's States Report (Billet d' État VII Volume 1 dated 9th March 2016) debated in March 2016 gave full consideration to the advantages and disadvantages of moving to an all-ability system of secondary education. The States of Guernsey have now twice voted to remove selection at 11 and move to an all-ability system of education from September 2019. The Committee *for* Education, Sport & Culture does not propose to revisit the 'selection' arguments in this policy letter. It should be recognised that primary education in the Bailiwick is already all-ability.
- 3.25 One of the benefits of the new curriculum is that it sets out how learning can bridge between the primary and secondary phases of education. This is supported by the new primary and secondary partnerships which will assist transition between these phases of education.
- 3.26 The way that the eight areas of learning within the Big Picture are packaged gives teachers much greater flexibility to explore curriculum links and provide learning contexts that are tailored to the needs and interests of learners. These areas of learning capture the essential skills and understanding that comprise a well-rounded education. Each area outlines what skills should be taught at each phase of education from Year 1 to Year 9. Within each area, the skills are set out in lines of development which describe the progress in learning. We are trying to challenge each individual child in accordance with their own levels of skill and knowledge.
- Early: Year 1 and Year 2
 - Middle: Year 3 and Year 4
 - Bridging: Year 5, year 6 and Year 7 (this covers the end of primary and first year of secondary education)
 - Later: Year 8 and Year 9
- 3.27 In practice, the strong partnerships that will be built between our primary schools and their partner secondary schools under an all-ability system will mean that the transition between phases will be smoother, with a greater opportunity to plan learning across the phases to ensure that children are able to progress successfully. Staff are able to see the curriculum pathways in their entirety from Year 1 through to the end of Key Stage 3 following which learners

will follow the usual GCSE/Level 2 qualifications and examinations. Teachers from each phase of education can see where their contributions to learning fit within the progression journey.

Additional Needs

Inclusion and Special Education Needs (SEN)

- 3.28 Special educational needs are sometimes referred to as additional needs. Special educational provision is the extra or different help given in school to children with special educational needs.
- 3.29 In November 2013 (Article XI of Billet d’Etat XXII of 2013) the Disability and Inclusion Strategy was approved by the States. The Strategy aims to improve the quality of life of disabled islanders so that they can be active and engaged socially, economically and culturally in island life.
- 3.30 The States directed all Committees “to take account of the Disability and Inclusion Strategy when developing strategies, policies, plans, procedures and when making changes to services or capital works”.
- 3.31 The Committee *for* Education, Sport & Culture is committed to an inclusive system of education, ensuring that all children and young people have equality of opportunity to achieve their potential. All the proposals outlined in this Policy Letter support the aims of the Disability and Inclusion Strategy and comply with the UN Convention on the Rights of Persons with Disabilities.
- 3.32 The States of Guernsey has supported the move to an all-ability system of secondary education and this must include all our children and young people.
- 3.33 Approximately 20% or 1 in 5 of all children and young people will have a special educational need. Children have a special educational need if they have a learning difficulty which calls for special educational provision to be made for them.
- 3.34 Children who have a learning difficulty find it harder to learn than the majority of children of the same age, or they may have a disability which prevents or hinders them from making use of the educational facilities provided for other children.
- 3.35 The majority of children with special educational needs are supported within our mainstream schools. In a small number of cases, and following a process of formal assessment, children may be placed at one of our special schools or receive additional support from our specialist bases or education support services. Between 2 and 3% of all learners will be placed in specialist provision

to best support their needs and requirements.

- 3.36 Education Services' officers have been working closely with a range of stakeholders, including the Guernsey Disability Alliance (GDA), Wigwam and other organisations and individuals on what inclusion and equality means for Bailiwick schools and services. To have an inclusive education system means that the needs of all learners are met. There is a commitment from Education Services that schools and partners will:
- Create an environment where children and young people feel valued and listened to
 - Have a curriculum that meets the needs of all whilst exploring and celebrating diversity
 - Where young people are knowledgeable of inclusion and equality
- 3.37 There has been a significant focus on developing greater inclusion and equality across all schools and education services since 2016. We have reviewed current practices and implemented a self-evaluation tool for schools to help them reflect, evaluate and plan future inclusive provision.
- 3.38 A large percentage of the budget for Individual Pupil Support has been delegated to schools so that they are better able to plan and meet the needs of their learners in a responsive way.
- 3.39 Very few local education authorities provide what some describe as a completely inclusive system where all children are educated together regardless of their learning and care needs. The Committee believes there will always be a need for special schools in the Island. We have worked with parents, the GDA and other representatives to improve the procedures and processes for the formal assessment of learners who have special educational needs to reduce unnecessary bureaucracy and ensure high quality reliable information is provided to support a robust assessment of need.
- 3.40 The Committee has also reconsidered the best way to support children and young people with autism and communication difficulties. This remains a growing area of need across the Bailiwick and the Committee has agreed that individual bases will be established at each of the three secondary schools to support learners with these difficulties rather than building a single all-age unit as part of the redevelopment of La Mare de Carteret site. The Committee believes this is a far more inclusive approach that will help ensure young people stay with their friends and classmates but can access the support and facilities they require.
- 3.41 There will be greater collaboration between special schools and their co-located mainstream schools for the benefit of the children and young people.

This has already proved successful through the joint working between Le Rondin and Forest Primary under a single headteacher. This can be improved at secondary level through setting common timetables or timetable blocks between the special and mainstream schools and work will be ongoing with senior leadership teams to deliver better inclusion, where appropriate. Students in our special schools should also be able to access a wider range of qualifications, delivered in partnership with our mainstream schools, where appropriate and where it best meets their individual needs and aspirations.

- 3.42 There will be greater flexibility of school placement for those with special educational needs with further regard paid to the wishes of parents/carers in where they feel their child would best be placed. This could be through providing direct support in mainstream school. Every child's placement would be considered on an individual basis through professional discussion in consultation with parents/carers. The Committee does not wish to pursue tokenistic inclusion or purely locational inclusion if it is not in the best interests of the child or young person.

Stretch and Challenge

- 3.43 All our children and young people have their own unique gifts and talents. It is the job of every education system to nurture and feed these unique talents.

- 3.44 One of the outcomes of the March 2016 States debate was a successful amendment directing the Committee to:

"Publish by December 2017 a policy for the identification and support of the most able, gifted and talented children in Guernsey and Alderney; and the desired outcomes from such a policy, the measurement of those outcomes and any resources required."

The timescale for publication was amended to Q4 2018 as part of the Policy & Resource Plan approved in June 2017.

- 3.45 An over-arching policy will be drafted and published in line with this deadline but the Committee wishes to confirm that a considerable amount of work has already been done to provide the opportunity for young people to be stretched and challenged in their learning, regardless of which school they currently attend or what their unique 'gifts and talents' are. This includes but is not limited to:

- Differentiation within lessons (differentiation means tailoring teaching and learning to meet individual needs)
- Extra work at different levels
- Extended qualifications or courses (e.g. Further Maths)

- Additional breadth of curriculum
 - Challenging extra-curricular opportunities
 - Help preparing applications for top universities including Oxbridge,
 - Personal support and mentoring
 - Peer mentoring
- 3.46 These opportunities will be built on with the establishment of an all-ability system in three larger 11 to 16 schools and the creation of a new Sixth Form College for all full-time post-16 learners. We have high expectations for all our children and young people and all individual learners have attainment and progress targets set which stretch and challenge their performance. Within our new all-ability system there is greater flexibility to group learners, including by ability, to aid personalised learning. Personalised learning is a key concept which in practical terms means focusing in a more structured way on each child's learning in order to enhance progress, achievement and participation. It is based on the principle that all children and young people have the right to receive support and challenge, tailored to their needs, interests and abilities.
- 3.47 The implementation of the new Bailiwick of Guernsey Big Picture curriculum, and the plans we have to evaluate its impact, will form part of the measurement of how well we are achieving our aims and outcomes.

Behaviour

- 3.48 All our schools have high expectations of pupil behaviour. The importance of achieving the successful management of behaviour in schools is critical to providing the appropriate conditions for effective learning. It is also an essential component to building a school community that is safe, supportive and empathetic to the needs of the individuals within it. Behaviour management forms a core part of the skills and processes of effective teaching.
- 3.49 The majority of children in Bailiwick schools enjoy learning, work hard and behave well. We recognise, however, that there is a small number of pupils who do become involved in disruptive behaviour. Each school is required to have a whole-school Behaviour Management Policy. This policy must be regularly reviewed. The Behaviour Policy sets out what is expected of pupils within school and the systems in place to manage poor behaviour. All members of the school community from the Headteacher and staff to the pupils themselves have a responsibility for socially acceptable behaviour.
- 3.50 Education Services provides schools with a Behaviour Toolkit with the aim of helping them manage behaviour in a positive and successful way. The Toolkit contains strategies and advice, drawn from best practice, to support this.

Positive behaviour management is established within a framework of commonly agreed principles that encompass positive school ethos; policy; effectively delivered curriculum; incentives and sanctions; effective management; relationships and partnership. The roles demonstrated by adults within the school community have a key influence on behaviour and contribute to this aspect of pupils' learning.

- 3.51 Issues that might contribute to poor behaviour, such as low pupil self-esteem, difficulties at home, poor relationships and conflict, are also addressed within the programmes of study used in schools for Citizenship and Personal, Social and Health Education.
- 3.52 We recognise that in a very small number of cases it is not appropriate for pupils to continue with mainstream school placements on a full time basis. In such cases Les Voies School provides both outreach and off school site support for schools with disruptive pupils.
- 3.53 One of the outcomes of the March 2016 States debate was a successful amendment directing the Committee to:

“review and publish by December 2017 a policy for managing disruptive behaviour in order that classroom disruption is minimised and those who need extra support to engage in education are accommodated and helped without detriment to the education of others; along with the desired outcomes from such a policy, the measurement of those outcomes and any resources required.”

The timescale for publication was amended to Q4 2018 as part of the Policy & Resource Plan approved in June 2017.

- 3.54 The Committee plans to review the latest research and evidence regarding behaviour interventions aimed at reducing a variety of behaviours, from low-level disruption to general anti-social activities, aggression, violence and bullying. The interventions themselves can be split into three broad categories:
1. Approaches to developing a positive school ethos or improving discipline across the whole school which also aim to support greater engagement in learning.
 2. Universal programmes which seek to improve behaviour and generally take place in the classroom.
 3. More specialised programmes which are targeted at students with specific behavioural issues.
- 3.55 Other approaches, such as parental involvement and social and emotional learning programmes are often associated with reported improvements in

school ethos or discipline and will also be considered. Behaviour management and setting high expectations of behaviour should be through a partnership between schools, parents/carers and the wider community.

- 3.56 All of these elements will form part of a refreshed overarching framework which will help guide schools in the development of and expectations for their own School Behaviour Policy.

Three schools

- 3.57 The 3 slightly larger schools which we are proposing enables us to provide a broader and more balanced curriculum – the range of options at Key Stage 4 (that's GCSEs and other Level 2 options) is **greater than under our current 4 school model**. This will protect minority examination subjects.
- 3.58 All students will have access to the **same curriculum opportunities** – we will ensure that timetables are harmonised so that students have the same experiences regardless of which of our three schools they attend.
- 3.59 There will be increased opportunities for young people to access a wide, diverse range of extra-curricular activities – by this we mean arts and sports clubs, hobby groups and other after school activities.
- 3.60 There will be greater flexibility to group learners, including ability grouping, to aid personalised learning (see previous section on Stretch and Challenge). Students will be set according to ability where beneficial. By this we mean that for certain subjects they will be grouped with other learners of similar ability, whether that be high academic achievers or those who require some additional help and support. There are some subjects where setting by ability may not be necessary nor beneficial to the learners.
- 3.61 The Committee will ensure that those who need to be stretched and challenged are, and also that those who may struggle and need extra support are given that support, so that all our children are able to reach their full potential. Those students 'in the middle' will also be stretched and given targeted levels of attention and support as required.
- 3.62 The Committee's plans to deliver an all-ability system in three schools will also provide equality of opportunity – there will be enhanced opportunities for children to forge relationships and celebrate diversity, to interact and learn with their peers, there will be increased options for effective classroom organisation including grouping, targeting and setting, and individual support.

- 3.63 Research evidence⁵ strongly suggests that secondary school size has an optimal level of between 600 and 1000 learners, with smaller schools in this range being better for pupils from disadvantaged backgrounds. Arguments have been made against schools of a larger size, for example 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’
 - Taking retention rates into consideration, smaller schools are more cost effective.
- 3.64 The three schools that the Committee is recommending will be within this optimal range. However our schools will still be small enough to continue to have the family feel where our young people are treated as individuals, where they know their teachers and where their teachers know them.
- 3.65 All three of our 11-16 schools will be of sufficient size to be able to offer a breadth of curriculum and qualification choice at Key Stage 4 including the opportunity to study separate sciences, two or more modern foreign languages and a wide range of other courses and qualifications that best meet individual students’ aptitude, interests and needs. We cannot offer this breadth of curriculum and qualification choice in our current four school model.
- 3.66 There have been some suggestions that the Island should go for two larger 11-18 schools with a total of between 1300 and 1450 pupils made up of up to 1200 11-16 pupils plus small sixth forms of between 200-250 students. The research explained in paragraph 3.63 suggests that educational outcomes would be lower in schools of this large size. The Committee is adamant that such massive schools are too big for Guernsey and are not what our community wants. The

⁵ 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

Committee's officers were tasked to carry out a range of curriculum modelling, site massing and other investigations into this two school model at significant cost, stretching the resources of the project team.

- 3.67 This additional information will be published in advance of the States debate however this additional research serves to re-enforce the Committee's view and strengthens the case for the 3 school model being the right and appropriate model for Guernsey.

Post-16 provision

- 3.68 **Definition** - Post 16 education refers to any study after secondary education. This can include education in schools, colleges and work-based learning providers.
- 3.69 **Qualifications** - There are a number of different types and levels of qualifications available to 16-19 year olds. After GCSEs the majority of students go on to study at Level 3 and the options can broadly be split in to two pathways.
- The Academic Pathway at Level 3 includes A Levels, the International Baccalaureate Diploma Programme (IB) and Applied General qualifications. Applied General qualifications are Level 3 qualifications for students who want to continue their education through applied learning. These include qualifications such as BTEC Diploma in Business and UAL Diploma in Art and Design.
 - The Technical Pathway includes qualifications at Levels 1, 2 and 3. These prepare individuals for skilled employment that requires technical knowledge and practical skills valued by industry. Technical qualifications at Level 3 are currently being reformed by the English Government whose intention is to achieve parity of esteem with A Levels. 13,000 different current vocational qualifications will be replaced with just 15 stand-alone courses, to be called T levels. The new courses support 16-18 study programmes providing an alternative to A Levels and other vocational qualifications. They will attract and support UCAS (Universities and Colleges Admissions Service) tariff points and support progression to higher education and apprenticeships.
- 3.70 Additional to this, there are a number of different courses that are available to all ages some of which lead to qualifications. These include Higher Education, Basic Skills, Adult and Community Learning and part-time work related courses.
- 3.71 **Modes of Delivery** - A Levels, Applied General and the IB Diploma Programme are generally taught full-time over 2 years. Other courses at Entry Level, Levels

1 and 2 are mostly taught over one academic year. Technical Pathways can be delivered both full-time and within an apprenticeship. An apprenticeship, a work based technical education route, is a job which includes a significant training component to allow an individual to develop the knowledge, skills and behaviours needed for competence in their chosen occupation.

- 3.72 **Organisational Structures** - There are different types of institutions where Post 16 education can be delivered including school sixth forms, Sixth Form Colleges, General Further Education Colleges (including Tertiary Colleges) and Independent training providers.

- **School Sixth Form (11-19 schools)**

School sixth forms are attached to 11-16 schools and are predominately for those students who wish to stay on at their school to study A Levels or the International Baccalaureate (IB).

- **Sixth Form College**

Sixth form colleges primarily cater for the 16 to 19 age group. They specialise in providing full-time courses with the majority of students studying towards A levels, applied general or technical qualifications.

- **Tertiary College**

Tertiary colleges are large institutions that deliver courses at many different levels for all ages – young people and adults. They include academic, applied general and technical full-time qualifications for 16 to 19 year olds as well as apprenticeships, adult community learning, Higher Education and part time work related courses. A number of general Further Education (FE) Colleges also offer the full range of courses so tertiary colleges are no longer separated from FE Colleges in performance data.

- **Training Providers**

Training providers predominantly deliver work based training and apprenticeships.

- 3.73 The area of the States' education system where the divide between academic and vocational provision still remains is at post 16. It is the Committee's strongly held view that all Level 3 qualifications should have the same parity of esteem as a potential route in to University or to employment. The Committee's proposals aim to address the perceived inequalities between those currently studying full-time at the Sixth Form Centre and those studying full-time at the CFE. To allow the status quo to remain or to move to two 11-18

schools offering only A Level and IB across the two schools directly contravenes the Committee's principles of equality of opportunity and inclusion and therefore the Committee strongly argues that a dedicated 16-19 provision accessible for all students of that age under one roof is the only means of ensuring that the principles of parity are achieved and to give all Guernsey students equality of access to the same level of education.

3.74 Under the current system, students from the four secondary schools move into post-16 education either at the Sixth Form Centre at the Grammar School or the College of Further Education with a small number moving into employment. The Sixth Form Centre offers A Level and International Baccalaureate (IB) courses, whilst the College of Further Education offers predominantly vocational, applied general and technical qualifications. Students must select at 16 which type of qualifications they wish to pursue and, as a result, which of these two post-16 institutions they wish to attend.

3.75 Overall around 88% of our 16 years olds currently remain in full-time education or apprenticeships. About half of this cohort will enrol at the Grammar School Sixth Form Centre and half enrol at the College of Further Education.

3.76 Pass rates at Level 3 for those students retained on their study programmes were over 95% in 2017. However, there is room for improvement in retention rates within the current post-16 structure in Guernsey. The majority of students at Level 3 (equivalent to A-level) enrol in Year 12 on what they intend to be a two year programme. There were 362 students that started a 2 year Level 3 programme at either the Sixth Form Centre (SFC) or the College of Further Education (CFE) in 2015:

27% of these students did not complete this 2 year programme in 2017.

10% of the student restarted a Level 3 programme in 2016 either at the same institution (3%) or a different institution (7%).

6% of students went in to employment

1% of the students moved to the UK

10% of the students had an unknown destination or were unemployed at the time of leaving. (7% from CFE and 3% from SFC)

So in summary, approximately 30% of full-time Level 3 students across both institutions were not retained on their original 2-year programme that ended in 2017 and a significant number of these students moved between the two post-16 institutions after Year 12 to start a new programme. That equates to approximately 100 young people, dropping out of their first year of post-16 study, with most ending up repeating a year of their education with potential negative implications for their self-esteem, mental health and motivation. It is therefore important to explore other and more flexible options regarding programmes of study for young people at post-16.

3.77 The Committee believes that having all the courses in one institution would

allow our students to make the right choice near the start of their 2-year programme, preventing the need to re-start Year 12 and improving retention rates, as learners would be able to choose from an enhanced breadth of full-time qualifications at different levels to meet their interests and abilities within the same institution.

- 3.78 The review of secondary and post-16 education provides an exciting opportunity to transform our post-16 education system and deliver the best educational outcomes for all our students and community as a whole, measured against attainment, retention, progress and student experience.
- 3.79 It is important to link in with the work of Skills Guernsey. A consistent theme of the studies of skills in Guernsey is that attitudes and employability skills are a concern. The Committee *for* Economic Development, which the Committee *for* Education, Sport & Culture is committed to working more closely with, reports that this conclusion continues to be strongly presented by industry, with specific concerns on employability skills, productivity and attitudes, as well as communication and business skills being raised. There are specific steps already being taken by the Committee to increase the 'employability' of school leavers via the curriculum.
- 3.80 The role of apprenticeships and work-based learning is critical to the Guernsey economy where a large number of smaller firms are responsible for substantial levels of employment. The College of Further Education is already reviewing the scope, structure and nature of apprenticeships. The development of 'modern apprenticeships' which are able to encompass work-based learning, flexible training provisions and support for small businesses is critical. Industry is clear that there is considerable appetite for apprenticeships to provide deeper levels of skill and that the scheme should cover a wider range of the economy than present.
- 3.81 There is an industry shift to recruit people with higher level qualifications. Discussions with industry suggests a shift in recruitment of school leavers in a number of sectors with an increasing focus on more qualified and graduate qualified labour and fewer GCSE appropriate posts. Reform of post-16 education is therefore vital to deliver an Island Skills Strategy via the Skills Guernsey group in partnership with the Committee, the Committee *for* Economic Development and industry stakeholders.
- 3.82 The Committee would like to see full-time 16-19 education provided by one establishment with A Levels and International Baccalaureate qualifications delivered alongside full-time vocational, applied general and technical courses with equality of opportunity and equality of access to this establishment for all 16 year olds if they wish to continue studying. This could be achieved either:

- a) through the Committee's recommendation of a Sixth Form or Post-16 College (a transitional environment between school and work/university predominantly for full-time 16-19 students) and a Further and Higher Education Institute (previously known as the Training College) (predominantly for learners over 18 or 16-19 year olds who are studying part-time and also entering the workplace or training in a workplace environment); or
- b) through the creation of a Tertiary College.

- 3.83 The alternative for Guernsey is c) to continue to teach A Levels and IB in a school-based sixth form (at one or two schools) and to continue to require students to choose at 16 between continuing at school (this may or may not be the same school as they attended for 11-16 education) and moving to the College of Further Education. This does not meet the Committee's principles of equality of opportunity and inclusion.
- 3.84 Deciding between these options for the delivery of post-16 education is the next key policy decision that needs to be made by the States of Deliberation before the optimal structure of the education estate can be determined. Under the first model students at 16 only have to choose between a) remaining in full-time education or b) starting work or a work-based training programme.
- 3.85 Under the school and CFE option as now, students remaining in full-time education would also have to choose at which establishment they wished to continue their studies or this choice may be made for them dependent on their GCSE grades and pathway chosen. For some students this limits their options for further study, for example the following are not currently offered as programmes of study: A Level Mathematics and various Engineering qualifications or A Level English/Music and a BTEC in Performing Arts or A Level Biology and a BTEC in Health and Social Care. Under the current model, students are not able to fully mix and match qualifications that best meet their aptitude, needs and interests. In addition the enrichment programmes available to post-16 students vary significantly depending on where they study.
- 3.86 The Committee would like to implement equality of opportunity and equality of access to full-time 16-19 study for all 16 year olds if they wish to continue studying and for this reason recommends the following:

Recommendation 1: That full-time 16-19 education should be separate from 11-16 education, with A levels and International Baccalaureate qualifications delivered alongside full-time vocational, applied general and technical courses.

- 3.87 The Committee believes that this change to the delivery of post-16 education, together with the ending of selection at 11 and greater collaboration/integration between Le Murier and St Sampson's High School will

enable it to develop a more inclusive education system for the future. Further details of how these proposals would work alongside the previous States resolution for three 11-16 schools are given in the next section of this policy letter.

4 The Committee's Recommendations

- 4.1 In July 2017 the Committee published its preferred option for the Transformation of Secondary and Post-16 Education in a consultation document which is attached as Appendix 3 (a colour version is available online at www.gov.gg/educationfuture). Many of the Committee's proposals are unchanged from its July 2017 consultation document. However, there have been some significant changes in the transition to the new system based on feedback received during the consultation process. In particular the staff transition has been simplified. The proposals are summarised below and the new proposed transition arrangements for staff and pupils are explained in section 5 of this policy letter.

For pupils aged between 11-16

Recommendation 2: That mainstream States secondary schools should be a minimum of 600 pupils and a maximum of 1000 pupils aged 11-16 in line with research on optimal secondary school size.

- 4.2 As explained in section 3.63, the [UCL report](#) commissioned by the previous Education Department (March 2016 Billet) found that "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....Curriculum breadth can be achieved in a school as small as 500-600 students."
- 4.3 In order to meet the optimal school size, 11-16 education will need to be provided in three 11-16 secondary schools. This is in line with previous States resolutions (Billet d' État VII Volume 1, 2016). The Committee believes that a move to three secondary schools should be achievable from September 2021 with a transition period between September 2019 and September 2023. The new transition plans are explained in section 6 of this policy letter.

Recommendation 3: That 11-16 education should be provided in three secondary schools from September 2021 or as soon after as practical, with a transition period between September 2019 and September 2023.

- 4.4 Both the options included in the Committee's July consultation document locate post-16 provision on the Les Varendes site and the Les Ozouets Campus

of the College of Further Education. This is to ensure that post-16 provision (i.e. both those courses currently offered by the Sixth Form Centre and the College of Further Education) is situated within a 5 minute walk and to provide maximum flexibility for the future in terms of the ability to deliver 16-19 full-time education in either a Sixth Form College⁶ or as part of a larger Tertiary College⁷.

Recommendation 4: That Post-16 provision should be located on Les Varendes site (current Grammar School and Sixth Form Centre) and the Les Ozouets Campus of the College of Further Education.

- 4.5 If the first four of the Committee's recommendations are accepted by the States of Deliberation, this would leave three potential sites for 11-16 education, including the newly purpose built secondary schools at Baubigny and Les Beaucamps and the Committee would propose the development of a third new secondary school on the current La Mare de Carteret site.

Recommendation 5: That the three secondary school sites should be Baubigny, Les Beaucamps and a new secondary school on the current La Mare de Carteret site

- 4.6 Since June 2017 the data and analysis unit of the Policy & Resources Committee has recommended a change to the fertility rate assumption within the school population projections, the Committee for Education, Sport & Culture has undertaken another census of the school population at September 2017, and the data and analysis unit has also identified a few individuals per school year who were previously flagged in the electronic census as present in the Island but who have either left or are not educated on island. The latter has led to a very slight overestimate (now corrected) in the peak in the previous school population data (less than 15 pupils per year). Provided that the proportion of students attending the Grant-Aided Colleges remains the same, this decrease is likely to be sufficient for the Committee to recommend 19 forms of entry at year 7 going forward, rather than the 20 previously proposed. However, the Committee believes it would be prudent to have a plan for delivering 20 forms

⁶ The Committee previously referred to this as a Post-16 College. This would be very similar to many Sixth Form Colleges in England, the majority of which now offer A-Level and BTEC provision. Students will be able to remain at the College over the age of 19 e.g. through undertaking programmes and pathways longer than two years. Hence the Committee originally used the term Post-16 College. However, through the consultation process it became clear that what the Committee is proposing is very similar to a Sixth Form College offering both academic and vocational provision and many people appeared more comfortable with the term Sixth Form College.

⁷ This would not apply under a two 11-18 school model. A Tertiary College is defined as an 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 and higher education through a full range of courses, both vocational and academic, full and part-time.

of entry in the future, should additional capacity be required in the secondary school sector for whatever reason. This means that Les Beaucamps would remain a predominantly five form entry school, but with the ability to be increased to a full six forms of entry in future should the need arise, at a capital cost (in 2017 prices) of approximately £3.5m. The increase in the fertility rate assumption means that the secondary school population is no longer projected to decline as steeply after the peak population, and indeed the secondary school population is not projected to dip below current levels in the next 25 years (Appendix 4).

- 4.7 The Committee recommends that a new 8 form entry secondary school will be built on the La Mare de Carteret site with a target of opening in September 2021.
- 4.8 In the long term, schools will be 6 forms of entry⁸ at St Sampson's High, predominantly 5 forms of entry at Les Beaucamps High (with the ability to extend the school to 6 forms of entry should additional capacity be required in the future⁹) and 8 forms of entry at the new secondary school.
- 4.9 The costs and the programme of work for the new secondary school are attached as Appendices 6 and 7. By a majority, the Committee recommends that enhanced sports facilities should be included as part of this development (for community as well as school use) and that the previously proposed rebuild of La Mare de Carteret Primary School should be delayed and planned for inclusion in the next capital prioritisation cycle rather than be approved by this Assembly. As outlined in the Committee's proposals document, rather than building a separate combined primary and secondary communication and autism base, children and young people with autism or communication difficulties will be supported by bases within each of the secondary schools. The primary base will continue at Amherst.

The Committee does not intend to provide a pre-school or additional community facilities as part of the La Mare de Carteret site redevelopment.

⁸ Forms of entry means the typical number of classes in each year at Key Stage 3 (aged 11-14). Current policy is that the maximum number of learners in a form of entry should be 24 on average across the year group at each secondary school where possible.

⁹ Les Beaucamps High was originally designed for 5.5 forms of entry or up to 660 pupils (600 based on 5 form entry and 660 based on some years of 5 form entry and some years of 6 form entry). Since the school was planned, the curriculum has changed and this has resulted in a difference in the need for specialist teaching areas in Science, Art and Design Technology and so the current design would accommodate a predominantly 5 form entry school.

Recommendation 6:

i That a new 8 form entry secondary school should be built on La Mare de Carteret site.

ii That enhanced sports facilities should be included as part of this development.

iii That a new La Mare de Carteret Primary School should be built on La Mare de Carteret site subject to prioritisation in the next capital prioritisation cycle (from 2021).

- 4.10 The Committee has been mindful of the PwC Cost and Benchmarking Report 2017¹⁰ and the opportunities for savings identified especially in the post-16 and further, higher and adult education sector. The recommendations in this respect support the Committee's plans to redefine and deliver further education in a collaborative way between the three current States-funded service providers.
- 4.11 The Committee wishes to ensure equality of opportunity and equality of access to full-time study for all 16 year olds and recommends a Sixth Form College and a separate Further and Higher Education Institute for post-16 education in Guernsey.
- 4.12 **A Sixth Form College** (previously referred to as the Post-16 College) – a fully inclusive college offering all full-time provision, including A-Levels, International Baccalaureate, applied general and technical qualifications from Entry Level to Level 3. This would combine the current offer of the Sixth Form Centre and the full-time courses available at the Guernsey College of Further Education (CFE). The Committee's proposals for a Sixth Form College will give equal importance to so called academic and vocational pathways and provide equality of access to a full range of enrichment opportunities and pastoral support for all young people.
- 4.13 Based on modelling current provision, 80-85% of the courses combined would be offered at Level 3 (i.e. A-Level/IB equivalent). The courses will include an Access Programme and Entry Level and Level 1 for those with special

¹⁰ Costing, benchmarking and prioritisation – Report May 2017 'Post 16 and Adult education is fragmented and therefore expensive. CoFE, GTA and Institute of Health and Social Care Studies (IHSCS) should work more closely. Rather than competing against each other, benefits may exist in bringing them under one governance structure. This would allow for removal of duplication of back office and administration functions, and the ability to leverage synergies (e.g. premiums charged by GTA could cover other courses on offer at CoFE)'

educational needs, plus the ability to retake Level 2 qualifications alongside Level 3 studies.

- 4.14 Sixth Form Colleges are specialist providers that are organised like a school with wrap-around pastoral care in an environment that guides, nurtures and supports young people to develop their independence to grow as adults within a structured and closely supervised environment; it offers a transitional phase between school and work or Higher Education.
- 4.15 In a recent speech on 14th June 2017 to the Sixth Form Colleges Association, Ofsted's Chief Inspector, Amanda Spielman stated: "You have been for years, in many ways, the jewel in the crown of the post-16 sector. Of all the forms of post-16 education, your colleges provide a particularly high level of quality. And this good work extends beyond results, to your wider success in preparing sixth formers for the next stage".
- 4.16 Sixth Form Colleges similar to the one we are proposing operate successfully. Examples include Lowestoft Sixth Form College (www.lowestoftsfc.ac.uk); Reigate College (www.reigate.ac.uk) , and Blackpool Sixth (<https://blackpoolsixth.ac.uk>).
- 4.17 **A Further and Higher Education Institute** (previously referred to as the Training College) – all part-time provision, including Apprenticeships and pre-Apprenticeship programmes, Further and Higher Education and part-time courses. There is an opportunity to form the Further and Higher Education Institute by working more closely with the GTA University Centre and Institute of Health and Social Care Studies.
- 4.18 The Further and Higher Education Institute will provide learning opportunities for those who have already chosen a course that needs to be delivered in a workplace environment, or for those who have started work and seek additional skills to support their career pathway.
- 4.19 This Institute would be responsive to industry requirements and would offer courses to meet the Island's strategic skills needs. It would have a different ethos and culture to the Sixth Form College. Under this recommendation there is scope to consider whether the Further and Higher Education Institute could, in due course, become an independent company Limited by Guarantee (LBG), supported by grant funding from the States to deliver responsive provision that meets strategic needs. These governance arrangements would be supported by effective business planning and reporting.
- 4.20 Our Further and Higher Education Institute also mirrors similar provision in other areas. The focus on part-time work-related learning in response to specific employer and community needs will include elements of similar

training institutions and organisations such as www.in-comm.co.uk and www.procat.ac.uk, although training would be on a scale specifically tailored to Guernsey's economic and employment/skills requirements.

- 4.21 The Further and Higher Education Institute will be responsive to employer needs, have more of a commercial focus and deliver the requirements of the skills strategy. The management of the Further and Higher Education Institute would need to focus on providing or commissioning courses and bespoke training. In many cases a fee would be charged to attend these courses and so the focus would be on income generation as well as being responsive to employer needs. The Institute would operate year-round and would not be restricted to school opening hours or term dates.
- 4.22 Keeping them as separate establishments at this time (as opposed to a Tertiary College structure, which is discussed in paragraph 4.25) would enable focused time to develop work with the GTA University Centre and Institute of Health & Social Care Studies to help avoid duplication and make best use of expertise and resources.
- 4.23 This closer working would also allow us to grow our on-island Higher Education offering by pursuing partnerships with other Universities to deliver courses either wholly through distance learning or with a proportion of study on-island. Higher Education courses would reflect the island's skills and employment needs.
- 4.24 Learners are at the heart of the Committee's proposals:
Learners will benefit from:
- Parity of esteem between vocational and academic pathways
 - Equality of opportunity
 - An inclusive Sixth Form College
 - Attending a single dynamic institution with peers from the same age range
 - At the Sixth Form College, a structured 5-day a week programme with supervised study and pastoral care similar to that of a school environment
 - Experiencing the same transition at Post 16
 - Progression pathways that are planned for young people with the 11-16 schools building on current Federation practice
 - Better outcomes and improved retention
 - Access to a broader range of subjects
 - The ability to mix types of courses and at different levels
 - Access to a wider range of extra-curricular activities
 - Proportionate focused management to ensure quality of teaching and learning
 - A focused provider of Further and Higher learning
 - Focus on meeting the targeted skills needed by the Island

- Enhanced opportunities for on-island HE opportunities
 - Responsiveness to employer needs
 - Efficient and effective use of resources across post-16 education and training providers
- 4.25 The arguments for the establishment of a Tertiary College (defined as including all 16-19, full and part-time courses, adult and community learning, further and higher education) mirror many of those for the creation of a Sixth Form College offering all full-time academic, applied general and technical qualifications for 16-19 at all levels alongside a Higher and Further Education Institute for part-time, work-related learning. However two key distinctions to make are firstly that a tertiary college would be responsible for delivering all full-time and part-time courses, including those currently provided by the GTA University Centre and Institute of Health and Social Care Studies within one institution. This institution would have several thousand student enrolments and be a big transition to manage at the same time as the changes to the 11-16 sector. Secondly, the Committee believes that parents are seeking a more structured and full-time environment that will support 16 to 19 year olds as they move towards employment or higher education and training. The creation of a Sixth Form College will provide this structured culture and ethos and will deliver excellent educational outcomes.
- 4.26 Lowestoft Sixth Form College, Reigate College and Blackpool Sixth are examples of highly successful sixth form colleges which combine delivery of full-time academic and vocational courses for 16 to 19 year olds and allow students to mix and match courses if they wish to. The Committee is confident that its proposals for a modern and dynamic Sixth Form College will provide equality of experience and opportunity for full-time students. It will maintain the high quality outcomes that are expected by parents and students within a structure that is inclusive and appropriate for the Guernsey context. At 16 students will choose between full-time 16-19 study at the Sixth Form College or entering a workplace environment either full-time, part-time or through an apprenticeship programme. Those studying full-time will not be separated into two separate institutions according to the type of qualification that they choose to study or are deemed suitable for as happens now, or would happen under a two 11-18 school model.
- 4.27 Whilst the Committee can find excellent and high performing examples of each type of post-16 institution, research¹¹ analysis on the value added at A Level by different institutions concludes that “Pupils in sixth form colleges do better at A Level than those in both school sixth forms and Further Education colleges”.

¹¹ Allen (2016) *The understanding performance in sixth form college project report*

The evidence suggests¹² that some students in Sixth Form Colleges with lower average GCSE scores, who may be currently undertaking a 3 A Level programme, would have improved retention and attainment when undertaking a mixed programme of A Level and Level 3 BTEC qualifications.

- 4.28 The new Sixth Form College would ensure that all students have the opportunity to enrol on this type of mixed programme if it is right for them and if it supports the next steps they want to take towards employment, further training or university. Ensuring that all our students can access the right mix, and the right level of courses and qualifications in the first place will help address retention issues. The flexible curriculum will also provide opportunity for re-takes or moving between levels to best suit our students' needs, interests and capabilities. There will still be students following the three A level route or the BTEC route or the IB route without need to mix. Section 8 gives an idea of how a mix and match curriculum could work

- 4.29 All our young people will have the same start to their post-16 education, moving together into our new institution regardless of the mix or level of qualification they choose or their eventual pathway to employment or further study. They move with their friends. Parents do not have to feel they have to choose to send their child to one institution or another.

- 4.30 The Sixth Form College will be fully inclusive. From its inception, the Sixth Form College will for the first time enable all students to access and choose from a range of levels, including an Access Programme and Entry Level and Level 1 for those with special educational needs, plus the ability to retake Level 2 qualifications alongside Level 3 studies.

- 4.31 The Committee's vision is to provide a Sixth Form College which ensures equal opportunities for student enrichment. All students would have access to a Personal Enrichment Programme, Sports' Academies and the Duke of Edinburgh's Award and equal access to the support and guidance needed to enable them to progress to university or into employment. Widening participation to higher education is an important role of sixth form colleges as students' aspirations can be raised by working alongside peers with high aspirations.

- 4.32 Alongside the Sixth Form College, the development of a Further and Higher Education Institute, which we previously referred to as our Training College, in partnership with the GTA University Centre and Institute of Health and Social Care Studies will also provide a flexible, business and skills-focused organisation that can offer work-based training and on island higher education (degree level)

¹² Meschi, E., Vignoles, A. and Cassen, R., 2014. *Post-secondary School Type and Academic Achievement. The Manchester School*, 82(2), pp.183-201.

options to the wider community. This new Institute will be able to work responsively to address employers' needs to deliver the priorities of Guernsey's economic development. Those who have already chosen a course that is delivered in a work-place environment, or have started work, would continue their training at the Further and Higher Education Institute. In time, this Further and Higher Education Institute could link with the Institute of Health and Social Care Studies and/or the GTA University Centre to create the Guernsey University College to deliver all responsive, part-time and work-place provision to meet the needs of employers in the Bailiwick. One governance structure for these three organisations would help to meet the savings identified in the PwC report and remove duplication of courses and back office functions, such as marketing, course administration and finance.

4.33 For these reasons, the Committee is recommending:

Recommendation 7: That post-16 provision should be organised as follows:

- i. **A Sixth Form on the Les Varendes site offering full-time courses (including A Levels, International Baccalaureate and full-time vocational, applied general and technical courses) predominantly aimed at 16-19 year olds; and**
- ii. **A Further and Higher Education Institute on the Les Ozouets Campus offering apprenticeships, further and higher education, and part-time courses.**

Recommendation 8: That the Committee *for* Education, Sport & Culture should return to the States by March 2019 with a policy letter setting out how post-16 provision will work in partnership with the Institute of Health and Social Care Studies and the GTA University Centre to become the Guernsey University College, including a co-designed governance model.

Recommendation 9: To delegate authority to the Policy and Resources Committee to provide funding from the Capital Reserve for a feasibility study of the Les Ozouets Site and to develop a plan for that site, which includes any synergies identified in Proposition 8, and for that plan to be presented to the States by March 2019.

4.34 These recommendations are summarised in diagrammatic form in Appendix 5.

4.35 In the short to medium term and throughout the period of transition, the Committee would retain the existing collaborative/ soft federation relationship between the three 11-16 secondary schools and St Anne's in Alderney. Le Murier and Les Voies would also continue to work closely with the federation. In the future the Committee envisages there is potential for the secondary schools to be strategically managed by a single governing body or for post-16 provision to be governed in this way. Due to the scale of change to secondary

education and the changes required to the Education Law it is unlikely that such a governing body for secondary schools would be fully established until the next States term. However, the Committee has already devolved further responsibilities to Headteachers and the Committee will continue to keep States Members updated. The Further and Higher Education Institute could move towards an LBG (Company Limited by Guarantee) model and work more closely with the Institute of Health and Social Care Studies and the GTA University Centre to become the Guernsey University College. The Committee will set up a working group with all relevant providers to look at this in detail. If the Committee's proposals are accepted a further policy letter covering the Further and Higher Education Institute and Governance will be brought to the States in 2019.

- 4.36 Should the States of Deliberation vote in favour of recommendations 1-6, but against recommendation 7, the Committee *for* Education, Sport & Culture would return to the States in 2019 with plans for a tertiary college (across the Les Varendes and Les Ozouets sites). The Les Varendes site could potentially still operate as a 14-19 school for the academic years 2021/2022 and 2022/2023 (see new transition model in Section 8), but there would be negative implications for staff appointments in 2021 when the new secondary school on La Mare de Carteret site would be due to open. If there was a desire for a tertiary college, then there might be two stages to the staff transition or, alternatively, the opening of the new school and the tertiary college may be delayed until 2022 and 2022/2023, respectively.

5 Engagement and Consultation

- 5.1 In July 2017 the Committee released its proposals document Transforming Education (Appendix 3). The community was asked to provide its views on the proposals through the gov.gg website and at a series of events held during July 2017. Rather than creating a questionnaire, the feedback was encouraged in any form. Around 80 written submissions were received which included views on the proposals and alternative ideas for transition and a record was made of over 150 questions and comments from across the engagement events. Many of these questions were addressed through the publication of two frequently asked questions documents. These can be found online at www.gov.gg/educationfuture
- 5.2 Detailed responses were received from staff associations (NASUWT, NEU, UCU and Prospect/AGCS), groups representing people with disabilities, the GTA University Centre and the Youth Commission. Amongst these responses were questions and concerns as well as praise for the proposals, in particular in areas where learners and staff will benefit from wider opportunities. It is important to note that amongst all of the feedback received from all respondents, individuals and professional associations alike, no fatal flaws were identified

amongst the plans.

5.3 To summarise the feedback received it has been grouped into the following key areas of the proposals:

- i. Delivery of post-16 education
- ii. Delivery of secondary education
- iii. Meeting the needs of learners with additional needs
- iv. Provision of secondary education in Alderney
- v. Cost and financial sustainability of proposals
- vi. Funding for the Grant-Aided Colleges

In this section we will summarise the feedback received and the Committee's responses.

Delivery of post 16 education

5.4 As well as the parent/carer events, the Committee met with staff groups from across the College of Further Education and the Grammar School and Sixth Form Centre to discuss the proposed changes to post-16 education and the organisation of the full and part-time learners. These meetings provided the largest number of questions and comments on this area of the proposals. There was support for greater collaboration between all of the post-16 education providers in Guernsey and the opportunities this offers learners to mix and match a range of qualifications at a range of levels. Support was also received for proposing to give equal importance to so-called academic and vocational pathways. Questions were asked about why alternatives such as the creation of a tertiary college had been dismissed with the view that the proposals just split learners in a different way to the current provision. Concern was raised about the staffing of the different establishments both in terms of attracting and retaining good quality staff and in avoiding duplication of provision.

5.5 Staff from across the different establishments asked about the future workforce arrangements leading up to, during and after the transition and the need to ensure the continuity of staff is maintained for the benefit of our learners. Several felt that this could not be achieved due to the limitation of future opportunities (including staff having to choose between teaching KS3 & KS4 and KS5 without all posts being offered simultaneously) and the uncertainty that change brings.

5.6 Responses from the Staff Associations (Unions) felt that the proposals lacked detail on the impact for staff and highlighted the need for further engagement on any changes to their future terms and conditions as well as the need to

provide assurances for their members. Concern was also raised from these groups about the focus of the proposals and the need for further evidence that a structure with a Sixth Form/Post 16 College and a Training College (now called Further and Higher Education Institute) would provide the best outcomes for all learners. It was noted that the two organisations would need close collaboration, in particular for some subjects which may need to share resources, and some respondents felt that this would be more easily delivered through a tertiary model with a single management structure.

- 5.7 Student experience was also highlighted with regard to changes to post-16 provision, with comments made about the culture, ethos and style of the Sixth Form/Post-16 College and how well this will suit all learners, highlighting the need for greater consideration about these elements before finalising the proposals.
- 5.8 Questions were raised about the way any new structure would support mature learners (22+) wanting to complete full-time level 2 and level 3 courses as currently they are able to be accommodated within the College of FE.
- 5.9 Feedback from the GTA University Centre stated that the original proposals to expect closer collaboration between the GTA, Institute of Health and Social Care Studies and elements of the current College of Further Education within the Training College structure were not yet developed to a stage where it was able to provide support. The GTA University Centre has now committed to seek further opportunities for closer collaboration in the future.

Delivery of Secondary Education

- 5.10 Many of the comments and emails received about the proposed changes to secondary education focused on the impact for individual children and in particular which secondary schools children would attend in the future. Parents liked the partner primary school approach as it allows whole year groups of children to remain together as they move through to secondary school, however some were dissatisfied that this could not be achieved for all of the schools (pupils from Hautes Capelles would be split between St Sampson's High and the new secondary school as now and pupils from the voluntary catholic primary schools would also transfer to two partner schools rather than just one).
- 5.11 The other main area of concern was around the impact on the selected cohorts of children attending the Grammar School during the transition to three schools (in particular those currently in Year 6). Parents sought reassurance that the quality of education will be maintained whilst the numbers reduce in the school. They stressed the importance of culture and identity during the transition when, under the Committee's original proposals the site at Les

Varendes would become part of the new secondary school, including the new Year 7 intake alongside former Grammar School and Sixth Form pupils. Please note that this transition model has now been changed, which is explained in section 6.

- 5.12 Comments were given about the size and location of the schools and the merits of exploring alternatives, as well as the flexibility of the designs to accommodate changes in future population and teaching practices. It was also felt that proposals focused too much on the buildings rather than the outcomes for learners and the educational benefits of the changes.
- 5.13 Questions were submitted about the plans to set or stream learners, the opportunity to stretch and challenge the most able students and to provide additional support to learners as needed.
- 5.14 Additionally, parents asked about some of the practical changes that may be required as a result of the proposals such as uniforms, school names and transport both during transition and in future.
- 5.15 Staff Associations including teaching union representatives met with the Committee and also provided feedback on their concerns about the impact of change to their members and the need to provide assurance to them about their future roles, pay and conditions. This feedback highlighted the need for involvement and agreement on the processes of transition and consequences of continued uncertainty for the profession both through a lack of detail in the proposals so far and the alternative options being discussed by others (e.g. two 11-18 schools).

Provision of secondary education in Alderney

- 5.16 There were mixed views on the opportunities for learners in Alderney to access a broad curriculum with a number of questions raised about how the proposals would benefit students at St Anne's, their future options to transfer to Guernsey and the support that they are given when there. Additionally there was strong feeling from some that more financial support should be provided to Alderney to fund improvements to facilities such as finishing the swimming pool.

Meeting the needs of learners with additional needs

- 5.17 The Committee received detailed feedback from individuals and groups with their views on the proposals with regard to meeting the needs of learners with additional needs. This included the importance of the size and culture of the secondary schools, the links with existing special schools and the provision of specialist facilities in each of the schools rather than on one site as previously

planned. It was felt there was insufficient detail in the proposals to provide assurance that the decision to remove the specialist base at the new La Mare de Carteret schools was correct and would ensure that learners with communication difficulties and/or autism have access to facilities that meet their needs and enables them to fulfil their potential.

- 5.18 There was support for closer working between St Sampson's High and Le Murier but a strong feeling that the proposals were not fully inclusive, nor did they offer true equality of opportunity for all learners. There were requests for revised proposals to include additional funding to allow for more training and staff to ensure that additional needs, including hidden disabilities, were recognised and supported and to enable more children to access mainstream provision for secondary and post-16 education. Additionally it was felt that further external scrutiny of the plans by someone with expert knowledge in planning accessible and inclusive buildings should be undertaken.

Cost and financial sustainability of the proposals

- 5.19 The cost of change, including new buildings and the transition to a new model, was questioned in a number of responses as were the ongoing costs of running 3 schools and 2 post-16 provisions with a belief that this would be more expensive than other options such as a tertiary college.

Funding of the Grant-Aided Colleges

- 5.20 Although not part of the proposals, a few comments were received about the Committee's Policy Letter setting out proposals for the future funding of the Grant-Aided Colleges. This debate was held in September and so these comments are not included here.

How is the Committee addressing these concerns?

- 5.21 The Committee is preparing a question and answer sheet on the questions raised about the Committee's recommended structure for post-16 education.
- 5.22 The next section of this policy letter looks at a new transition model so that appointments can be made to the new secondary school and the new sixth form college at the same time, addressing many of the concerns raised by staff.
- 5.23 The Committee has explored the concept of a full feeder primary school with no schools being split. This is not achievable with 19 forms of entry. It may be achieved with 20 forms. However, it would be tight and would be dependent on the buyout to the Grant-Aided Colleges remaining the same as now. There is a risk that Education Services would have to apply oversubscription criteria set by the Committee with a very small number of children going to different

schools and not transitioning with their peers. Also these schools transfer to two or more States schools now, and parents may have to choose between placing a child with a sibling or with their peers.

- 5.24 The Committee is continuing to work with the Guernsey Disability Alliance and other stakeholders to strengthen inclusion across all Education Services, including the provision of further awareness and training on issues of equality and hidden disabilities. Co-location and joint working across St Sampson's High and Le Murier will be strengthened and there will be greater flexibility in the placement of young people with special educational needs in mainstream schools, with appropriate support. The views of parents and the young people themselves will be carefully considered.
- 5.25 The Committee has confirmed that it remains committed to providing an all-age (4 to 16) school in Alderney and will continue to explore with the community ways of ensuring that young people are able to access as broad a range of opportunities as possible so that they are able to reach their potential.

6 The new transition model

The old transition model

- 6.1 The transition model proposed in July 2017 contained the following:
- The Grammar School and Sixth Form Centre and La Mare de Carteret High School to merge in September 2019 but remain on 2 sites.
 - No year 7 students at La Mare de Carteret in September 2019 and no year 7 students at Les Varendes in September 2020.
 - The new secondary school building to open in September 2021 with 14-19 students remaining on Les Varendes site.
 - The Post-16 College to open in 2024 when the new secondary school would become 14-16 only.
- 6.2 Under this transition model it was originally proposed that the senior team for the new secondary school be appointed in 2018 with other posts for the merged school appointed in 2019 with the single school operating on two sites from September 2019. Other than describing the phased approach and preference for advance appointments to designate roles, no detail was provided on workforce arrangements for the Sixth Form/Post 16 College or the Further and Higher Education Institute (previously termed Training College). The proposals have been challenged by staff in the Grammar School, Sixth Form Centre, and at the College of Further Education for not providing more detail on post-16 provision. Additionally staff were concerned by the length of the process before they have clarity on all their options, feeling they have to

declare their preference early without full knowledge of opportunities and the impact it will have on them professionally, especially those currently teaching across Key Stage 3, 4 and 5.

- 6.3 To offer more simultaneous options to the workforce requires alignment of the designate recruitment dates and ideally the operating dates for the new establishments. The Committee is able to present an alternative that addresses many of the concerns, whilst also considering the impact for learners and issues raised by parents.

Proposed new transition arrangements

- 6.4 The Policy and Resource Plan debate led to a resolution 'To direct all Committees when formulating policy to take account of long-term impacts on the wellbeing of current and future generations.'

Any transition model must:

- Minimise disruption; and
- Maximise staff retention; in order to
- Preserve educational outcomes.

- 6.5 The aim of the new transition model is to provide a smooth transition for pupils adhering to the transition principles contained in the Committee's consultation document (Appendix 3) but also to reduce uncertainty for staff in order to maximise staff retention.
- 6.6 Under the proposed new transition arrangements the Headteacher designate of the new secondary school would be appointed by September 2019. The lead roles for the Sixth Form College and the Further and Higher Education Institute would also be advertised at this time and appointments made on a designate basis. There is no operational merger of two schools until the new school opens (planned for 2021) and La Mare De Carteret High School and the Grammar School cease to operate. So all other staff retain their current positions until September 2021 with natural wastage opportunities taken by the States of Guernsey in discussion with the Headteacher to merge faculties and align 11-16 operations between the two schools in preparation for the new operation from September 2021.
- 6.7 In 2020 other designate appointments are made to the new secondary school on La Mare de Carteret site ahead of moving into the new buildings. Concurrently, appointments will be made to the Sixth Form College (to operate on Les Varendes) and the Further and Higher Education Institute (to operate on Les Coutanchez and Les Ozouets with effect from September 2021, and then on Les Ozouets only when the workshop facilities have been rebuilt). Under the

new transition model, all posts at the new secondary school, the Sixth Form College and the Further and Higher Education Institute would be advertised in 2020 and appointments made on a designate basis.

- 6.8 A separate document is being prepared for staff but the main change compared to the July 2017 Transforming Education proposals is the timing of staffing changes which will now become effective from September 2021 for all staff, rather than a two stage approach in September 2019 and September 2024.
- 6.9 The Sixth Form College will operate as a 14-19 establishment until July 2023, therefore the selective years 10 and 11 at Les Varendes from September 2021 will be taught by the teaching staff of the Sixth Form College, if necessary supplemented by staff from the new secondary school to ensure continuity for these learners. The sixth form already has almost 450 learners and other full-time applied general and technical courses will move to Les Varendes so these 150-160 14-16 year olds will be part of a vibrant 14-19 learning environment of over 900 students. They will transition once between the Grammar School and the Sixth Form College, but their transition will take place at 14 rather than 16 and they will remain on Les Varendes site to as closely as possible reflect the experience of other cohorts of selected students.
- 6.10 Students will be educated on the same school sites as proposed under the original transition model.
- 6.11 In September 2019, the La Mare de Carteret secondary school will take no year 7 pupils, and those learners in the La Mare de Carteret catchment will go to Les Varendes site in a non-selective intake. These pupils will transfer as a whole year group to the new secondary school at the end of year 8 (as a contingency plan this year group could transition at the end of year 9, but this is not anticipated to be necessary if all building work is completed on schedule).
- 6.12 In September 2020 the Grammar School will have no year 7 and La Mare de Carteret will take an enlarged year 7. It is intended that this will not be a full 8 form entry year 7 as this year group (the current year 4) is relatively small at those primary schools due to partner the new secondary school. This would leave some space at La Mare de Carteret as a contingency in the event that the new building was not available on schedule, so that the September 2021 intake to the new secondary school could still be accommodated with a small amount of temporary accommodation.

- 6.13 From September 2021 pupils from four to six primary schools will transfer into each secondary school. The following primary schools will link into the following secondary schools:-

Primary School	Secondary School
Castel	Les Beaucamps High
St Martin's	Les Beaucamps High
Forest	Les Beaucamps High
Notre Dame du Rosaire	Les Beaucamps High OR New secondary school (current La Mare de Carteret site)
La Houquette	New secondary school (current La Mare de Carteret site)
La Mare de Carteret	New secondary school (current La Mare de Carteret site)
Vauvert	New secondary school (current La Mare de Carteret site)
Hautes Capelles	New secondary school (current La Mare de Carteret site) OR St Sampson's High
St Mary and St Michael	New secondary school (current La Mare de Carteret site) OR St Sampson's High
Vale	St Sampson's High
Amherst	St Sampson's High

- 6.14 Places will be confirmed in the first half of Year 6 for children who are out of catchment at their primary school or where a primary school links to more than one school (i.e. Hautes Capelles, Notre Dame du Rosaire and St Mary and St Michael). There was strong feedback that children who are out of catchment at primary school should transfer into secondary school with their primary school peers and also a request for the Committee to consider all pupils from Hautes Capelles and the voluntary schools attending the same secondary school. We have modelled various feeder scenarios for Hautes Capelles and the voluntary schools and have concluded that this may have been possible under 20 forms of entry (with St Mary and St Michael going to St Sampson's, Hautes Capelles pupils attending the new secondary school and Notre Dame attending Les Beaucamps), but this isn't possible with 19 forms of entry and a five form Les Beaucamps. Even with six forms of entry at Les Beaucamps, the numbers are tight and are dependent on the geographical distribution of pupils moving to the Grant-Aided Colleges between years 6 and 7. Splitting these primary schools across two secondary schools means that in the event of secondary schools being oversubscribed, there is a much greater likelihood of children transferring to secondary school with several of their primary school peers. In determining which of the two secondary schools listed in the table pupils at Hautes Capelles and the voluntary schools would attend, Education Services would take into consideration factors such as school capacity, siblings and

distance to alternative schools, which would be set out in the Committee's admissions policy.

- 6.15 There would be a transition period from 2019 to 2023. The transition in 2019 and 2020 would result in a slightly different admissions policy to year 7 in these years as follows:

September 2019

- 11 plus selection ended; this is the first non-selective Year 7 secondary school intake (current (2017/18) year 5 pupils).
- All current La Mare de Carteret High pupils (and those due to start in Year 7 at La Mare de Carteret in September 2017 or September 2018) will continue to be based at the La Mare de Carteret site, although pupils will move to the new school building (on the La Mare de Carteret playing fields) when it opens. This is anticipated to be in September 2021, but a contingency plan will be in place should the build completion be delayed until 2022.
- For the September 2019 Year 7 intake a greater proportion of Hautes Capelles pupils will go to St Sampson's High. For this year group only (Sept 2019 Year 7s) St Sampson's High will take seven forms of entry and these learners will continue at St Sampson's High until they finish in Year 11. Similarly Les Beaucamps High will take six forms of entry for the Sept 2019 Year 7s.
- The new Year 7 non-selective intake in September 2019 for the new secondary school will be based at the Les Varendes site for two or three years until the new secondary school buildings are open. This intake will only be six forms of entry to ensure there is sufficient space at the Les Varendes site in 2019. There will be no Year 7 on the La Mare de Carteret site in September 2019.

September 2020

- The new Year 7 intake in September 2020 for the new secondary school will be based at the La Mare de Carteret site, initially in the old school building until the new secondary school buildings are open. There will be no Year 7 on Les Varendes site in September 2020. However, Les Varendes continues to operate as an 11-16 school with an enlarged year 8, and years 9-11.

September 2021

- Years 10 and 11 (the remaining selective intakes to the Grammar School and Sixth Form) remain on the Les Varendes sites and join the Sixth Form College which opens in September 2021 and for the first 2 years only operates as a 14-19 College.
- Those pupils who joined the Grammar School in September 2019 in a non-

selective year 7 intake join the new secondary school on La Mare de Carteret site for their year 9.

7 Impact of the proposals on learners

7.1 This section explains the implications for pupils by year group in more detail. Some fictional example families are highlighted in Appendix 8 to illustrate the potential implications of the proposals for individual learners. Please note that the proposed transition arrangements have changed since the Committee's July consultation document (Appendix 3) in response to feedback received.

- **Currently (2017/18) in Years 10-13 or at the College of Further Education (CFE)**

Learners currently in Years 10 to 13 or at the College of Further Education will have left the Grammar School and Sixth Form Centre/CFE before any changes take effect.

- **Currently in Years 8 and 9**

Learners currently in Years 8 and 9 will complete their 11-16 education at their current schools and would complete their Post-16 education at the new Sixth Form College. Current Year 9 learners will choose between the Sixth Form Centre and CFE courses for year 12, as now, but will all be part of the new Post-16 College for Year 13. It is planned that designate appointments to the Sixth Form College will be made in 2020, so care will be taken to ensure continuity for these learners between September 2020 and July 2022.

- **Currently in Years 6 and 7**

Learners currently in Year 6 will sit the 11 plus, if entered. Current catchment areas will apply. Those selected for a place at the Grammar School will remain based on that site and in their selective intake until completion of Year 11 (GCSEs). In September 2021 they will become part of the Sixth Form College which will operate as a 14-19 institution for the first two years.

- **Currently in Years 4 and 5**

Learners currently in Year 5 will be the first non-selective intake at Year 7 in September 2019 with the new partner primary school system. All Year 7s in the new secondary school catchment (i.e. transferring from La Houguette, Vauvert, La Mare de Carteret Primary and some from Hautes Capelles) will go to Les Varendes site until the new secondary school building opens. St Sampson's High will take an additional class in this year from Hautes Capelles pupils to reduce the size of the cohort at Les Varendes. Current Year 4 learners in the new secondary school catchment will move

into the old La Mare de Carteret High buildings until the new school building opens.

- **Currently in Year 3**

If the new secondary school building opens in September 2021, as planned, then this cohort of Year 7s for the new secondary school will go straight into the new building in September 2021, although a contingency plan will be put in place in case the build does not proceed as anticipated.

- **Currently in Year 2 and below**

By the time the current Year 2 reach Year 7 in September 2022, the new secondary school and new building and the Sixth Form College should be fully operational.

Current year groups are based on the academic year starting September 2017.

8 Alternative Options Appraisal

- 8.1 A long list of options was originally drawn up and included in the Committee's consultation document "Transforming Education" (Appendix 3). These were the six options originally presented to States Members at a workshop in January 2017, reduced to the three which scored the highest in terms of the preference of Deputies. It should be noted that the idea of two 11-18 schools was included by the Committee as one of the options at this workshop. It was dismissed by the Committee following feedback from Deputies at this workshop, including that it did not comply with the extant States resolution, the size of these schools and the practicalities of delivering the full sixth form curriculum to all learners over two sites.

In the Committee's proposals document and the consultation process, there were two main options. There is also the possibility of a variation to the Committee's preferred option and recommendation, Option 1. These are:-

Option 1: The Committee's recommendation:

- 11-16 and post-16 separated with greater integration of academic and vocational post-16 provision
- Three 11-16 schools
- Either 1a) a Sixth Form College and a Further and Higher Education Institute or 1b) a Tertiary College, with the former 1a) being the Committee's recommendation

Option 2: An alternative option contained in the Committee's consultation document:

- One 11-18 school
- Two 11-16 schools
- Separate College of Further Education

8.2 Option 1 is the Committee's recommendation for educational, practical, and financial reasons. The financial appraisal is discussed in section 9. Other arguments are explained here.

Option1a Sixth Form College and Further and Higher Education Institute

Equality of Opportunity

8.3 The Committee is confident that its proposals for a modern and dynamic Sixth Form College will provide equality of experience and opportunity for full-time students. It will maintain the high quality outcomes that are expected by parents and students within a structure that is inclusive and appropriate for the Guernsey context. At 16 students will choose between full-time 16-19 study at the Sixth Form College or entering a workplace environment either full-time, part-time or through an apprenticeship programme. Those studying full-time will not be separated into two separate institutions according to the type of qualification that they choose to study or are deemed suitable for, as they are now.

8.4 The Committee's vision is to provide a Sixth Form College which ensures equal opportunities for student enrichment. All students would have access to a Personal Enrichment Programme, Sports' Academies and the Duke of Edinburgh Award and equal access to the support and guidance needed to enable them to progress to university or into employment. Widening participation to higher education is an important role of sixth form colleges as students' aspirations can be raised by working alongside peers with high aspirations.

Improved educational outcomes

8.5 Research evidence indicates that students in Sixth Form Colleges do better at A Level than those in both school sixth forms and FE colleges¹³.

8.6 Achievement rates from the Education and Training Foundation show that at all levels for 2015-2016 the overall achievement, retention and pass rates for 16-

¹³ Meschi, E.V. (2014) Post-secondary School Type and Academic Achievement. The Manchester School, 183-201

18 year olds are higher at Sixth Form Colleges than General FE and Tertiary Colleges¹⁴.

- 8.7 The majority of students at Level 3 (equivalent to A-level) enrol in year 12 on what they intend to be a two year programme. There were 362 students that started a 2 year Level 3 programme at either the Sixth Form Centre (SFC) or the College of Further Education (CFE) in 2015:

27% of these students did not complete this 2 year programme in 2017.

10% of the student restarted a Level 3 programme in 2016 either at the same institution (3%) or a different institution (7%).

6% of students went in to employment

1% of the students moved to the UK

10% of the students had an unknown destination or were unemployed at the time of leaving. (7% from CFE and 3% from SFC)

So in summary, approximately 30% of full-time Level 3 students were not retained on their original 2 year programme that ended in 2017 and a significant number of these students moved between the two post-16 organisations after Year 12 to start a new programme. That equates to approximately 100 young people, dropping out of their first year of post-16 study, with most ending up repeating a year of their education. It is therefore important to explore other and more flexible options regarding programmes of study for young people at post-16. The evidence¹⁵ suggests that some students in Sixth Form Colleges with lower average GCSE scores, who may be currently undertaking a 3 A Level programme, would have improved retention and attainment when undertaking a mixed programme of A Level and Level 3 BTEC qualifications.

Greater opportunity for learners to select from a broader range of subjects

- 8.8 A Sixth Form College would provide greater breadth of opportunity for all learners wishing to continue in their full-time education. The new Sixth Form College would ensure that all students have the opportunity to enrol on a programme that is right for them and supports the next steps they want to take towards employment, further training or university. Ensuring that all our students can access the right mix, and the right level of courses and qualifications in the first place will help address retention issues.
- 8.9 The Sixth Form College will enable a broader curriculum offer. It would provide opportunities for young people to access a wider range and variety of courses: for example the BTEC extended certificates are ideal for students who are

¹⁴ ESFA (2017, June 15th) National Achievement rates tables 2015-2016. Retrieved from gov.uk: <https://www.gov.uk/government/statistics/national-achievement-rates-tables-2015-to-2016>

¹⁵ Allen, N. (2016) Snowblind The understanding performance in sixth form colleges project report 2016. Retrieved from Sixth Form Colleges Association: <https://www.sixthformcolleges.org/publications>

interested in learning about a sector alongside other fields of study. Students could take an extended certificate in Health and Social Care alongside A Levels in Biology and Psychology, or Maths A Level alongside Engineering.

- 8.10 A flexible curriculum would provide opportunity for re-takes or moving between levels to best suit our students' needs, interests and capabilities. Subject choices within one organisation will enhance achievement.
- 8.11 All traditional existing pathways would continue to be available including A Levels, the International Baccalaureate and applied general and technical qualifications. As these would be available within the same institution it will also be possible to study a mixed program, combining a BTEC qualification, with an A Level or IB subject/s. This is shown in Figure 1:

Figure 1: Opportunities to 'mix and match' qualification pathways within the Sixth Form College

Example 1	Example 2	Example 3	Example 4	Example 5	Example 6
BTEC Extended Diploma	BTEC Diploma	BTEC Extended Certificate	A Level Subject 3	BTEC Diploma	International Baccalaureat e Diploma
		A Level Subject 2	A Level Subject 2		
	A Level Subject 1	A Level Subject 1	A Level Subject 1	Extended Project	
				Level 3 Maths	
Options: EPQ, IB Cert, BTEC Cert					

Subject choices within one organisation will enhance achievement

- 8.12 Current structures do not enable all students at post-16 to achieve their potential. Some learners leave the Sixth Form Centre with two A Levels, which offers limited progression to Higher Education. However, in the Sixth Form College, their A Level studies could have been supplemented by an applied general or technical qualification providing them with greater options for a higher education pathway.

- 8.13 Our recommendation will provide more flexible options regarding programmes of study for young people at post-16. The evidence¹⁶ suggests that some students in Sixth Form Colleges with lower average GCSE scores, who may be currently undertaking a 3 A Level programme, would have improved retention and attainment when undertaking a mixed programme of A Level and Level 3 BTEC qualifications.
- 8.14 Research evidence indicates that students in Sixth Form Colleges do better at A Level than those in both school sixth forms and FE colleges¹⁷.
- 8.15 Achievement rates from the Education and Training Foundation show that at all levels for 2015-2016 the overall achievement, retention and pass rates for 16-19 year olds are higher at Sixth Form Colleges than General FE and Tertiary Colleges¹⁸.
- 8.16 In a Sixth Form College with approximately 900 full-time learners, students would be able to select from a broader range of subjects and wider range of extra-curricular activities and additional studies.
- 8.17 Widening participation to higher education is an important role of sixth form colleges as students' aspirations can be raised by working alongside peers with high aspirations.

Focused management structure

- 8.18 These proposals allow for both post-16 organisations to focus entirely on these distinct areas of provision, ensuring that such focus is not diluted across a broad mandate. Both of these organisations would be of sufficient size to benefit from dedicated senior management teams to lead the organisations and focus on educational outcomes of its respective group of learners, which will have different requirements.
- 8.19 The Committee feels that the management of the new Sixth Form College would be able to fully focus on ensuring that the full-time education provision for 16 to 19 year olds, plus their access to a full enrichment package, extra-curricular opportunities and pastoral support, is as good as it can be. These courses would be free at the point of delivery and the Sixth Form College would operate more like a school with a structured day, generally open term-time only. The ethos will be such that it will promote the increasing independence of

¹⁶ Allen, N. (2016) Snowblind The understanding performance in sixth form colleges project report 2016. Retrieved from Sixth Form Colleges Association: <https://www.sixthformcolleges.org/publications>

¹⁷ Meschi, E.V. (2014) Post-secondary School Type and Academic Achievement. The Manchester School, 183-201

¹⁸ ESFA (2017, June 15th) National Achievement rates tables 2015-2016. Retrieved from gov.uk: <https://www.gov.uk/government/statistics/national-achievement-rates-tables-2015-to-2016>

learners whilst continuing to provide the pastoral support of a school environment. Full tutorial support would be available.

- 8.20 There would be a very different ethos and culture in the Further and Higher Education Institute which would need to be more responsive to employer needs, have more of a commercial focus and deliver the requirements of the skills strategy. The management of the Further and Higher Education Institute would need to focus on providing or commissioning courses and bespoke training. In many cases they would be charging a fee to attend these courses and so the focus would be on income generation as well as being responsive to employer needs. The Institute would operate year-round and would not be restricted to school opening hours or term dates.

1b with Tertiary College

- 8.21 A tertiary college would be responsible for delivering all Sixth Form Centre provision and all College of Further Education courses, together with those currently provided by the GTA University Centre and Institute of Health and Social Care Studies, within one institution. This institution would have several thousand student enrolments presenting some real challenges for its single management team and is a massive change from the current educational structure in Guernsey. It is questionable whether there would be able to be the level of focus and clarity of purpose for management in a tertiary college, despite efforts to separately 'brand' each area of provision. The Committee wishes to preserve a personal and friendly environment of a single focussed full-time Sixth Form College
- 8.22 The culture and ethos of a tertiary environment is less formal than that of a Sixth Form College. The Committee believes that parents/carers prefer the more structured 'school-type' supervised environment that provides a stepping stone transitional phase between school and work or Higher Education.
- 8.23 This option does not meet the principle of improving education outcomes as General Further Education and tertiary colleges have the lowest outcomes of all proposed models (as referenced in paragraph 8.6). In addition, the Committee feels there would be a strong benefit in delivering the focused management structure described above which would not be met in a traditional tertiary model.

Option 2. 1 x 11-18 school, 2 x 11-16 schools and a separate College of Further Education

- 8.24 The difficulties of this model were explored in the Committee's July consultation paper (Appendix 3). One 11-18 school (at Les Varendes) and two 11-16 schools at St Sampson's High School and Les Beaucamps does not meet

the Committee's principle of equality of opportunity. The Committee's consultation document, "Transforming Education" also raised a question over whether this model would be possible to deliver. The conclusion of this discussion is that this is likely to be possible to deliver. However, the programme of work means that La Mare de Carteret High School would need to remain open until 2021 instead of 2020 with the transition of pupils delayed by one year and under this model La Mare de Carteret would need to take a year 7 intake in September 2018. It is also highly likely that the building at Les Varendes would need to be partially vacated whilst renovation and extension works were carried out between 2021 and approximately 2023. In addition, it would not be as easy to move from 19 forms of entry to 20 forms of entry in the future should the need arise.

- 8.25 This model does not meet the education principles the Committee wishes to achieve, does not meet the Committee's transition principles and could lead to a dip in outcomes due to the complexity of the transition model. It also provides less flexibility for the future than the Committee's recommendation. It is therefore not a model that the Committee recommends.

9 Resources and Implementation Plan, including Transitional Arrangements

Timeline and building programme and capital costs

- 9.1 The building programme to deliver the education estate requirements for the Committee's recommendation is attached as Appendix 7. The timescales in the programme show how important it is for the States to make a decision in 2017 in order to proceed with an implementation/opening date of September 2021 for the new secondary school and post-16 provision at Les Varendes. This would also enable the community sports facilities to be available for the 2021 Island Games and any future Games.
- 9.2 The Committee is recommending:

Recommendation 10: That the following projects will be included within The Education Estate Development Phase 1 within the current capital prioritisation cycle (2017-2020) (Estimated total cost of £74m):

- a. A new 8 form entry secondary school and, if approved under proposition 6ii) enhanced community sports facilities, on La Mare de Carteret site;
- b. Refurbishment and remodelling of Les Varendes site for post-16 provision.

Recommendation 11: That the following projects be included within the Education Estate Development Phase 2 (pipeline) and bids made during the next capital prioritisation cycle (2021 onwards) (Estimated total cost of £36m-£40m):

- a. The redevelopment of La Mare de Carteret Primary School;
- b. The redevelopment of Les Ozouets site for a Further and Higher Education Institute, including new workshop facilities;
- c. If required in the future, an extension to Les Beaucamps High School to 6 forms of entry.

Recommendation 12: To delegate authority to the Policy & Resources Committee to:

- a. Following a review of the outline business case for the new secondary school, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for the rebuild of an 8 form entry secondary school and sports facilities on the La Mare de Carteret site; and
- b. Following a review of the full business case, open a capital vote of a maximum of £52.6m for this project, including phase 1 programme management costs, funded from the Capital Reserve.

Recommendation 13: To delegate authority to the Policy & Resources Committee to:

- a. Following a review of the outline business case for the Les Varendes Site, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for its refurbishment and remodelling for post-16 provision; and,
- b. Following a review of the full business case, open a capital vote of a maximum of £21.4m for this project, funded from the Capital Reserve.

- 9.3 The capital costs for both option 1 and option 2 are attached as Appendix 6 and are only marginally different to one another under 19 forms of entry using the latest revised estimates £110m in total for option 1 and £114.5m in total for option 2. However, the revenue costs indicate that option 1 will be significantly less expensive over time which is detailed below. In addition option 2 provides no flexibility in future should pupil numbers increase, whereas under option 1 Les Beaucamps could be extended with minimum disruption to a full six form entry at a cost of £3.5m (2017 prices) and there is also potential to extend at St Sampson's. The cost of the new secondary school includes marine grade materials and compares favourably per pupil to the cost of Les Beaucamps, for which £36.8m was approved by the States.

Phase 1

£

49.6m	New 960 pupil secondary school without enhanced community sports facilities
1.0m	Enhanced sports facilities
2.0m	Project Management costs
21.4m	Les Varendes
74m	Total

Phase 2

£

17m	La Mare de Carteret Primary School
17m	Les Ozouets
2m	Project Management costs
3.5m	<i>Les Beaucamps extension, if required (not anticipated)</i>
36m-39.5m	Total

Financial modelling: Revenue implications

- 9.4 A financial model has been developed to analyse the cost implications of option 1 and option 2 over a 25 year period from 2019 to 2044. The model allows comparison between the options discussed in this policy letter to the existing 4 school model. It is noted that the risk and challenges around the accuracy of the forecast increases the further ahead the forecast looks.
- 9.5 The financial model allows for a range of pupil teacher ratios (PTR) to be used so that the impact of any changes to this ratio can be evaluated. For this policy letter both option 1 and option 2 have been modelled (post transition phase) on a pupil teacher ratio of 13:1 and 15:1 so that the impact of movement in this ratio is understood. Current average PTR is 13:1 but a PTR of 15:1 is deemed achievable across the new 3 school model.
- 9.6 The 4 school model is based on 2016 actuals (£26.66m) but assumes an increase in costs of approximately £0.8m to cater for the additional 200+ pupils from 2024 onwards. These additional costs are based on the requirement for more classroom space as well as an increase to staff numbers. The 4 school model assumes the current average PTR of 13:1 for 11-16 schools and 11:1 for the 11-18 school. Unless PTRs and class sizes increase the current 4 school model would require extra budget from P&R as pupil numbers increase. This additional funding has not been requested.
- 9.7 The below costs are the annual operating costs for each option in 2024/25 once the project has been fully implemented.

Option 1

13:1 PTR: £26.0m

15:1 PTR: £24.1m

Option 2

13:1 PTR: £27.0m

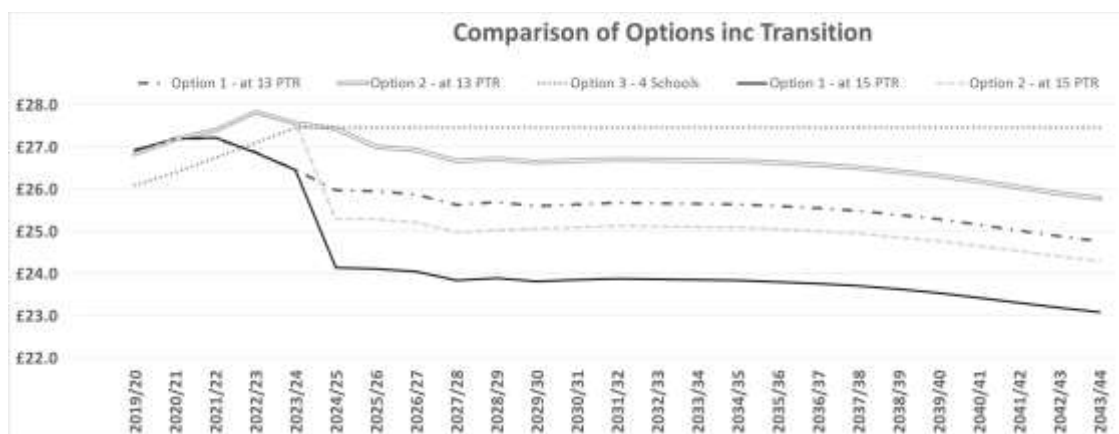
15:1 PTR: £25.3m

4 School Model

Forecast 13:1 PTR: £27.5m

- 9.8 Comparing the annual operating costs of option 1 post transition at a 15:1 PTR shows a cost saving of £3.4m compared to the 4 school model. If PTRs remained at their present level of 13:1 then the annual savings would reduce to £1.5m. Movement in the PTR has a significant impact on the numbers as total pay costs make up over 85% of secondary school costs with teachers' pay totalling approximately £12m per annum. It is expected that a PTR of 15:1 will be achievable in option 1 after the transition phase.

- 9.9 The chart below highlights the annual revenue costs of each option against the 4 school model: The recommended option 1 is the cheapest.



No inflation has been built into the financial models.

- 9.10 Further detail on the financial models and the detailed assumptions used can be found in appendix 10.

Transition costs

- 9.11 A financial model has been used to forecast the transition costs from 2019 to full implementation of the new structure in 2024. For both option 1 and option 2 operating costs will increase during the initial implementation phase to allow a smooth transition between the existing 4 school model to the proposed 3 school model. Transition costs are expected to total £2.2m (average £0.45m per annum) between 2019 and 2024 for option 1 and £2.0m (average £0.40m)

for option 2. The transition costs are incremental to the current cost base and cover additional staff and pupil transport costs. Expenditure associated with the dual running of sites has not been classed as transition costs as the College of Further Education currently operates across multiple sites. The transition costs therefore focus purely on the additional expenditure required to deliver the Committee's proposals. These are detailed in full in appendix 10 and include a uniform allowance for the pupils transferring schools between the Grammar School and the new secondary school in 2021, additional HR and workforce planning costs including training, additional transport costs during the transition period only and an allowance for designate head/principal positions to assist with the planning and preparation for September 2021. No allowance has been made for temporary accommodation should the build be delayed beyond September 2021 and, as the Committee is aiming to achieve the staffing changes through natural wastage, compensation or redundancy payments have not been included in the transition models.

- 9.12 An average PTR of 13:1 has been used in this phase for the 11-16 schools with a lower PTR of 11:1 for the 11-18 school in line with current PTR rates. It is assumed that the PTR will not improve during this phase of the project and that teaching costs will not realise efficiencies until post implementation.
- 9.13 Detailed assumptions used for the transition model are also detailed in appendix 10.
- 9.14 Many of the workforce planning elements have been costed at a high level and the Committee is asking the States to delegate authority to P&R to approve the £2.2m transition costs and a 10% contingency albeit that the Committee would have to make a business case to the Policy & Resources Committee before that funding would be approved and released. £0.75m has already been set aside in the Transformation and Transition Fund for Transforming Education Services and at least £0.6m is currently unspent. However, secondary and post-16 is only part of the education service delivered in the Island and some of this funding may be required to enable savings to be made in other areas. Hence the request for £2.5m for this project and £2.75m in total. The Committee recommends the States:

Recommendation 14: To increase the authority delegated to the Policy & Resources Committee, to approve funding from the Transformation and Transition Fund, for the Transforming Education and Training Services Programme by £2m to £2.75m in order to provide funding of a maximum of £2.5m in respect of the additional anticipated costs for the transition to the new system of secondary and post-16 education.

Net Present Value Analysis (NPV)

- 9.15 An NPV analysis on total cash flow, both revenue and capital expenditure, of each project has been prepared and is presented in appendix 9. The NPV calculation is based on forecast spend over 25 years from 2019 until 2043 with 2018 set as the base year and includes the higher costs that will be incurred during the transition phase as well as the forecast revenue savings post implementation. The NPV of each option is shown below.

Option 1

13:1 PTR: £529m

15:1 PTR: £508m

Option 2

13:1 PTR: £545m

15:1 PTR: £526m

- 9.16 The lower the NPV the more financially attractive the option is and as per the comparison of the post implementation annual revenue expenditure above, option 1 calculated at a 15:1 PTR is the most financially attractive model. Option 2 at a 15:1 PTR and option 1 at a 13:1 PTR have a broadly similar NPV calculation of £526m and £529m respectively.

Potential for achieving further revenue savings

- 9.17 The Committee's preferred option allows for the potential for further economies of scale to be achieved between the GTA, Institute of Health Studies and the Further and Higher Education Institute elements of the CFE in line with PwC's recommendations. These savings have not been included in the financial modelling and will be explored in more detail when the Committee returns to the States in March 2019 with a policy letter setting out how the Further and Higher Education Institute will work in partnership with the Institute of Health and Social Care Studies and the GTA University Centre, including a co-designed governance model. It should be noted that the consolidation of the post-16 provision currently offered by the College of Further Education onto the Les Varendes and Les Ozouets sites is dependent on a further £17m being available in the next capital prioritisation cycle for the workshop and technical facilities at Les Coutanchez Campus to be rebuilt on Les Ozouets Campus. However, the financial modelling does not assume that these savings are realised until 2024.

10 Conclusion

There are a number of reasons why the Committee *for* Education, Sport & Culture wants to transform secondary and post-16 education but the number one reason is to **improve educational outcomes** for all our children and young people.

The recommendations set out in this Policy Letter support the overall vision

and strategic outcomes of the Policy & Resource Plan. They ensure that every young person has **equality of opportunity** to access a broad, rich, engaging, challenging curriculum that enables them to reach their full potential. They are inclusive and provide an efficient and effective structure that meets the needs of the island both now and in the future.

The Committee acknowledges that change of the level we are proposing is not easy. It is directed by the States to move from 4 to 3 secondary schools and for an all-ability system to replace selection at 11. The Committee is directed to consider how post-16 education should be provided and the optimal use of the education estate to deliver this. The recommendations meet these instructions.

The Committee has taken this opportunity to design a structure that takes the best from elsewhere but sets it in a context that is right for Guernsey.

These recommendations will **positively** transform the way our children and young people are educated.

The best interests of our children and young people and inclusion for all are at the heart of these plans.

Recommendation 15: To note that the Committee *for* Education, Sport & Culture is committed to an inclusive system of education, ensuring that all children and young people have equality of opportunity to achieve their potential. All the proposals outlined in this policy letter support the aims of the Disability and Inclusion Strategy and comply with the UN Convention on the Rights of Persons with Disabilities.

11 Propositions

The States are asked to decide whether they are of the opinion: -

1. That full-time 16-19 education should be separate from 11-16 education, with A levels and International Baccalaureate qualifications delivered alongside full-time vocational, applied general and technical courses.
2. That mainstream States secondary schools should be a minimum of 600 pupils and a maximum of 1000 pupils aged 11-16 in line with research on optimal secondary school size.
3. That 11-16 education should be provided on three secondary school sites from September 2021 or as soon after as practical, with a transition period between September 2019 and September 2023.

4. That post-16 provision should be located on Les Varendes site (current Grammar School and Sixth Form Centre) and the Les Ozouets Campus of the College of Further Education.
5. That the three secondary school sites should be Baubigny, Les Beaucamps and a new secondary school on the current La Mare de Carteret site.
6.
 - i That a new 8 form entry secondary school should be built on La Mare de Carteret site.
 - ii That enhanced sports facilities should be included as part of this development.
 - iii That a new La Mare de Carteret Primary School should be built on La mare de Carteret site subject to prioritisation in the next capital prioritisation cycle (from 2021).
7. That post-16 provision should be organised as follows:
 - i. A Sixth Form College on the Les Varendes site offering full-time courses (including A Levels, International Baccalaureate and full-time vocational, applied general and technical courses) predominantly aimed at 16-19 year olds; and
 - ii. A Further and Higher Education Institute on the Les Ozouets Campus offering apprenticeships, further and higher education, and part-time courses.
8. That the Committee *for* Education, Sport & Culture should return to the States by March 2019 with a policy letter setting out how post-16 provision will work in partnership with the Institute of Health and Social Care Studies and the GTA University Centre to become the Guernsey University College, including a co-designed governance model.
9. To delegate authority to the Policy & Resources Committee to provide funding from the Capital Reserve for a feasibility study of the Les Ozouets Site and to develop a plan for that site, which includes any synergies identified in Proposition 8, and for that plan to be presented to the States by March 2019.
10. That the following projects will be included within the Education Estate Development Phase 1 within the current capital prioritisation cycle (2017-2020) (Estimated total cost of £74m):
 - a. A new 8 form entry secondary school and, if approved under Proposition 6ii) enhanced community sports facilities, on La Mare de Carteret site;
 - b. Refurbishment and remodelling of Les Varendes site for post-16 provision.

11. That the following projects be included within the Education Estate Development Phase 2 (pipeline) and bids made during the next capital prioritisation cycle (2021 onwards) (Estimated total cost of £36m-£40m):
 - a. The redevelopment of La Mare de Carteret Primary School;
 - b. The redevelopment of Les Ozouets site for a Further and Higher Education Institute, including new workshop facilities;
 - c. If required in the future, an extension to Les Beaucamps High School to 6 forms of entry.
12. To delegate authority to the Policy & Resources Committee to:
 - a. Following a review of the outline business case for the new secondary school, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for the rebuild of an 8 form entry secondary school and sports facilities on the La Mare de Carteret site; and,
 - b. Following a review of the full business case, open a capital vote of a maximum of £52.6m for this project, including phase 1 programme management costs, funded from the Capital Reserve.
13. To delegate authority to the Policy & Resources Committee to:
 - a. Following a review of the outline business case for the Les Varendes Site, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for its refurbishment and remodelling for post-16 provision; and,
 - b. Following a review of the full business case, open a capital vote of a maximum of £21.4m for this project, funded from the Capital Reserve.
14. To increase the authority delegated to the Policy & Resources Committee to approve funding, from the Transformation and Transition Fund, for the Transforming Education and Training Services Programme by £2m to £2.75m in order to provide funding of a maximum of £2.5m in respect of the additional anticipated costs for the transition to the new system of secondary and post-16 education.
15. To note that the Committee *for* Education, Sport & Culture is committed to an inclusive system of education, ensuring that all children and young people have equality of opportunity to achieve their potential. All the proposals outlined in this policy letter support the aims of the Disability and Inclusion Strategy and comply with the UN Convention on the Rights of Persons with Disabilities.

The above Propositions have been submitted to Her Majesty's Procureur for advice on any legal or constitutional implications in accordance with Rule 4(1) of the Rules of Procedure of the States of Deliberation and their Committees.

12 Committee Support for Propositions

In accordance with Rule 4(4) of the Rules of Procedure of the States of

Deliberation and their Committees, it is confirmed that the propositions above have the unanimous support of the Committee with the exception of 6ii and 6iii and 11a which Deputy David De Lisle does not support.

Yours faithfully
P R Le Pelley
President

C P Meerveld
Vice-president

D de Garis De Lisle
A C Dudley-Owen
N R Inder

Appendix 1: Previous resolutions
Appendix 2: Bailiwick of Guernsey Curriculum: The Big Picture
Appendix 3: Transforming Education July 2017 Consultation Document
Appendix 4: School population projections
Appendix 5: Plan on a page: summary diagram of proposals
Appendix 6: Capital costs
Appendix 7: Programme of work
Appendix 8: Personas: Examples of transition for pupils
Appendix 9: Financial modelling
Appendix 10: Financial assumptions