



# Committee for Education, Sport & Culture

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## **Committee for Education, Sport & Culture Response to 'Alternative Model'**

**10/01/2018**

### **Introduction**

The Committee *for* Education, Sport & Culture (CfESC) commends the group of Deputies for taking the time to prepare their alternative model but is extremely disappointed at the lack of detail included in the report.

The Committee's recommendations are detailed, costed, evidence-based and ready to go. They provide equality of opportunity for all children and young people and the Committee is confident they will not only deliver improved educational outcomes but will also provide flexibility for the future and make efficient and effective use of resources.

The Alternative Model was finally published on 27<sup>th</sup> December and the Committee notes it has only had a matter of a few days to fully review the proposals when the authors have had many months to pick apart the Committee's recommendations.

The Committee has provided a separate summary of its review of the Alternative Model along with this full response.

### **Overview of Alternative Model**

Under the Alternative Model, parents, pupils and staff do not know which schools will close, when they will close or where pupils will transfer to. States members are being asked to support this alternative model without knowing how much it will cost, which school sites will effectively need to be doubled in size, how or when this building work would take place. There is no transition plan for students, no transition plan for staff, no recognition of the additional resources that will be required to manage such a major staff redeployment project. There has been no public consultation; parents remain completely in the dark about what will happen to their child's education under this alternative model and, even if the States supports this, that uncertainty will remain for many months, if not years to come.

The authors claim that their model is based on educational policy and educational outcomes yet the report is effectively silent on both. What is the educational benefit to 16-19 year olds of splitting the current Sixth Form Centre over two sites? Para 2.7 of the report states "The CfESC model tries to create divisions where there are none and should be none" and the end of Para 2.8 "There is nothing to suggest they [the proposals] would lead to better educational outcomes." These statements apply equally to the alternative model proposal to split the Sixth Form Centre and operate sixth form provision across two sites. The report on the Alternative Model contains many inaccurate and misleading statements, which it does not substantiate with evidence.

The authors claim that the Bailiwick needs more, and future generations of students deserve better, yet goes on to recommend more of the same:

- No change to the College of Further Education (CFE) which is currently overspending its budget alongside the absence of a strategic business plan.
- The continuation of 11 to 18 education but only for those following an 'academic' pathway. Those following a vocational route would have to leave school at 16.
- No equality of opportunity.
- No parity of esteem between the different pathways.

The authors claim their model provides choice but this choice is extremely restricted and will not provide equality of opportunity due to the small size of the two sixth forms, even if they are federated. Choice to remain at school will not be extended to those who do not achieve the required grades to remain at their school at age 16 and therefore not everyone will receive the full 11-18 school experience.

The Alternative Model recommends schools that may not be large by UK standards but which are way beyond what the island community of Guernsey is used to – between 1200 and 1400 in a single school with all the associated space issues, traffic problems and the need to effectively double the size of two of our school sites. The authors propose a structure with little or no flexibility for the future should pupil numbers go up or down and one that ignores the efficient and effective use of resources, including existing buildings.

They describe the CfESC's recommendation as an 'uninspiring vision' yet all the alternative model proposes is more of the same as what we have now – certainly there's nothing inspiring about their proposals.

They claim their Alternative Model represents 'genuine transformation' – yet it continues to propose the same structure we have now, just in fewer, larger schools.

The Alternative Model report states 'students deserve better' – the CfESC wholeheartedly agrees. But how can 'better' be more of the same? There is no evidence that their model is better, there is no detail, nothing on outcomes and it's all going to cost more (but that doesn't appear to matter!)

The CfESC has been clear about the principles underpinning its transformation and driving its recommendations. These principles support the strategic outcomes of the Policy and Resource Plan.

The CfESC would ask:

Where is the States-agreed principle 'Equality of opportunity for all to achieve their potential' within the Alternative Model?

Where is the States-agreed principle 'sustainable public finances' within the Alternative Model?

The Alternative Model is also in direct contradiction to the extant States resolution '*That 11 to 16 education in the States' sector shall be provided in three schools, ideally of a broadly comparable size but in any event of a size capable of securing equality of opportunity for all students*', which came about through an amendment led by Deputy Gavin St Pier and supported by two of the authors (Deputies Dorey and Fallaize) approved by the Assembly in March 2016.

The overriding consideration must be our children and young people and their educational outcomes.

The CfESC provides the following detailed response to the Alternative Model proposals. It will respond to each section in turn.

### **3. Schools in the post-selective era**

In line with Deputy Le Pelley's commitment made as part of his successful bid for election as President of the CfESC, the Committee agreed to ask the new Assembly to ratify the decision on whether to move to an all-ability system of secondary education.

This was no surprise to the Assembly as various members had already stated they planned to bring a Requete on the issue if the Committee did not bring it back to the new Assembly. The Committee made it clear that it would support any decision taken by the States and move forward with whatever mandate was given.

The clear mandate given to the Committee was to deliver an all-ability system of secondary education in line with the March 2016 resolution *'that 11 to 16 education in the States' sector shall be provided in three schools, ideally of a broadly comparable size but in any event of a size capable of securing equality of opportunity for all students'*.

The authors of the report make much of the fact that the CfESC sought to ratify the decision of the previous States with regards to selection at 11, but then proceed to completely ignore the resolution to provide 11-16 education in three schools when proposing the Alternative Model.

In paragraph 3.1.3 the authors state: *'Under the CfESC plans not all students will attend all-ability schools until September 2023'*. Yes this is true but ignores the fact that from September 2019, in line with the States resolution, all young people entering secondary education will be in an all-ability year group with each year 7 group from 2019 split across three school sites each year (so each all ability year group at each school will have at least 100-120 pupils; therefore, on a year group by year group basis, complying with CfESC's recommendation on optimal school size immediately). Also they will start their secondary education with the same cohort of pupils that they will be educated alongside until they complete their GCSEs. Unless the States wishes to renege on previous promises, ignore the previous States resolution and move existing students who were previously selected for a place at the Grammar School into other schools to create 'all-ability' cohorts then this will continue to be the case. The Alternative Model is silent on plans to retain, or otherwise, a selective place for those at the Grammar School or who will start there in September 2018. Most importantly, the Alternative Model does not include any plan for pupil transition and so it is impossible to compare with the CfESC recommendations and it is difficult to see how these same principles could be met under the alternative model.

Under the alternative model it is most likely that in September 2019 the Year 7 intake would be split across 4 sites/schools with less than 100 pupils at some sites. The building work for the alternative model could not be ready by September 2022 so when these pupils reach Key Stage 4, they would still be split across four sites. In order to be able to offer separate sciences, languages etc to this number of pupils across four sites the heavily criticised federated model presented to the States in March 2016 would need to be adopted (one school across four sites). This was precisely the model that Deputy Fallaize argued so strongly against in March 2016. To quote Deputy Fallaize from Hansard... *"They have not been able to persuade me that one school on four sites is going to work. Not at all"* and later he said, *"... Students will, perhaps by their own choices, tie themselves to their sites ...and they will have restricted opportunities."* This latter comment could now be applied to one sixth form spread across two sites.

Deputy Fallaize also quoted a senior leader from one of the schools:

*'At the moment in the relatively small schools it is possible to provide a sufficiently broad and balanced curriculum because none of them need to provide for the full spectrum of pupils in terms of academic ability. However...'*

*‘..I do believe the removal of selection is simply incompatible with any four school model, with or without a federated approach. In order to provide the best possible curriculum provision, differentiated learning and additional support for a comprehensive intake, I believe we would need an absolute minimum school size of 600 and an ideal size of 720 or 840.’*

This equates to at least 120 pupils per year group, i.e. The ESC proposals will deliver this for the year 7 intake from September 2019. The alternative model does not. Yet para 3.1.5 of the Alternative Model report says that in practice, in terms of the experience of students and parents, the substantial differences between the CfESC Model and the Alternative Model may not be felt for several years. This is not true as there will be a difference in experience for the current year 5s in terms of the number of courses that will need to be federated at key stage 4 during the transition.

For next year, Secondary Heads have decided that they do not want to offer any federated courses. This is because:

- They are expensive and do not offer value for money
- They involve travelling time for students and staff and therefore disruption to learning
- Several senior teachers who attended the public consultation at the Grammar School and Sixth Form Centre raised their serious concerns about not having the member of staff on the same site as the student as detrimental to learner outcomes and experience. This is proven by the outcome data from the federated courses and may well impact on the learner outcomes at KS5 also
- Schools don't own the results or welfare of students who are not in full time attendance at their school
- Concerns were raised by the curriculum leads on federated courses in 2016. The outcomes for the learners in 2017 were of concern, as many learners did not achieve expected targets.

The CfESC made a very clear commitment to ensure that our children's education is not adversely affected as we move to its recommended new structure for three 11-16 schools. These were clearly articulated in the Committee's proposals document published in July and include:

- Best interests of students and staff at its core
- High quality communication
- Provision of a safe and high quality learning environment appropriate to the delivery of the curriculum – (minimising disruption caused by temporary accommodation, building sites, run-down buildings)
- No more than one additional school move per child and not in consecutive years
- No move between Years 10 and 11 .i.e. during Key stage 4
- Keep school and year group cohorts together wherever possible
- Staff recruitment and retention is a key risk and we will endeavour to minimise this risk as much as possible
- Curriculum and pastoral continuity will be maintained
- Commitment to retain current Grammar School pupils and those due to start in September 2017 and September 2018 in their selective intakes
- Introduction of a partner primary school system with minimum disruption to current catchments
- All students to move into the new building at the same time
- Contingency plans in place in case the new school building on la Mare de Carteret site is not ready for September 2021

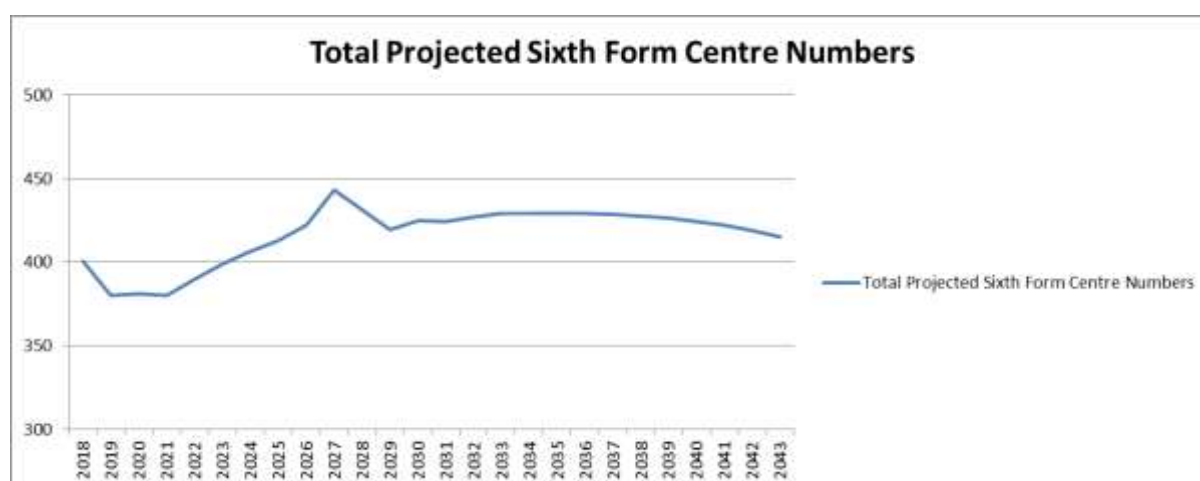
There appears to be no similar principles enshrined in the Alternative Model and so parents can have no certainty that the needs of their children will be at the forefront of any transition to a two-school model.

The Alternative Model is also silent on the proposals to rebuild the La Mare de Carteret Primary School, as recommended by CfESC (Proposition 6 iii of the Committee's Policy Letter), extending the uncertainty surrounding the restructuring of Secondary and Post-16 education to parents and staff associated with this thriving primary school.

### **3.2 Size of schools and year groups**

The CfESC is pleased that the Alternative Model is based on the same projected pupil numbers although notes that there is no flexibility within the one school two site model for possible further increases in the pupil population, unlike the CfESC's recommendations which still allow future expansion of schools (e.g. Les Beaucamps) should this be necessary in the future.

More worryingly, should the pupil population decrease then numbers in the two sixth forms proposed in the Alternative Model would be extremely low and potentially unviable. The following data was provided to the four Deputies who developed the alternative model.



As was explained, please note this purely assumes a continuation going forward of numbers into the current Sixth Form Centre based on the percentage of the year 11 States cohort averaged over the last 4-5 years. Any potential changes to curriculum, admission requirements, movement in and out of the Grant-Aided Colleges or between CFE and sixth form, retention rates or the move to linear A-levels have not been considered. The average for the last 5 years of those in the States sector in Year 11 attending the Grammar School Sixth Form is 0.53 (53%), but this is highly variable (0.44-0.62). Over the last two years only the numbers from the Grammar School and High Schools appears broadly consistent, but there is a 10% difference in other students entering year 12 (for example from the Grant-Aided Colleges, Alderney, UK, students repeating a year, etc). The central projection results in a sixth form centre capacity requirement of approximately 400-450, but it is possible that there could be significant variations.

There is a risk to viability of two school sixth forms if school population numbers decrease or if fewer students move back into the States sector at 16 at some point in the future (In England the

Government has set the minimum number of students for new sixth forms to 200 based on the relationship between sixth form size and performance with larger sixth forms performing better)?<sup>1</sup> The numbers at each of the two school sixth forms are only projected to be approximately a little over 200 students and between 2019 and 2022 are projected to fall below this. Although the modal value is 429, the mean and median from 2018-2043 are much lower (the mean is 416, so each sixth form would have, on average, 208 students). They would each be smaller than the joint Elizabeth and Ladies College sixth form (within walking distance) at the same time as trying to deliver a wider curriculum offer, so the only viable option for two school sixth forms in the States sector is to federate them. However, given the problems of federation identified, why split the Sixth Form Centre in the first place? CfESC's proposals for a stand-alone Sixth Form College are more logical in this respect.

The authors make much of the difference in size of the three schools being proposed by the Committee. The Alternative Model quotes a statement from the National Education Union 'the discrepancy in the proposed sizes of three secondary schools may lead to inequality of educational provision and opportunity.'

The Committee would direct members to a statement from another Professional Association – the NASUWT which stated publicly:

*"We do have concerns, however, that amendments may be made to pursue an entirely different structure, a strategy which would lead to yet more delays, uncertainty and disruption and adverse consequences for recruitment and retention. There is a danger that the comprehensive ethos running through the proposals could be undermined.*

*"Going back to the drawing board would result in millions of pounds of additional unnecessary expenditure, money that would be much better spent on the education of children.*

*"The NASUWT hopes that deputies will reject any amendments that could lead to such negative consequences for teachers and pupils."*

It is important to remember the wording of the States resolution which has guided the Committee's recommendations:

***'that 11 to 16 education in the States' sector shall be provided in three schools, ideally of a broadly comparable size but in any event of a size capable of securing equality of opportunity for all students'***

It should be remembered that under the Committee's recommendations 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' (paragraph 3.58 Policy Letter).

The authors of the Alternative Model provide no evidence that the size of schools being proposed by the Committee will not deliver 'equality of opportunity'.

The authors suggest that under their two school model it was 'possible that both sites would have nine and a half forms of entry per year'. This shows a real lack of understanding of how school admissions are managed. A 9 1/2 form entry school would effectively have nine forms in one year

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<sup>1</sup> Bigger is better for sixth forms FE Week Sep 23, 2016 <https://feweek.co.uk/2016/09/23/bigger-is-better-for-sixth-forms/>

and ten forms in another year. Should this be approved then entry requirements based on partner primary schools or catchment areas would need to vary year on year as either 9 forms or 10 forms of entry are implemented. The section on admissions and confirmation of places in Year 5 also demonstrates a significant lack of understanding of how the admission process operates and the relationship to the Grant-Aided Colleges. The alternative model admissions proposals are impractical unless the States system retains significantly greater excess spare capacity, which would not be efficient or cost effective.

In reality under the Alternative Model one school would need to be 9 form – so 1080 (plus sixth form of approx. 200-225 so total capacity of approx. 1300) and one would be 10 form – so 1200 (plus sixth form of approx. 200-225 so total capacity of approx. 1425). So there is a potential size difference between these schools of around 125 students – the same difference between the proposed sizes of Les Beaucamps and St Sampson's High under the three-school model.

The CfESC is unsure where the claim in 3.2.6 that there could be 60% more students at La Mare de Carteret than Les Beaucamps. Should both schools be at capacity (which is extremely unlikely) the difference would be between 45 and 50%.

In all the assumptions for the Alternative Model it appears that the two sixth forms would be the same size. The CfESC questions whether this would be the reality as because the sixth forms are so small they would not both be able to offer access to the same choice of qualifications and so one may be more popular in one year than another – for example only one would offer the IB qualification yet all sixth formers would have the right to choose to study this. It also assumes that an equal proportion of 16 year olds at each school will choose an academic pathway for post-16 education (or secure the exam passes necessary) staying on at school rather than moving to the CFE. Of course it is extremely likely that this will fluctuate greatly year on year so leading to unbalanced numbers in each sixth form year on year. (Around 50% of young people currently choose vocational pathways).

The CfESC questions whether students would be expected to move schools to even up the numbers in the two sixth forms? And if so, how would this be managed whilst still retaining the element of choice for students? So, for example, if 10-15 extra students wish to study the IB from the school site not offering the IB and so transfer sites at Sixth Form, would a similar number of students be expected to transfer the other way or would it be acceptable and practical for the two sixth form sites to differ substantially in size and would this still lead to equality of educational opportunity or become a disadvantage to those in the smaller sixth form (who may have to transfer school sites more often during the week than those students based in the larger sixth form?) At this stage the answer is likely to be that we don't know, but it is a significant risk and undermines the arguments for splitting the sixth form across two sites in the first place. This is not an issue in the Committee's recommended Sixth Form College will be flexible enough to accommodate changes in student numbers whilst maintaining the curriculum offer.

There also appears to be no plan for how Alderney students or those wishing to move from the Grant-Aided Colleges (Blanchelande does not currently offer sixth form studies) will be allocated places at the two sixth forms. Which one would they attend? Would this depend on the numbers already there? Would they have first choice of a place ahead of those from the other school? There remain many unanswered questions about how these two small sixth forms would operate.

The authors also reference primary school size stating that 'many hundreds of children happily attend primary schools with around 500 to 560 pupils'. The Committee agrees which is why it feels

that these pupils will generally continue to feel happy in secondary schools that are only slightly larger. Of course some of Guernsey's primary schools are much smaller. The island's smallest primary schools are in total smaller than a single year group in one of the two-school models large secondary schools. Quite how they will feel in a school that is so much bigger in size, as is proposed in the two-school model, is also questionable.

The authors describe how within their model 'each student would be supported by a tutor who would assume responsibility for his or her academic progress, social development and well-being'. This is standard practice in all schools whatever their size and is not something unique to the Alternative Model.

The authors also state: 'One does not need to look hard to find countless OFSTED reports on larger comprehensive schools – often much larger than what is proposed in the Alternative Model – where pastoral care and student support is rated as outstanding.'

The CfESC does not dispute this. However that does not provide the reassurance that the Committee believes parents in Guernsey are looking for with regard to such large schools being proposed for Guernsey.

The Committee can also identify many examples of high performing schools, both in terms of attainment and progress that are a similar size to the three it is proposing.

### **3.3 Evidence about school size**

The references in the Alternative Model report about school size appear to focus on academic attainment rather than taking the CfESC's wider view of the term 'educational outcomes'.

There is research which advocates smaller schools for disadvantaged pupils and research suggesting that some social outcomes are better in slightly smaller schools.

We have considered this in more detail in the following section:

The report also spends considerable time disputing the evidence provided in the University College London Report commissioned by the previous Education Department into 'the impact of selective schooling and school composition, secondary school size, and academies and free schools for the Guernsey Education Department.'

The Committee would note that the University College London researchers themselves state the following in their review:

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

It is interesting to note the additional research cited by the authors of the two-school model but the Committee does not feel this additional research adds anything further to the arguments about the most appropriate size of school for Guernsey. As the UCL reports states there are many other factors



as well as school size that influence learning outcomes – the most important being the quality of its workforce and leadership.

The 2014 quote in para 3.3.8 of the alternative model talks about educational achievement only. Educational outcomes are not just about attainment.

Paragraph 3.3.8 quotes from an extensive review presented by Luyten et al (2014). CfES staff have reviewed a research paper upon which this 2014 book is based.

Luyten, H (2013) SCHOOL SIZE EFFECTS REVISITED: A qualitative and quantitative review of the research evidence in primary and secondary education

This paper by Hans Luyten also reviews other literature and states:

*“Although these optima are often specified as rather broad intervals, there appears to be a fair degree of consensus on optimal school size ranges for primary and secondary school. The estimates by Leithwood and Jantzi (2009) express this consensus well...”*

*“Several reviews confirm the conclusion that school size matters more for disadvantaged than for average students; with disadvantaged students doing better in smaller schools. Leithwood and Jantzi, (2009) propose smaller optimum school sizes, when schools have a large proportion of disadvantaged students (300 for elementary schools and 600 for secondary schools).”*

*“All studies that compare school size effects between primary and secondary schools (e.g. Lee & Smith, 1997; Andrews et al., 2002; Leithwood & Jantzi, 2006; Blank, Dumaij & Urlings, 2011) conclude that optimal class size for elementary schools is much smaller than for secondary schools. Blank et al., for example, indicates an optimum size for elementary schools in the range from 440 to 550 students, and for secondary schools 600 to 1000.”*

Importantly Luyten also says that school size seems to matter more for non-cognitive outcomes, such as social cohesions, safety, well-being and involvement.

In Luyten’s research a distinction is made between outcome variables, i.e. cognitive and non-cognitive outcome variables, and school organization variables. Cognitive outcomes refer to student achievement. The non-cognitive outcome variables included in the review relate both to students’ (attitudes towards school and learning, engagement, attendance, truancy and drop-out) and teachers outcomes (satisfaction, commitment and efficacy). School organization variables relate to safety, to involvement of students, teachers and parents, as well as to other aspects of the internal organization of the school, including classroom practices (i.e. aspects of teaching and learning). In the review school organization variables are seen both as a desirable end in itself, but also as intermediate variables.

The paper goes on to say:

*“The literature on school size tends to indicate a negative correlation between school size and parental involvement, which implies that small schools tend to have higher parental involvement. This conclusion is confirmed in a study by Dee, Ha and Jacob (2006, cited by Loveless and Hess, 2006), who concluded that “the findings provided some tentative evidence that small schools are more effective in promoting parental involvement in schools as well as engagement by the local community”.*

*“The study by Bokdam and Van der Linden (2010) looked at the way students experienced scale differences in secondary schools. They found that school size is relevant for the degree to which students find their school clearly organized and transparent, and for the quality of the contact with*

*teachers. When school size exceeded 1000, these two issues appear to suffer, and lead to less quality as perceived by students."*

#### *Truancy*

*"Bos, Ruijters and Visscher (1990) found a positive correlation between increase in school size and truancy, implying that truancy becomes more of a problem if school size increases."*

#### *Well-being at school and safety*

*"Van der Vegt, Blanken and Hoogeveen (2005) used data from the national school monitor, to study aspects of student well-being and safety in Dutch secondary schools. School size appeared to be not significantly associated with feelings of safety and feelings connected to the school. A significant positive association of school size and safety (bigger schools doing better) – also found by Mooij, Smeets and De Wit (2011) - was found with respect to the being in place of safety policies. On several other variables bigger schools did worse than smaller schools, namely: more fighting in larger schools, better relationships with peers in smaller schools and more vandalism in larger schools."*

*Lutyan states "Our review of the research literature also shows that the evidence of school size effects is relatively strong for some non-cognitive outcomes (social cohesion and participation) and less so for other outcomes (e.g. academic achievement)."*

*"All in all the available evidence indicates that small schools tend to show positive associations with non-cognitive outcomes. In this respect the available evidence shows more support in favor of small schools."*

*"The uncertainty about what changes in school size might bring about apply most strongly to academic outcomes. With respect to some of the non-cognitive outcomes (especially participation and attitudes that affect social cohesion) the findings from empirical research are more consistent. A considerable number of studies have come up with insignificant findings, but the large majority of the significant findings point to negative effects (small schools do better on these outcomes)."*

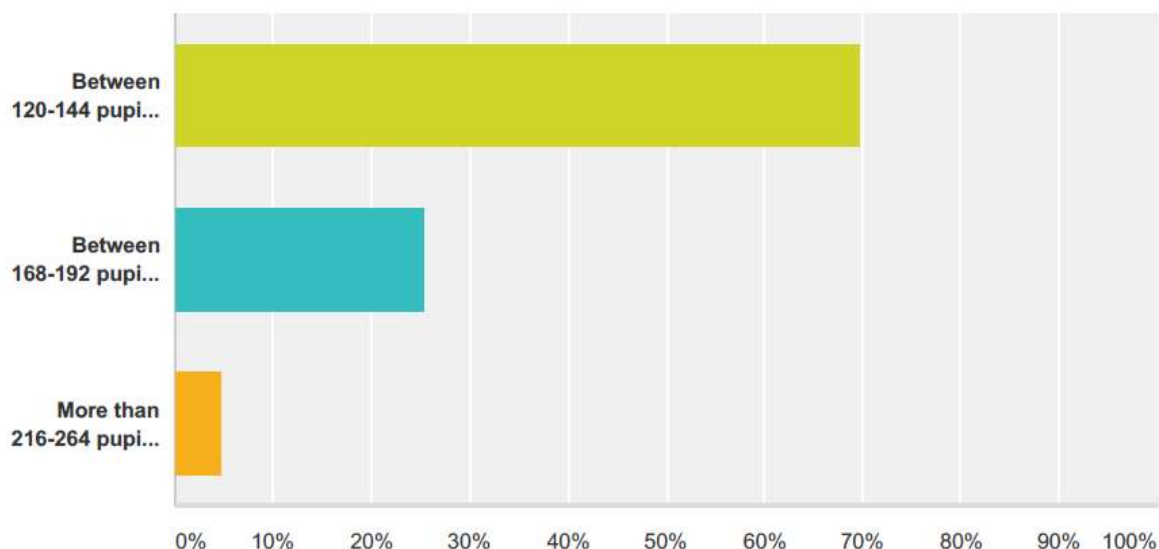
*"Increasing our knowledge of such preconditions and intermediating variables is likely to shed more light on the why and how of school size effects. At present there still is a remarkable gap in our knowledge base. Reduction (or expansion) of school size as a policy instrument seems hazardous, if it is unclear what processes are actually set in motion by changes in school size."*

So for the Netherlands they argue there is no reason to reduce (or increase) school size; this should be read in context with an earlier paragraph:

*"It should be noted that in Dutch secondary education schools often comprise several locations. The average number of students per location is approximately 750."*

The Committee feels that the major gap in the two-school model argument is any evidence of what Guernsey parents and the wider community feel about two such large schools. The previous 'Your Schools Your Choice' consultation carried out in 2015 clearly demonstrated an overwhelming view against large schools (of the size being proposed by the two-school model so between 216 and 240 pupils per year group). Here are the consultation results – 3,553 people responded to this question.

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



The above shows a strong preference for year group sizes that are in line with the Committee's recommendations for three secondary schools.

Paragraph 3.3.13 of the Alternative Model report states: 'It is instructive to consider the size of the 100 leading state comprehensives in England and Wales when measured by GCSE attainment. Nine out of every ten of these schools have more than 800 students...almost without exception these 100 leading schools also have sixth forms and one-third of them have sixth forms with 250 students or fewer.'

The CfESC would be very interested to see further evidence from the authors about how they judged these 'top 100 schools' and how these 'top schools' admissions policies, location and proximity to other secondary schools would compare with the two-school model being proposed for the unique context of our Island.

For instance – the 'top comprehensive school' in 2016, Thomas Telford City Technology College, cites the following process for admission:

The Headmaster will **select** students from within ability bands and in exercising his professional judgement will take into account the following:

- range of ability to be admitted – from 9 ability bands
- geographic dispersal of intake – broadly representative of the Wolverhampton and Telford catchment areas
- competence in Technology, Science and Mathematics – attainment and effort will be given a score in each of the subjects, extracted from the Year 5 report. Applicants with the highest score in each band of ability will be given priority
- those applicants most likely to benefit from the education on offer at the School and who have the strongest motivation to succeed.

Not quite the all-ability cohort envisaged in Guernsey's secondary schools.

Thomas Telford also offers a range of both academic and vocational qualifications at sixth form level. The school prospectus states: Thomas Telford has developed a curriculum which offers considerable breadth for students through a range of Applied, BTEC and Advanced General Certificate of Education courses.

Let's look at the second highest performing 'comprehensive school' on the list Gordon's School in Surrey. This is a non-selective state boarding school – so nothing like the schools being proposed in Guernsey.

The Cotswold School is another high performing English comprehensive school that has been cited by the authors of the two-school model as an exemplar for Guernsey. Again it should be noted that the school is generally oversubscribed – this means that more children apply for places than are awarded them. So where do they go if they are not lucky enough to secure a place? To another nearby school which may well not be as high performing or offer the same curriculum/qualifications etc. This is one of the problems inherent in the 'preference' school admissions system in England which is why citing the performance of any similar size comprehensive school by way of a comparison to Guernsey is largely irrelevant.

The Cotswold School is not an ideal comparison for the alternative model to draw upon for a number of other reasons:

- It teaches vocational studies alongside academic studies at sixth form. It offers Health and Social Care, Business and ICT vocational courses alongside A-Levels, which is proposed by the CfESC in the Sixth Form College.
- The Cotswold School also offers sixth form studies at Levels 2 and 3; again this will not be the case in the sixth forms in the alternative model, but forms part of the Committee's proposals for the Sixth Form College.
- The Cotswold School does not offer the International Baccalaureate Diploma.

Paragraph 3.3.16 notes that 'at the smallest school proposed by the CfESC there could be only half the number of sets as there could be at the sites in the Alternative Model'. Of course this is the case but the CfESC recommended school sizes will still be able to 'set students by ability as appropriate'.

### **3.4 Teachers – 11-18 opportunities**

The Committee agrees that recruiting and retaining good teachers is a pre-requisite for good schools and makes it clear in its policy letter that this remains a priority for the Committee.

There is no evidence within the Alternative Model report to support the claim that 11-18 schools are more attractive in terms of recruitment than 11-16 schools. Indeed Guernsey's Education Service has been extremely fortunate to have recruited very many excellent teachers over the years to work in all its schools – whether that be its high schools, the Grammar School & Sixth Form Centre, the College of Further Education or indeed any of its other schools and services.

We have far more teachers currently working in the 11-16 sector than the 11-18 sector.

There is simply no evidence to support the statement 'in the medium to long term, the Alternative Model, once established, would be more likely to maximise the chances of Guernsey developing, recruiting and retaining great teachers'. Perhaps the Committee's proposed smaller schools which offer a greater opportunity to secure a promoted post would be more attractive to teachers? The answer is there is simply no way to prove either claim. The Sixth Form College could equally be attractive to staff looking to specialise teaching at the higher key stages/levels.

In addition, there is currently no clear plan of how the alternative model will work regarding recruitment and redundancy. Para 3.8.8 again suggests a lack of understanding and planning and is discussed further in the section of this document on transition for staff. There are many reasons why

teachers would choose to come and work in Guernsey (e.g. work-life balance, lifestyle) – and many other reasons (such as the high cost of housing) which put them off making the move. One of the major attractions of working in Guernsey is the opportunity to be involved in the co-design of education delivery working in partnership with other schools and the education authority – e.g the recent development of the Bailiwick of Guernsey curriculum which was written by teachers for teachers.

### **3.5 One school on two sites – governance, leadership and organisation**

The Committee has been absolutely clear of its intention to provide greater autonomy to school leaders through a system of local management of schools and independent governance.

This absolutely remains a priority once the final structure of secondary and post-16 education is finally decided. The Committee would ask what would be the point in introducing a governance structure now when the system is about to undergo such significant change?

The Committee is also criticised for failing to introduce a system of local management of schools to date. Again the CfESC would ask States members to consider whether the inability of this assembly and previous assemblies to make a final decision on the structure and number of schools has impacted on the ability to deliver such greater autonomy? The CfESC is of the view that a final structure is required with leaders in place before any further devolution of power can be finalised. Also during the transition to the new model there would be benefit in central and strategic management of admissions, staff, finance and building work.

The Committee wholeheartedly agrees with the need for further devolution from the centre to schools and is happy to make a firm and unambiguous commitment to support this.

However it is interesting note that this further devolution is in direct contradiction to all other areas of the States of Guernsey where P&R have sought to centralise services and functions to realise a range of operational efficiencies.

It is perhaps also interesting to note that the main functions likely to be devolved to schools under a Guernsey local management of schools are financial management and HR – both of which are functions of P&R not the CfESC.

In paragraph 3.5.7 the authors highlight what the CfESC should focus on – ‘central government functions – for example education law, strategy and substantial policy, curriculum, funding arrangements, the accountability of schools’ performance and standards. In a small jurisdiction it may be pragmatic also to retain some services centrally, e.g. admissions, significant capital expenditure, oversight of works, and some HR advice if required for complex cases’.

The Committee entirely agrees and the above absolutely reflects the current make-up of the Education Office.

Paragraph 3.5.8 states: ‘the devolution of governance, leadership and responsibility would inevitably lead to a material reduction in the size of the Education Office – some resources would be reallocated to schools and colleges and some would be saved altogether.’ Again the Committee agrees but it would be the size of the now centralised functions managed by P&R that would reduce and some of this resource could be reallocated to schools.

The Committee looks forward to further discussions with P&R on how this can be achieved and also will be looking for support to amend the existing States accounting procedures which currently do

not support the sort of local management of school system required (e.g the ability to carry over underspends or overspends within certain limits etc).

The Alternative Model recommends a proposed single board of governors and single executive leadership team for one 11-18 school but each 'school site' shall have 'a principal and the freedom to develop aspects of their own identity and make their own day-to-day decisions.' This proposal leaves many unanswered questions about where the authority and accountability would lie e.g. who is responsible for the budget?, who recruits the staff? Does one school site get more than another? Are they in competition for resources?

It is also interesting to note that the previous Education Department's proposals for one school across 4 sites under one governing body with an executive headteacher were roundly derided by the previous States, and comprehensively defeated in favour of three 11-16 schools.

The March 2016 Billet states:

'the Department is recommending the creation of one Guernsey secondary school led by an executive headteacher reporting to a Board of Governors through a Guernsey-designed Local Management of Schools. The School and its leadership will have a significant degree of autonomy but with clear responsibility to deliver excellent outcomes within a strategic framework designed and owned by the new Committee for Education, Sport and Culture.'

Of course this was overturned by the successful amendment led by Deputy St Pier.

In paragraph 3.5.11 the authors site the importance of the closure of two school sites to be a 'collaborative endeavour' and not a 'takeover by one or two schools of other schools'. To use a phrase coined by the authors later in their report, this is 'delusional' and a challenge that should not be under-estimated. The experience of the closure of St Peter Port and the splitting of pupils between the St Sampson's and La Mare de Carteret High Schools was an example of no matter how hard you try to integrate pupils joining a new school, they always feel like outsiders.

The CfESC wholeheartedly agrees with paragraph 3.5.13 which sets out the aims and ethos of any good comprehensive school – these aims are not confined to the two schools being proposed as part of the Alternative Model and will equally apply to the three schools the CfESC is recommending.

### **3.6 School partnerships**

The CfESC and committees who went before have long tried to encourage and facilitate closer collaborative or partnership working between schools and the College of Further Education. Unfortunately this has only ever had limited success, the reality being when you have two different organisations with two different leadership teams, two different timetables, different staff contracts and a different ethos and culture it is extremely difficult. Separate governing bodies for the 11-18 schools and the CFE will also present further challenges to collaboration between these two organisations in the Alternative Model.

The Committee believes that its proposals for stand-alone organisations (3 x 11-16 schools, Sixth Form College, Further and Higher Education institute) focused on their own strategic management and distinct areas of provision, their own students, their own staff, their own budgets and their own educational outcomes stands a far greater chance of success than the Alternative Model which lacks any real detail of how this partnership agreement would work.

The Alternative Model reports makes some interesting suggestions about how the CFE could develop a teacher training offering in partnership with the school.

As they are proposing a single school, if this school was to fall below the required standards of any such training programme then the programme itself, and the teachers on it could be severely compromised.

The Committee already offers a successful graduate teacher training programme in partnership with the University of Brighton. It believes that the establishment of a Guernsey University College, as it is recommending, would offer the perfect opportunity to further grow on-island teacher training.

### **3.7 Transition to three or two schools/sites**

The Alternative Model seeks to criticise the CfESC's carefully considered and detailed transition plan describing it as 'convoluted' when in fact it has been developed to ensure that the important transition principles as previously highlighted are adhered to ensure our children's education is not adversely affected as we move to a new structure.

The authors misrepresent the CfESC's plans for retaining vibrant student numbers at the Les Varendes site throughout the transition (see section 7 of the Committee's Policy letter which describes in detail the plans for the Sixth Form College to operate as a 14-19 institution for the first two years from Sep 2021).

The Alternative Model lacks any detail of transition largely because it does not identify which two school sites will close and which two school sites would need to undergo significant expansion and extension before becoming the single school on two sites. The Committee would ask how parents would feel if their child was expected to go to a secondary school that was earmarked for closure but with no timescale for that closure? The Committee would also question how easy it would be to attract staff over an extended period of time to teach in the two schools also earmarked for closure? The Committee's proposals have taken great care to minimise the time period for change and uncertainty for staff. The authors of the Alternative Model provide no answer to these questions. The authors of the Alternative Model may be correct that decisions about sites may not affect the long-term staff structure but they will have a great effect on the interim staff structure and the ability to recruit to the Service; the interim and long-term staffing structures cannot be determined in isolation from one another as there needs to be a coherent plan from now, through the interim building programme and to the final solution.

The Committee would also dispute the assertion made that it is debatable whether parents of younger children are really pre-occupied with secondary school admissions policy. In the Committee's long experience, all parents of children, whatever their age, are concerned about the future of their child's education. How can the authors make such an assertion when parents have not been asked for their views? They have no way of evidencing this statement but it is written as if it were fact.

The Committee does however agree with the authors that 'the key objective must be to maximise excellence and opportunity for thousands of local students in States schools now or who will be in years ahead'. The Committee believes the proposals for 1 11-18 school on two sites does not provide the necessary flexibility and adaptability to cope with any future changes in either the pupil population or indeed educational policy in the future as any two sites chosen will be unlikely to be able to be extended further if required.

The Committee would also like to set the record straight regarding the assertion made in paragraph 3.7.17 that no learner transition modelling was provided by staff for their Alternative Model. The Committee explained to these Deputies that as there were 18 different permutations of the 1 school, two site model it would not be able to commit the resource to model all of these options. CfESC staff started on potentially six different transition models for just two of these 18 options. It repeatedly requested confirmation of which two sites the Alternative Model favoured, or at least which two sites it would prioritise so that a single transition plan could be developed in detail, but no further information was forthcoming from the four Deputies. Given that 30<sup>th</sup> Oct-10<sup>th</sup> November was the key period for writing the CfESC policy letter, it was not unreasonable to request for two sites to be prioritised. Yes CfESC agreed to model the transition, if the 4 deputies identified the two sites it wished to be prioritised. The commitment by CfESC wasn't to inform the choice of sites but to look at variations to the transition modelling when specific sites were identified, i.e. site specific variations in the transition. CfESC were not formally advised that the alternative model had changed to one school two sites; they learnt of this only a few days before the final publication of the Alternative Model.

The Committee notes that the alternative model states that the ending of selection and the move to two or three sites are two different timescales. Yes they are but they are heavily linked together, if the smoothest transition for pupils and staff is to be realised. For example there are at least four different transitions for the Baubigny and Les Varendes sites and two transitions for Baubigny and Les Beaucamps. The future all ability catchment for the Les Varendes sites is **not** the same in each option and varies depending on which school is the 9 or 10 Form Entry. Therefore it is not sensible to suggest that Education can just publish the new catchments within weeks of the January debate without the States making a firm decision on which two school sites will be used. Yes Education can publish a catchment map for Year 7 children in Sept 2019, but this would be likely to change again during subsequent years and what then happens regarding keeping siblings together, bus routes, etc., unless a detailed plan is worked through at the outset? How will all the building works be managed to ensure a move to one school; will all pupils move at the same time; will cohorts have to be split? What about the staff transition; can all new appointments be advertised at the same time; how will staff be deployed in the interim transition years?

Parents of pupils starting secondary school this September deserve to know and, if approved, the States needs to make a decision on the two school sites as an integral part of the decision.

Be under no illusion.

The transition for a two school model will not be implemented swiftly, efficiently, or, without significant upheaval or cost.

It is worth noting that the transition for a two school model would be substantially more challenging and conducted over a much longer period of time than for the CfESC proposal. It does not even take into account the inevitable delays incurred in acquiring additional land which would in itself prevent any design work commencing without current land owner consent.

### **3.8 Transition for staff**

Para 3.4.1 highlights the importance of good teachers and this is exactly why HR transition planning is so important.



With respect to paragraph 3.4.5, CfESC's initial plan was to federate the Sixth Form College to schools and allow teachers to teach across all key stages. However, the feedback received was that teachers didn't support federation and didn't want to move to teach across schools/sites and wanted to be available to their pupils so the staffing proposals have been worked up so that the sixth form college could be staffed completely independently.

One of the major issues with the one school two sites model is that it puts all staff in all four of existing schools in scope for redeployment.

There could be compulsory redundancies in the one school two sites model. There is potentially sufficient anticipated staff movement to move from four schools to three under CfESC timescale without redundancies but not four to two sites, one school as outlined. The financial information provides for no compulsory redundancies in the three school model, but that was considered as part of the full transition modelling and costing in the three school proposals. Treasury only modelled the end/steady state for the one school two sites, not the transition, so has not allowed for compulsory redundancies, but this does not mean that there would not be any. CfESC does not anticipate compulsory redundancies in its proposal, but would anticipate them in the alternative model. These have not been costed and, of course, would lead to greater uncertainty for staff. Redundancy pay is five weeks for every full year of employment up to a maximum of 100 weeks. The potential costs mount up very quickly when considering the demographics of our school based staff.

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

The Committee outlined the need for a review of the Education Law within its Policy Plan approved by the States on 27 June 2017.

As with the other Principal Committees the CfESC was required to set out the actions we intend to pursue over the short to medium term to fulfil the objectives agreed in phase one of the Policy and Resource Plan.

As with all Committee's we have prioritised our work in support of the States overarching visions and prioritised policies. This is what we will be held to account for.

The CfESC Policy Plan highlights that commencement and progress with the review of the Law is subject to the allocation of resources. The pace of change needs to be manageable. In simple terms the Committee simply does not have the resources currently to undertake this work, it did not prioritise it as part of its Policy Plan and the States agreed to the priorities we set. Those calling for a review of the Law now had every opportunity to amend the Policy Plan at the time if they wished.

When choosing not to prioritise the review of the Law the Committee considered whether the Law prevented any areas of the proposed transformation of the structure or secondary and post 16 education. It does not.

Whilst the Education (Guernsey) Law, 1970 includes general principles and duties, it is in the main permissive rather than prescriptive. This has allowed it to stand the test of time and in many ways it remains as relevant today as when it was first published. There is no aspect of the current Law which we can see which prevents the States or the Committee for Education, Sport & Culture from achieving its objectives. The philosophy enshrined in the Law is to allow the States to provide an education service appropriate to age, ability and aptitude.

Yes the Law includes some archaic language but the Committee believes that the Education Law should be a facilitator and remain flexible to cope with the constantly changing landscape of education.

The Alternative Model report fails to provide any evidence of how the current Education Law prevents or impedes any of the transformation being recommended and makes promises to create a new Law without any solution to provide the necessary resources that the Committee highlighted were required if this work was to be prioritised.

As previously described, the Committee has already devolved further powers and accountability directly to schools and their leaders (e.g. pilot governing body at CFE, deployment of literacy support, select and manage own staff, oversight of education otherwise than at school, management of sensory support services etc.) We are committed to continue this once a final structure has been agreed.

### **3.10 Special or additional educational needs**

The authors of the Alternative Model report state that it became clear to them that 'it is necessary to review Guernsey's approach to educating children with disabilities and special educational needs' yet their report makes no recommendation apart from confirming that parents, staff and various supporting organisations hold different views. Some wished to see a review of the location and existence of special schools whilst others were very satisfied with the present arrangements.

The Committee's approach, which it highlights within its Policy Letter, is to provide 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.

The Committee believes that this individual approach, where the placement of individual children is reviewed in consultation with parents, through professional discussion, taking into account all views (including the child where appropriate) is the best way to ensure the best educational outcomes for children and young people with special educational needs and also addresses the different view that parents and other organisations have.

The Committee also absolutely recognises the need to improve the collaboration between our special schools and their co-located mainstream schools for the benefit of the children and young people. Indeed the Committee describes in its Policy letter how it will do this and progress is already being made with closer partnership between Le Murier and St Sampson's High. The joint working between Le Rondin and Forest Primary is already well-established under the leadership of a single headteacher.

The Alternative Model also totally ignores the Committee's recommendations for a **fully inclusive** Sixth Form College. This single organisation will offer qualifications, courses and enrichment opportunities for **all** 16 to 19 year olds at **all levels** choosing to stay in full-time education. No segregation at 16 and no only being able to stay on at your school if you achieve the right GCSE results which is what the Alternative Model proposes. The Committee would seriously question how the segregation at age 16 proposed by the separate 11-18 schools and College of FE delivers an inclusive, all-ability education system.

### **3.11 Alderney and St Anne's School**

The Committee agrees that it is important that St Anne's School should be able to benefit from some of the pooled expertise and economies of scale available in any secondary school structure in

Guernsey. Our Policy Letter states that we will continue to explore with the Alderney 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 (paragraph 5.25)

However, of equal importance to the community of Alderney is retaining a vibrant and viable all-age (4 to 16) school on the island.

The Committee has been lobbied hard by residents of Alderney to make a commitment to retaining an all-age school. There is a concern that if the suggestions in the Alternative Model with respect to Alderney were to be followed, the numbers choosing to remain in Alderney for 11-16 education could become unviable.

Of course Alderney students will have the same opportunity to join the Committee's proposed Sixth Form College to continue in full-time post-16 education should they wish. The advantage of the Committee's model is that Alderney students would be starting with the same level playing field as Guernsey students – all joining the new organisation together regardless of which secondary school they attended (or indeed whatever GCSE grades they attained).

The Alternative Model makes no mention of how Alderney students would access post-16 education within their one school two sites model. Which sixth form would they attend? How would they choose? Would places be held for them? How would they feel joining a new organisation as one of only a small minority of 'new faces'?

### **3.13 Supporting Students – further considerations**

The Committee agrees with all of this section of the Alternative Model report and welcomes the opportunity to explain to any deputies interested the wealth of work being undertaken across schools and education services to support the mental health and wellbeing of all our children and young people. Indeed the new curriculum sets out how positive mental health and wellbeing forms part of the entitlement for all children and young peoples' learning.

Officers from Education Services are already actively involved in the setting up of the new Bailiwick Health and Wellbeing Commission working in partnership with Health & Social Care.

## **4. Post-16 education**

One of the fundamental differences in the model recommended by CfESC and the alternative model is that the Alternative Model unapologetically continues to reinforce existing barriers between the credibility and value assigned to vocational studies. This is short-sighted and will continue to limit the opportunity for the Island's young people to access a broader range of curriculum options to enhance their educational experience and future pathways that would be delivered in a Sixth Form College.

The Alternative Model is critical of the proposed structure of post-16 education in the Committee's recommendations, but its report does not evidence the educational benefits to learners of the proposed structure which would see academic sixth form provision split across two sites and all vocational and technical courses offered by the College of Further Education (CFE) in a separate institution. The structure of education recommended by the Alternative Model is one which continues to emphasise a lack of parity of esteem for those studying in the sixth forms and at the CFE, undervaluing vocational studies as a respected pathway to Higher Education or employment.

The Committee's proposed structure for education refuses to continue to systemically limit the sense of fulfilment and personal worth of an educational system that places greater value on those who are deemed to have achieved sufficiently to continue an academic route. Also of significance, the alternative model does nothing to address current issues relating to the retention of those students who begin an A Level or IB programme of study but end up repeating the year or moving to study an alternative course at the CFE, as well as requiring those who have been part of an 11-18 school for their secondary education to leave their school if they do not achieve the required grades to remain whilst those who achieve the required entry criteria for the sixth form would be able to continue.

**The Committee's recommendations for a Sixth Form College focus on ensuring that a broader range of pathways are available for all learners choosing to continue studying full-time at age 16. It is inclusive and values applied general and technical qualifications as highly credible and valued pathways for future progression. The Further and Higher Education Institute strategically focuses on training to support the Island's strategic skills requirements. Together these organisations move the delivery of post-16 education forward.**

Paragraph 2.6 of the Alternative Model states that 'The CfESC Model would...divide vocational and technical education between two separate organisations'. It also states (2.7) that this would 'deny many lecturers the opportunity to practice across the full range of their subject.' No further detail is offered to support this view but it is helpful to explore these statements further.

The division of vocational and technical qualifications in the Committee's proposed structure is based on student need: those choosing to remain in full-time education would attend the Sixth Form College; those in employment requiring additional skills to support their work-related learning would attend the Further and Higher Education Institute. Thus the organisations have a defined strategic focus on meeting the specific needs of the learners.

This is not in conflict with developments in the curriculum, as aligning academic and applied general qualifications is part of the Post-16 Skills Plan.

### **Recommendations for a Sixth Form College**

The Alternative Model brands the creation of a Sixth Form College as an 'unorthodox experiment' (4.6) which is misleading as Sixth Form Colleges are, and have been for some time, recognised as a highly successful model. This **will** be a Sixth Form College and as the Alternative Model states 'There is no doubt that, as a group, sixth form colleges have a reputation for high levels of attainment'.

The alternative model is highly dismissive of the research and attention to detail that has been involved in developing and recommending a Sixth Form College for Guernsey, which offers a significant opportunity to support the Island's young people in a transitional environment as they prepare for their next steps.

In 2016 performance data there were 90 sixth form colleges in the UK. These Colleges vary in size from 667 to 3,855 people aged 16-18 years old. They offer a broad range of curriculum. Outstanding sixth forms include those already referred to in the Committee's Policy Letter, together with Woodhouse College (London), which is an A Level only College, St John Rigby (Wigan) which offers courses from entry level to A Level and Alton College which offers all level courses and some Adult Education.

The Further and Higher Education Act 1992 uses the following definition to identify an institution that is a Sixth Form College.

An institution is within this subsection is-

(a) the institution is in England, and

(b) on the date on which it is proposed to be established, at least 80% of its total enrolment number will be persons over compulsory school age but under 19.

It is not the curriculum they have in common but the age that they specialise in. The Sixth Form College Association states that:

‘Sixth Form Colleges are experts in 16-19 education. Their pedagogy and pastoral care is specialised for the 16-19 age group, and colleges act as a vital stepping stone between the worlds of compulsory education, and higher education and employment. Sixth Form Colleges are Level 3 specialists, and the sector is responsible for over 20% of the A Levels sat in England each year’.

Every Sixth Form College is a different size and curriculum offer and the Sixth Form College that is recommended for Guernsey will be specific to the needs of the Island. However, it will specialise in the 16-19 age group and the majority of the provision will be at Level 3.

Contrary to the information contained in the Alternative Model, the most reliable way to look at performance in a school or college is to look at the progress a student has made rather than their attainment. 11-18 Schools that show good progress at 11-16 do not necessarily also show good progress at 16-18. Those that do perform well at both key stages are often either highly selective at A Level (asking for minimum B grades at GCSE) or they are inclusive and offer alternative qualifications (BTEC or Cambridge Technical) on site.

The Alternative Model suggests that ‘Post 16 students who need to study at lower levels may be particularly badly let down by the Committee’s proposals’ (4.6.17) and the ‘experience and research (not cited) show that they will need to spend a lot of time in highly practical working environment’. The Committee points to the lack of evidence to suggest that the above assertion in the Alternative Model is correct. Furthermore, where do the authors of the report on the alternative model find any suggestion in the Committee’s proposals that the appropriate facilities would not be provided to support learning within the Sixth Form College?

In November 2016 there were 62 students enrolled on full-time Level 1 courses at the CFE. 65% of these students achieved their qualification. In England in 2015-16, 86.5% of students studying a Level 1 Diploma in Sixth Form Colleges achieved their qualification. This provision is already being reviewed by the CFE. The Alternative Model proposal for CFE makes no changes to the current CFE to support better student achievement and success.

The CfESC proposed model allows for full time Level 1 provision at the Sixth Form College and also for traineeship or pre-apprenticeship programs at the Institute of Further and Higher Education (IFHE). There will be facilities for practical working in both institutions, but this does not mean that there will be duplication of the heavy industry and specialist equipment; the Sixth Form College facilities will be as required for the curriculum and will be similar to those currently provided within our secondary schools.

A recent report by the Department for Education on Effective practice in supporting Entry/ Level 1 provision concluded that successful providers have a 'multitude of activities, tactics and processes which combine together to provide a learning environment that supports and encouraged Entry/Level 1 students to achieve and progress'. They suggest that 'perhaps the most significant factor of all is people' and 'the systems, processes, activities and interventions highlighted throughout the report will only combine to deliver positive results if the right people are driving them'. The College has an excellent system of support through progress coaches and this model has been planned to continue in both institutions.

([https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/566749/DFE-RR614-Supporting\\_entry\\_and\\_level\\_1\\_students\\_in\\_post-16\\_institutions.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/566749/DFE-RR614-Supporting_entry_and_level_1_students_in_post-16_institutions.pdf))

In the policy letter, examples of institutions in England were given to illustrate the type of institution and the values and ethos. It would not be possible for either the Committee or the alternative model to find exact replicas as the context of Guernsey is different to that of the UK.

**The biggest advantage to students of the Sixth Form College recommended by CfESC is that it broadens the pathways that are available for them to follow in a crucial period of their lives. They will be able to decide on the mix of qualification types they wish to study as well as the subjects and they will be given an equal entitlement with regard to support, guidance, enrichment and resources within a single site and an environment focussed on young adults and their transition into H.E. or the world of work. They will work with highly specialist staff in an atmosphere tailored to their specific and age related needs.**

#### **Recommendations for the Institute of Further and Higher Education (IFHE)**

There has been concern expressed that 'removing full-time courses and learners from what is currently the College of Further Education may result in some of what remains – at the IFHE – becoming unviable due to absence of scale'.

The work based environments of Construction, Engineering, Hair and Beauty and Hospitality and Catering will be a large part of the Further and Higher Education Institute. The hours and staffing have been modelled exactly as there were in 2016-2017 academic year and the facilities for these areas will be exclusively provided for in the IFHE. This represents approximately two-fifths of the existing provision within the CFE. The part time courses in Health and Early Years and Business and Management would be strengthened by the partnership with the Institute of Health and the GTA University Centre.

Modelling of this new and entirely viable organisation has involved planning for teaching staff, support staff, administrative staff and details of this modelling has been shared with those proposing the two school model and senior leaders at the CFE.

It represents the formation of an organisation that is fleet of foot than the current CFE; and will be able to respond to the needs of local businesses and employers more quickly, based on approval by an independent Board of Governors that is separate from the CfESC. This will be far easier with a dedicated focus on the 'responsive' provision. The opportunities possible in conjunction with the Institute of Health and Social Care Studies and GTA University Centre could be vital in the implementation of an agreed Skills Strategy on the Island and this new organisation, either as an FE/ HE Institute or as a University College, could act as the engine for the future economic development of Guernsey. The proposal to develop a Further and Higher Education Institute is both viable and exciting and is in line with strategies proposed by Economic Development.

The potential to develop provision in an organisation such as the Further and Higher Education Institute is huge, with the impact of the expanding creative and digital industries on island, the expansion of early years' provision, the demand for more on-island HE options and the professionalization of sport and allied leisure industries.

This would be a work-based learning environment with a very different ethos and culture to the Sixth Form College, but would still provide high quality education through flexible programmes that meet the needs of employers and businesses and those in employment, or who have made a decision about the area of work they wish to be employed in. By offering apprenticeships, pre-apprenticeships as well as foundation degrees and degrees, teacher training and commercial Business qualifications, this organisation will have very different strategic drivers to the Sixth Form College and will need to run with a sound business plan. The Institute and Health and Social Care together with the GTA University Centres (among others) are examples of successful part-time training providers with a strong reputation in the Island. The development of a Further and Higher Education Institute builds upon these foundations, and that of the current CFE, to create a new organisation that can be responsive and flexible to industry and employee needs. Whilst the alternative model labels this as untested and unorthodox, this is simply not true.

**Both the recommended post-16 organisations are viable and entirely appropriate for the Guernsey context, now and in the future and are found in a plethora of versions across the UK.**

#### **Divisions at post-16**

The Committee strongly disagrees with the statement in the alternative model (2.7) that '*CfESC Model tries to create divisions where there are none and should be none.*'

**This is entirely contradictory as the Alternative Model inherently continues to emphasise ongoing divisions between so-called 'academic' and 'vocational and technical' pathways.**

As described above, the Committee's model introduces a different focus than the current structure, and to that proposed by the alternative model; one which provides full-time education to post-16 learners in a Sixth Form College and a Further and Higher Education Institute offering part-time, work-related courses to those who choose to enter employment at 16 and require additional skills and training to support their career development.

These long-established barriers to accessing these study routes are broken down by the Committee's recommendations for a Sixth Form College, which offers full-time learners the opportunity to access a broad curriculum that enables them to select from a range of courses across applied general and technical courses and academic routes. It will offer a multitude of options which are not available currently. Bringing together all full-time courses currently offered by the Sixth Form Centre and the CFE, in areas such as Business Studies, I.T., Performing Arts, and Sport, in one organisation combines teaching and resources. In the alternative model, full-time courses in these areas would continue to be taught separately, with expertise being spread across the sixth forms and the CFE.

Supporting the creation of two small sixth forms would appear in the alternative model to be to the expense of those studying at the CFE, which argues that it has been the 'Cinderella' of post-16 for too long. The Committee questions how the alternative model prioritises CFE provision alongside A Levels and IB. The CfESC's recommendations gives these pathways equal credence.

## **4.2 Collaboration at Post-16**

Paragraph 2.17 of the alternative model report states that ‘The Alternative Model foresees a new era of stronger collaboration between the 11 to 18 School and the College of Further Education.

In fact, the report is so bold as to state that (4.9.3) *‘It is quite possible that creative timetabling could allow students just as much opportunity to mix and match in the Alternative Model as they would have in a post-16 college without the need to partition the College of Further Education.’* It also further states (4.2.5) that *“Students should be able to combine qualifications (mix and match) where there are clear links between school-based and college-based courses and where doing so could enhance higher education and employment prospects.”*

There has been no work to support this statement, which would present very real practical considerations and challenges. The authors are completely silent on the detail of how such collaboration would work in practice. The Committee seriously questions the deliverability of a mix and match offer of study for learners between the two sixth forms and the CFE and the extent to which a commitment to ‘collaboration’ can achieve the best outcomes and options available for learners.

For example, in order to provide the ‘mix and match’ pathways suggested in the alternative model, a uniform timetabling system would need to be in place across the CFE and both 11-18 sites, which would undoubtedly affect the flexibility and responsiveness of the CFE in terms of its commercial provision. The Committee questions the feasibility of timetabling one school across two sites, whilst working under a partnership agreement with the CFE, in ways that will enhance student experience and the deliverability of this approach where the two organisations on three sites operate under separate governance arrangements. It is very possible, depending on subject choices, that a sixth form student who opts to mix and match their curriculum choices by opting for a course being taught at the CFE, would access their teaching **over three different sites**: sixth form A, sixth form B and the CFE. This is not acceptable from a student perspective and would present real challenges from timetabling perspective. There is simply no clarity on how this will be achieved in the alternative model.

Furthermore, despite every opportunity to do so to date, this has not been possible and those students who have attempted to access a mix and match offer have struggled to navigate their studies across the different institutions.

It is also extremely difficult to imagine how enrichment could be offered jointly with the CFE in a partnership agreement for the same reasons it would be difficult to offer a mix and match programme. The report on the alternative model also states that there would be common access to student enrichment; and careers guidance and work-related experience: this becomes more viable and cost-effective in the Sixth Form College where these activities are offered in one institution rather than across three sites.

**This is at the very heart of the Committee’s proposals for a Sixth Form College** which recognises the true value and benefit of collaboration by bringing these courses together in one institution to benefit all learners studying full-time to enhance the higher education and employment prospects of all full-time learners.

The Committee makes the following further observations about the Alternative Model:

- **Accountability:** In the case of a combined pathway or IB Careers programme who would be accountable for those students’ academic progress and pastoral care?



- Each organisation in a partnership agreement will be influenced by different strategic drivers and it is uncertain how the commercial aspects of the CFE work would necessarily affect decision making processes in such an agreement.
- Would an independent Board of Governors accept that timetabling and staff utilisation across both organisations are prioritised when making strategic decisions?  
It has been suggested previously by secondary staff seconded to work with ESC on modelling of the alternative provision that a Federated approach does not work for this very reason.

#### **4.3 Alternative Model – sixth form curriculum modelling (Case Studies)**

The report on the alternative model describes an exercise to model the curriculum offer in the two small sixth forms (section 4.3).

Initially the brief was to model the same curriculum offer in the current Sixth Form Centre across both sites. This exercise revealed a need for an additional 12 teaching staff. As such, the curriculum modelling was repeated by limiting the curriculum opportunities of each site, requiring students to either opt for an IB certificate over an A Level qualification (or vice versa) or to travel between sites to access their curriculum options. This work was carried out by a Deputy Head teacher on behalf of the four Deputies recommending the alternative model and revealed a need for six to seven additional staff for the sixth forms compared to the staffing required for the same delivering in one Sixth Form Centre.

The alternative model does not provide any detail about the curriculum options on each site, nor does it detail the practical and logistic arrangements that will be required for staff and students to access the sixth form curriculum.

This will mean that the following scenarios are possible:

**Scenario 1:** IF students are able to choose both subject and qualification type, e.g. A student attending 11-16 at school site A who wishes to take History A level, Psychology A level and Maths A level they would need to travel to Sixth Form B for both History and Psychology as they will only be offered as IB certs in sixth form A.

This model would potentially mean that the two sixth forms could end up as very different in size which has implications for staffing and resource allocation across both sites.

**Scenario 2:** IF students are only able to choose their subjects then both sixth forms could be maintained at much more equal sizes BUT students in Sixth Form 1, who wanted to study History, Psychology and Maths would only be able to take IB certs in History and Psychology and A level in Maths whereas a student in sixth form 2 would be able to choose A levels in History, Psychology and Maths but not IB certs.

It is also worth questioning the basis of subject numbers in the alternative model which assumes that numbers of students choosing individual subjects at post 16 are equally distributed across both sites which would be highly unlikely and again would vary year on year unless students were moved to redistribute numbers every year. If this did not happen it is likely class sizes would be different on each site and staff resource would be inefficiently deployed.

For example, if 6 students decided to study A level chemistry, with one student progressing from sixth form A and 5 from sixth form B, would both classes be run? Or would the class be coalesced onto one site with a student moving between sites? Would, and how would, the underutilised staff be re-deployed? What are the impacts for learners of extremely small group sizes?

The practical deliverability of the curriculum where the offer is different on the two sites raises some questions which are not answered in the report on the alternative model:

- *How will those students in the 'IB school' access a full A-Level programme if this is their preference?*
- *Will they be able to change schools?*
- *How will demand be managed across the school sites?*

**The alternative model does not allow full choice of both subject and qualification type which is implied in its report and is a significant limitation for students when entry to school at age 11 is based upon a geographical catchment system. Choice of sixth form subjects and qualifications is potentially restricted depending on where you live in the Island at age 11.**

The report on the alternative model also states that (paragraph 4.3.3) *'Some subjects which are currently not offered at A-level could be offered in the Alternative Model. There would be no diminution of subject choice in the IB Diploma. Students would have greater choice of subjects than is available in many high-achieving sixth forms in the UK and at the grant-maintained colleges.'*

The above statement also applies to the Committee's recommendations for a Sixth Form College, where new subjects become even more viable than they would in two small sixth forms as there is an increased 'pool' of learners to access the curriculum and breadth of provision.

The report on the alternative model also states (paragraph 4.3.2): *'The proposal to provide sixth form studies on both sites was analysed thoroughly by the Education Office and leaders in the post-16 sector. Prudently this work was based on a worst-case scenario using 2017 data. The findings were very encouraging.'*

The Committee fails to understand what is intended by the statement, *'this work was based on a worst-case scenario using 2017 data'* as the objective was to model the actual curriculum offer in the Sixth Form Centre for the 2016-2017 academic year to ensure its deliverability in two small sixth form. Is it 'worst-case' because many compromises, as described in detail below, were made about the subject and qualification choices available?

The Committee questions the basis on which the alternative model considers the findings of the curriculum modelling of the two small sixth forms to be 'encouraging' and does not wish to be implicated in this statement. Whilst it is true that the curriculum modelling was analysed thoroughly by the Education Office, many concerns were raised about the overarching policy objectives of this approach and the practical logistics of operating two small sixth forms which remain ignored and unanswered in the alternative model.

In particular, the Committee considers the findings to be far from encouraging for the following reasons:

- **In order to minimise increases in revenue costs, the sixth form curriculum offer is weakened across two schools.**  
This introduces systemic limitations on student choice for qualifications and subject options.

- **There will need to be small class sizes of the same subjects on two sites**  
Teachers often prefer opportunities for group work, peer mentoring, student challenge and interaction provided by reasonable class sizes. Student experience is also enhanced.
- **Some learners may need to travel between sites to access their choice of qualification**
- **Staff or student travel between sites will need to be factored into the timetables and working conditions.** What is the impact of this for staff terms and conditions? The impact of this for staff and for student timetables is not included in the alternative model. This is simply an unnecessary compromise and a significant weakness of the alternative model.
- **There would need to be an increase in the number of teaching staff above current levels (and above what is recommended by CfESC) to deliver the curriculum**
- **There will be issues if the offer in one sixth form is seen to be more attractive, in terms of maintaining provision in two equal sized sixth forms**
- **There will be issues if the learners in one sixth form consistently achieves better results than the other, in terms of maintaining provision in two equal sized sixth forms**
- **The proposed structure offers little flexibility for the future**  
How will decisions be taken about where to deliver any new subjects or qualification pathways in the future? Restricting new subjects to one sixth form will be to the disadvantage of the learners in the other school. Or would new subjects be offered in both sixth forms at increased cost?
- There is a risk that if pupil numbers decrease (either because more choose a vocational pathway or numbers moving from the grant-aided Colleges reduce) the above problems become even more stark

As the full range of provision is currently offered in one sixth form centre, the alternative model offers no improvement on current provision, where access to the curriculum and student experience is weakened and complicated by being delivered across two sites. **Some students will not be able to access their subject and qualification choices without travelling between the sixth forms.** The culture of the schools is likely to be such that they will encourage students to continue onto the sixth form within their existing school. Many students will wish to remain with friends and their choices will be influenced accordingly. As above, in March 2016, Deputy Fallaize emphasised the view that federating courses would not result in the best outcomes for learners.

The Committee's proposals for a Sixth Form College demonstrates the potential to enhance the opportunity for all young people studying full-time to access a wider breadth of curriculum options, including applied general and technical qualifications, to meet their interests, without being directed to take A-Levels or IB certs or the need to move buildings to access their subject choices. It makes the teacher of smaller subjects more viable by making them available to a greater 'pool' of learners and offering a greater number of students the chance to mix their programs of study to enhance their curriculum choices.

**The Sixth Form College recommended by the Committee moves post-16 provision forward to ensure that it is inclusive for students remaining in full-time education and expands the opportunities for all learners to better meet their future pathways.**

#### **4.3.1 Size of the sixth forms**

The report on the alternative model is critical of the CfESC for repeatedly associating the alternative model with *“small sixth forms”*.

The Committee remains concerned that, depending on fluctuations in the population numbers over time, one or both of the two small sixth forms may struggle to be viable, in terms of minimum numbers of students required to maintain curriculum offer and choice and maximising student experience. Population modelling shows that equal sized sixth forms will vary over time between 200-225 learners. One of the sixth forms will be ‘fed’ by learners progressing from a 9 form entry school; the other from a 10 form entry school. How will learner numbers be balanced across the sites? Will some students have to move upon entering Year 12 to even out sixth form size? Otherwise the 9 form entry school will have fewer than 200 pupils.

Furthermore, maintaining minimum number in the sixth forms in the alternative model relies on students coming from the grant-aided colleges. Currently those students coming from the grant-aided Colleges are attracted to the Sixth Form Centre because of the availability of a broader range of subject and qualification options. There are between 37-51 enrolments from the grant-aided colleges each year, representing 18%-25% of new students into the Sixth Form Centre each year (based on an average of 414 students in the Sixth Form Centre in 2016). There is concern that those numbers may reduce if the curriculum offer is weakened across two schools, which would affect the ongoing viability of the two sixth forms and the provision.

The report on the alternative model does not set out how those students coming from the grant-aided colleges will be allocated to a school if they join for their sixth form studies. Will they get to choose which sixth form they go to? Will these students have a choice about their qualification and subject options in selecting which sixth form they attend, which will not be available to others who have been attending the 11-18 school?

Due to its size, the Sixth Form College will be able to manage fluctuations in post-16 numbers without having a detrimental impact on subject choices and curriculum delivery.

#### **Very low class sizes in smaller subject areas (class size research)**

Those subject areas which currently attract low numbers are weakened across two small sixth form centres. **Some classes have student numbers as low as three students per class.** The report on the alternative model states that *‘only one in ten classes would have fewer than five students’*.

The Committee would question whether student experience is enhanced in such small teaching classes and whether this is indeed sustainable. It is most likely that more classes will be offered over one site that presently modelled, as pressures to keep revenue costs down are increased over time.

Changes to the curriculum offer will be required if the revenue costs suggested in the report on the alternative model are to achieve the pupil-teacher ratio costed into its financial modelling, i.e. all other things being equal, it will not be possible to deliver the curriculum with the staffing resources costed into the 11-18 school modelling with regard to sixth form provision. This is because the revenue modelling assumes a Pupil-Teacher Ratio (PTR) of 1:10, which is current policy. The curriculum modelling exercise above revealed a PTR closer to 1:9 arising from the requirement for additional staff. Therefore, the statements in the alternative model relating to the maintaining the current curriculum offer and numbers of students travelling between sites do not link to the financial modelling for the alternative model.

In the Sixth Form College there would be an increased number of students able to access the full range of qualifications, increasing the ‘pool’ of learners able to access the range of subjects, which has the potential to enhance smaller subject areas. It also makes the option to study some subjects,

such as engineering, available to all full-time learners at post-16, not just those who choose to study at the CFE, and to make subjects, for example, a Music A Level available to students who would currently study performing arts at the CFE. A range of options would become available to full-time learners to partner subjects with other complementary areas, offering a broader range of options for progression for those continuing to university and into employment, which is not available currently or in the alternative model.

For those areas where group sizes are currently small, such as chemistry or physics, the Sixth Form College keeps those learners together to maximise the effectiveness of teaching in those subjects and student experience. Whilst the small sixth forms preserve the teaching of these smaller subjects on both sites (in either A Level or IB) the Committee's recommendations for a Sixth Form College support the teaching of these smaller subject areas by offering these subjects to all full-time learners in one institution.

The above is not possible in the alternative model which separates academic and applied general and technical routes.

### **Two sixth forms are costly and inefficient in terms of staffing resources**

The alternative model highlights that maintaining the curriculum offer in two small sixth forms is expensive in terms of requiring additional staffing resources. The teaching of many subjects is duplicated across the sixth forms, leading to small group sizes. There is also the potential that there is an expensive duplication of an enrichment programme across both sites.

Furthermore, the Committee does not believe that the cost of extending the enrichment programme to all full-time learners, to include those attending the CFE has been costed into the alternative model, especially as the financial assumptions include a reduction in ongoing revenue expenditure in the CFE and a PTR for the sixth forms that is higher than the PTR evidenced by the curriculum modelling work, making it seem more cost-effective.

The Sixth Form College deploys teaching resources effectively by combining full-time provision together in one institution and a full enrichment programme is available to all full-time learners at the Sixth Form College, leading to greater parity of access to extra-curricular activities.

### **Staffing resilience in subject areas**

The report on the alternative model (paragraph 4.3.4) states that, on both sites there would be a minimum of two specialist teachers in every subject except one, providing greater staff resilience than in the CfESC's proposed Sixth Form College.

The combination of those subjects which are currently taught in both the CFE and the Sixth Form Centre will become far more resilient in the Sixth Form College recommended by CfESC than they would within the 11-18 schools. For example, in areas such as Business Studies, Digital, Creative and Performing Arts, IT and Computer Science, to name just a few, are areas where the Sixth Form College would pool those specialist teachers and lecturers together in their faculty areas to share best practice and to make those subjects available to a greater 'pool' of learners.

The alternative model states that there are serious concerns about the depth and resilience of the staffing structure of the Sixth Form College, but then immediately acknowledges the '*depth and resilience of each of the faculties*' (4.8.5). The CfESC believes the staffing structure it has modelled provides the necessary resilience.

It is also extremely disrespectful of the alternative model to question the ability of staff to teach across academic and vocational courses. Whilst it is accepted that some may not wish to do so,

some staff currently working in our Service do have previous experience of teaching both academic and vocational routes.

The alternative model is critical of the staffing resources assigned to the Sixth Form College, despite being provided with full subject timetables and a blocking structure to evidence the full deliverability of this model against the staffing resources, including the 'mix and match' offer.

The report on the alternative model (6.1.4) misrepresents the PTR calculation for the Sixth Form College as being one student to 12.5 to 13 learners. When calculated correctly, the PTR for the Sixth Form College based on 850-900 learners, and 72 staff when the Senior Leadership Team is included (but not the Principal), is 11.77 to 12.5 learners. Given that the alternative model states that average class sizes in the Sixth Form Centre is currently 14, and full-time courses offered by the CFE generally tend to have slightly higher group sizes, and the Sixth Form College has been fully timetabled and modelled against the resources available to ensure its deliverability (without relying on any of the teaching time to be offered from within the Senior Leadership Team), the concern about the deliverability of the Sixth Form College on this PTR cannot be substantiated. The report on the alternative model makes great play of the fact that the larger schools it recommends are more efficient, and that further efficiencies could be found, but does not extend this principle to the Sixth Form College, which combines full-time teaching at post-16, including access to enrichment activities and full pastoral support.

Following on from this, and as mentioned above, the report on the alternative model also states (4.3.3) that *'the Alternative Model assume no diminution in the number of teachers – indeed they assume a slight increase as a result of providing sixth form studies on two sites'*. This shows the ongoing emphasis of the alternative model on the protection of the curriculum offer within the two sixth forms (despite the fact that there remain challenges in practical deliverability) which would require additional staffing. The report on the alternative model is silent on the fact that the revenue costs of the CFE would be reduced by £637,000 and any implications of this on the ongoing deliverability of the CFE's course provision.

#### **4.6 Future developments in technical and vocational studies**

The alternative proposal (4.6) states that the Committee's policy letter 'fails to do justice to the significance 'to the proposed changes in technical education. The Committee's policy letter has modelled the staffing requirements on current curriculum. It would be the role of the new leadership teams to work with the Committee to develop the implementation of the Big Picture Curriculum in these new institutions. However, the Committee has followed the developments of the new T Levels closely as explained below. This information is from the latest report which is the T Level Action Plan published in October 2017. The quotes from the alternative model were from the Post 16 skills plan published in July 2016 and there have been developments in thinking since this time.

There are 2 proposed routes:

- 1) Academic
- 2) Technical

The Academic route includes A Levels **and** Applied General qualifications. Applied General qualifications are generally smaller sized vocational qualifications and these are currently taught at the CFE. Academic qualifications are therefore currently taught in both The Grammar School and the CFE.

The Technical route can be split further in to 'two different, but equally valid routes to skilled employment':

- T Levels which are classroom based training programs

- Apprenticeships which are work based training programmes

The Alternative proposal states that each T Level ‘will be closely aligned to the apprenticeships at the start of each route and it will be possible to move from one to another’. The latest report seems to have developed the thinking on the link between apprenticeships and T Levels and states that ‘Apprenticeships and T levels will be based on the same set of standards designed by employers and others but there will be differences in the overall content of each programme, to reflect that apprenticeships are mainly delivered in the workplace, and T levels will mainly be delivered in the classroom. Apprentices will train for a single occupation while T level students will undertake a broader programme, gaining skills and knowledge relevant to a range of occupations in a route. At the end of their training an apprentice will meet all the knowledge, skills and behaviours set out in the apprenticeship standard. T level students will have developed a wide range of relevant knowledge, skills and behaviours and will be able to progress into employment, higher level apprenticeships or higher level study.’

There are 15 occupational routes proposed and some of these routes will be delivered through apprenticeships only e.g. Protective Services and Social Care routes. These apprenticeship only routes could be delivered at the Further and Higher Education Institute alongside apprenticeships in Construction, Engineering, Catering and Hair and Beauty.

The most important change in the proposed new technical qualifications is the need for a substantial work placements. All T Level qualifications must include a structured, high quality work placement of up to 3 months. In the UK substantial additional funding has been announced to support these work placements.

David Hughes from the AoC has expressed concerns about these work placements “The danger of it is you limit people’s choices to what they can attend on a local basis in labour markets that are sometimes very limited in scope. “You might not have engineering, manufacturing and creative, for example, where you live, so does that mean you can’t do any of those? That doesn’t feel right or fair.”

If the work placements do remain a mandatory part of the T Levels this may not be possible in all occupational routes on island. If there are still apprenticeship jobs then the apprenticeship route could still be available at the IFHE. The Committee believes this is an exciting opportunity for these new T Levels to be starting as the new Sixth Form College opens as the parity of esteem will be established from the start. There is no indication in the Action Plan that T Levels will not be able to be taught in a Sixth Form College. ‘The T level programme for 16 to 19 year olds will generally be taught full-time in a college or other provider, with time spent on a work placement’

***There are some exciting T Level routes that match the island needs such as Legal, Finance and Accounting, Digital, Education and Childcare, Creative and Design, Business and Administrative, and Health and Science.***

In addition the Post 16 skills plan describes a further option ‘traineeships are study programmes that include employability skills and a work placement alongside English and maths, and lasts for a minimum of 6 weeks and a maximum of 6 months. Traineeships are for students who want to progress to an apprenticeship, or to other employment, usually in an occupation where learning is ‘on the job’ rather than requiring qualifications’ these would also be ideally located at the Further and Higher Education Institute.

### **Post-16 teachers and lecturers**

The model proposed by CfESC does mean staff will be employed in new organisations, with different structures and different cohorts of students than is currently the case. This model of staffing in phase specific organisations, both 11-16 and Post 16, are however extremely common in the UK and both

recruit high quality staff and achieve high quality outcomes for learners. On island our current 11-16 staff are excellent teachers, managers and support staff and have produced excellent student outcomes within a selective system. Lecturers in the CFE already work in a Post 16 environment, albeit with a broad age range of students. Many also teach across a range of levels.

It is surely important to make any educational decision by placing learners at the centre and by looking at the UK be assured that recruitment of quality staff will be maintained in Guernsey. If we make this decision based on an unfounded fear or in response to a wish to maintain the status quo, we will not be serving our young people to the best of our ability.

It is true that some staff who are currently on island may not wish to work in the planned organisations and have chosen to be employed in an 11-18 school or an FE College but again, should the wishes of these staff be a significant driver in this important strategic decision? There are currently 130 teachers teaching in our 11-16 schools and 79 in 11 to 18.

The CfESC has listened to concerns about transition and Governance structures and has adapted the modelling to reflect these concerns but in not changing the fundamental structure of the model, they have been accused of not consulting with staff. The CfESC has not changed the fundamental structure of the proposed model because they are convinced this model provides the best possible outcome for learners, it fulfils the objectives set out in the States' resolution and provides Guernsey with a new and modernised Education system.

### **Unanswered questions of the Alternative Model**

The report on the alternative model is extremely light on the detail and many unanswered questions remain:

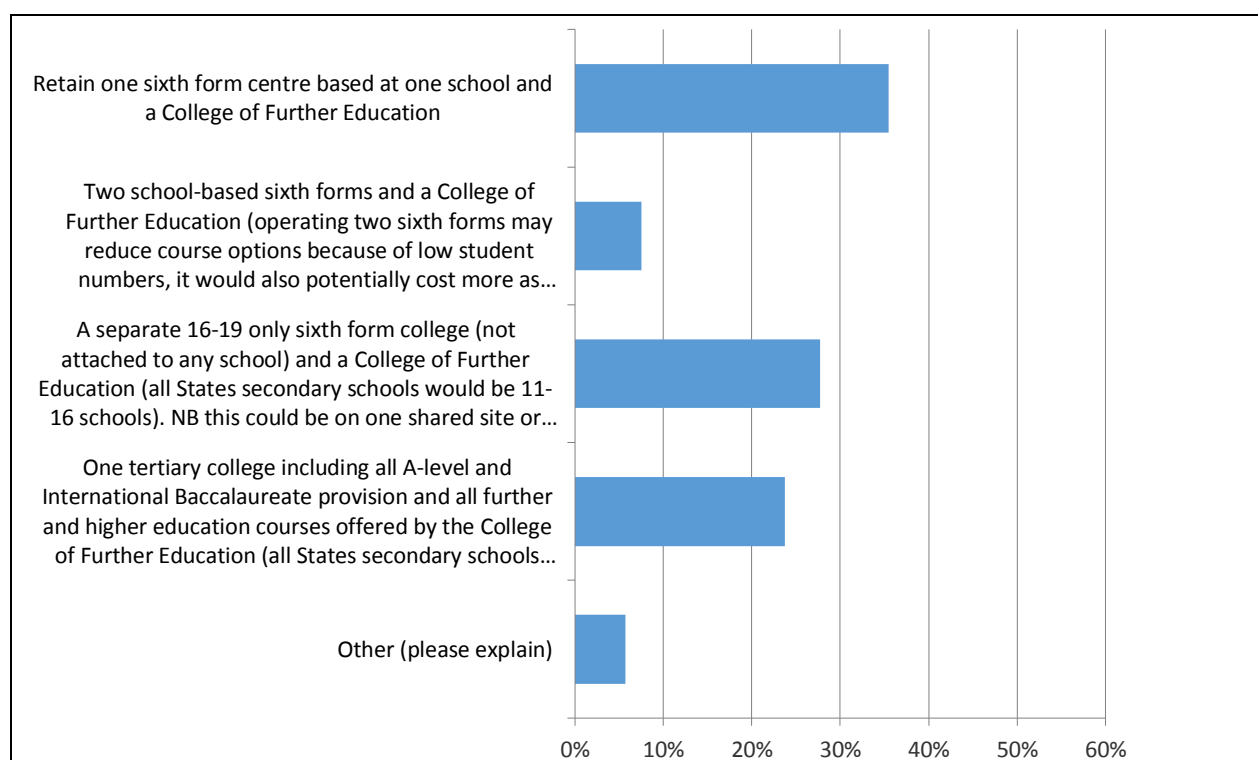
- Will students have choice about what sixth form site they attend? How will demand be managed? What if one sixth form gets better results, will students be able to switch?
- What happens if students want to choose a program of study in the other school/site? Will they be forced to stay on to attend the sixth form at their school, even though the qualifications/subjects are not their first choice?
- What will be the entry requirements into the sixth form provision in two schools?
- How will places at the sixth form centres be allocated to students coming from the grant-aided colleges? Will they get to choose which sixth form they go to?
- Travel time between sites - has this been factored into the timetabling? What does a typical student week look like for those having to move between sites? And for those teachers required to teach at both schools?
- Do the blocking options in two sixth forms maintain student choice? Can this be evidenced?
- How will a collaborative working arrangement between the two sites and the CFE enable a broad curriculum to be accessed? What would a student timetable look like for those wishing to explore these options? Can it be evidenced that this arrangement would not impact on student outcomes? Whose students would they be – the CFE or the School?



- How will the two small sixth forms support the better retention of students?
- How will it improve outcomes for learners, when the structure promotes sub-optimal choices of subjects and qualifications before learners even start of their program of study?
- What is the impact on the CFE in terms of rationalisation and ongoing revenue savings?
- Where is the evidence that a one 11-18 school on two sites model offers better educational outcomes?
- What do parents think? The last time the public were asked about post-16 across two sixth forms sites these were the responses.

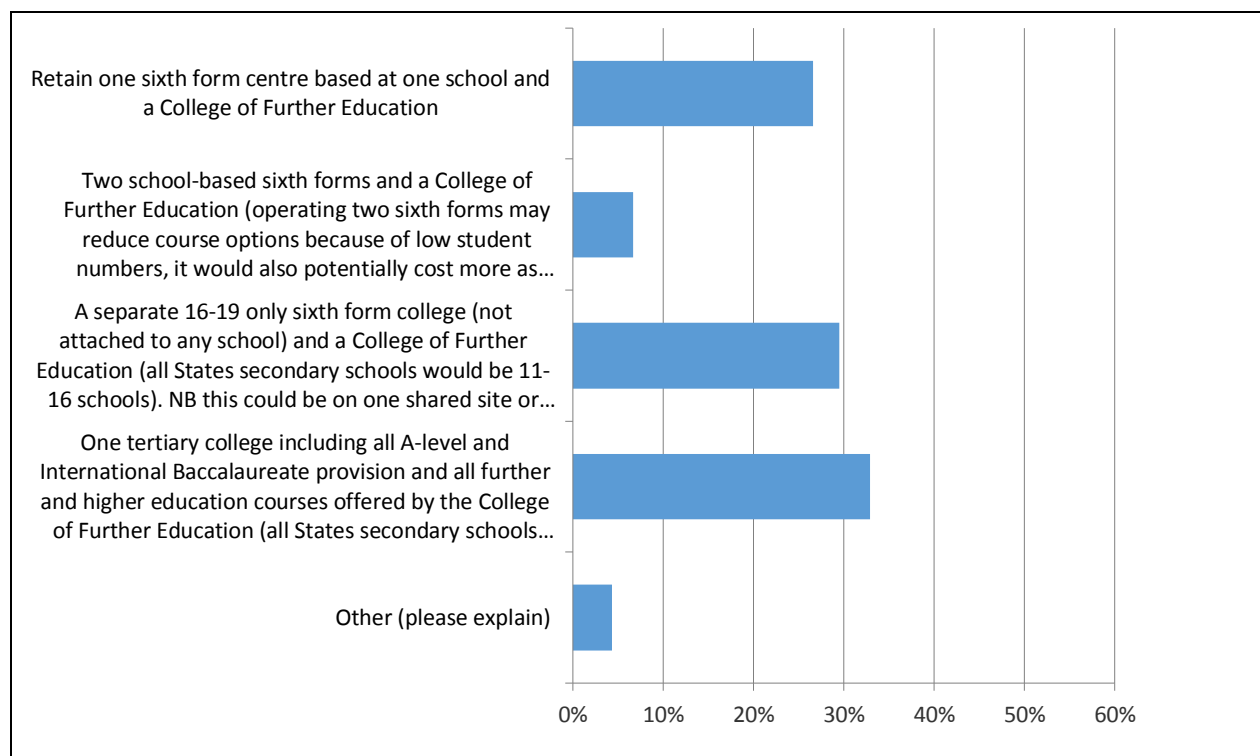
**Q7. If a system with no selection by attainment or potential ability is adopted, which of the following options would you prefer for States provided 16-19 education? This question is about how education provision should be delivered and not which site(s) should be used. Please select one option only.**

#### All Responses



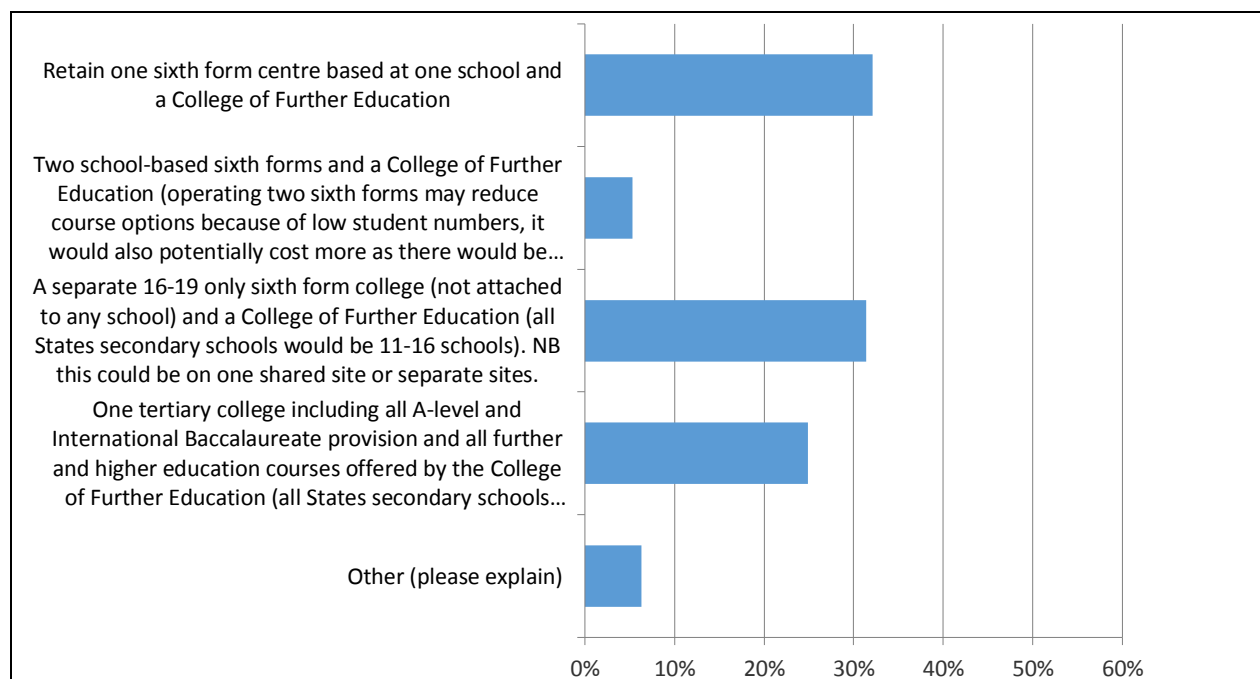
The response from those who identified themselves as 'teachers' was as follows

### Teachers



And those who identified themselves as parents/grandparents:

### Parent/Grandparent



## **5. Analysis of existing secondary school sites**

### **5.1 Traffic and Transport**

Paragraph 5.1.2 in the Alternative Model states.....*a total number of students at each site (between 1,450 and 1,861) which was beyond the upper limit of the actual numbers projected...* however, if one takes into account the staff vehicles too (teachers, admin, premises etc.) then the numbers are realistic (albeit the Traffic consultants have factored in car sharing etc. but perhaps not fully appreciated the fairly large VI Form contingent).

The Alternative Model suggests solutions for parking buses ‘without making physical changes’ which would require two lines of buses (double stacking). This highlights the severe lack of knowledge and ‘will’ of the authors of the alternative report to find solutions which appear to make their model work. The CfESC believes this example would place severe risk for users. It should not be underestimated at the level of changes which would be required to the current school sites to *make* the two school model work.

The CfESC notes the assertion made in the Alternative Model that the traffic studies ‘do not allow a reliable conclusion to be drawn about which would be the best two sites in terms of transport’. The CfESC believes that catchment areas/ feeder schools will need to be identified ideally in advance of the future Traffic surveys so that comprehensive assessment can be made on the impact, not only in close proximity to the sites, but also beyond where pinch points most likely to occur can be identified and recommendations put forward accordingly.

### **5.3 Selection of architects to assess sites - high level feasibility studies**

The CfESC confirms that there was never any U turn, changing of minds, “dropping the plans to use the same architects “ for the 2 school model. The “justification” for appointing UK architects Design Engine to undertake these last minute, not previously identified High Level studies was:-

- Consistency of approach and from one architect only
- Capacity / resources
- Familiarization with BBs
- Experience with design of local schools
- Knowledge of local schools
- Known fee rates
- Unbiased view
- Removes requirement of ‘sense testing’ multiple reports and reduces risk
- Economies of scale when assembling info

There is insufficient land adjacent to the current Les Varendes site within SOG ownership or which could become available and there is insufficient private land to make up the shortfall. These issues exist for a school on the Les Varendes site whether in the two or three school model.

In summary the Les Varendes site area consists;

Existing	24,029m <sup>2</sup>
OI land (playing field+tennis)	32,403m <sup>2</sup> (Which is currently under a lease agreement.)
OE land	46, 587m <sup>2</sup> (Which is unavailable to CfESC anyway.)

The area is well below the 95, 000M2 required and there is no obvious land parcel in close proximity currently available.

The CfESC prepared a paper proposing the approach to the 2-school high level feasibility which suggested splitting the study using four different local architect firms. On further consideration and advice from Property Services and given the very limited timescale it was sensible to put the commission to a single architect firm for a number of reasons. This was discussed during the meeting of 9<sup>th</sup> October and further email correspondence on 9<sup>th</sup> October. The decision was based on advice, programme timescale and immediate access of information and documentation to two of the four sites. This was a joint decision of the group and senior civil servants not just CfESC.

The CfESC can provide the following comments on the chronology as set out in the Alternative Model report:

**14<sup>th</sup> June** The commission was part of the 3-school work which the CfESC was mandated to do by the March 2016 States Resolution.

**13<sup>th</sup> September** At a meeting on 13<sup>th</sup> Sept to discuss the 3-school study not the Alternative Model, a passing comment was made that 'a further study may be undertaken at Les Varendes as the 2-school option is gaining momentum. CCD was asked whether they had capacity to conduct a further study (if commissioned and approved). CCD was not 'advised that they may be commissioned', they were advised that there may be another study.

The approach by CfESC was to keep the feasibility study local, as detailed in the feasibility approach.

**20<sup>th</sup> Sept** A further meeting was held with the authors of the Alternative Model to agree timescale, process and approach of the feasibility.

**3<sup>rd</sup> October** A further meeting was held with the authors of the Alternative Model to discuss the 2-school model.

**9<sup>th</sup> October** The CfESC did not (on their own) change their mind regarding the appointment of architects. During the 9<sup>th</sup> October meeting it was discussed, reasons given for suggesting the appointment of Design Engine and Deputy Dorey concurred 'that it was sensible to use the existing consultants'. During a number of emails no comments/objections were made from the group regarding Design Engines appointment. There was further email correspondence between the group and officers on 9<sup>th</sup> October and several days after to ensure the feasibility study covered what they required from the study. All present at the 9<sup>th</sup> October meeting were well aware of the direction of the high level feasibility.

Design Engine are the appointed architects for the LMDC project **however** they along with all other LMDC design team members were and are, temporarily stood down from the LMDC project since the March 2016 States debate. The CfESC could not have stood down CCD as they were not commissioned or lined up to conduct any further study.

**3<sup>rd</sup> November** The Authors of the Alternative Model had copies of the 'feasibility approach' on 9<sup>th</sup> October which states that CCD had carried out a recent study at Les Varendes.

**3<sup>rd</sup> November** A further meeting was held with the authors of the Alternative Model which was focused on the curriculum.

**6<sup>th</sup> – 7<sup>th</sup> November** CCD were advised that the feasibility (CCD report) had not been released by our Committee and should not be discussed with any other third party or Deputy without the express permission of the Committee.

**10<sup>th</sup> November** The 3-school model feasibility of Les Varendes (CCD) had the appropriate time to conduct a detailed feasibility of that site. In contrast the 2-school feasibility study timescale only have 5 weeks. All were made aware that for a feasibility a minimum of 3-4 months is required and all were made aware that the 2-school feasibility was 'high level' and not going to be detailed. The advice in the Design Engine report is based on the site area requirements as set out in the latest Building Bulletin for Secondary schools, BB103. It is therefore a fact that two of the existing four secondary school sites are obvious sites for further development.

In paragraph 5.4.2 the authors state that 'the assessments [of sites] confirmed the viability of the Alternative Model. The CfESC believes the viability of the Alternative Model on the existing four secondary sites is dependent on which two sites are selected and or is dependant on additional land purchases of adjacent private properties for a two school model and even then it will be compromised.

The CfESC agrees that the Baubigny site is an obvious candidate for further development but notes that besides traffic issues there will be a need to acquire additional land and in close proximity to the prison. This should be of concern to all parties.

With regards to the comments about the Grammar School site (Les Varendes), the CfESC notes that the long term agreement regarding the use of the playing fields will cease when the Grammar School (selective intake) ends and therefore will either require re-negotiating or land purchase, possibly compulsory land purchase if no agreement reached.

Also mentioned in section 5.4.8 in the Alternative Model report, is other playing fields to the east totalling 101,568m<sup>2</sup>. If this land is required to support a very large school on the Les Varendes site it would displace some or all of the current users, one of these being Elizabeth College. It could also require compulsory land purchase if no agreement is reached and potentially leave one of the private Colleges with limited playing fields. Use of part of the land to the east for external PE facilities for a large school would displace the current 'Premier' use facilities which would need to be re-provided elsewhere at cost.

The CfESC believes it important to understand that Building Bulletins cater for the UK curriculum offer not Guernsey's curriculum. The Guernsey curriculum is different to the UK and therefore requires additional spaces and facilities. It is also worth noting that the Building Bulletins are 'a starting point' in scoping school requirements. UK local authorities have the ability to provide additional funding for certain additional facilities and spaces in their schools, Guernsey does not have this. The final point also worth noting is that the architects briefs were collectively worked on (including the authors of the alternative model report) and building/sites requirements for a two school model were worked on by the author's curriculum advisor/s.

The authors of the alternative model were well aware that the two-school feasibility was 'high level' and also were aware that the time allocated for such a 'feasibility study' is usually 3-4 months, not 4-5 weeks and therefore the high level feasibility study was exactly that – high level. The CCD commission for the three-school feasibility had the correct time allocated for such a study.

If, as stated in 5.4.13 of the report, it is too early to include or exclude any of the four sites for a two school model, then surely it's also far too early to suggest any potential site sale figures as mentioned in section 6.2.8?

It is also worth noting the former Education Department handed back numerous education sites to the States of Guernsey and at no point was allowed to claim any potential sale figures against the cost of education developments. Examples include Mont Varouf, Longfield, Granville House, Brock Road, Grange House (former CFE building) and most recently Grange Road House.

### **5.5 Estate changes – the historical context**

Paragraph 5.5.2 states that 'in the past decade the States have closed one secondary school and two secondary school sites. The section implies that closing two more schools would be fine and should be accepted as the States have previously closed schools. The alternative model would in fact result in fewer public secondary schools than in the private sector. This is relevant to consider the impact as the authors of the alternative object to the CfESC proposals as there is no 11-18 school in it, and this would leave 11-18 school provision to only the private schools. How is the argument different to accept fewer schools?

It also implies that over the last 30 – 40 years new school sites (not new buildings) have been provided. The fact is that over the last 30-40 years old school buildings have been replaced not new/additional school sites.

The CfESC absolutely agrees that what is right educationally must take precedence (5.5.4). This is the main focus of the CfESC Policy Letter and what has absolutely informed the CfESC recommendations. But the CfESC believes the island cannot ignore the fact we are not starting with a blank canvas and have to work with what we have whilst also ensuring any system is as cost effective as possible.

## **6. Financial Considerations**

The capital costs of the alternative model is, apparently, disputed by the authors, perhaps because the capital costs in the model were unexpected by the authors. The capital cost calculations applied are on an identical basis to the capital costs in the CfESC policy letter. What is not included in the one school two sites capital costs is the additional costs arising from any private land purchase/s. This is dependent on the two selected school sites for the alternative model but could very quickly add several million pounds of additional cost.

In 6.2.5 the authors claim that the space specifications applied 'were at the very least generous and possibly quite extravagant. The CfESC notes the space requirements were collectively worked on including and by, the curriculum advisor to the group behind the alternative model. If the alternative model authors' believe that their space specifications are generous or extravagant then the authors should ask their curriculum advisor to review their requirements.

In 6.2.6 the authors comment on the sports hall spaces required. The architects have clearly set out accommodation requirements for both a 9FE & 10FE with ½ 6<sup>th</sup> forms in the 'Accommodation Schedule' pages of the high level feasibility report which provides an area (m<sup>2</sup>) total. From these area requirements the existing building areas has been deducted providing the additional building area for either 9FE or 10FE schools on each of the four sites. This area is used by the quantity surveyors in building up the capital costs requirement. The area has not already been included in the architects high level feasibility as additional PE facilities are required above the Building Bulletin, just the extra (above what is already provided) is costed.

### **Risks of the Alternative Model that have not been identified earlier.**

The CfESC believes that the authors of the Alternative Model have ignored a key requirement for consideration - the reduction in the number of schools will introduce inherent risks.

These include:-

- Legal transactions – to acquire additional land that will impact upon overall timescale
- Programme
- Transition – to an already lengthy period increasing the anxiety and uncertainty for all
- Disruption – schools will experience longer and more disruption including the strong possibility of being adjacent to a building site (with a consequently extended programme due to noise, dust, distractive activities controls), some placed in temporary (and less than satisfactory) accommodation
- Costs including additional land, and likely temporary accommodation
- Statutory authorities/ approvals
- Business continuity – for both short and longer term

### **General comment on new Propositions published at 3pm on Friday 5<sup>th</sup> January**

The Committee has had little opportunity to review and respond in detail to the proposed substitute propositions put forward in the Fallaize/Graham amendment.

The Committee would note however the absolute absence of any funding requests to support some of the major workstreams envisaged if States Members support the Alternative Model and associated amendment.