

Side by side comparison of costs and curriculum across school models requested

Summary information

Side by side financial comparisons of a number of educational models have been requested by Deputies Dudley-Owen, Prow and Meerveld. These include:

- The previous four school selective model and existing further and higher education model: with an 11-18 selective school and sixth form centre at Les Varendes, 11-16 schools at Les Beaucamps, La Mare de Carteret and St. Sampson's, College of Further Education provision spread across Les Coutanchez, Les Ozouet and Delancey, and a separate GTA and Institute of Health and Social Care.
- The previously suggested three school model, with 11-16 schools at Les Beaucamps, La Mare de Carteret and St. Sampson's, a sixth form centre encompassing 16-18 Further Education provision at Les Varendes, a Further and Higher Education Institute (previously known as the Training College) at Les Ozouets, and a separate GTA and Institute of Health and Social Care.
- The agreed one school/two colleges model, with 11-18 Colleges at the Les Beaucamps and St. Sampson's sites, and all further and higher education at Les Ozouets.

This information is summarised below, with more detail available in the following sections and in supplementary documents. Information has been provided by the Office *of the* Committee for Education, Sport & Culture, supported by officers of Policy & Resources, States Property Services and the independent programme cost consultants.

Capital and revenue costs

- The annual running costs of the one school/two colleges model are lower than any other model included in the comparison, enabling reinvestment into improving the quality of education.
- The three school model put forward by the previous Committee for Education, Sport & Culture is the second most efficient model to run, but requires the greatest capital expenditure.
- Significant capital investment would be required to retain the current four school non-selective model or revert to the previous selective model, including the rebuild of La Mare de Carteret High School as well as maintenance and repairs at Les Varendes and all three of the College of Further Education sites. To give all students



access to the facilities that will be available under the one school/two colleges model would make the capital costs of either four school model comparable to the one school/two colleges model.

- Reverting to a four school selective model would be the most expensive model to run, because in addition to inefficiencies resulting from running more sites it would include costs associated with reinstating the 11 Plus and payments to the grant-aided colleges.

Curriculum comparisons

- At 11-16, assuming the same costs and average class sizes, the greatest curriculum breadth can be provided under the one school/two colleges model, followed by the three school model, with the four school models presenting the most challenges and restricted curriculum options.
- At 16-18, existing provision would continue under either four school option. The three school model would allow more combinations of options and better facilitate mixed pathways between academic, vocational and technical qualifications. The one school/two colleges model could retain the existing curriculum breadth and allow mixed pathways in conjunction with The Guernsey Institute, but would require a small number of students to move between sites. There is an additional cost to retaining this curriculum breadth over two sites because some classes would be duplicated. This is factored into revenue costs.
- Further and Higher education is currently offered across five sites, all with very small numbers. This is inefficient and compromises student experience. The three school model proposed combining the 16-18 aspects of the College of Further Education with the sixth form, while retaining a Further and Higher Education Institute (previously known as the Training College) at Les Ozouets. This would split provision in a way that was widely criticised by professionals working at the College of Further Education. The one school/two colleges proposal brings together all further and higher education providers including the GTA and the Institute of Health and Social Care on one, purpose-built site, at Les Ozouets.

	Four school - non-selective £'000	Four school - selective £'000	Three school - non-selective £'000	One school/ two colleges - non-selective £'000
Total revenue	29,375	30,919	27,270	26,386
Necessary capital	100,050	95,750	127,754	108,411
Total including capital expenditure required to deliver equality of provision at standard of one school/two colleges model	115,872	111,572	136,934	116,453

Additional detail

Revenue costs

The one school/two colleges model provides the most efficient model for secondary, further and higher education, at an annual cost of £26.3m per year. The annual cost of the three school model proposed by the previous Committee *for* Education, Sport & Culture would cost £27.3m per year. This includes three 11-16 schools, a sixth form college encompassing aspects of further education, and a Further and Higher Education Institute (previously known as the Training College) encompassing the remaining aspects of further education,. Maintaining the existing non-selective education system in an 11-18 school, three 11-16 schools, and the existing further and higher provision would cost £29.4m per year, while the previous selective system comes in most expensive at £30.9m per year, because it would retain the payments made to the grant-aided colleges for special place holders and the costs of administering the 11+. The proposals for the funding required for the one school/two colleges model agreed by the States in January 2018 include a reinvestment of some of the savings into the education system, to improve the quality of education. This takes the total expected revenue costs to £27.4m. It would be at least as expensive, and likely to be even more expensive, to realise the benefits resulting from this reinvestment across any other model.

Side by Side Comparison: Revenue Costs

	Four school - non-selective £'000	Four school - selective £'000	Three school - non-selective £'000	One school/ two colleges - non-selective £'000
11-18 Schools	19,586	21,130		17,786
11-16 Schools plus post 16			25,310	
FE-HE	9,789	9,789		8,600
IOH & GTA			1,960	
Total	29,375	30,919	27,270	26,386

Capital costs

The costs of providing the standards of accommodation necessary across all sites are similar in the one school/two colleges model and in both four school models. The three school model would be more expensive to deliver.

In the one school/two colleges model, the core costs necessary to provide the extensions on the two selected secondary sites and to build The Guernsey Institute, as well as the necessary repurposing and repairs on the St. Sampson's site total £108.4m, as detailed in the Policy Letter. Additional costs required to ensure the highest quality of provision on both sites, including upgrading sports facilities, improving access to the sites, and adding CAS bases take the total to £116.5m. In this model, significantly more space is allocated to provision for students with special educational needs and disabilities than in existing schools, and further and higher education is consolidated on one site.

The lowest requirement for capital expenditure would be under a four school selective system, however it would still require significant investment in the existing estate. It has been widely acknowledged that the La Mare de Carteret High School building is not fit for purpose. The cost of rebuilding this as a five form entry school is estimated as £42.1m. The Les Varendes site needs substantial work, estimated at £21m. All three College of Further Education sites require substantial maintenance and repairs, estimated at £27m. There are also £5.4m of works required at St. Sampson's, which have been budgeted for in the one

school/two colleges model. The total of these works come to £95.7m. To deliver the quality of facilities that students will have in the one school/two colleges model would require a further spend of £15.8m, which would provide upgraded sports facilities, give all students access to an indoor swimming pool and provide CAS bases on all sites. This would take the total to £111.6m.

Although reverting to a selective model would maintain approximately the same distribution of students across sites as at present, in a non-selective model there is a need to accommodate a greater proportion of students in the State sector. There would be an additional cost of £4.3m to extend St. Sampson's to become a seven form entry school. This investment would be recouped in less than four years due to the lower revenue costs of this model.

The three school model proposed by the previous Committee requires the most significant capital expenditure. It requires a new, eight form entry school at La Mare de Carteret, estimated to cost £67.2 million, work at Les Varendes to conduct the necessary repairs and develop a sixth form centre including further education provision at a cost of £23.4m, an extension to Les Beaucamps High School at a cost of £3.7m and a Further and Higher Education Institute (previously known as the Training College) at Les Ozouets at a cost of £23.7m. Under this model it would be necessary to take it to extend St. Sampson's to a seven form entry school, as new population figures suggest the previous plans would be one form of entry short on this site. The total cost of these works come to £127.7m. Providing facilities that are equivalent to those students will benefit from in the one school/two colleges model, including upgrading sports facilities and providing indoor swimming pools on all 11-16 sites takes the total to £136.9m.

Side by side comparison: Summary of capital costs

	Four school non-selective £'000	Four school selective £'000	Three school £'000	One school/ two colleges £'000
Necessary capital expenditure	100,050	95,750	127,754	108,411
Capital expenditure required to deliver equality of provision at standard of one school/two colleges model	15,822	15,822	9,180	8,042
Total	115,872	111,572	136,934	116,453

The proposals which will be debated in September total £157m encompass a number of capital projects within education - not just the extensions to create the 11-18 schools. The equivalent costs under each of the previous models and proposed models are shown below.

Side by side comparison: Capital costs across the programme

	Four school non-selective £'000	Four school selective £'000	Three school £'000	One school/ two colleges £'000
Secondary and further/higher education (shown together because the splits are different in each model)	115,872	111,572	136,934	116,453
Co-location	4,000	4,000	4,000	4,000
Rebuild of La Mare Primary School (3FE)	22,400	22,400	22,400	22,400
Digital roadmap	5,800	5,800	5,800	5,800
Estimated transformation costs			2,500	8,600
Total	148,072	143,772	165,834	157,253
Possible sale values of redundant sites	-	-	(4,450)	(8,050)
Total (if all sites sold)	148,072	143,772	£161,384	149,023

Redundant sites

Two of the models (the three school model and the one school/two colleges model) make contributions towards the States' Property Rationalisation Programme, allowing sites to be used for alternative purposes for the benefit of the island. Retaining the four school model, either maintaining the current non-selective model or reverting to the previous selective

model, would require all existing properties to be maintained. Under the previous three school proposals, the Delancey and Les Coutanchez sites would have been freed up for other purposes. Under the one school/two colleges model, in addition to Delancey and Les Coutanchez, Les Varendes would be available for use, the La Mare de Carteret secondary site would no longer be used which could be beneficial for the rebuild of the primary school, the Institute of Health and Social Care would move out of the hospital, freeing up valuable space, and the GTA would no longer need to rent their existing properties in Union Street and Le Marchant Street.

Side by side comparison: Redundant sites

	Four school non-selective £'000	Four school selective £'000	Three school £'000	One school/ two colleges £'000
Sites freed up under each model	N/A	N/A	Delancey Les Coutanchez	Delancey Les Coutanchez Les Varendes La Mare de Carteret (partial) Institute of Health of Social Care (space in the hospital) GTA

Curriculum comparisons

The main driver for curriculum breadth is cohort size. The larger the cohort, the broader the number of options that can be offered, assuming the same cost. Larger cohorts also allow more flexibility around setting and groupings to ensure individual needs are met.

11-16

It is assumed that students will take four option subjects in any model. In a three form entry school, this means up to twelve options in total (some which may be within the same subject, or multiple classes studying the same course). In a ten form entry school, this increases to forty. There are several benefits which increase with school size: more subjects can be offered, different courses can be offered within subjects and setting can take place within option subjects where it is beneficial.

Curriculum breadth is most challenging in the four school non-selective model, where there are the same constraints on number of options as in the selective model with a wider ability range of students. Although the four school selective model allows option combinations within a closer ability range, in practice it often means that students in the Grammar School

are precluded from studying some (mostly vocational) subjects, and students in the High Schools are precluded from studying some (mostly academic) subjects, such as additional languages, because there are not sufficient numbers to justify a class.

In both the four school selective and non-selective model there is significant variation in cohort sizes across schools, meaning the breadth of option choices available to students are likely to vary depending on where in the island they live.

In the previously proposed three school model, the smaller schools would be of a similar size to the existing St. Sampson's High School and would be able to offer similar curriculum breadth: up to 24 option groups based on a default four options, with six groups in each block. It would be possible to offer greater curriculum breadth to students on the La Mare site in this model, with up to 32 groups.

In the one school/two colleges model there would be equality of provision across sites, with up to 40 options groups available on each site.

The number of possible combinations of options increases exponentially with school size. In larger schools the same subjects can be offered in different blocks, increasing the likelihood that students' preferred combinations of subjects will be possible. The larger the school, the greater the proportion of students who will be able to study their first choice courses.

In any size school, it is possible to increase the number of option choices available in order to increase curriculum breadth; it just requires additional funding. For example, a three form entry school with 72 students could create four groups averaging 18 instead of three groups averaging 24 in each block. This would increase the number of groups across the option blocks from 12 to 16, broadening choice, but inevitably results in an increase in staffing costs.

The one school/two colleges model has assumed a lower average class size in option blocks, which will ensure subjects which attract lower numbers are still able to run without creating substantially larger classes in other subjects. This assumes an average of 12 classes per block, or 48 in total.

Sixth Form

The same arguments apply at sixth form. The larger the cohort, the easier it is to create option blocks which accommodate students' subject preferences for any given cost.

Although at 11-16 Guernsey schools are currently substantially smaller than the average English school, with curriculum breadth compromised in comparison, the current Sixth Form

Centre is substantially larger than average, with approximately double the number of students in each cohort compared to the average English school sixth form.

Almost all subjects are able to run multiple groups, with many running three or four. The current curriculum breadth is substantially broader than in most sixth forms, and the IB Diploma Programme is offered in addition to A Levels. This would remain the same in a four school selective or non-selective model, and in the previous three school model would have been combined with the vocational, technical and professional provision currently offered in the College of Further Education. In this model it would be easier and more cost-effective to run mixed academic/vocational programmes.

In the one school/two colleges model the sixth form is split between two sites, bringing the cohort size on each site in line of slightly above the English average. It is still possible to offer the same range of options across both sites and meet the same proportion of first preference combinations, though the IB Diploma Programme and a small number of other subjects will run on one site only, requiring approximately 10% of students to move site. Additional staffing has been allocated to allow duplication of some groups in order that they can run on both sites with reduced class sizes. These costs are included in the revenue modelling.

The IB Career-related Programme (IBCP) is being introduced in conjunction with The Guernsey Institute. This programme will allow students to combine a vocational/technical qualification studied at The Guernsey Institute with relevant IB courses studied in the sixth form. This would be possible under any of the models.

FE/HE

For both the previous four school selective model and the current four school non-selective model, it is assumed that there is no change in the further and higher education provision, which is currently split across five sites: Les Ozouets, Les Coutanchez, Delancey, the Institute of Health and Social Care and the GTA. The buildings currently used by the College of Further Education are not fit for purpose and substantial investment is required on each site to bring them up to the required standard. Even if each site was improved, operating across three sites is both inefficient and suboptimal from an educational perspective. In the last academic year, there were a total of 154 students in the equivalent of Year 12 and 128 in the equivalent of Year 13 spread across three sites. This is an average cohort size on each site of 47, plus adult and part-time learners. This limits the enrichment offer that is available to these students, means the delivery of English and maths retakes are inefficient, and compromises student experience. Staff time is wasted travelling between sites and a disproportionate portion of the revenue costs are directed into running sites rather than teaching and learning.

In the previous three school model, further education provision for 16-19 year olds would have been provided in a Post-16 College at Les Varendes and a Further and Higher Education Institute (previously known as the Training College) for adult or part-time students. Although this would have made it easier and more economical to facilitate mixed pathways for students at 16-18, this split would compromise provision in each vocational area.

In the one school/two colleges model, all further and higher education provision will be based on one site, at Les Ozouets. This includes the GTA and the Institute of Health and Social Care. This means students following mixed programmes at 16-18 would need to travel between sites, but would avoid splitting full-time/part-time provision or 16-18 and adult provision.

Side by side comparison: Cohort sizes

	Four school (non-selective)	Four school (selective)	Three school (selective)	One school/ two colleges (selective)
Cohort size 11-16	Between 3FE and 7FE. 2019 intake ranges from 69 (Les Varendes) to 167 (St Sampson's)	Between 3FE and 6FE. Cohorts currently in system range from 73 (Grammar) to 142 (St Sampson's)	Between 6FE and 8FE (approx 144 (Les Beaucamps - 192 La Mare de Carteret)	9 or 10 FE on each site (approx 216-240)
Cohort size 16-18	One site: (average cohort size approx 210)	One site: (average cohort size approx 210)	One site: (average cohort approx 210)	Two sites: (average cohort approx 120 on each site) ¹
FE/HE	Split across five sites	Split across five sites	Split across four sites	One site

¹ Assumes 15% uplift due to 11-18 model (Source: PMc recommendation - see PBC Appendix 3)