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25<sup>th</sup> February 2020

Dear Sir,

**Letter of comment – Requête – P.2020/14 – Determining the best model for secondary education**

I refer to the above Requête, which is scheduled for debate by the States of Deliberation on 26<sup>th</sup> February 2020.

The Policy & Resources Committee, in exercise of its responsibilities under Rule 28 (2) (a) of the Rules of Procedure of the States of Deliberation and their Committees, has sought the views of the following Committees on the above Requête: the Committee *for* Education, Sport & Culture; the Committee *for the* Environment & Infrastructure; and the Committee *for* Health & Social Care. The responses received are enclosed.

In addition, the Policy & Resources Committee wishes to exercise right under Rule 28 (2) (b) to comment on the Requête.

The Policy & Resources Committee has sought to find a way to explore public and significant professional concerns while at the same time facilitating the transformation of education. It has laid an Amendment that maintains momentum, if that is what the Assembly wishes, while providing further checks and balances to progress this important area of policy. This affords Members of the Committee and the Assembly the opportunity to act on their individual views which in some cases have changed over the course of this political term as additional information has come to light. Indeed it is possible that States' Members' may find they can support some Propositions within the Amendment but are firmly against others.

To that end the Amendment seeks re-affirmation from the Assembly to enable the Committee *for* Education, Sport & Culture to continue to develop the curriculum in support of opportunity and excellence, whilst also directing the same Committee to include within the full business case for the currently-approved two-site model, the best value alternative configuration of campuses on three sites. Further, the Policy & Resources Committee's Amendment would require that the comparison to be provided by the

Committee *for* Education, Sport & Culture should include one site with a co-located Sixth Form Centre.

This provides choice to the Assembly; it can support the continuation of the current policy (2b) and not support the wider business case evaluation (3), or it can reject the current proposals (2b) and support the revised terms of reference for the business case (3). Meanwhile it can re-affirm work on opportunity and excellence across the secondary phase (2a); the development proposals for the Guernsey Institute (2c) and (6), La Mare de Carteret Primary School (7) and the digital roadmap (8).

The Policy & Resource Committee is therefore of the view that its Amendment would provide for the most efficient and effective solution in the circumstances and provide this Assembly a further and final opportunity to set out the direction for secondary education. It would ensure, if that is the will of the Assembly, that the work of the Committee *for* Education, Sport & Culture is able to remain on-track, while also ensuring that the concerns expressed by members of the community and most particularly by the teaching profession are considered and addressed within the full business case being prepared by the Committee *for* Education, Sport & Culture, and which the Policy & Resources Committee, in exercise of its delegated authority, will subject to rigorous, objective review and challenge once completed and submitted.

The Policy & Resources Committee acknowledges that within the community and the teaching profession there are strongly-held concerns relating to aspects of the proposals to expedite the development of the two colleges of Lisia School at Les Beaucamps and Baubigny. Whereas debate on how secondary education should be delivered locally has been the subject of strong differences in opinion, not just in recent years but across the decades, the Policy & Resources Committee would wish to emphasise that it recognises that parties involved with this matter have the best interests of our children at heart.

Nevertheless, it is the view of the Policy & Resources Committee that the consequences of this Requête, as it stands, could ultimately be disadvantageous to those in whose interests the motion, in good faith, has been submitted. This is because the principal outcome of the Requête, in its current form, would be further delay and further uncertainty at a critical stage in the transformation of education in Guernsey and Alderney. Further delay and further uncertainty not only for our children, for parents, and for teachers, but for all of those across the community and the economy involved with, or who are otherwise affected by, the delivery of education in the Islands.

Parents, children, teachers and the wider community need and deserve stability within our education system. This Requête will not provide that stability; indeed, it has the potential to create further uncertainty, potentially causing damage within the education system and preventing the States from focusing on other equally important challenges.

The Policy & Resources Committee therefore does not support the Requête signed by Deputy A C Dudley-Owen and six other Members of the States; and would instead encourage States' Members to engage with the Policy & Resources Committee's constructive approach to providing choice to the Assembly on this important issue. That said, if faced with no other alternative, it is possible that some Members of the Policy &

Resources Committee would feel obliged to support a delay in order to recognise both public opinion and the views of many teaching professionals.

The Committee *for* Education, Sport & Culture, in its letter of comment, provides an assessment of the implications of the Requirants' propositions against a number of considerations, including in respect of the estimated financial impact (under two different scenarios). It should be noted that the Policy & Resources Committee, having received the Committee *for* Education, Sport & Culture's letter of comment on the afternoon of Friday 21<sup>st</sup> February 2020, has not had sufficient time to undertake a review of the financial impact assessment provided.

Yours faithfully



**Deputy G A St Pier**  
President  
Policy & Resources Committee

Enclosed consultation responses:

- Committee *for* Education, Sport & Culture;
- Committee *for the* Environment & Infrastructure; and
- Committee *for* Health & Social Care



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21 February 2020

Dear Deputy St Pier

**Requête – P.2020/14 – Determining the Best Model for Secondary Education**

Thank you for your letter, dated 6<sup>th</sup> inst., in which you invited the views of my Committee on the above Requête, in accordance with Rule 28(2) of the Rules of Procedure of the States of Deliberation and their Committees.

**General comments**

My Committee considers the Requête to be unnecessary, ill-considered and, if the Prayer is turned into States' Resolutions, damaging and destructive. The effect of the Requête, if approved, would be to stop, for an indeterminate period of time, the transition into one school in two 11-18 colleges which has been under way since 2018. This would be damaging to many hundreds of students. For many of them it would remove the certainty of where they will be at school in the next academic year and in future years. It would leave them in the current configuration of four sites, which is widely considered to be unsatisfactory despite the best efforts of schools to overcome its inherent weaknesses. It would deny them the benefits of the reforms agreed by the States twice, in 2018 and 2019, which include broadening the curriculum offer, equality of opportunity, access to high quality facilities for all and enhanced provision for students with special educational needs and students with communication challenges.

It would be especially destructive to do this, as is the case with this Requête, without proposing any viable alternative model for secondary education but rather taking the States back years to review models previously rejected. In the case of most such models previously rejected, they were rejected by the Committee *for* Education, Sport & Culture before the election of the current Committee and, ironically, when some of the signatories

to the Requête were members of the Committee. The Requête might more properly be entitled 'Not Determining the Best Model for Secondary Education'.

### **Financial Impact Assessment**

If the States approve the Requête, not for the first time they will be writing off significant sums of money which they have caused to be invested in developing the future model of secondary education by directing the introduction of that model twice in the past two years, and most recently six months ago. They will also be committing substantial further expenditure in order to carry out more comparisons between the model of secondary education they have approved twice against an unquantified number of other models which have previously been rejected. It is difficult to see how this pattern of decision-making can add to the credibility and reputation of the States for making strategic decisions and putting them into effect.

My Committee and the Office of the Committee have expended much time and energy attempting to compile an impact assessment with regard to the Prayer of the Requête.

After repeatedly requesting to meet the requérants over a period of three weeks, I am pleased to report that we did eventually meet with two of them on the 6<sup>th</sup> inst. I am less pleased to report that we were unable to elicit sufficient information from them to form a clear understanding of the effects of their Requête as they see them, or the sequence of events they intend to be followed if their Requête is successful. This has made it harder than it would have otherwise been for the Committee to provide an assessment of the financial implications of the Requête as envisaged by Rule 4(3).

We are able to provide an Impact Assessment, including an estimate of the likely financial implications of two different scenarios:

**Scenario 1** supposes that it is possible, which my Committee strongly asserts it is not, to produce a 'comprehensive comparison' of viable alternative models for the Committee *for* Education, Sport and Culture to consider after the General Election, and then to produce a Policy Letter recommending the favoured option, for the States to debate in December 2020. It then assesses the impact of the States i) progressing the one school in two 11-18 colleges model (Scenario 1A); or ii) selecting a different model for the delivery of 11-18 education (Scenario 1B).

**Scenario 2** provides a more realistic timeline for the progression of the work necessary to produce a 'comprehensive comparison' of viable alternative models for the new Committee *for* Education, Sport and Culture to consider, and then to produce a Policy Letter recommending the favoured option to the States. It then assesses the impact of the States i) progressing the one school in two 11-18 colleges model (Scenario 2A); or ii) selecting a different model for the delivery of 11-18 education (Scenario 2B).

The Impact Assessments are set out at Appendix 1 and the timelines at Appendix 2 (Scenario 1) and Appendix 3 (Scenario 2). The financial implications of the delay that

would be caused by the Requête range from £2.4m (Scenario 1A) to £11.3m (Scenario 2B), when compared with allowing the current States-approved programme to continue on its current timeline.

### **Impact on Further and Higher Education**

You have asked the Committee to comment on tertiary education and in particular the States-agreed policy to integrate further and on-island higher education in The Guernsey Institute in new purpose-built facilities.

The Requête proposes that “three school models” previously considered (and rejected) should be revisited. Models previously considered include, for example, the proposals of the previous Committee, which would have split the College of Further Education into two separate institutions with one of those combined with A level and IB studies, and a “tertiary college” combining A level and IB studies and all further education. Both of these models are inconsistent with the States-agreed policy of integrating existing further and on-island higher education providers (but not A level and IB studies) into a single entity: The Guernsey Institute.

Since the Requête requires all models previously considered to be reconsidered, including those above, approving the Requête would inevitably require work on the creation and development of The Guernsey Institute to be stopped until such time as the States came to a new settled position with regard to the future structure of secondary education. Secondary and post-16 education are two sides of the same coin, which has been recognised by successive Committees and successive States, and cannot be developed in isolation from each other.

The existing College of Further Education facilities were deemed by Peter Marsh Consulting to be *“some of the least fit for purpose, most dispersed and uninspiring that we have seen in the FE sector”*. Alas, if the Requête is approved, work to remedy this by overhauling the estate from which the island’s further and on-island higher education provision is delivered would also be stalled for an unspecified period of time. It should be noted that these reforms have significant support from staff in the sector (‘Post-16 experts: “Just get on with it”’, *Bailiwick Express*, 28 Jan 2020).

### **Assessment of quality of access to education via three school models**

Your letter also seeks an assessment, insofar as an assessment is possible in the short time available, of the potential to provide equality of access to education and improved educational outcomes for those of compulsory school age via either:

- Three 11-16 schools and a sixth form college on one of the sites (which for all practical purposes would inevitably mean two 11-16 schools and one 11-18 school); or
- Three 11-18 schools

The Committee's detailed assessments in this regard are set out in Appendix 4 and 5, so are not repeated here.

When the States agreed the model of 'one school in two 11-18 colleges' - as mentioned, initially in 2018 and then most recently in September 2019 - they did so after successive States and successive Education Committees had spent several years studying the advantages and disadvantages of numerous potential models for the future structure of education. Long periods of time have been spent examining "four school models", "three school models" and "two school models". There is no startling new information to unearth. In the opinion of the Committee it would be highly regrettable and disadvantageous for the States to stop the current reforms and direct that a different model of education be adopted instead. But at least clearly adopting a different model would provide some direction and before too long re-establish some certainty. However, it would be extraordinary if the States, having come into office in 2016 pledging to resolve the future structure of education above all else, should leave office handing their successors more or less the same blank sheet of paper which they inherited four years ago - and yet that would be the practical effect of turning the Prayer of the Requête into States' Resolutions.

The States agreed the current reforms because they are the optimum model for delivering important principles on which secondary education should be founded. These include: promoting the highest possible educational standards and outcomes; capturing the best of non-selective education for young people in the islands; equality of opportunity regardless of where in the island a student lives; providing all schools and students with high quality facilities; and making the best use of the funds the States are prepared to invest in education annually. My Committee remains fully committed to this model because it is overwhelmingly in the best interests of the young people whose futures are the paramount consideration in this debate.

The current reforms are in the second year of a five-year transition plan. All students and parents have known for nearly 18 months what each of their steps would be through their years of secondary education. It is almost incomprehensible that the States should want to consider stopping the reforms now and remove the certainty of the current transition plan for schools and students when a clear majority of members have supported the reforms twice in the past two years and when the benefits of these reforms remain unchanged and when, nearly five years after this debate resumed, no Committee and no member has been able to put forward a different model which would better fulfil the principles upon which this government pledged to build non-selective education. Stopping the reforms now with no clear idea of which other structure should be adopted instead - and leaving students in the current model which is almost universally acknowledged to have fundamental weaknesses in a non-selective system - would be an abdication of leadership unprecedented in recent times and would greatly disadvantage young people whose futures will not be secured by another round of weakness, vacillation and indecision from their government.

My Committee recognises that there is a need to respond to the legitimate concerns raised by staff in schools in relation to elements of the space standards adopted for the two 11-18 colleges and elements of their day to day operation. My Committee is confident that these matters can be successfully addressed by the Committee, officials, school and college leaders and school staff working on them together during the remainder of the transition period. An amendment has been submitted by me and the Vice President as follows:

*To delete the Propositions and substitute therefor:*

*"1. To note that in 2018 and 2019 the States directed that secondary education in the mainstream sector shall in future be organised in two 11-18 colleges operating as a single school as the optimum model in terms of educational benefits, equality of opportunity, high quality facilities for all students and making the best use of the funds which the States are prepared to invest in education annually.*

*2. To note that in September 2019 the States approved the capital investment necessary to establish two 11-18 colleges (de Saumarez College at Les Beaucamps and Victor Hugo College at Baubigny) operating as a single school (Lisia School) and also in relation to the co-location of health and care facilities at those colleges, the integration of further and on-island higher education in one institution (The Guernsey Institute) in new purpose-built facilities (at Les Ozouets), the redevelopment of La Mare de Carteret Primary School and improvements in digital infrastructure and services at schools and colleges.*

*3. a) To note that the reforms to secondary education are already well under way in a transition period which started in 2018 and will conclude in 2023;*

*b) To note that in October 2018 parents were advised where their children will be at school in every year of the transition period and thereafter and that these arrangements for students cannot be maintained unless the development of the 11-18 colleges proceeds according to the current timetable and that no credible or reliable alternative transition model for students could be put into effect without certainty about the future model of secondary education;*

*c) To note that the number of students in the colleges will increase gradually until there are year groups in all seven years at both colleges in the academic year 2023/24 and that the operation of the school and its colleges (including, for example, arrangements for lunch and enrichment activities and the future staff structure) is being developed iteratively and remains subject to further discussion between the Committee, the Office of the Committee, school and college leaders and teachers and support staff; and*

*d) To direct the Committee to ensure that decisions about the operation of the school and its colleges shall follow an improved process of consultation with teachers and support staff and that such consultation shall proceed in a way which secures the maximum possible confidence of key stakeholders.*



*4. a) To note that the space standards at the 11-18 colleges upon which the Committee's plans are based are the result of a rigorous independent external review of the space necessary which was commissioned by the Committee for Education, Sport & Culture and the Policy & Resources Committee and not insubstantial additional space which the Committee for Education, Sport & Culture considers to be desirable for the benefit of students and staff;*

*b) To note that stopping the reforms to secondary education approved in 2018 and 2019 would cause new and unnecessary uncertainty and disruption to many hundreds of students and deny them the benefits associated with the reforms – including broadening their curriculum offer, equality of opportunity, access to high quality facilities for all and enhanced provision for students with special educational needs and students with communication challenges – and would maintain, possibly for a lengthy period and certainly for an unidentified period, the numerous inadequacies of the current arrangements and invariably cost many millions of pounds which, if they are to be spent, would be better spent investing in educational facilities and services; and*

*c) To direct that as soon as possible, and after further consultation with school and college leaders and teachers and support staff, the Committee for Education, Sport & Culture shall submit to the States a Policy Letter, together with any Propositions considered necessary, in which it shall set out its opinion on whether further building space should be added at the 11-18 colleges for the time when they have year groups in all seven years and in order to provide the best possible facilities which the States are prepared to fund, and in doing so the Committee shall consider space for, inter alia, recreation and social times, sport (in the case of Victor Hugo College including for students at Le Murier School), libraries and sixth forms."*

Yours sincerely



**Deputy Matt Fallaize**

President

The Committee for

Education, Sport & Culture

Cc: Deputy Dudley-Owen, Deputy Gollop, Deputy Lowe, Deputy Meerveld, Deputy Prow, Deputy Smithies & Deputy LC Queripel

Enc' Appendix 1 – Impact Assessment  
Appendix 2 – Timeline (Scenario 1)  
Appendix 3 – Timeline (Scenario 2)  
Appendix 4 – Assessment of Equality of Access – Narrative  
Appendix 5 – Assessment of Equality of Access – Comparison

**REQUÊTE - Determining The Best Model For Secondary Education**

**RULE 4(3) – Financial Impact Assessment**

On 28 January 2020, a Requête ‘Determining the Best Model for Secondary Education’, was lodged asking the States:-

1. To direct the Committee *for* Education, Sport & Culture not to enter into any contractual obligations on behalf of the States or continue with any associated procurement processes for implementation of any elements of the 1 school on 2 sites plan as approved by the States on 6 September 2019;
2. To direct the Committee *for* Education, Sport & Culture to prepare a report before the end of the term of the current States, that must include a comprehensive comparison of the structure and implementation of the 1 school on 2 sites plan with other viable models of non-selective educational delivery in Guernsey previously presented to and considered by the Committee, for consideration by the Committee *for* Education, Sport & Culture as constituted after the 2020 General Election ("the newly constituted Committee") and to direct the newly constituted Committee to revert to the States before the end of 2020 with a Policy Letter and suitable Propositions to implement what it believes to be the best model for secondary education in Guernsey.

In accordance with Rule 4(3), it is necessary for the Requête to have appended to it an estimate of the financial implications to the States of carrying the proposal into effect.

In order to provide that information, the Transforming Education Programme team carried out a preliminary impact assessment based on the Prayer of the Requête. However, as there are a number of areas of ambiguity resulting from the wording of the Requête, the Committee *for* Education, Sport & Culture (CfESC) and its officers arranged a meeting with the Requéants in order to clarify these areas. Two of the Requéants attended that meeting, but the information requested to inform an assessment of the financial implications of carrying the proposals into effect was not provided, and very little clarity was offered with regard to which alternative models for the delivery of secondary education were to be compared with the States-approved one school in two 11-18 colleges model.

In light of this, the implications of two scenarios have been provided, and two different timelines have been mapped. Details of the assumptions that underlie these scenarios have also been provided.

It is considered necessary to provide this level of information by way of an explanation of the range of figures arrived at to satisfy the requirements of Rule 4(3).

## CURRENT PROGRAMME STATUS

On 3 December 2019, the Policy & Resources Committee (P&RC) agreed to the CfESC's request to:-

- Submit the planning applications for the two 11-18 colleges that will comprise Lisia School;
- Launch the tender for the main construction contract for the extensions to Les Beaucamps High School (which will become de Saumarez College) and St Sampson's High School (which will become Victor Hugo College);
- Release the funding required for the resources to deliver the above, as well as to progress other projects within the Transforming Education Programme, including:
  - the Full Business Case for the 11-18 School;
  - the Outline Business Case for The Guernsey Institute;
  - the Business Justification Case for the Digital Roadmap;
  - the Business Case for the co-location of health and other services on the sites of the 11-18 Colleges;
  - the completion of work on the review of the Education Law (a Policy Letter in respect of which will be submitted for debate before the end of this political term);
  - the finalisation of a new Target Operating Model for Education Services; and
  - a review of the education provision for students with Special Educational Needs and Disabilities (SEND).

The tender process was launched on 4 December 2019 and closes on 3 March 2020. The tender evaluation will be carried out during March, and a recommendation in respect of the award of the construction contract will be arrived at by the end of March 2020.

Planning applications for both sites were submitted on 4 December 2019 and officers from the Development & Planning Authority have advised that the applications will be considered at Open Planning Meetings during March.

Subject to the completion of the above activities, the CfESC plans to submit the Full Business Case to the P&RC for consideration during April 2020, leading to the award of the tender for the main construction contract by 28 April 2020.

**To date, expenditure on the Transforming Education Programme amounts to £3.9m<sup>1</sup> of which, between £2.8m - £2.9m would be written off if the current one school in two 11-18 colleges model is not progressed.**

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<sup>1</sup> £1m of which relates to the purchase of the Delisles Church and Church Hall site

## **IMPACT OF THE REQUÊTE – PROPOSITION 1**

Proposition 1 of the Prayer of the Requête directs the CfESC not to enter into any contractual obligations and to suspend any procurement processes associated with the implementation of the one school in two 11-18 colleges model.

The Requête will be debated by the States during the States Meeting commencing 26 February 2020, therefore one week before the tender responses are due to be submitted by the two main contractors.

The businesses bidding for the contracts, and their subcontractors, will have incurred significant expenses in preparing their bids. Whilst bidders accept the commercial risk of losing out on a procurement bid to another provider, they do not consider it reasonable to write off the investment in preparing a bid when the States changes direction such that no contract is awarded. Bidders have sought reassurance that they will be compensated for their investment under these circumstances and there is a precedent for doing so where no contract is awarded.

If, following the General Election, the new CfESC re-runs a tender process, either for the one school in two 11-18 colleges model - or any other model - there is a risk that these same businesses will not want to invest further time and expenditure in preparing another bid, or will be mindful of these types of losses when bidding.

A similar situation exists for the main school uniform providers. They have already ordered sufficient stocks of school uniforms to cater for the number of students who will be in years 7, 8 & 9 in September 2020, based on the schools and colleges these students will be attending under the current transitional plan, which is already in its second year of implementation.

Approximately 1,300 students are due to start wearing the new Lisia School uniform in September. This number comprises those students who, in September 2020, will be in years 7, 8 and 9 on the sites at Les Beaucamps and St Sampson's - which are due to be renamed as de Saumarez College and Victor Hugo College respectively, from September 2020 onwards -; the students in years 7, 8 and 9 at La Mare de Carteret and the students in years 7 and 8 at Les Varendes all of whom will be transitioning to the new College sites once the building works are complete.

In the event that, under a new transition plan, these are no longer the appropriate uniforms, the suppliers' costs will have to be met. It should be noted that there is a risk that it will not now be possible for the uniform suppliers to obtain sufficient supplies of alternate uniforms to meet the needs of the 2020 year 7 intake.

**In total, the cost of underwriting third party expenses is estimated to be £0.5m.**

## IMPACT OF THE REQUÊTE – PROPOSITION 2

Proposition 2 of the Prayer of the Requête directs the CfESC to prepare a report, before the end of the current States term in June, which includes a *“comprehensive comparison of the structure and implementation of the 1 school on 2 sites plan with other viable models of non-selective educational delivery in Guernsey previously presented to and considered by the CfESC...”* The Requête envisages that, after the General Election, the content of this report will be considered by the incoming CfESC, whose Members the Requête directs *“...to revert to the States before the end of 2020 with a Policy Letter and suitable Propositions to implement what it believes to be the best model for secondary education in Guernsey.”*

Given the:

- General Election;
- election of Presidents and new Committees;
- induction of new States Members and the new CfESC;
- need for the new CfESC to familiarise itself with the detail of the Transforming Education Programme, including the impact of the outcome of the debate on the Requête and a new transition plan (which would need to be reworked in time for the start of the 2020/1 academic year);
- need to consider the comprehensive comparison of the various 11-18 options set out in the report produced by the former CfESC and consult with key stakeholders; and
- need to select a preferred model for the delivery of secondary education which, of necessity, will include proposals for a workable transition plan, and oversee the drafting of the resultant Policy Letter;

the current CfESC considers the proposed timeline for the production of a new Policy Letter to be unrealistic.

In order for a Policy Letter to be considered by the States before the end of 2020, it would need to be submitted to the Greffe by 9 November 2020. Even if that were achievable as a result of the preparatory work undertaken under the out-going CfESC, it is reasonable to assume that the newly-formed CfESC would want to review and amend that work. In particular, it is likely that the incoming CfESC would want to revisit the investment objectives and critical success factors linked to the transformation of secondary education, and might well want to assess further options for the delivery of secondary education which have not been previously considered.

Notwithstanding its unfeasibility, for the purposes of this impact assessment this paper sets out the impact that the delivery of a Policy Letter by December 2020, as envisaged by the Requête, would have on the overall programme timeline and costs. This is referred to as **Scenario 1**; however, it should be noted that the comparison work that could be achieved in this timeframe will not be ‘comprehensive’ and thus is unlikely to satisfy the Requête.

There are two variants of Scenario 1: Scenario 1A which assumes the States, when it considers the Policy Letter in December 2020, adopts the current one school in two 11-18

colleges model; and Scenario 1B, which assumes a different model for the delivery of 11-18 education is selected by the States in December 2020.

The second proposition of the Requête does not make clear:

- which other educational models should be included in this comparison
- what level of detail would be involved in a comprehensive comparison

The only other educational model which has been developed to near the same level of detail as the States-approved one school in two 11-18 colleges model is the 'Three School Model', prepared by the previous CfESC and rejected by the States in January 2018; however, no business cases were developed for the 'Three School Model' and the work on curriculum development was significantly less advanced than that of the one school in two 11-18 colleges model. A comparison of these two models was requested by some of the current Requéants in July 2019 in support of their Sursis. This comparison was published in August 2019, and the Sursis was rejected by the States in the September 2019 debate.

To carry out the same level of analysis on any other educational model before the end of the current political term would be unfeasible, as the same level of detail does not exist in respect of multiple other models, and the Requéants have not specified which other models should be considered.

A paper presented to the previous CfESC compared six options for organising secondary education; however, insufficient analysis had been carried out in respect of many of those options to enable what might reasonably be described as a 'comprehensive comparison'.

In this regard, at a recent meeting with the CfESC, those Requéants present insisted that it was not their responsibility to specify which models should be considered, nor to elaborate on what level of detail they would expect to see in a 'comprehensive comparison'. Instead, they referred the Committee to the 'Green Book' (HM Treasury's Five Case Business Model). It therefore appears to the CfESC that the Requéants envisage the CfESC following the Green Book's Options Evaluation stage:

- define investment objectives and critical success factors
- draw up a long list of possible options
- evaluate these options against the investment objectives and critical success factors to arrive at a shortlist
- carry out a more detailed analysis (a 'comprehensive comparison') as set out on page 6 of the shortlisted options to arrive at a 'Preferred Way Forward'

When the options evaluation stage was considered as part of the preparation for the Programme Business Case for the one school in two 11-18 colleges model, officers from the Capital Portfolio Team, as well as the author of the Green Book, Joe Flanagan, advised the Programme Team that carrying out a full options evaluation of all potential education models was unnecessary, because the States had already voted with a significant majority to adopt a 'Two School Model'. Therefore, the options appraisal focused on options for delivering secondary education via the one school in two 11-18 colleges model.

Given the current strength of feeling, it is unlikely that a new CfESC would confine itself to a long list of only previously-presented models. More likely it would want to add some of the other variations which have been proposed, not all of which have been considered in detail by any previous CfESC. In particular, the new CfESC might want to consider the option of three 11-18 schools.

In order to carry out a comprehensive comparison of previously presented models alongside any new options, it would be necessary, once a shortlist had been arrived at, to carry out more detailed analysis and evaluation of the shortlisted options. It would be necessary for the shortlisted models to be evaluated alongside: 1, the status quo; and 2, the one school in two 11-18 colleges model. For the purposes of this impact assessment, it has been assumed that three further models would be shortlisted for inclusion in the more detailed analysis.

As a minimum, the more detailed analysis should include:

- Agreeing a common set of consistent assumptions across all options including curriculum, student population projections and space standards
- Deriving space requirements for each option
- Carrying out site selection exercise
- Estimating costs of new build/repurposing, based on space and sites selected
- Undertaking high-level Traffic Impact Assessments
- Assessing Capital Costs
- Developing a Transition Model
- Developing an Implementation Plan and Resource Plan
- Developing a Staffing Structure
- Developing a Revenue Model
- Undertaking a Benefits Evaluation
- Carrying out a Risk Assessment
- Assessing the impact on the overall Transforming Education Programme (including the impact on the plans and costs for primary education, digital roadmap, further/higher education and the co-location of health and other services)

This more detailed analysis of the various models is referred to below as **Scenario 2**.

There are two variants of Scenario 2: Scenario 2A which assumes the States, when it considers the Policy Letter at some time after December 2020, adopts the current one school in two 11-18 colleges model; and Scenario 2B, which assumes a different model for the delivery of 11-18 education is selected at some time after December 2020.

## **IMPACT ON PROGRAMME TIMELINES**

### **Scenario 1A:**

#### **Policy Letter by December 2020, one school in two 11-18 colleges selected**

Item 8 of the Petition asserts that the Propositions set out in the Prayer will result in a delay of one year in the implementation of the one school in two 11-18 colleges model.

This assertion is unrealistic.

An initial assessment of the impact on the plans has concluded that, under Scenario 1, even if the new Policy Letter could be brought before the States before the end of 2020, and even if the resultant debate concluded that one school in two 11-18 colleges was the best education model for Guernsey, this would result in a minimum of two years' delay when compared with the current transitional arrangements. (See Appendix 2.)

This is because the Prayer of the Requête would result in the current tender process, and likely the current planning applications, being halted, and only re-started after the December debate had concluded and the current documentation required for those processes had been updated.

Due to the lapse of time, officers from the DPA have advised that it would be prudent to allow three months to re-consult on the planning applications before they were determined.

In order to re-run either or both the tender and planning processes and then to update and secure the P&RC's approval of the Full Business Case, would require a minimum of six months. The result would be the award of the main contracts in July 2021. The current plans then allow a further three months for the Mobilisation and Design phase before the main contractor starts work on site during the school summer holidays. It is not possible to omit or shorten this phase, as this time is needed to progress the project plans to the Technical Design stage<sup>2</sup>. This is needed to provide the technical specifications to satisfy Building Control Regulations and to begin the process of scheduling sub-contractors and ordering building materials.

Under the revised timeframe of Scenario 1A, this stage would be reached by the end of October 2021. Therefore either the main construction work on site would have to start in the middle of winter and during term-time, or wait a further six to eight months (for either the Easter or summer school holidays), so that the activities most disruptive to the smooth running of the school could take place when students are not in the buildings.

In this regard, it should be noted that the current timetable would see the contractors commence on both school sites at the start of the summer school holidays, with three summer holidays included in the overall two-year construction programme. This ensures that works such as creating temporary site access and creating secure out-of-bounds

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<sup>2</sup> From RIBA stage 3 to RIBA stage 4



construction areas can be completed at the beginning of the construction programme when the sites are empty.

It also ensures that works that would cause the most disruption to students, such as noisy groundworks and the repurposing of general classrooms for use as specialist classrooms (such as those needed for the science subjects or food technology) can be completed at a time when the school is empty. Not only does this remove any health and safety risks to students and teachers that would otherwise have to be mitigated - at additional cost - it also ensures that classrooms are not rendered unusable during term time, thus avoids costs associated with the provision of temporary classrooms. This minimises disruption for students and avoids any re-working of school timetables. Moreover, there is significantly less risk of weather delays if groundworks are scheduled during the summer months.

During the construction phase on the site of an in-use school building, it is necessary to take into account a range of additional factors, for example the extent to which construction activity will impact on the day-to-day life of the school, and how, for example to manage construction noise during the sitting of both mock and formal examinations. The current build programme, which includes three summer holiday periods, creates space to cater for this.

In respect of de Saumarez College, one of the first on-site construction activities is to create a new multi-use games area (MUGA) as the extension to the school building will be on the site of the current MUGA. Any delay that would see the building works commence at a different time of year would leave the students without a MUGA for a period of time, and thus have a material impact on the school day and extra-curricular sporting activity.

There is such a clear and significant advantage to commencing the on-site building works at the start of the summer holidays that it is considered unrealistic - and would incur additional expense - for the on-site building works to commence at any other time of the year.

Given this, in reality, even a small delay becomes significant (this comment applies equally to the timelines of the other scenarios set out in this paper).

The Programme Team would need to be retained during any period of delay as to do otherwise would risk the loss of significant knowledge and expertise, with no assurance that it could be readily replicated. The Team's expertise would first be needed to assist with the assessment of various models for the delivery of secondary education and the production of the resultant Policy Letter; and with the progression of the programme once the preferred model had been confirmed by the States. Whilst the existing team would not be scaled up as planned for implementation, the core team required to re-evaluate educational models requires a broad range of skills, including: education leadership, construction (architects, quantity surveyors), procurement, commercial law, traffic and transport planning, organisation design, financial modelling, communications, programme management and change management. It is not possible to reduce the team below a minimum critical mass, despite the longer timeframes, not least because the same team is also working to progress the transformation associated with The Guernsey Institute, so could not be disbanded if that

work is to progress (which is by no means the certain outcome of the Prayer of the Requête).

**The costs incurred in relation to the Programme Team if it is required to undertake hitherto unscheduled and unexpected activities associated with revisiting the best model for the delivery of secondary education under Scenario 1A is between £2.0m - £2.5m.**

#### **Scenario 1B:**

**Policy Letter by December 2020, any model other than the current States-approved model selected**

If, as a result of the debate in December 2020, the States conclude that an alternative model for secondary education is preferable to the one school in two 11-18 colleges model, the CfESC will need additional time in order to develop the States' preferred model to the level of detail required to prepare an Outline Business Case and re-run the tendering and planning application processes. (See Appendix 2.)

**Experience from the development of both the 'Three School Model' and the 'One School over Two Sites Model' indicates that this work would take approximately 18 months to complete and require further investment of approximately £3.5m - £4.5m.**

#### **Scenario 2A**

**Policy Letter after a comprehensive comparison, one school in two 11-18 colleges model selected**

To carry out a more detailed Options Evaluation to enable the 'comprehensive comparison' as called for in the Requête, it is estimated that two months would be required to:

- finalise a long list of options
- agree the investment objectives and critical success factors against which they should be evaluated
- define a common curriculum, school population projections and other assumptions to be used for all options

Assuming that, following on from the above, up to four options are shortlisted, including the one school in two 11-18 colleges model (for which detail already exists), it would be possible to undertake all the activities necessary to complete a comprehensive comparison, as outlined on page 6 and as envisaged in the 'Green Book', within a year. This assumes the expertise of the current Transformation Team is retained to carry out that work.

Following on from that comparison, a 'Preferred Way Forward' would be selected, as envisaged by the Green Book, and a Policy Letter would be drafted for debate. If the States then selected the one school in two 11-18 colleges model, there would be a three year delay to the current programme timeline. (See Appendix 3.)

**The cost incurred in relation to the Programme Team if it is required to undertake hitherto unscheduled and unexpected activities associated with a full evaluation of the best model for the delivery of secondary education so that a 'Preferred Way Forward' could be selected following the processes outlined in the Green Book, is estimated to be between £2.4m - £3.4m.**

## **Scenario 2B**

### **Policy Letter after a comprehensive comparison, any model other than the current States-approved model selected**

If the States conclude that an alternative model for secondary education is preferable to the one school in two 11-18 colleges model, the CfESC will need additional time in order to develop the States' preferred model to the level of detail required to prepare an Outline Business Case and re-run the tendering and planning application processes. (See Appendix 3.)

**Experience from the development of both the 'Three School Model' and the 'One School over Two Sites Model' indicates that this would require an additional 18 months, and a further investment of £3.5 - £4.5m.**

## **CONCLUSIONS**

The financial impacts of the Requête include:

### **Costs of carrying out the additional work requested**

- Retaining the project team to: carry out the work required for the comprehensive comparison; prepare a new Policy Letter; plan for and manage a longer transition period.
- Duplication of expenditure on external advisers for programme assurance, building design and traffic impact.

### **Costs of the delay**

- Reimbursing bidders for the main contract for their investment to date.
- Reimbursing the school uniform suppliers for their investment to date.

### **Cost of developing new model**

- If the outcome of the options evaluation leads to a different model being selected, there will be additional costs incurred to develop the preferred model to the level of detail of the current States-approved model in terms of: curriculum design; transition modelling; building designs; organisation design; stakeholder consultation; plans and assessments; and business cases.

### **Deferred Benefits**

- The cost of operating one school in two 11-18 colleges in 2023/24 is expected to be £740k lower than the current four school model when adjusted for population growth. This is based on the financial modelling that was undertaken for the Outline Business Case.
- Until a model for secondary education is settled upon and progressed (so as to rule out further debate on alternate models), the risk of consequential impacts on the other projects within the Transforming Education Programme will remain. Previous models have included the prospect of a tertiary college, and any uncertainty over the method of delivering post-16 education would necessitate delaying any further development of The Guernsey Institute's building programme. Uncertainty over the future of La Mare de Carteret High School will mean that plans to rebuild La Mare de Carteret Primary School would have to be put on hold. Thus the benefits to learners, at both ends of the education spectrum, of being taught in modern, fit for purpose buildings, and the additional financial and educational benefits of co-locating further and higher education will be delayed.

### **Other Financial implications**

- Inflation in construction materials and labour costs. A delay would require the tender process to be re-run to obtain up-to-date costs, which would most likely be driven up by inflation. For the States as a whole, the inflation increase would likely be offset by interest earned on the unspent capital. However, an additional sum of

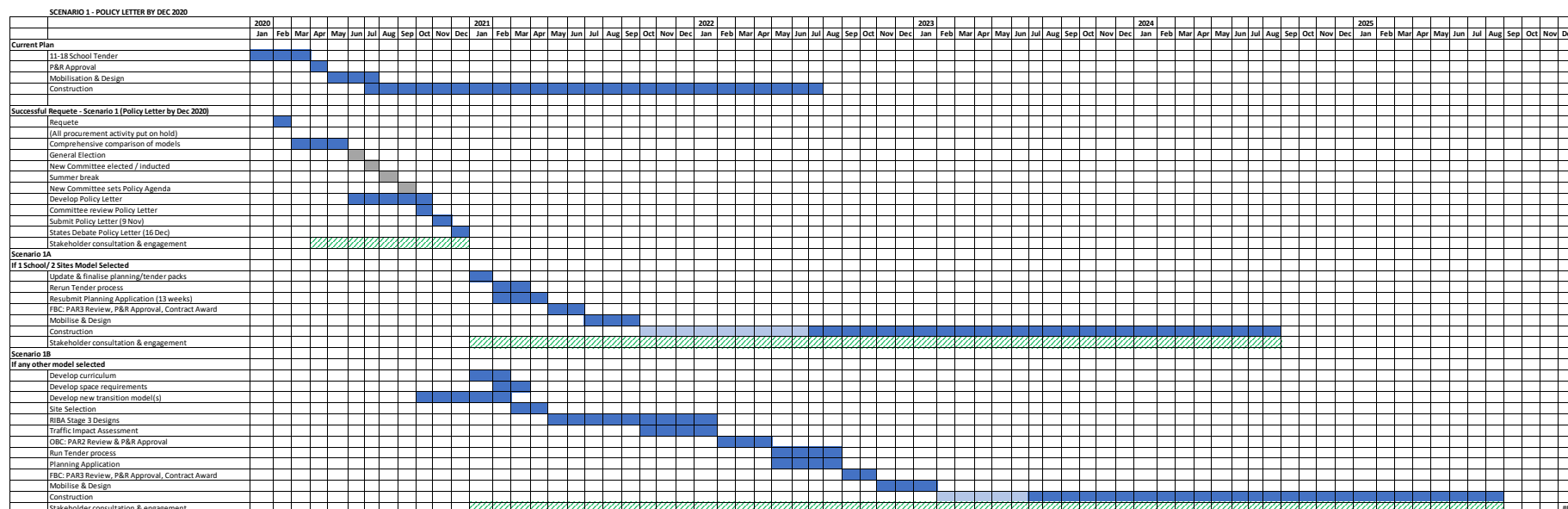
approximately £1.2m - £1.7m for every year of delay (assuming an inflation range between 2% - 2.7%) would have to be allocated to the programme budget to cover inflation costs incurred as a direct result of the delay.

- Write-off of investment to date in one school in two 11-18 colleges model.
- A postponement of firm decisions over the delivery of 11-18 education would prolong the use, and therefore the maintenance of, buildings that would otherwise have been decommissioned. These include La Mare de Carteret Primary School, La Mare de Carteret High School, and the College of Further Education sites at La Coutanchez and Les Ozouets. Given the age and condition of these buildings, on-going maintenance costs would exceed those associated with maintaining newer buildings.

**Non-financial impacts of the Requête include:**

- Uncertainty for primary pupils and their parents as to which schools/colleges they will be attending, which has the potential to impact on learner outcomes and student wellbeing.
- Continued differences in curriculum choices across existing high schools.
- Continued differences in GCSE options combinations across existing high schools.
- Continued inequality in terms of the general amenities and facilities of the four high schools.
- Lack of confidence in the States of Guernsey from the construction industry and reluctance to invest in tenders for other States capital projects.
- The potential for a two-year delay to the creation of The Guernsey Institute and the rebuilding of La Mare de Carteret Primary School.
- Redevelopment of the transition model for students (as there will be insufficient space in at Les Beaucamps High School and St Sampson's High School to accommodate the students who have been advised that they will be moving to those schools in 2021/22/23).
- Increased likelihood that the transition plan will complete the year before the peak student population in 2025/26 resulting in insufficient time for teachers and students to adjust to the new school environment before it reaches peak capacity.
- Prolonged uncertainty for teachers and support staff with regard to their roles in the new secondary phase structure which has the potential to impact on their wellbeing.
- Difficulties in recruiting and retaining teachers and support staff in all phases of education due to the prolonged uncertainty over the model of education and therefore their teaching and support requirements (i.e. 11-16 or 11-18).
- Difficulties in attracting essential skilled workers from off-island in other sectors due to the uncertainties in the education system available to their children.
- Reputational risks to the States with regard to its ability to make robust decisions and progress significant capital programmes to completion without incurring losses due to indecision.
- Potential impact on the delivery of other policy priorities of the States of Guernsey including elements of the Partnership of Purpose.

## Appendix 2



It should be noted that the Committee for Education, Sport & Culture considers the above timeline, as set out in the Requête, to be wholly unrealistic. It would expect the 'comprehensive comparison' process to take considerably longer than set out above, and it considers it unfeasible for the new Committee to have reviewed the work of the exiting Committee and to have established its own policy position in sufficient time to be able to submit a Policy Letter for debate in December 2020.

[illegible]

### Alternative models for 11-16 Education and 11-18 Education

*For the Policy & Resources Committee to support informed debate on the Requête, it considers that it would be helpful to have whatever assessment is possible within the timeframe we are afforded by the meeting dates of the States, of the potential to provide equality of access to education to those of mandatory school age (16) and deliver the improved educational outcomes through two other physical models for the education estate:*

- *Three 11-16 schools and a Sixth Form College<sup>1</sup> on one of the sites;*
- *Three 11x18 schools*

### Equality of opportunity

The impact on educational outcomes and the benefits of the two additional models compared to the “One School/ Two Colleges” model are summarised in the table in Appendix 5.

It is important to note that the way in which the Grammar School and Sixth Form Centre operates today, means that there is significant crossover between the staffing of the 11-16 (KS 3 & 4) and 16-18 (KS5) phases. Currently, only two members of the Sixth Form teaching staff do not teach KS3 and KS4 students. Whilst the suggestion of a ‘separate’ sixth form college might seem appealing, the reality is that it would have to be an integral part of the way the co-located 11-16 school is led and managed operationally. Sixth form students currently access lessons in the main high school building and this would continue to be a requirement in the future to make maximum use of space, particularly in respect of specialist teaching areas such as Art, Drama, Music, Science, Graphics, Technology, Computing etc. A model that would see three 11-16 schools and separate sixth form is, in essence, a model that would result in two 11-16 schools and one 11-18 school, with the inherent inequalities in evidence today when the provision at Les Varendes is compared with that on offer in the three other high schools.

The 11-16 curriculum in larger, ten-form entry 11-18 schools (i.e. the model agreed by the States in January 2018 and in respect of which funding was agreed in September 2019) ensures that more students are able to access their first choice of GCSE options (as there is greater scope to offer multiple combination choices). It ensures equity of provision across both sites. Students will have the same offer regardless of where in the island they live, and there will be access to a broad range of academic, vocational and bespoke provision for more vulnerable students.

This breadth of provision is reduced when spread across three sites due to the smaller number of students on each site. There will be a particular impact on vocational/bespoke provision and niche subjects in arts/languages etc. which cannot be run in small teaching groups and will

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<sup>1</sup> P&R Officers have confirmed this refers to a Sixth Form Centre, similar to that which exists at Les Varendes at the present time.



result in students potentially having to move sites for particular lessons or more teachers travelling between sites. During a previous Federation experiment, students studied option subjects across a range of sites; however, this approach did not work and led to poorer outcomes. To achieve equal provision across three sites, there would need to be a seven-form entry on each site, which would make timetabling more challenging due to there being an uneven number of forms of entry. If forms of entry were adjusted (e.g. one 8-form entry and two six-form entry sites), then inequality would be built into the three school models by having intakes of differing sizes on each site with an eight-form entry greatly advantaged in terms of what subjects students could be offered. In a three school model, the curriculum offer would therefore change depending on which site students were to attend and this would create inequality for students.

Offering a sixth form across three sites will be attractive to teachers wishing to teach across the 11-18 range. However, spreading the sixth form across three sites will result in sixth forms that, because of their small size, would be unlikely to be able to offer all the subjects on each of the three sites. In turn, this is likely to lead to sites becoming specialist sites for subjects (e.g. an English post-16 specialism or a Science specialism). This will lead to some sites being 16-18 for only certain subjects and is likely to impact negatively upon recruitment at these sites when it comes to the subjects taught only to GCSE. The other option is that staff would need to move between sites in order to deliver post-16 teaching. Teachers are unlikely to be keen to move between sites in order to teach A Level or IB, so this model becomes less attractive. Equally, the benefits of 11-18 schools are lost if some students have to move between sites during the week in order to access certain courses/subjects. Three 11-18 schools would result in smaller KS3 and KS4 cohorts than those under the one school – two sites model. This will continue the current issues of some teachers having to teach outside their specialist subject or students being unable to study their preferred combination of subjects for GCSEs at KS4. Teachers having to teach outside their subject specialist is not an attractive recruitment proposition. In order to provide the full range of GCSE combinations there would be increased costs in either: (i) transporting students between sites; or (ii) opting to fund additional teachers so that it was viable to operate smaller classes in some subjects.

One of the drivers for introducing the 11-18 one school – two colleges model is to provide equality of opportunity for all students regardless of where they live. This model greatly increases the opportunity of ensuring consistency across each of the proposed two colleges through a tighter leadership structure, which extends to curriculum leadership across the school. Although it would be possible to operate the three 11-16 sites as one school, there will be a need for greater numbers of leadership posts across the three sites. Higher numbers of leadership posts, operating across three very different organisational cultures (which would likely be the outcome where one of the sites has a co-located sixth form) will likely result in the inconsistency across existing schools continuing. In short, true transformation will be much harder to achieve under an 11-16 three school model, and less likely to lead to the same level of improved outcomes as is possible under the one school – two sites model.

The size of the student population in the proposed two 11-18 colleges aligns closely with the size of the top 200 11-18 schools in England<sup>2</sup> which, on average, have 1,375 pupils. This number of students is very similar to the anticipated student numbers at each of the two colleges as part of the one school - two colleges model. Whilst the size of the student population is not the only contributory factor to its performance, it is noteworthy that the Department for Education's 2017-18 validated performance tables demonstrate that the top 200 11-16 schools (based on Attainment 8 Score) in England had an average of 940 pupils. For the proposed three 11-16 school model, it is likely that some sites would have a six-form entry, leading to a maximum student population of 720. It is noteworthy that the average student population size of the 200 lowest performing 11-16 schools in England is 694.

In the one school – two 11-18 college model, all students will benefit from small vertical tutor groups (11-18 age range) with 14 to 15 students in each. These smaller tutor groups will facilitate high quality individual care and attention. They will support the transition from primary to secondary school and will improve the partnership and communication between home and school due to tutors being responsible for a smaller number of students. In the three 11-16 schools and separate sixth form model it is unlikely to be possible to provide smaller tutor groups on the 11-16 sites without a co-located sixth form without increasing costs, due to less favourable staffing ratios in the 11-16 schools. This would lead to inequality in the level of pastoral care available of students based only on where in the island they lived.

In the one school – two 11-18 colleges model, it is intended that each site will have an individual SEND and CAIS base to provide flexible support for all learners with additional needs. This model provides specialist resources on each site, bringing together support staff on two sites to pool resources and ensure that staff are deployed more efficiently than is possible if the same resources are dispersed across a greater number of sites. This will enable students with individual needs to feel less isolated as there is an increased opportunity for them to benefit from spending time with students who have similar needs. Both colleges will also benefit from the expertise of staff provided from the on-site CAIS base. In a three school model, it is questionable as to whether funding would be available to staff three CAIS/SEND bases. The likely outcome would be that only one or two of the schools would have a CAIS/SEND base, which would create inequality. This could also inadvertently create imbalances in the student population across the three schools, with those schools with a dedicated CAIS/SEND base having a higher number of students with additional needs, who might have to attend a school outside their catchment area.

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<sup>2</sup> Based on Attainment 8 Score, Department for Education validated performance tables from 2017-18

## **Maximising Educational Benefits**

### *Recruitment of quality staff*

Recruiting to fill teaching vacancies is challenging in Guernsey. An 11-18 model will be more likely to attract applications from teachers from the UK and international schools who want to teach the full age range. Equally, it allows those staff who do not wish to teach to A Level or IB to remain in post as 11-16 specialists. The larger student population will enable staff to be deployed within their subject specialisms and will allow them to benefit from working within the larger subject teams, which allow staff to more readily share planning, best practice and approaches to feedback, reporting and assessment.

Conversely, three 11-16 schools will be relatively small if students are distributed broadly evenly across the three sites, and this will not lead to larger subject teams in the same location.

Confining post-16 provision to one site will be easier to manage and oversee than across two or three sites and the 11-16 school on the same site as the sixth form will benefit from having a larger team of staff who teach across the 11-18 range. However, this model creates inequality across all three schools as those teaching on the 11-18 site automatically have access to the benefits of working in larger teams. In the three 11-18 school model, the student populations, although larger, will remain small by comparison to the best performing equivalents in England, and will not facilitate larger teams and the benefits of working within them. The three 11-16 school model will not be as attractive to those teachers wanting to teach the full age range and this is likely to reduce the pool of teachers willing to relocate to Guernsey.

An added benefit of the one school - two colleges model is that larger schools reduce the need for teachers to teach outside their specialism. The three school models, with either a six-form or seven-form entry, will continue the need for teachers to teach a range of subjects, outside the ones they are trained to teach in, and this too is a disincentive when recruiting teachers.

### *Transforming school leadership*

The one school - two colleges model provides for a transformed approach to school leadership (including at middle leader level) for each college, with a strong emphasis on curriculum leadership. Moderation across two sites will be streamlined and it will be easier to monitor standards and quality overall. This model also delivers far greater opportunities for consistency of school leadership as only two sites need to be managed. The approach to one-school policies etc. will be easier to implement and embed consistently due to the reduced numbers of leadership posts.

Although it will still be possible to operate the three 11-16 sites or the three 11-18 sites as one school, there will be a need for greater numbers of leadership posts across the three sites in order to run the school operationally. Higher numbers of leadership posts, operating across three different organisational cultures (which would certainly be the case for the site with a co-located sixth form) will make it harder to achieve excellence due to the reduction of

opportunities for consistency and a continuation of the existing organisational cultures which are firmly embedded in each establishment.

### *Enrichment*

Enrichment is a key element of the one school – two colleges model, which seeks to ensure that every child has access to a broad and balanced curriculum, regardless of their background or personal circumstances. There will be opportunities for sixth form students to lead activities and for all year groups to mix during enrichment activities. Coordinating such a programme across two colleges is an achievable task, especially as the number of students will help to make activities viable.

Whilst it may still be possible to offer enrichment activities, they will be much more challenging to coordinate across three sites. If the same provision was to be offered on each site, the overall choice would likely be reduced, as it becomes more difficult to find staff with the same interests/skills in a smaller setting. To mitigate this, the sites would have to offer different enrichment activities and students might well need to be transported to a different site to participate in their preferred activity. The costs and logistics involved in transporting students around, and the time lost in doing so, could also prove prohibitive.

### *Transformation*

The one school - two colleges model of education is about more than restructuring and reorganising secondary education from four schools down to two. It represents a complete transformation and overhaul of secondary school provision in Guernsey to deliver equality of opportunity for all students and, in the longer-term, improved educational outcomes. The benefits in table 1 clearly outline the many different drivers for change which together contribute to transforming the system, including support for the island's most vulnerable learners. Whilst the three 11-16 school and separate sixth form and three 11-18 school models might at first appear more palatable due to their familiar size and scale, this is a simplistic view of how to deliver a radically improved education system. Indeed, it is precisely their smaller scale and size that would limit the delivery of benefits and contribute to continued inequality in Guernsey's education system.

### **High Quality Facilities**

The one school - two colleges model has taken into account the existing education estate and considered how to make best use of the modern purpose-built facilities at St Sampson's High School and Les Beaucamps High School. Considerable independent study areas have been allocated for sixth form provision, which exceed the current space at the Grammar School and Sixth Form Centre, and careful zoning of subjects has been planned to keep subject areas together. High specification facilities for physical education, including indoor swimming pools

and brand new, extended multi-use games areas (MUGAs) with 3G synthetic turf surfaces have also been included.

In any three school model it would undoubtedly still be possible to make best use of St Sampson's High School and Les Beaucamps High School. Depending on the distribution across the three schools of the 20 forms of entry required to accommodate the student population, it might not be necessary to extend St Sampson's High School, which currently caters for 6 forms of entry. However, to achieve a broadly balanced student population across the three sites (say, 6, 6, and 8 forms of entry), an extension would be required at Les Beaucamps to increase its capacity from 5.5 forms of entry to 8. However, an entire rebuild would be required at the La Mare de Carteret site or a complete repurposing and extensions at Les Varendes site, where the scale of the disruption which would be caused to staff and students, who would need to move out of the building to enable works to happen, should not be underestimated. Decisions would need to be made about the extent to which the sports facilities should match across the three sites and could lead to a reduction in plans for 3G turf and swimming pools, on the basis of costs. The States of Deliberation would need to consider how much they are willing to fund in order to provide high quality facilities of equal status on three separate sites.

In the one school – two 11-18 colleges model, it is intended that health and other services for young people will be co-located on each of the sites. The services would be likely to include: school nurses, school dentists, physiotherapists, Children & Adolescent Mental Health Services, social workers, educational psychologists, and the like. This initiative, which supports the strategic aims of the Partnership of Purpose, would make it far easier for students and their families to access key services and advice, while at the same time minimising the time lost to education by travelling off-site for appointments.

In a three school model, the same economies of scale are not present, and it is questionable whether there would be sufficient funds to facilitate this initiative across three sites. The likely outcome would be either that only one or two of the schools would have co-located health and other services, or that the initiative would not be progressed. The former would lead to inequality of overall service provision across the three site, and the latter would mean that the proposed innovation in the delivery of health and other services would be lost.

### **Economic Efficiencies**

Whilst not the main driver for change, the one school – two colleges model does deliver financial efficiencies and long-term revenue savings. These are achieved by reducing the education estate and operating fewer buildings as well as improving the deployment of resources. The three school models will not lead to the same efficiencies due to the continued operational costs of three sites and the need to maintain leadership teams across all three sites.

## Delivery Considerations

In addition to the impact on educational outcomes, the proposed models would also face practical considerations in terms of the buildings required in relation to the existing estate.

The delivery of secondary education requires 20 forms of entry, regardless of the number of sites. It is generally accepted that an even number of forms of entry is preferable in order to best manage the complexities of whole school timetabling. Given this, over three schools the optimum configuration for forms of entry would be, for example, a 6-6-8 forms of entry distribution, rather than 7-7-6.

Combining a Sixth Form on the site of one of the schools will lead to additional pressure on classrooms, as 60% of the current Sixth Form Centre lessons use classrooms in the 11-16 School at Les Varendes.

Current capacity is:-

Existing site	Forms of entry
Les Varendes	5
St Sampson's	6
Les Beaucamps	5.5
La Mare de Carteret	4
Total	20.5

### Option 1: Three 11-16 Schools with one co-located Sixth Form

- Assumes Sixth Form Centre would be on site of existing centre; however, 60% of Sixth Form lessons use facilities outside of the Sixth Form Centre, so additional capacity would be needed across the school. One form of entry has been added in table below to ensure sufficient capacity.
- This would make Les Varendes site the largest - with 1,271 students at the 2025/26 student population peak (including 511 Sixth Form students).
- Would require the acquisition of additional land from the Old Intermediaries (existing playing field) to build the extension, further reducing the amount of external space available on site. The Old Intermediaries have indicated that they would be willing to sell the land at market value, as long as a replacement field was also provided for the use of their association.
- Smaller extensions would be required at St Sampson's High & Les Beaucamps High (assuming La Mare de Carteret would not be rebuilt).

## Option 2: Three 11-18 Schools

- Assumes La Mare de Carteret would not be rebuilt.
- Would require smaller extensions at each of three existing sites to deliver 6-7-7 forms of entry capacity over the three sites

### Summary

Existing site	1 School/ 2 Sites		Option 1 (3 x 11-16, with one co-located 6th Form)		Option 2 (3 x 11-18 Schools)	
	Forms of Entry	Extension	Forms of Entry	Extension	Forms of Entry	Extension
Les Varendes	0		6+1	2	6	1
St Sampson's	10	4	8	2	7	1
Les Beaucamps	10	4.5	6	0.5	7	1.5
La Mare de Carteret	0		0		0	
Total	20	8.5	21	4.5	20	3.5

### Impact on School Population

Existing site	1 School/ 2 Sites	Option 1	Option 2
Les Varendes	0	1,271	854
St Sampson's	1,395	868	968
Les Beaucamps	1,395	651	968
La Mare de Carteret	0	0	0
Total	2,790	2,790	2,790

## Benefits impact analysis for 2 x 11-18 schools; 3 x 11-16 schools, 1 with a co-located sixth form and 3 x 11-18 schools Appendix 5

	2 x 11-18	3 x 11-16 + Separate 6th Form	3 x 11-18
<b>Breadth of 11-16 provision through a broader range of combinations of subject choices and therefore greater likelihood of being able to study their first choice combination of subjects at Key Stage 4 (GCSEs);</b>	11-16 curriculum in larger ten form entry 11-18 schools ensures that more students are able to access their first choice of GCSE options and will ensure equity of provision across both sites. Students will have the same offer regardless of site.	This model is effectively 2 x 11-16 and 1 x 11 -18. The 11-16 offer in the 11-16 phase will reduce due to the smaller number of students spread across three sites. There will be a particular impact on vocational/bespoke provision and niche subjects in arts/languages etc. which will result in students having to move for particular lessons or potentially staff travelling more. We know from the previous Federation experiment, when students studied option subjects across a range of sites, that this didn't work and led to poorer outcomes. To achieve equal provision, this is likely to result in 7 form entry on each site which makes timetabling more challenging due to uneven split of forms of entry. If forms of entry are adjusted e.g. one 8FE, two 6FE, one 6FE, then inequality will be built in by having intakes of differing sizes on each site. Curriculum offer will change depending on which site you attend which creates inequality for students.	The 11-16 offer in the 11-16 phase will reduce due to the smaller number of students spread across three sites. There will be a particular impact on vocational/bespoke provision and niche subjects in arts/languages etc. which will result in students having to move for particular lessons or potentially staff travelling more. We know from the previous Federation experiment, when students studied option subjects across a range of sites, that this did not work and led to poorer outcomes. This provision is likely to result in 7 form entry on each site which makes timetabling more challenging due to uneven split of forms of entry. If forms of entry are adjusted e.g. one 8FE, one 7FE, one 6FE, then inequality will be built in by having intakes of differing sizes on each site. Curriculum offer will change depending on which site you attend which creates inequality for students.
<b>A highly skilled workforce (wider pool attracted to 11-18/ reduction in the need for teachers to teach outside their specialisms or preferred subjects)</b>	This model will attract teachers from the UK and international schools who want to teach the full age range. It also allows those staff who do not wish to teach to A Level or IB to remain 11-16 specialists. The larger student population will enable staff to be deployed within their subject specialisms	This model will only be attractive for those who wish to teach the full age range to come to work on the 11-16 school site with the 16-18 A Level/IB provision. On this particular site, staff will be required to teach across the full age range, as is currently the case at The Grammar School and Sixth Form Centre. This is because there is not enough A Level/IB teaching to employ teachers full time in a separate Sixth Form provision. The other two 11-16 schools are not likely to attract staff who wish to teach the full age range and recruitment to these schools will be harder, as is the case now. The smaller schools of 7FE are likely to increase the need for staff to teach outside their specialist areas, as is the case now.	This model will be attractive to those staff who wish to teach in 11-18 schools. However, the sixth forms will be across three schools and will not be able to offer all the subjects on each of the three sites. This is likely to lead to sites becoming specialist sites for subjects e.g. English post 16 specialism or a Science specialism. This will lead to some sites being 16-18 only for certain subjects and will negatively impact upon recruitment. The other option is that staff need to move between sites in order to deliver post-16 teaching. Staff are not likely to be keen to move between sites in order to teach A Level or IB, so this model becomes less attractive. Equally, the benefits of 11-18 schools are lost if students have to move between sites in order to access certain courses/subjects. The 11-18 schools will have small KS3 and KS4 cohorts which will continue the current issues of staff having to teach outside their specialist areas. This is not attractive to recruitment.



	<b>2 x 11-18</b>	<b>3 x 11-16 + Separate 6th Form</b>	<b>3 x 11-18</b>
<b>Delivering excellence through robust leadership and performance led culture</b>	This model delivers far greater opportunities for consistency of school leadership as only two sites need to be managed. The approach of one school policies etc. will be easier to implement and embed due to the reduced numbers of leadership posts.	Although it will still be possible to operate the three 11-16 schools as one, there will be a need for greater numbers of leadership posts across the three sites. Higher numbers of leadership posts, operating across three very different organisational cultures will make it hard to achieve excellence due to the reduction of opportunities for consistency.	Although it will still be possible to operate the three 11-18 schools as one, there will be a need for greater numbers of leadership posts across the three sites. Higher numbers of leadership posts, operating across three very different organisational cultures will make it hard to achieve excellence due to the reduction of opportunities for consistency.
<b>Larger subject teams to share planning and best practice and considered approaches to feedback, reporting and assessment</b>	This model creates larger subject teams by bringing together greater numbers of students to each site. The leadership approaches (including at middle leader level) of each college will align with the one school vision and policies. Moderation across two sites will be more streamlined and easier to monitor standards and quality.	The three 11-16 schools will still be relatively small if students are distributed evenly across three sites and this will not lead to larger subject teams (please note further commentary below about the separate sixth form). There will be a requirement for greater numbers of leadership posts than the two school model which is likely to lead to greater inconsistency. Moderation across two sites will be less streamlined and it will be more difficult to monitor standards and quality. The separate post 16 provision will be easier to manage and oversee and the 11-16 school aspect of this model will benefit from having a larger team of staff who teach across the 11-18 range.	The three 11-18 schools will still be relatively small if students are distributed evenly across three sites and this will not lead to larger subject teams, especially as the sixth forms will be small. There will be a requirement for greater numbers of leadership posts than the two school model which is likely to lead to greater inconsistency. Moderation across three sites will be less streamlined and it will be more difficult to monitor standards and quality.
<b>Community confidence that the colleges are able to provide first class facilities, a broader range of subject choices, excellent pastoral support, a full enrichment programme, relatively small average class size, better support for children with additional needs, more subject specialist teaching and performance measures which place equal focus on every student</b>	The planned facilities at each of the current two sites will provide modern and fit for purpose learning environments for all students. As explained earlier students in the 11-16 phase will have a breadth of curriculum provision on offer. They will benefit from small vertical tutor groups (11-18 age range) with 14 to 15 students in each. Each site will have an individual SEND base to provide flexible support all learners with additional needs. The scale of the two schools facilitates teachers remaining within their areas of specialism and the breadth of curriculum is a strong driver in achieving new performance measures.	In this model a third site will need to be re-developed. Until this is worked up, it is not possible to provide confidence to the community about the facilities. Two of the 11-16 schools will not have the broad range of subjects which will be offered at the 11-18 site due to the increased staffing levels on this site. It may be possible to offer smaller vertical tutor groups in the 11-18 site but not on the two 11-16 sites due to less favourable staffing ratios. It is not known if each site would have a specialist SEND base and if this is not the case, this will lead to an equality of provision across the three schools.	In this model a third site will need to be re-developed. Until this is worked up, it is not possible to provide confidence to the community about the facilities. The 11-16 parts of each school are unlikely to have the broad range of subjects due to the smaller student numbers and small sixth forms. It is not possible to offer smaller vertical tutor groups due to the restriction of staffing numbers (a result of the smaller schools). Teachers are likely to have to teach out of specialist areas in order to make sure that the timetable is taught and that staff are deployed efficiently. It is not known if each site would have a specialist SEND base and if this is not the case, this will lead to an equality of provision across the three schools.

	<b>2 x 11-18</b>	<b>3 x 11-16 + Separate 6th Form</b>	<b>3 x 11-18</b>
<b>A calm and purposeful environment in which all students are able to learn</b>	Sixth formers, as an integral part of each site, will bring a maturity and greater sense of aspiration. Strong, consistent leadership of behaviour and standards and excellent classroom practice, will lead to a calm and purposeful environment. Improved support for SEND students with a purpose built SEND base on each site will also help to create a calm environment.	None of the two 11-16 schools will have sixth formers, as an integral part of each site and will miss out on the maturity and greater sense of aspiration that sixth formers bring. Strong, consistent leadership of behaviour and standards and excellent classroom practice, will lead to a calm and purposeful environment (though consistency will be harder across three sites). Without knowing if each site will have an SEND base it is not possible to say that SEND students will experience the same level of calm and support as is proposed in the two school model. Although it is suggested that the sixth form would be a separate entity on one of the 11-16 sites, in order to make most efficient use of resources, sixth former would need to access lessons in the 11-16 part of the school, as they do now at The Grammar School and Sixth Form Centre. This school would therefore benefit from having sixth formers on site, which the other two schools would not.	Sixth formers, as an integral part of each site, will bring a maturity and greater sense of aspiration. However, sixth form numbers in this model will be smaller on each site, and are likely to have to travel between sites. This reduces the sense of whole-school community, and dilutes the benefits of vertical tutor groups. Strong, consistent leadership of behaviour and standards and excellent classroom practice, will lead to a calm and purposeful environment (though consistency will be harder across three sites). Without knowing if each site will have an SEND base it is not possible to say that SEND students will experience the same level of calm and support as is proposed in the two school model. Improved support for SEND students with a purpose built SEND base on each site will also help to create a calm environment.
<b>Improved educational outcomes leading to greater work and study opportunities and choice in later life</b>	The DFE validated performance tables from 2017-18 demonstrate that the top 200 11-18 schools (based on Attainment 8 Score) in England had an average size of 1374.79 pupils on roll. This number of students is very similar to the anticipated student numbers at each college as part of the two school model. This model is based on 11-18 schools which have high levels of proven academic outcomes.	The DFE validated performance tables from 2017-18 demonstrate that the top 200 11-16 schools (based on Attainment 8 Score) in England had an average size of 939.94 pupils on roll. With an equal 7FE entry across three schools this would create a maximum 11-16 student population of 840 students. It is unlikely that the schools would be full and therefore numbers lower than this. Any variations to forms of entry e.g. a 6FE would create a student population of 720 students. It is worth noting that the average size of the lowest performing 200 11-16 schools is 693.66 students. This number of students is very similar to the anticipated student numbers at each college as a 6FE school. There is no evidence to suggest that this size of school leads to exceptional outcomes for young people (apart from exceptionally poor ones).	The DFE validated performance tables from 2017-18 demonstrate that the top 200 11-18 schools (based on Attainment 8 Score) in England had an average size of 1374.79 pupils on roll. In a three school 11-18 model the maximum size of each school with a 7FE would be 990 students. Or 870 with a 6FE. It is worth noting that the average size of the lowest performing 200 11-18 schools is 878 students. This number of students is very similar to the anticipated student numbers at each college as a 6FE 11-18 school. There is no evidence to suggest that this size of school leads to exceptional outcomes for young people (apart from exceptionally poor ones).
		<i>NB - there will be other factors impacting on poor performance but it cannot be ignored that lowest performing schools in 11-18 and 11-16 sectors are similar to what is proposed in this model.</i>	<i>NB - there will be other factors impacting on poor performance but it cannot be ignored that lowest performing schools in 11-18 and 11-16 sectors are similar to what is proposed in this model.</i>

	<b>2 x 11-18</b>	<b>3 x 11-16 + Separate 6th Form</b>	<b>3 x 11-18</b>
<b>The proposed enrichment/electives programme, which provides all students with access to a broad range of enrichment opportunities regardless of individual circumstances</b>	Enrichment is a key element of the two school model. There will be opportunities for sixth form students to lead activities and for all year groups to mix during enrichment activities. Coordinating such a programme across two colleges is an achievable task, especially as the numbers will help to make activities viable.	Whilst it may still be possible to offer enrichment it will be much more challenging to coordinate across three schools. Offering the same in each school would probably lead to a reduced offer as it would depend on staff interests/skills and therefore difficult to achieve across three sites. Or students would need to be transported. It will become much harder for sixth formers to be as involved as they will not know staff or students in two of the schools and the logistics of moving students around at the end of the school day would prove very challenging. The costs and logistics involved in transporting students around could prove prohibitive.	Whilst it may still be possible to offer enrichment it will be much more challenging to coordinate across three schools. Offering the same in each school would probably lead to a reduced offer as it would depend on staff interests/skills and therefore difficult to achieve across three sites. Or students would need to be transported. Sixth formers could still be involved in supporting the activities. The costs and logistics involved in transporting students around could prove prohibitive.
<b>Better support for individual needs with significantly more space allocated to supporting students with additional needs and communication and autism bases at both colleges</b>	This model provides specialist bases on each site. Bringing together support staff on to two sites will help to pool resources and ensure that staff are deployed more efficiently e.g. with four current sites, there could be the same four support activities taking place for four students. This would be halved and enable students to feel less isolated with their individual needs. Both schools will benefit from the expertise provided from the CAIS base.	Would it be realistic to provide three CAIS bases/SEND bases across three 11-16 schools? There would be significant resources required to staff three bases and reduced opportunities to make maximum use of resources. The likely outcome would be that only two of the schools would have a CAIS/SEND base which would create inequality into the system and mean that one school would not benefit from the expertise of specialist staff. This could also inadvertently create imbalances in the student population with two schools having a higher number of students with additional needs. Would it be realistic to provide facilities for health and other services across three 11-16 schools?	Would it be realistic to provide three CAIS bases/SEND bases across three 11-18 schools? There would be significant resources required to staff three bases and reduced opportunities to make maximum use of resources. The likely outcome would be that only two of the schools would have a CAIS/SEND base which would create inequality into the system and mean that one school would not benefit from the expertise of specialist staff. This could also inadvertently create imbalances in the student population with two schools having a higher number of students with additional needs.
	This model provides for co-located health and other services, allowing easy access for students and their families, and reducing the amount of educational time lost travelling off-site.	It is likely that the service would not be provided on all sites, or that the initiative would not be progressed.	Would it be realistic to provide facilities for health and other services across three 11-18 schools? It is likely that the service would not be provided on all sites, or that the initiative would not be progressed.
<b>The opportunity for a greater number of students to continue into the sixth form on the same site, allowing for a smoother transition process</b>	This continues to be possible within this model.	This would only be possible for students attending the 11-18 site. Whilst it is suggested that the sixth form would be separate, this is not the current reality and the students in the 11-16 phase of the 11-18 site would already know the staff teaching in the sixth form. This model would continue the status quo.	This would continue to be possible within this model. However as some students would need to travel or change sites entirely in order to study their subjects of choice, the reality is that the benefits of an onsite sixth form would be impeded. There would be lost time in travel and increased transport costs.

	<b>2 x 11-18</b>	<b>3 x 11-16 + Separate 6th Form</b>	<b>3 x 11-18</b>
<b>Smaller tutor groups (14-15 students in each) than current average, creating opportunities to strengthen pastoral support;</b>	This would be possible within this model.	It is not possible to deliver this in the two 11-16 schools but would be possible on the 11-18 site. There would be no improvement in pastoral support for the 11-16 sites but there would be improved opportunities for those attending the 11-18 site. This would create inequalities of provision.	It would not be possible to deliver in the three 11-18 schools as they would be too small and wouldn't have the flexibility of staffing created by pooling resources into two schools. Students needing to move sites for the post-16 studies and potentially staff would also add logistical challenges in delivering improved pastoral provision.
<b>The opportunity to follow the International Baccalaureate Careers-related programme: a new programme mixing academic and vocational qualifications between the school and The Guernsey Institute</b>	This would be possible within this model.	This would be possible within this model.	This would be possible within this model.
<b>Improved professional development opportunities</b>	There are greater opportunities for staff professional development through opportunities to teach across the 11-18 age range.	More limited opportunities for staff and a continuation of the status quo with 11-18 only on offer in one school.	There are greater opportunities for staff professional development through opportunities to teach across the 11-18 age range.
<b>New leadership and progression opportunities</b>	The two school model delivers an entirely new staffing structure at middle and senior leadership level, with greater curriculum opportunities for staff.	A three school model will make it harder to deliver transformation as the structures across two schools are not as readily applicable across three and will lead to increased management positions.	A three school model will make it harder to deliver transformation as the structures across two schools are not as readily applicable across three and will lead to increased management positions.
<b>Grouping of students with similar attainment where it is beneficial</b>	Setting for students of similar ability is easier to achieve across larger cohorts with more groups within which students can move.	Setting for students of similar ability is harder to achieve across smaller cohorts with fewer groups within which students can move. This can result in students not in the correct ability grouping.	Setting for students of similar ability is harder to achieve across smaller cohorts with fewer groups within which students can move. This can result in students not in the correct ability grouping.
<b>A high-quality learning environment with modern, purpose-built facilities</b>	Yes achieved in this model.	Two sites would require extensions and one would require a re-build/major repurposing. If budgets are available this is achievable.	Two sites would require extensions and one would require a re-build/major repurposing. If budgets are available this is achievable.

	<b>2 x 11-18</b>	<b>3 x 11-16 + Separate 6th Form</b>	<b>3 x 11-18</b>
<b>Budget savings in secondary education annually while providing a better model of education for more students</b>	Budget savings are delivered in this model, especially when combined with The Guernsey Institute.	Running three smaller schools, although more efficient than a four-school model, will not generate long term revenue savings on the scale of the two-sites model.	Running three smaller schools, although more efficient than a four-school model, will not generate long term revenue savings on the scale of the two-sites model
<b>High specification facilities for physical education, including indoor swimming pools and brand new, extended multi-use games areas with 3G synthetic turf surfaces</b>	These are included in the two school model	One site would require significant investment in order to provide equal standard facilities.	One site would require significant investment in order to provide equal standard facilities.
<b>Capital receipts gained as a result of integration -</b>	Les Varendes and part of LMDC site released.	Part of LMDC site released.	Part of LMDC site released.



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14 February 2020

Dear Deputy St Pier

**Requête – P.2020/14 – Determining the best model for secondary education**

Thank you for your letter dated 6 February 2020 concerning the above.

The Committee has considered this matter and notes that the requête primarily focuses on the future model for secondary education in Guernsey.

The Committee will support the Committee *for* Education, Sport & Culture wherever possible in delivering resolutions agreed by the States, particularly in ensuring that the necessary and appropriate infrastructure required to do so is considered and planned from the outset.

In doing this, it will be mindful of the aims of the Integrated Transport Strategy, by promoting sustainable ways for the whole community to travel to and from school. This includes encouraging walking, cycling, car sharing and public transport use and an aim to reduce the number of car journeys to and from schools.

In addition, the Committee will be supportive of the promotion of biodiversity, the mitigating of climate change, the aims of the energy policy, and other actions that support the key areas of focus for the States.

Yours sincerely

**Deputy Barry Brehaut**  
President  
Committee *for the* Environment & Infrastructure

Deputy St Pier  
Policy & Resources Committee  
Sir Charles Frossard House  
La Charotterie  
St Peter Port  
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12 February 2020

Dear Deputy St Pier 

**Requete – Determining the best model for Secondary Education**

Thank you for your letter of 7th February 2020 seeking the views of the Committee *for* Health & Social Care on the Requête submitted by Deputy Dudley-Owen and six other members on the subject of secondary education. Deputy Prow, as a signatory of the Requête, and Deputy Tooley, as a member of the Committee *for* Education, Sport & Culture, recused themselves from the Committee's discussions on this matter. Deputy Tindall also chose to recuse herself from the item, noting that planning applications have been submitted by the States of Guernsey for the Les Beaucamps High School and the St Sampson's High School sites. Consequently, the Committee *for* Health & Social Care was not quorate to consider the Requête. However, noting the importance of the subject matter and the link to HSC's mandate, Deputy McSwiggan and I considered it appropriate to respond, providing a minority view, noting that it will be for the Policy & Resources Committee, and in turn the States' Assembly, to consider the weight which should be attached to this letter.

Given the States' agreement that all policy decisions should include consideration of their impact on health and wellbeing, Deputy McSwiggan and I have taken opportunity to consider the Requête from the perspective of health and care in the Bailiwick. Accordingly, the following comments are limited to matters relating to the Committee's mandate and do not necessarily reflect our wider views regarding the future model of secondary education.

## **Background**

In January 2018, the States agreed that secondary and post-16 education should be organised as an 11 to 18 School in Guernsey operating as one organisation comprising two constituent colleges or campuses on different sites, both of which shall include sixth forms. The States additionally resolved – following a successful amendment from Deputy Prow and myself– to direct the Committee *for* Education, Sport and Culture to embed an “environment for health” ethos across all aspects of education provision in the Bailiwick (including educational outcomes, the learning environment, curriculum, policies and procedures and partnership working) and to make use of any opportunities to meet the mental, emotional, social and physical wellbeing needs of all learners.

As detailed in the explanatory note of that amendment, it sought to ensure that, irrespective of the overall structure adopted for Secondary and Post-16 Education in the Bailiwick, the Assembly consciously committed to ensuring that all learners have opportunity to develop the knowledge, skills, capabilities and attributes needed for mental, emotional, social and physical wellbeing now and in the future. We are clear that this focus, and States’ direction, should not be lost.

### **Wellbeing of students, education staff and the wider community**

It is well evidenced that practical experiences within an educational setting can have direct consequences on health and wellbeing outcomes. The interactions between pupils, staff and the wider community impact on personal identity including the perception of self in terms of successes and failures, relationship building, self-esteem and the promotion, or otherwise, of positive health behaviours.

The States has a clear responsibility both to the future generations who will access the education system and, just as importantly, those students currently within education, their teachers and their families. We know that both uncertainty and discontent has the potential to impact on mental wellbeing. We know that there are sectors of our community - teachers, parents and the wider public – who hold genuine concerns in respect of the current proposals and we know that there are equally sectors of our community who are fearful of the uncertainty that they believe would arise should this Requete be successful.

Debates over recent, and not so recent, years in respect of education policy shows that there are no easy answers and that the community as a whole holds many strong, but divergent, views. Despite current attention on the physical infrastructure, it is important to remember that the true transformation of secondary education is not about buildings. Rather it is about delivering the best possible outcomes for children and young people, and in turn the wider community. Irrespective of the future model adopted, the need for continued investment in supporting students, parents and staff through the transition cannot be underestimated.



It is inevitable that if the Requete is successful, there will be a period of uncertainty at least until the next States consider the proposed Policy Letter and it is understood that there is likely to be a practical impact on those transition plans communicated to children and their parents.

As a government, and as a signatory to the UN Convention on the Rights of the Child, we have a responsibility to ensure that the best interests of the child are central to all decisions and actions that affect children. This doesn't mean that we must at all costs avoid uncertainty; uncertainty is a reality of daily life. But we do have a responsibility as an Assembly to consider carefully whether the benefits of delay sufficiently counterbalances the disadvantages that current cohorts may experience. This is a balance that the Assembly as a whole needs to determine.

### **Infrastructure**

While we firmly believe that the transformation of education is not about buildings, it cannot be ignored that the reorganisation of secondary education is reliant upon investment in the physical infrastructure to the tune of some £78 million. Following the September 2019 Policy Letter, part of these funds are to ensure that the buildings enable co-located community services.

The opportunity to provide health and care services directly within schools would dramatically improve access for students and their families, enhance multi-agency working and raise awareness of health and wellbeing. The development of the new colleges provides an opportunity to embed an environment for health which enables complementary services to be delivered on the same site rather than requiring pupils to attend alternative sites. Through the planned dedicated space, shared amongst different partner organisations, learners would be able to access services, catered around their specific needs, in a convenient manner and without missing classes.

Given delays associated with the development of a Community Hub (detailed below), the investment in prevention and early intervention within school is particularly important. Education and health outcomes are inextricably linked; those with more years of schooling tend to have better health and wellbeing and exhibit healthier behaviours, and individuals experiencing positive mental health and wellbeing are likely to face fewer challenges in accessing education. We would be disappointed if there were delays in realising the benefits of shared collaborative spaces within schools.

We note that there has been considerable public attention in respect of how staff and students will access the sites. The recent Health and Wellbeing Survey showed us that younger people can face more transport barriers than older people- this is why investment in travel plans is particularly important.

Travel plans aren't simply about reducing the impact of traffic around schools. By developing a package of actions designed to encourage safe, healthy and sustainable

travel options tailored to the needs of the schools, we can create an environment for health where students and teachers are supported to make informed choices about the use of alternative methods of transport – as has recently been demonstrated by the development of travel plans for staff at the Princess Elizabeth Hospital. We know that there are health, social and environmental benefits of walking or cycling to school safely and while these options might not be right for all staff and students, it is important that for those individuals who would benefit, we make such options as easy as possible.

### **Community Hub**

Central to the Partnership of Purpose is the physical co-location of services through a number of easily accessible sites called Community Hubs. Through these Hubs, individuals will be able to access a range of face-to face and virtual services provided by public, private and third sector organisations. By consolidating services which are currently scattered across the Islands, the Community Hubs will seek to improve access to care and enable islanders to deal with multiple health and care needs in a single visit.

Plans to develop a Principal Community Hub which in addition to supporting public-facing services, would also provide a base for shared back-office support for the public and third sectors have, disappointingly, been repeatedly frustrated during this political term. The Committee has undertaken extensive work to scope current provision and opportunities for the future but has experienced challenges identifying an appropriate site.

The States agreed in September 2019 that ESC, HSC and the States' Trading Supervisory Board should explore the feasibility of using the Delancey Campus. This is looking increasingly unlikely as a viable solution. The Committee notes that there is an extant resolution to report back to the States with recommendations in respect of the co-location of a range of health, care and community services, commissions and other bodies which provide services on behalf of the States. Returning to the Assembly with these recommendations will be an important milestone in demonstrating the cross-Committee, and, we hope in turn, wider States' Assembly commitment to creating an environment for health. Work to date highlights that there are few existing sites available which would readily allow the envisaged co-location of the full breadth of services. Should the Requete be successful there will be added uncertainties as to the options available. Until such time as we know what sites are available, it will not be possible for us to decide whether any current locations are preferable to a new build.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Heidi Soulsby', with a long horizontal flourish extending to the right.

**Deputy Heidi Soulsby**

President

Committee for Health & Social Care