

# **Review of Education Services in Guernsey**

Undertaken by

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**December 2011**

***“The most important person in any school is the pupil. The most important asset is the teacher”***

# **Review of Education Services in Guernsey**

## **Introduction**

This report sets out the findings and recommendations of a Review commissioned by the Policy Council of the States of Guernsey with the following terms of reference:-

In response to a question in the States of Deliberation on 28<sup>th</sup> September 2011, the Education Department, through its Minister, placed into the public domain the GCSE statistics of the island's three High Schools (both collectively and individually) for the years 2009, 2010 and provisional figures for 2011.

As a result of public concern at the apparent low level and deteriorating trend in the results, the Policy Council has determined that an appropriately focused and independent review of education services shall be undertaken.

### **The review shall examine:**

1. The trend of results in respect of public examinations in the Island's High Schools (and their predecessors) over the last decade.
2. How such results and trends compare:
  - a. as between the High Schools;
  - b. with other island schools (including St Anne's, Alderney); and
  - c. with relevant off-island comparators.
3. The effectiveness of school performance setting and assessment, as implemented between the Education Department and island schools.
4. The effectiveness of independent evaluation in place in respect of island schools.
5. The actual or potential effect on education outcomes of specific issues, as may be identified by the review.
6. The remedial action already underway or planned by the Education Department to address any shortfalls identified, and the adequacy of such measures.
7. The processes and policies surrounding public dissemination of key education performance indicators.

The reviewer shall report the findings of the review to the Policy Council and shall include in such findings:

- Strengths and weaknesses identified.
- Recommendations as to possible future actions.
- Any other or ancillary issues that may arise during the course of the review that the reviewer may identify as being worthy of further investigation in the interests of improving the island's education system more generally.

The reviewer shall report to the Policy Council no later than 31<sup>st</sup> December 2011.

## Methodology

The Review (with its Terms of Reference) was publicised through the local media and online on the Guernsey Government Website. Interested parties were invited to contribute, in strict confidence, either in writing or in face-to-face discussion.

- Ninety two people were seen by the reviewer with most discussions lasting over an hour. These have included:

Four Guernsey States Ministers.

All members of the Education Board and 5 past members.

Five other States Deputies.

Education Department officers and four former officers.

Headteachers, senior staff and individual teachers.

Parents.

Teacher Union representatives.

Various representatives of Guernsey businesses.

- Staff meetings with the teaching staff of the Grammar School, and the three High Schools. The Headteacher and senior staff of the schools very kindly agreed not to attend these meetings.
- Between four and seven visits to the four secondary-sector schools to observe lessons and to interview staff and students. Visits to two of the colleges, two primary schools and the Link Centre were also made.
- Documentation:
  - Education Board minutes.
  - School Validation (Inspection) Reports for the period 2001 to 2011.
  - Numerous education and school policies.

**Note** This Review has focused mainly on the three High Schools and the Education Department. Because of time constraints it has not been possible to explore issues in the primary schools.

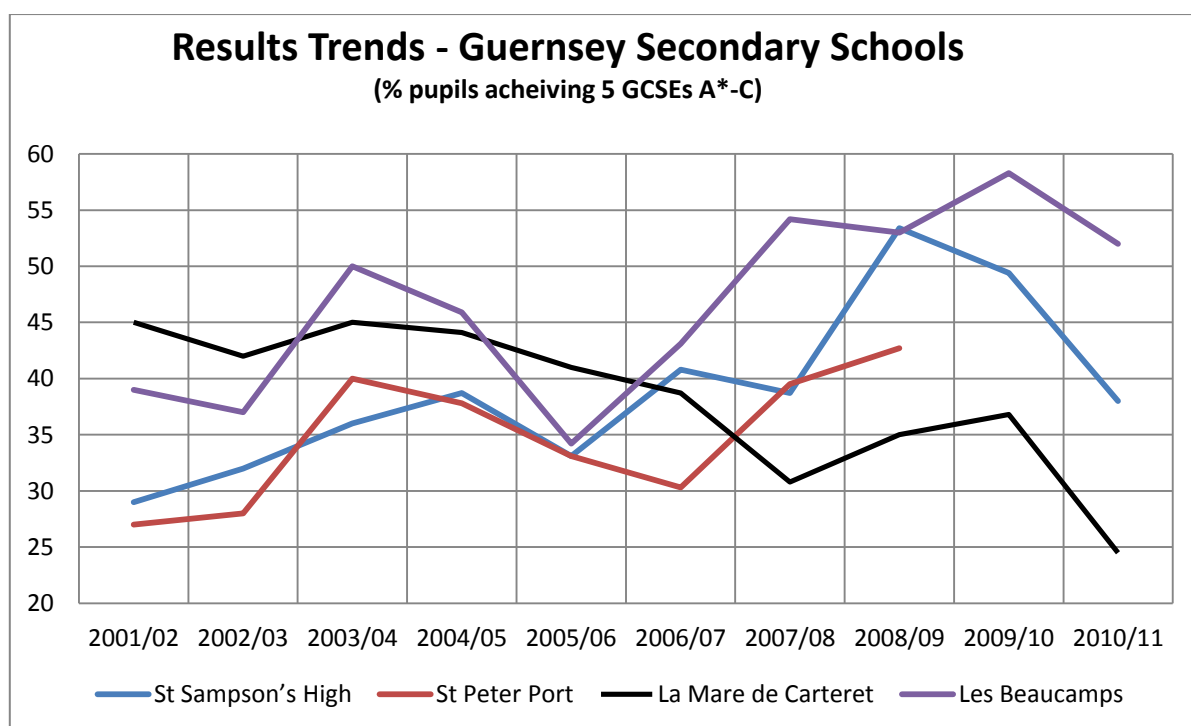
## Sections 1 and 2

### Trends in GCSE Results

The trend in results in respect of public examinations in the Island's High Schools (and their predecessors) over the last decade.

### GCSE Results

#### Comparison between the Island's High Schools



2002-2008 data received from the Education Department on 26/10/11

2009-2011 revised data received from the Education Department on 19/12/11

The above graph shows the result trends for 5+ GCSE passes A\* to C for the four High Schools over the last decade.

- Les Beaucamps was the highest achieving high school for six out of the last ten years.
- La Mare de Carteret School has had a mainly downward trend at GCSE and has been the weakest school from 2008.

## GCSE Results

### Comparison with all of the other Bailiwick schools

Bailiwick of Guernsey secondary sector schools 5+ A*-C Grades GCSE passes (in any subjects) (% of pupils)										
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
<b>Grammar School</b>	92	97	95	95.3	95.9	95.2	98.4	98.3	100	97.9
<b>Les Beaucamps</b>	39	37	50	45.9	34.2	43.1	54.2	53	58.3	52
<b>LMDC High</b>	45	42	45	44.1	44.1	38.7	30.8	35	36.8	24.5
<b>St Anne's Alderney</b>	33	58	69	56.5	61.1	65	43.8	63.2	57.9	68.8
<b>St Peter Port</b>	27	28	40	37.8	33.1	30.3	39.5	42.7	-	-
<b>St Sampson's High</b>	29	32	36	38.7	33.1	40.8	38.7	53.4	49.4	38
<b>Blanchelande College</b>	97	81	85	80	93.7	75	77	91	87	100
<b>Elizabeth College</b>	94	88	97.1	97.1	100	100	98.4	100	100	96.8
<b>Ladies College</b>	100	100	100	100	97	100	100	100	100	100

2002-2008 data received from the Education Department on 26/10/11

2009-2011 revised data received from the Education Department on 19/12/11

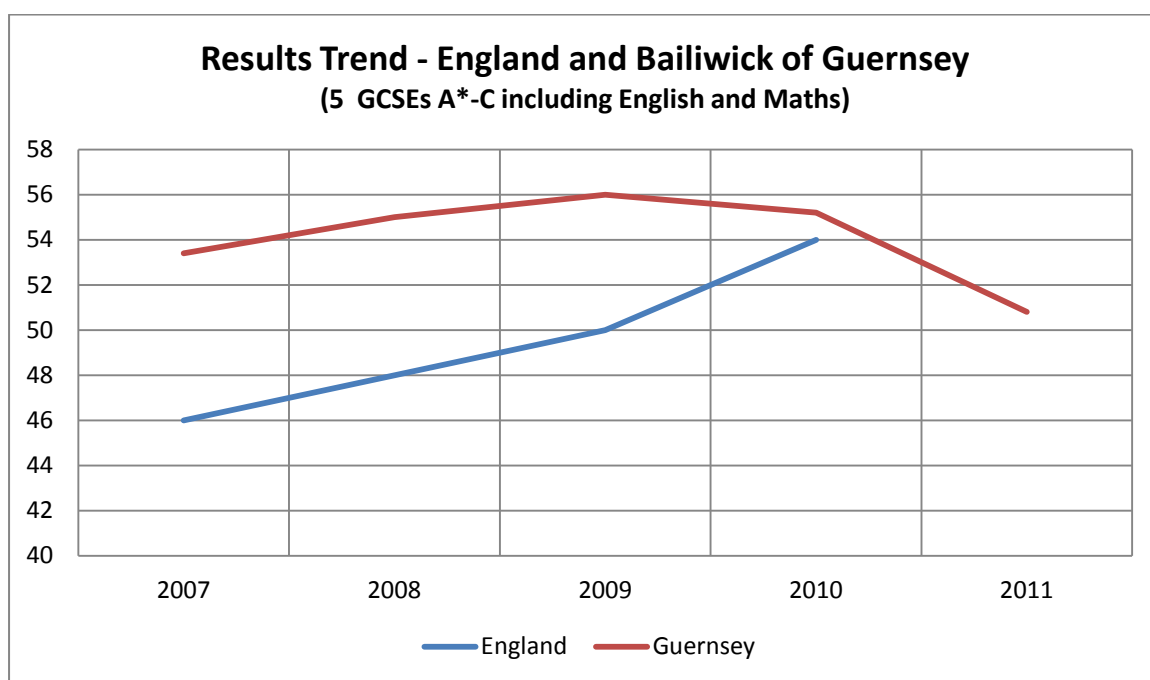
Data for Elizabeth and Ladies Colleges and Blanchelande verified by the schools.

A feature of the above are the good results at St Anne's School in Alderney. A statistician may say that the very small intake of the school means that these results are misleading, but they are still impressive compared to the High Schools.

## GCSE Results

### Comparison with England when you include English and maths

Bailiwick of Guernsey and England GCSE results 2001-2011 (% pupils achieving 5 GCSEs A*-C including Maths and English)					
	2007	2008	2009	2010	2011
England	46	48	50	54	
Bailiwick of Guernsey	53.4	55	56	55.2	50.8



**Note:**

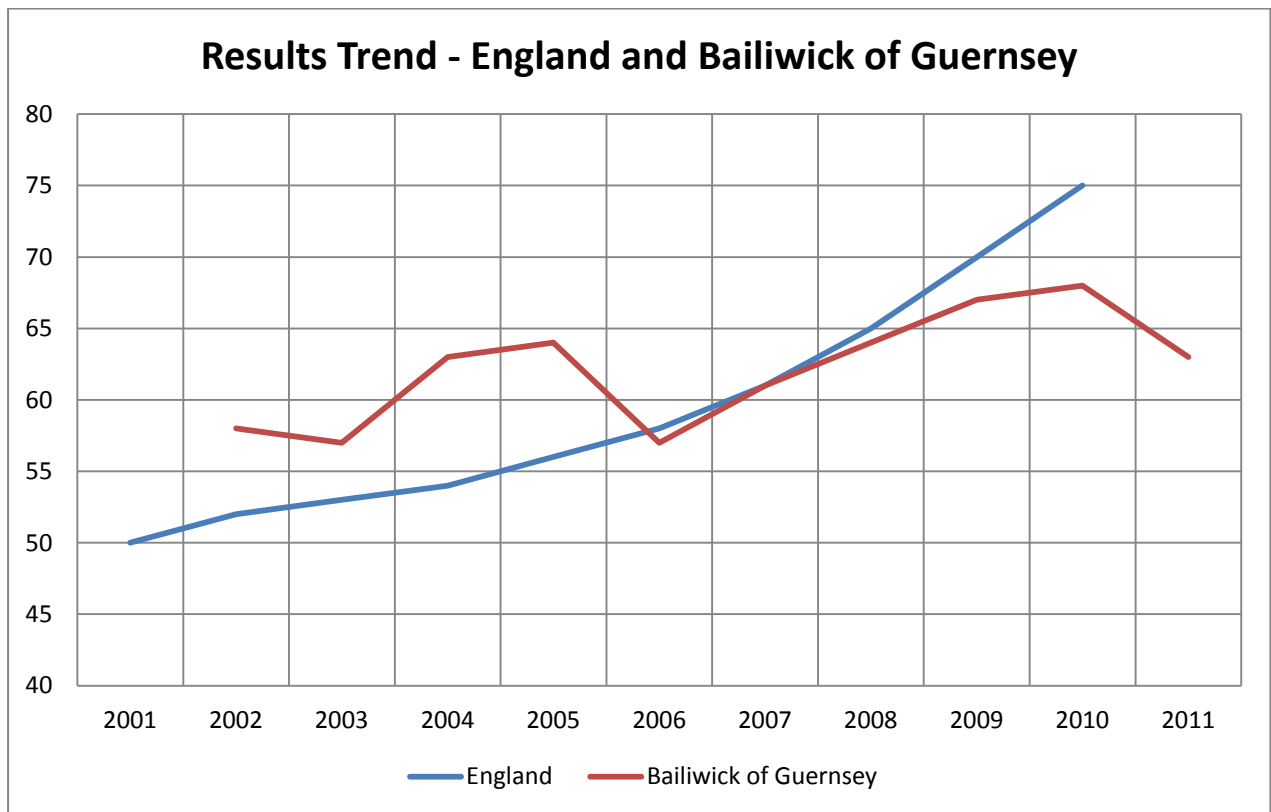
The England 2011 results will not be released until January 2012.

The Bailiwick data was received from the Education Department on 26/10/11 and updated on 19/12/11. The Department advised that it included St Anne's, Alderney, the Colleges, Grammar and Secondary Schools and also included Special Educational Needs pupils.

The above graph shows the comparison between England and Guernsey on the percentage of 5+ GCSE passes A to C including English and maths. For the four years up to 2010 Guernsey has been ahead of England but results have dipped over the last year. N.B. The 2011 result for England is not available until January 2012.

**Bailiwick of Guernsey and England GCSE results 2001-2011**  
 (% pupils achieving 5 GCSEs A\*-C)

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
<b>England</b>	50	52	53	54	56	58	61	65	70	75	
<b>Bailiwick of Guernsey</b>		58	57	63	64	57	61	64	67	68	63



**Note:**

The England 2011 results will not be released until January 2012.

The Bailiwick data was received from the Education Department on 26/10/11 and the 2009-11 data revised on 19/12/11. The Department advised that it included St Anne's, Alderney, the Colleges, Grammar and Secondary Schools and also included Special Educational Needs pupils.

The comparison between England and Guernsey of 5+ GCSE A\* to C grades over the last decade shows that:

- Guernsey was achieving better results than England up to 2005.
- But that Guernsey has fallen behind over the last two years.



## GCSE Results - including English and Maths

This Education Review was triggered by the publication of the Guernsey High School GCSE results in the States meeting of September 2011. The results of all Bailiwick secondary-sector schools from the period 2006 to 2011 are presented below:

<b>5+ A*-C Grades GCSE passes including English and maths (% of pupils)</b>						
	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
<b>Grammar School</b>	93.4	95.9	98.4	97.4	100	97.9
<b>Les Beaucamps</b>	25.2	35.2	40.9	31.6	39.8	36.3
<b>Le Mare de Carteret High</b>	29	19.9	20.6	25	24	<b>11.5</b>
<b>St Anne's, Alderney</b>	38.9	36.8	41.7	52.6	47.4	56.3
<b>St Peter Port</b>	13.1	23.2	29.6	24.3	-	-
<b>St Sampson's High</b>	24.6	31.3	29.8	35.9	23.8	<b>20.5</b>
<b>Blanchelande</b>			77	65	61	67
<b>Elizabeth College</b>	89.8	100	98.4	100	100	95.3
<b>Ladies College</b>	97	100	98.3	100	98.6	100

2002-2008 data received from the Education Department on 26/10/11

2009-2011 revised data received from the Education Department on 19/12/11

Data for Elizabeth and Ladies Colleges and Blanchelande verified by the schools.

It was felt that results at two of the High Schools were particularly poor:

Percentage achieving 5+ GCSEs A\* to C including English and maths

La Mare de Carteret High **11.5%**

St Sampson's High **20.5%**

These disappointing results have been attributed to a number of factors, including the closing of St Peter Port School and the raising of the school leaving age.

Over the last decade it was accepted locally that one of the four secondary schools had to close as there were too few children to make four schools viable. When the decision was made finally to close St Peter Port School there was extensive planning on how best to do this in order to minimise the impact of the closure on the students concerned. It was decided that the closure would be staggered with the students moving to the three other High Schools. Late in the planning stage this was changed and the students moved to either St Sampson's or La Mare de Carteret. Only two students were transferred to Les Beaucamps.

In the UK there is ample evidence that difficulties occur when schools close or merge. The major ones are:

- a lack of allegiance from the transferred students to their new school;
- the fact that the new students do not know the teachers and most of the teachers do not know them;
- “territorial rights” by students in areas such as the playing fields.

When a school closes, the existing teachers have to move also to other schools. There is no ‘perfect’ way of doing this. At one stage, for example, Les Beaucamp School had three interim heads of department.

The raising of the school leaving age (ROSLA) impacted at around the same time. When England raised the school leaving age to 16 in 1972-73 there were enormous discipline problems with students who felt they were “forced” to stay on. Guernsey seems to have experienced similar issues. Some 15 year-olds apparently resented having to stay at school and spent too much time creating discipline problems in lessons, disrupting those who wanted to learn.

Staff at the High Schools felt that some of the problems could have been avoided if the planning had been better. In particular, they felt aggrieved that promises that they considered had been made concerning the provision of more vocational-type courses for Year 11 students failed to materialise.

At St Sampson’s High there was a marked contrast in the GCSE results for English and maths. The percentage of students achieving a Grade C (or better) in English was 58%. In some previous years the pass rate has been almost 70%. For a secondary modern intake this is phenomenal and is a reflection of the quality of the English teaching. However, the same cohort of students that achieved a 58% pass rate in English achieved only a 24% pass rate in maths. In part I consider this was due to the fact that the second ability set was entered for the “Higher Paper” in maths. Had these students been entered for the “Foundation Paper”, it is possible that more of the 23 students in the group would have achieved a C grade. Given that the results were much lower than expected, a re-mark of the maths papers by the examination board might also have helped.

The GCSE pass rate at La Mare de Carteret High was affected by other factors. There are issues to do with communication, consultation, consistency, and in some cases low expectations. Although I saw some good lessons, staff morale is low and there are too many temporary or cover staff.

Les Beaucamps School has a highly respected Headteacher and good staff morale. I was impressed with a number of English and maths lessons that I observed. The curriculum Deputy Head has a very good grasp of how to use data effectively.

The Grammar School is very good and this is reflected in the 2010 VSSE validation (inspection) Report. There is strong leadership and a high level of staff morale. Clearly one would expect a selective school to achieve 95% to 100% 5+ GCSE passes including English and maths. What is noticeable is the improvement over the last four years in the quality of the results, as measured in the increase in A\* and A grades. This is partly due to excellent use of data.

## Comparisons with schools in England

Comparing the High School GCSE results with schools in England is not straight forward:

- Over 90% of secondary age schools in England are comprehensives and cater for the entire academic ability range. Essentially they are neighbourhood schools established for children who, in a previous generation, would have gone to the local grammar school or secondary moderns. As such, most comprehensives achieve better examination results than a secondary modern could. This is particularly so for those comprehensives in prosperous middle class areas.
- In Guernsey, approximately 40% of students at 11+ go to the Grammar School, Elizabeth College, Ladies College, or Blanchelande College. However around a third of the students going to the colleges have not passed the Guernsey 11+ examination. The intake of the colleges is much more a comprehensive intake than a selective one.
- The real difficulty, however, in comparing Guernsey examination results with England is the fact that schools in England may take “GCSE-equivalent” courses. For example, one well-known vocational ICT course is rated the “equivalent” of four GCSE passes. If all the students in the school pass this course and half also achieve a pass in a normal GCSE exam, the school achieves a 50% pass rate! (However, when the requirement that English and maths be included in the results it made this much more difficult)

The number of such equivalent qualifications taken in schools has exploded in recent years from 15,000 in 2004 to 575,000 in 2010. The reason for this is that they have been used by schools - in the main those in the bottom third of league tables - to boost their league table position. The present Secretary of State for Education, Michael Gove, is taking steps to stop this.

Even allowing for the above, a comparison between the Guernsey High Schools, and, for example, the 66 secondary moderns in Kent (where the 11+ system also continues to operate) is not favourable. The bottom ten schools in Kent in 2010 (the England 2011 tables will not be published until January 2012) achieved the following percentage pass rates:

31% 30% 30% 28% 28% 28% 27% 26% 25% 14%

By any comparison, the GCSE results at La Mare de Carteret High and St Sampson High Schools were poor. But they should not have been a surprise. All the warning signs were there, in particular the data on the individual Year 11 students.

I consider that these results are a symptom of a much larger problem in the monitoring, management and structure of education in Guernsey.

## Section 3

### **The effectiveness of school performance setting and assessment, as implemented between the Education Department and Island Schools**

The Education Department is responsible for monitoring the performance of schools in the Bailiwick. This is done partly via Education Officers meeting with Headteachers and monitoring documents such as the annual school Report on Evaluation and Planning (REP). The REP should be a useful tool for identifying weaknesses in school performance and actions to improve it. In practice, it is not as effective as it should be, and the results at La Mare de Carteret High, in particular, would appear to confirm this.

There is not enough focus on target setting and benchmarking by the Education Department and schools, nor in ensuring that these targets are met. Part of the reason for this is insufficient use of data. Yet schools are fabulously rich in data. During their time at school children take dozens of tests and collectively these are very accurate in identifying future potential. Good interrogation of data, if allied to assessments on how hard the student is working, is especially effective in identifying “coasting” students. Good use of data can identify accurately under-performance at subject, teacher and student level. However, data will tell you nothing unless you ask the right questions. In Guernsey, I consider data is not used effectively; too often it appears to be left in filing cabinets and not shared with staff. The exception is the Grammar School.

“One of the major successes of recent years has been the establishment of comprehensive and sophisticated data management systems for tracking students’ progress. This has been a major factor in the sustained improvement in GCSE results over the last three years. This excellent development has enabled all staff to have easy access to a wide range of data about individual students’ academic progress and salient contextual information. This has facilitated timely and appropriate intervention strategies being put into place in cases of underperformance, enabling staff to be more responsive to students’ needs”

Grammar School Validation Report, October 2010

This rigorous use of data, followed by a firm stance on under-performance, has led to a significant improvement in the quality of the Grammar School’s GCSE results over the last four years; i.e. increases in the number of top grades.

In England data is used extensively to improve schools. The main system for doing this is “RAISE online” (an acronym for **R**eporting and **A**nalysis for **I**mprovement through **S**chool **S**elf-Evaluation). This is an interactive tool produced by Ofsted and the Department of Education and used in school inspections. It allows schools to “drill down” on-line to a level of individual pupil information. Unfortunately, because of its status outside the UK, I understand that Guernsey is not able to access this UK system. Instead, Guernsey uses SIMS (Schools Information Management System). This is presently being updated to focus more on data and I was impressed with the new Education Officer responsible for this area.

A “Strategic Review of Guernsey’s Investment in up-skilling the Workforce” was commissioned in 2009 by the Commerce and Employment Department. This review was carried out by Frontier Economics Ltd. Part of this review required analysis of the skills of young adults moving from education into the workforce. Frontier Economics also developed an evidence base on education performance for the report by the Skills Strategy Group (2011) which showed significant issues regarding young adults with a lack of the basic skills that are required to study standard Level 2 courses (equivalent to 5 GCSE grades A - C) at the Guernsey College of Further Education.

On starting at the college, 71% of 16 year-olds required “catch-up” help with literacy and 65% with numeracy skills. The view of Frontier Economics of education in the island was:

“We believe the Education Department has been complacent with regard to school performance - generally indicating publicly that the system has been successful when in fact there have been quite significant areas of underperformance”

In Guernsey, in my opinion, the lack of professional development for senior staff in the schools is striking. Equally striking is the fact that many staff say that Performance Management has no teeth.

From my interviews, I believe there to be a worrying disparity between what the Education Department believes is happening in the High Schools and the reality. For example, I was informed that target grades were a focal part of improving GCSE results. (If, for example a student has a predicted grade D in maths, the target grade would be a C. In discussion with the maths teacher the student would then identify the key three or four areas he/she needs to focus on in order to achieve the target grade. To reinforce this, the predicted grade, target grade and the specific areas to improve upon are all put on the front of the student’s maths file / exercise book. It is a simple system but it works). Yet, when I have asked over forty Year 11 students their predicted grade, only a handful knew their predicted grade. None knew their target grade.

If the Education Department really knew what was happening in the High Schools, the 2011 GCSE results should not have come as a surprise. The present process of school performance setting and assessment, followed by a meeting with the Headteacher, is not rigorous enough.

It is essential to also assess the quality of teaching and learning. In order to find out the reality, Education Officers have to visit the classrooms to see teachers teach and to see children learn. In my view this is not done as much as it should be.

## **Section 4**

### **The effectiveness of independent evaluation in place in respect of island schools**

Guernsey schools are 'inspected' by staff from Tribal under a contract drawn up by the Education Department. Tribal is the largest provider of inspections for the Office for Standards in Education (Ofsted) in England.

All the inspectors are Ofsted trained, i.e. they have passed the Ofsted training process (which is extremely demanding) and are normally engaged in Ofsted inspections of schools in the UK. Because of this, they are considered to have real authority and are well respected by Headteachers in the island.

Inspections in Guernsey are not called inspections. The process is known as Validated Schools Self-Evaluation (VSSE) and was designed specifically by the Education Department for Guernsey schools. It is quite different from the Ofsted school inspection model used in England. As the name indicates, the emphasis of VSSE is on self-evaluation by the schools covering a range of factors including leadership and management, lesson observations, subject strengths and weaknesses, results analysis, school policies, and quality assurance documents. After validations an action plan is drawn up by the school, with follow-up visits around a year later to check progress.

The VSSE process has been changed over the years. It appears that VSSE Phase 1 and Phase 2 were felt to have become insufficiently rigorous. Reports on schools were carefully written to avoid embarrassment to individual teachers and schools, and were not published in full. Thereafter, I consider there was too long a gap between Phase 2 and the beginning of Phase 3; the whole process was "rested" for over a year and the process of designing the new system was very protracted. This resulted in a long gap between appropriate monitoring of some schools. This included St Sampson's and La Mare de Carteret High Schools.

The current VSSE Phase 3 validations, introduced in 2009, are regarded more positively by the Headteachers who are impressed with the high quality of the inspectors/validators and the support and advice they give. The process appears to be more rigorous, and there are more frequent and shorter validations (these used to be once every six years; they are now every four years).

Those who have experienced Ofsted inspections in the UK feel that the Guernsey model is better as the focus is on self-evaluation. For example, the involvement of senior staff in lesson observations with inspectors has enabled them to focus on the methods used by inspectors in assessing teaching and learning.

However, there appears to be a number of weaknesses with the Phase 3 Validation process:

1. The most significant issue is the absence of subject-specific information. The reports prior to Phase 3 contained extensive analysis on every subject, including strengths and areas for development. The current reports do not. They do not even provide meaningful data on English and maths. Given that these are the two most important subjects children learn, and are clearly essential for the overall results in the school, this is an omission.
2. The VSSE process is based upon a five point scale. With any reporting system it is better to have a four point scale rather than a three or five point one. With the latter, if in doubt, it is arguably too easy to select the middle grade. Ofsted has four grades for this precise reason. This means that it is difficult to compare Guernsey validation outcomes with Ofsted inspections which have always had a four point scale:

Guernsey Validation		Ofsted Inspection	
Level 1	Excellent	Grade 1	Outstanding
2	Well developed	Grade 2	Good
3	Proficient	Grade 3	Satisfactory
4	Underdeveloped with proficient features	Grade 4	Inadequate
5	Underdeveloped		

3. The Guernsey VSSE process is expensive and there do not appear to be any clear consequences for poor performance. Some schools' summary reports are available to parents, but not the full report. I would recommend that the full report is automatically sent to parents because it will tell them a great deal about their child's school. I was told that parents can write to the Education Department for a copy, but no one could tell me how many parents actually do so, and few parents appeared to know this in any case.
4. The fact that the Education Department commissions the validations - the costs of which range from £16,000 to £25,000 - and Tribal report directly back to the Education Department is not in my view appropriate. I suggest that the commissioning of these inspections should ideally be done by another area of the States.
5. The process is perhaps too user-friendly. Ofsted Inspections in England are anything but user-friendly. In Guernsey, schools are given up to six months notification of inspections. In England, schools are only given two days' notice. Unlike Guernsey, the full report has to be sent to all parents and is put on the internet for open public access. If Ofsted puts the school into "Special Measures" (Ofsted-speak for having failed) the Headteacher is likely to lose his/her job.

## Section 5

### The actual or potential effect on education outcomes of specific issues as may be identified during the review

#### 5.1 Housing Licence

I have found little evidence that the Housing Department turns down licences requested by the Education HR Department. For the two year period December 2009 to 30<sup>th</sup> November 2011 the data is as follows:

Applications for new housing licences	136
Applications for licence extensions	22
Total	158

Of the 158

9 were withdrawn by the Education Department

6 were granted for a shorter period than requested

1 was rejected

142 were agreed as requested

However Housing Licences are an issue in education. For example I have been told by a number of people that the main advantage of the housing licence regime is that “If a teacher is no good you can get rid of them after five years”.

Clearly, this is not the purpose of the housing licence. The majority of people in the teaching profession are very professional and work incredibly hard. Guernsey is no different in this respect. Via observations in the classroom, I have seen a number of very good teachers. However, the teaching profession is no different from others. There is always a minority of teachers who struggle, often because of poor discipline, or poor teaching skills. (Invariably the two go together; very good teachers seldom have discipline problems). Over the course of a five year licence, a poor teacher can do untold damage to a cohort of pupils. It is the job of the Headteacher to improve the teacher, not to wait for the housing licence to expire, and there are a number of recognised and appropriate ways of doing this.

If, after everything possible has been done to improve the teacher, he/she is still below required standards, other solutions have to be explored. One is to persuade the person that they are in the wrong profession; this works surprisingly often. If this fails, capability procedures have to be considered. No one likes doing this and the process can be long and torturous. But it has to be done.

What is noticeable in Guernsey is that poor staff appear to be side-lined rather than dealt with. There is a culture of not moving to competency procedures and this



applies at all levels, both within schools and the Education Department itself. Failing teachers are especially damaging; those who are allowed to remain in post end up failing generations of children. Most adults have memories of incompetent teachers - and the damage they can do. In contrast, the weakness of the housing licence is that of the very good teacher coming towards the end of their five years. I have been told that the concern is that, if the licence is extended, the teacher could leave teaching after a few years and move into another job. In forty years of teaching I have rarely found very good teachers leaving the profession in this way.

The very good teacher, having to leave the island after four or five years under licence restrictions, has to be replaced with another teacher on a licence. With the present teacher recruitment system in Guernsey, the chances of the replacement being equally good are very slim. At the same time the tax payer has to pay some £20,000 for this less good teacher to cover costs (recruitment, removal, rental subsidy etc). Everyone is a loser.

In my view there is a strong case for Guernsey adopting its own form of an “excellent teacher” scheme whereby very good teachers can have their licence extended, provided certain criteria are met.

For example:

- Must be a teacher of a shortage subject such as English, maths or science.
- Clear evidence of being a very good teacher, e.g. lesson observations, annual appraisals and examination results.
- A fixed number of licence extensions in any one year.
- A panel of Headteachers and Education Officers make the final decision, (with possible representation from Housing, if deemed necessary).

Under such a scheme the people who would benefit are the students, the parents, the school, the individual teacher, and the Guernsey taxpayer who does not have to pay £20,000 for a replacement teacher. Everyone is a winner.

I understand that a scheme similar to this was proposed around four years ago but was discarded. I am told that the main reason that it did not happen were objections by the teacher unions. They apparently described it as a “sycophant’s charter”. The scheme needs to be re-visited.

## Recommendation

*That the Education Department institutes an “Excellent Teacher” scheme with a view to retaining the best teachers on a licence.*

## 5.2 The Education (Guernsey) Law, 1970

The 1970 Education Law, which has been amended in some respects, was a re-write of the famous 1944 Education Act formulated by Rab Butler and which laid down the principles on which English post War education was to be implemented. It was based on problems of 1930s education, and encapsulated and addressed the social concerns of England in the 1940s.

Such amendments as have been made to the 1970 Law have not been extensive, but have been “bolted on” to a Law that was already dated when it was passed. There has not been, so far as I am aware, any thorough review of whether the 1970 Law remains fit for purpose, which I find surprising given the extensive work undertaken elsewhere to ensure that education legislation provides the right framework to deliver current and future educational requirements. In my opinion, Guernsey’s education service has been inhibited in its development of proper strategic planning by a legislative regime that is decades out of date. Delivery of that service has been reactive rather than proactive. This may have been an unintended consequence of history, but the current structures and processes devolve much power and discretion to the Education Department, which in practice means its senior management team.

I am of the view that an urgent review of the 1970 Law should be undertaken, to provide an appropriate legislative regime for the delivery of education in Guernsey. I appreciate this will take time, but for so long as the 1970 Law applies, it is hard to envisage how the extensive changes that are required can be introduced and enforced.

Legal experts tell me that whatever replaces the 1970 Law will require allocation and prioritisation of law drafting resources, let alone the inevitable difficulties and delays of the legislative process. I have to ask: what could or should take priority over our children’s education?

### Recommendation

*The 1970 Education Law should be urgently reviewed and updated.*

## 5.3 The Link Centre

The Link Centre is unique to Guernsey. As a concept, it has no direct equivalent in the UK.

It is a centre in the main for students who have social, emotional and behavioural difficulties (SEBD). The Link Centre takes students who have been excluded from schools after the fifth day of exclusion. Occasionally, it takes referrals from schools; typically, these are pupils with SEBD who will attend for short courses. In its recently refurbished premises in Collings Road, the Link Centre enjoys impressive facilities which include an art room, workshop, climbing wall and swimming pool. It has a staff complement of thirty.

On the afternoon I visited, I saw many staff - but only six students (the programme for the forthcoming month suggested similar numbers). Three teachers were working with one student. I consider this to be an example of one of the problems of the Link Centre. In my meetings with the staff of the High Schools, there was a comprehensive criticism of the Link Centre which is regarded as being hugely overstaffed and a something of a baby-sitting service. Teachers complain that no work is undertaken to address the reason for exclusion and that communication and consultation are poor. In return, the Link Centre staff accuse the schools of poor communication and consultation. I interviewed six students on a one-to-one basis who were either at the Link Centre or had been there. Their view of what the Link Centre achieved was not dissimilar to their school teachers.

The Link Centre's annual running costs are around £1.3 million. Staff in the High Schools would rather this was spent on additional support and assistant teachers across the three schools. I would agree with them.

## 5.4 Reading Ages

A child's reading age is critical to how they will progress at school. If, for example, an eleven year old pupil has a reading age of eight, this means his/her reading age is three years behind their chronological age. Such a child is likely to encounter serious difficulties with subjects involving reading, i.e. most subjects on the school curriculum. On the other hand, an eleven year old with a reading age of 14 will access the school curriculum very easily and is likely to sail forward. This is why the role of the parent in teaching the basics of reading from an early age is so important for their child's future.

The reading ages of children entering the High Schools are lower than I would expect in an island like Guernsey, given its relative prosperity. (Possibly this is because primary schools, like secondary schools, are not made accountable).

Below are the current reading ages for 11 year-olds at the three High Schools:

Reading Age	Number of Pupils		
	<i>Les Beaucamps</i>	<i>LMDC</i>	<i>St Sampson's</i>
6-7 years	0	2	0
7-8	3	9	6
8-9	5	10	13
9-10	16	25	22
10-11	26	23	32
11-12	29	25	30
12-13	13	14	35
13-14	4	5	7

If nothing is done to help the pupils with negative reading ages, a number of things are likely to happen:

- They will not be able to access the curriculum effectively.
- As they progress through the school, they will fall further and further behind.
- By the time they reach the GCSE stage some will have given up, and may become discipline problems in the classroom.
- GCSE performance will be much lower than that for other students.

In order to prevent this happening, UK Headteachers are very pro-active in devising “catch-up” strategies. Typically, these will involve:

- A great deal of reading help in small groups with SEN teachers and teaching assistants.
- One-to-one teaching. The people helping the pupil range from teacher assistants, paid retired teachers, volunteer parents and sixth formers as part of their community work in the school. (Because of the numbers involved much of this happens in corridors around the school).

This intensive support focused on pupils during their first year of secondary school is very effective. It enables pupils to access the curriculum more successfully, to catch up with their classmates and, long term, to achieve better results at GCSE. But, given that much of the support is given on a one-to-one basis, it can be very expensive. However, because Headteachers in the UK have direct funding (Local Management of Schools, or LMS), they are free to implement these sorts of strategies if they think it is necessary.

In Guernsey, Headteachers are trying to improve low reading ages via strategies such as the “Star Reading Programme”. This is much less effective than the strategy described above. However, recourse to this strategy is not used. It appears that this is not because there is insufficient finance; it is because, in the absence of LMS, this finance is not readily available.

## **5.5 Comprehensive Schools**

The absence of a comprehensive school system is very much the elephant in the room regarding Guernsey Education.

In the UK over 90% of secondary schools are comprehensives. There are only 164 grammar schools remaining and most of these are in Kent, which has long been a Conservative controlled local authority. It would be wrong to imply, however, that comprehensives are simply a “left v. right” political issue. More comprehensive schools were established under Margaret Thatcher than under any other Education Secretary before or since.

Given that there are no comprehensive schools in Guernsey, factual information about them is variable in the island. Those teachers in the secondary sector who are, in the main, positive about comprehensive schools are the ones who have had recent experience of teaching in them in the UK. Outside this group, virtually everyone who has spoken with me have perceptions which tend to be coloured by the well-publicised early problems of comprehensives. This is understandable.

Much of the reorganisation in the 1960s and 1970s was done too quickly. Planners failed to understand the problems of combining grammar and secondary moderns together. In the main the pupils were fine; it was combining staff from the schools together that created the real problems. This was made much worse by the fact that the accountants quickly realised that large schools were much more cost-effective, resulting in comprehensives of up to 2,000 pupils. Such schools demanded outstanding leadership; sadly many did not have this and the British media had a field day. The accent lay on everyone being equal, rather than the quality of learning. In some schools competitive sports were banned to ensure that children did not see themselves as losers; every child had to be a winner. Uniforms disappeared as did the standards of staff dress. All of this fermented hostility towards comprehensives which continued through the 1980s and 1990s.

All the evidence regarding comprehensive schools - and there is a lot of it - shows that the top 25% of students achieve just as well as they would have in a grammar school, but the rest do better than they would have done in a secondary modern. Today, the best comprehensive schools are very good indeed, and the evidence for this is shown by examination results, Ofsted reports and over-subscription levels. However, some of the worst comprehensives (mainly in urban centres) are awful.

The downside of the Guernsey selective system is that it is too easy to create “winners” and “losers” in terms of the schools the children go to. The problem is if people feel they are losers, some will start acting as losers. Long term, this simply reinforces social exclusion in the island. Selection also creates divisions between children who have been to the same primary school and disrupts friendships that have been built up over years. The 11+ examination itself is not a level playing field; some parents can afford extra tuition, others cannot. Nor is the 11+ examination necessarily an accurate predictor of potential.

Despite the States decision made ten years ago to retain selection, in my opinion comprehensives could work in Guernsey. However, they would need outstanding leadership and the overall gains could take a long time to be realised. I have received three very strong letters advocating comprehensive schools. However, among all the people who have seen me, I have not encountered any great demand to change to a comprehensive system. Certainly, the recent results in some of the high schools have not helped.

## Section 6

### **The remedial action already underway or planned by the Education Department to address any shortfalls identified, and the adequacy of such measures**

The publication of the GCSE results in the Guernsey Press resulted in a surge of action by the Education Department. There is now enormous pressure on the High Schools to improve their results, and a concentration on the core subjects of English and maths.

The Headteachers of the three High Schools and the Grammar School met with the Education Board on 4<sup>th</sup> October to answer questions on the GCSE results. What is interesting is that this was the first meeting that the Education Board had had with Headteachers for four years. If the Education Board wants to avoid unpleasant shocks, such as the recent GCSE results, it has to meet with the Headteachers far more often.

On the 12<sup>th</sup> October the Headteachers met with Education Department officers. Specialists in English and maths had been commissioned from the education consultancy firm Tribal to work with the High Schools. Individual school action plans were discussed.

Actions include:

- Visits from senior officers to emphasise the need for improvement.
- Meetings with the school senior leadership teams.
- External consultants flown in from England to focus on English and maths.
- A concentration on GCSE C/D borderline students.
- Initiatives in the primary schools to try and improve English and maths standards on entry to the secondary schools.
- More appropriate and intelligent use of data.
- Challenging under-achievement and improving attendance.

Les Beaucamps has been strengthened with an additional Deputy Headteacher. This is largely because, in addition to leading the school, the Headteacher has to focus on the final stages of the new building.

There will be a full VSSE validation of La Mare de Carteret High in March 2012. A VSSE validation has just been completed at St Sampson's High (November 2011). The school's last validation was in March 2004. Although that report was a good one, a seven year gap between the two validations is, frankly, far too long.

### **Recommendation**

*The remedial action undertaken by the Education Department has been comprehensive and should be continued.*

## Section 7

### The processes and policies surrounding public dissemination of key education performance indicators

The only indicator that the Education Board publishes is the overall GCSE and A-Level results for the Bailiwick.

The Board has a policy of not publishing performance indicators of individual schools. Compared to England there is virtually no accountability of schools in Guernsey. If there is a policy it appears to be “tell people nothing”. Given that £75 million of taxpayers’ money is spent annually on education this lack of accountability is in my view unacceptable.

The following is an overview of how Guernsey and England compare in terms of public dissemination of key education performance indicators:-

	<b>England</b>	<b>Guernsey</b>
<b>Primary sector schools</b>	Key Stage test results published.	No information published.
<b>Secondary sector schools</b>	% of pupils achieving 5+ GGSE grades A* to C, including English and maths. Plus A-level data.	No information published.
<b>Inspection of schools</b>	Ofsted inspect every school after giving two days’ notice. Copies of inspection reports have to be sent to every parent and all reports are available for everyone to see on the internet.	Validation process of school self-evaluation with schools given up to six months’ notice. Full report not published (although some schools have their own summary on their website).
<b>Inspection of Education Departments</b>	Every Education Dept is inspected by Ofsted every four years.	There has never been an Ofsted-style inspection of Guernsey’s Education Dept.

In September 2011, the Guernsey Press ran a campaign for the GCSE examination results at the High Schools to be published. When, following the questions put by Deputy Stephens in the States, the Education Minister finally released the GCSE results, the public perception was that bad news had been deliberately hidden. This reflected badly on both the Education Board and the Education Department.

The Education Minister put forward a number of arguments as to why examination results of individual schools should not be published. However, the Minister did not mention the opposite argument - that the publication of examination results leads to improved examination performance. You only have to look at the continual upward climb of results in England since annual performance tables began being published twenty years ago. The reason of course is that if you make schools, or any institution, accountable, improvement will follow.

Studies have shown that, where accountability is taken away, standards drop. For example, Wales stopped publishing school performance tables in 2001. In 2010, research by Bristol University revealed a serious decline in exam performance. This averaged two GCSE grades per student, i.e. getting a D grade rather than a B.

Given that the “genie is now out of the bottle” with regard to examination results in Guernsey, it is unlikely that publication of GCSE performance in future years can be avoided. However, if results are published, I have no doubt that, over time examination performance will improve.

## **Recommendations**

*GCSE and A-Level results for schools to be published in a format similar to England.*

*The full Validation Reports (VSSE) to be published and sent to parents of the school.*

*That the Education Department should have “Ofsted Style” inspections, in line with the schools, every four years.*



## **Section 8**

### **Strengths identified of Education in Guernsey**

The Director of Education and successive Education Boards have been extremely effective in persuading the States of Guernsey to allocate large budgets for building new schools. The Director has spent a considerable degree of time in recent years overseeing the development of the Education Development Programme. This has included the impressive Le Rondin School and Centre (for special needs), the co-located Le Murier and St Sampson's High Schools, and the new Les Beaucamps High. It is evident for all to see that Guernsey now has a complement of new schools that would be the envy of any local authority in the UK.

The Director of Education and the Education Board have been astute in avoiding many of the costly education mistakes made in England over the last decade such as the tick-box national curriculum. Because of its unique status, Guernsey has had the luxury over the years of being able to "watch and see" how new ideas in the UK have developed. Over the years there has been a pattern in England of new educational initiatives which have gone badly wrong. These were announced by senior politicians with a great fanfare of trumpets, only to vanish with a whimper a few years later, often at considerable expense to the tax payer.

## Section 9

### Weaknesses identified of Education in Guernsey

#### 9.1 Teacher Recruitment

The process by which UK teachers are recruited in Guernsey is not fit for purpose.

In Guernsey, teachers are recruited by the Education HR Department. Around 90% of teachers appointed to the primary schools are local island people. This is not so in the secondary schools. If it's not possible to appoint subject specialists locally, they have to be recruited from the UK. However, the length of time the recruitment process takes is far too long and is overly bureaucratic. As a result, Guernsey is losing out on the potential appointment of many high quality teachers.

The most important single job that any Headteacher does is to appoint good teachers. The children are the most important people in the school - the teacher is the most important asset. At secondary school level Guernsey is directly competing with over 3,500 Headteachers in England. In England the competition for good teachers in shortage subjects such as English, maths, the sciences and French is ruthless. The speed at which you appoint is critical. For example, having received a promising application from a strong candidate, if you delay calling that person for interview by even a couple of days, you risk losing them to other schools.

Over the last 22 years, as a Headteacher in the UK, I aimed to advertise, interview and appoint teachers within 14 working days; some I would appoint within seven days. Why? I was only interested in appointing very good teachers. If you appoint mainly very good teachers, you end up with a very good school. In Guernsey the appointment process can take up to eight weeks and more.

The reason teacher appointments can be made so quickly in the UK is that all recruitment, since "Local Management of Schools" was introduced in 1989, has been delegated to the Headteacher and Governing Body. In Guernsey, appointments have to be made through the Education Department and this slows everything up. Dozens of teachers have told me that the delay was so long between applying and being called for interview that they had given up on Guernsey. One senior teacher had actually thrown away the copy of his application on the assumption that it had been rejected.

Under the present system, Guernsey is in a totally unequal competition in recruiting teachers in the UK. Headteachers there will always beat Guernsey in recruiting the best teachers. If the Education Department's HR section is taking six to eight weeks to recruit teachers, it is inevitable that the island will potentially lose many of the strongest applicants.

*By far the single most important thing that Guernsey can do to improve the quality of education, and exam results in the island secondary schools is to improve the way it recruits teachers.*

The simplest way is to allow Headteachers to recruit their own teachers, i.e. as the Headteachers currently do in the UK (and as the three Guernsey colleges have been

doing for years). This way Guernsey Headteachers will be able to compete on a level playing field with their UK counterparts.

### Concerns by Headteachers and staff

In talking with Headteachers and staff regarding this review, by far the greatest single issue raised has been that of recruitment:

- The length of time it takes to make appointments.
- The length of time it takes to get replies to letters.
- The length of time before adverts are placed.
- Posts being advertised in June (the worst possible time to recruit) when they could have been advertised earlier.
- Key staff on annual leave during the peak recruitment period.

One feature of Guernsey is the employment of significant numbers of “agency teachers”. These are sometimes employed to cover maternity leave. They are also used to cover a vacancy for a school term when a full time appointment cannot be made in time. Headteachers do not regard agency teachers highly. But they are expensive. The current agency fee is £215 a day, plus accommodation.

This goes some way to explain why the £1.4 million annual teacher supply cover budget is so high.

### **Recommendation**

*Teacher appointments should be made by Headteachers, as part of Local Management of Schools, on the same lines as in England.*

## **9.2 The Education Board**

The main role of the Education Board is to set policy and strategic direction linked to budget availability. In practice, I have seen little evidence of this happening.

The Education Board meets twice a month with a gap in the summer. Meetings last from two to three hours and are immaculately clerked with minutes running up to 15 pages. Having read the last four years of minutes, it is clear that real policy or strategic direction is rarely discussed. (Interestingly, this has not been the case since this review started). The meetings are dominated by input from various Education Department Officers who attend for set items and then leave. The Director of Education is present for all items. A consistent theme of meetings has been updates on the capital building programme, but minutes show that most meetings drown in a sea of information giving and trivia. In fairness this is not new. A highly regarded local businessman told me he joined the Education Board in the 1990s as a non-states member. Having served a three year term he was not prepared to serve a further three year term unless there was an implicit agreement that education policy would be discussed at Board level. As this was not given he decided to stand aside.

One Education Board member told me:

“The Education Board is not adequately briefed”

Certainly, there is evidence that some aspects that the Education Board would be expected to be made aware of are not discussed. For example, when I asked members if “Local Management of Schools” was ever discussed, none even knew what it was, let alone discussed this structure of running education which has revolutionised state education in England over the last twenty years.

Another example is the controversial meeting at St Sampson’s High School on the 15<sup>th</sup> June 2010. At the request of the teacher unions, the Director of Education and other officers met the staff. The origins of the meeting were discipline issues arising from St Peter Port School students who had been moved to St Sampson. This had led to problems, some of which had been reported in the Guernsey Press, and a substantial rise in exclusions. The school roll had also risen which had exacerbated problems. The main issue at the meeting was the fact that the pupil-teacher ratio was perceived to be lower than the other two High Schools, despite written requests by the Headteacher for extra staff. The meeting was not a happy one and became acrimonious. What is significant about this meeting in my view was that it was a “cry for help” from staff fighting real discipline problems, and yet very little of this was discussed with the Education Board. An underlying issue here is that the Director of Education rarely seems to visit schools, let alone attends staff meetings.

In order to do its job effectively, the Education Board needs to visit schools far more often. Board members do occasionally visit schools but this is for events such as school productions or prize giving. These events are a school with its “best clothes on.” They do not tell you much about the three critical issues in any school:

- the strength of the leadership;
- the quality of the teaching and learning; and
- the effectiveness of the discipline.

To learn about these matters, Board members have to visit during a typical working day. This will enable them to see the school for real - warts and all.

Specifically, if the Minister for Education is to find out the truth of what is happening in schools, he/she has to arrange a programme of visits. A typical morning visit might include:

- One-to-one meeting with the Headteacher or, more preferably, the senior leadership team.
- Visits to classrooms to see teachers teach and children learn.
- A tour of the school (without a member of staff) at morning break or lunch time to find out more about the culture of the school.
- Very importantly, chats with students - they have a refreshing ability to tell you the truth.

In an island the size of Guernsey, this is eminently feasible and should become a core element of the Education Board's work. I am told that such visits are now happening.

### **9.3 School Committees**

Schools in Guernsey traditionally have School Committees. The committee for each school will have parents, local parishioners and a member of the Education Board. School Committees have a number of duties such as inspecting the school premises, furniture and equipment and reporting shortcomings.

I have spoken with several members of school committees who are very supportive of, and passionate about their school. However, they accept that, as a committee, they have no power. Power is held by the Director of Education and, on paper, the Education Board. This causes understandable frustration to local School Committee members. Power and resources concentrated centrally rarely works in today's world and, in this case, it is a throwback to the outdated Guernsey 1970 Education Law.

A better and proven model would be that of a "governing body." The role of the governing body - every state school in England has one - is to provide strategic management, and to act as a "critical friend" in supporting the work of the Headteacher and other staff. In conjunction with the Headteacher, governors set the school budget and decide on priorities. They have a role in monitoring the school's progress and in setting annual targets for the school's performance. They also take responsibility for the annual appraisal of the Headteacher.

The Director of Education informed me that, as well as formulating policy, the Education Board is also the governing body of the schools. This may well be under the 1970 Guernsey Education Law. However to imply that the Board can be an effective governing body to the 27 schools in the Bailiwick is nonsense. It is simply not possible.

There is no reason why schools in Guernsey should not have properly constituted governing bodies, and every reason why they should.

A governing body in the Guernsey context could consist of:

- A Local Authority Governor e.g. a States Deputy.\*
- Parent Governors elected by the parents of the school.
- Governors representing the business world/employers.
- A Governor representing the local Douzaine in the school locality.
- A Teacher Governor.

(\*This need not be a Deputy from the Education Board. Given the number of schools in the island, most Deputies would have an opportunity, if they wished, to be on a governing body).

In practice three Guernsey schools already have this structure. The Colleges have had governing bodies for decades and I am told that they work extremely well. The governing body would elect a Chairman and Vice-Chairman at its first meeting, and then annually at the beginning of the academic year (although, in practice, most

chairmen would be in post for several years). The Chairman fulfils the role of direct Line-Manager of the Headteacher but much of the other work is undertaken by sub-committees, such as the finance committee and curriculum committee.

I was told by the Director of Education that School Committee members would be reluctant to take on such responsibilities and that there would be difficulty in getting people to volunteer for such roles. I would disagree. In the course of this review I have met many people who would make excellent governors and would like the opportunity to serve on one.

The governing body model in the UK has worked very smoothly for generations. In Guernsey, it would support schools far more than the present system whilst, at the same time, increasing accountability.

A major advantage of establishing governing bodies is that they would create a better balance in the way power is distributed in the Guernsey education service.

## **Recommendation**

*Guernsey moves to a Governing Body system, initially for the Grammar School and the three High Schools, and then followed by the primary schools.*

### **9.4 Control at the centre**

The degree to which education is controlled at the centre, i.e. the Education Department, is a major weakness.

The amount of control and micro-management by the Education Department reduces autonomy at the school end, prevents Headteachers from being pro-active in the running of their schools, and causes untold frustration. The Education Department should be empowering schools - in practice it does the very opposite. To quote one Education Board member:

“The emphasis is on control rather than the achievement of schools”

The Guernsey model of central control used to be the normal structure in the UK. By the 1980s it was increasingly found to be ineffective - as it certainly continues to be in Guernsey. Under the landmark 1988 “Baker” Education Act, this was replaced by Local Management of Schools (LMS). The philosophy behind LMS was that those aspects of education which are best managed at the school should be managed by the school; conversely those aspects that are better managed at the centre, for example for reasons of scale, should be managed at the centre. The introduction of formula funding and the delegation of financial and managerial responsibilities to governing bodies and Headteachers led directly to improvements in the quality of teaching and learning.

There is no reason why this type of autonomy could not be introduced in the larger Guernsey schools; i.e. The Grammar School and the three High Schools. Later the primary schools could be involved. This could be done in “clusters” with each cluster

sharing a bursar / finance officer. Being in clusters would also encourage more collegiate work. The Headteachers I have spoken with would certainly welcome it.

“One of the reasons that I resigned from my position as Headteacher of the Grammar School was because of the lack of autonomy in managing the school in the crucial area of staffing. As the Headteacher, I should have full control in the recruitment, management and retention of staff. I am then fully accountable for the standards of teaching and the quality of provision in the school.

The Education Department’s recruiting and staffing procedures and the antiquated housing licence laws mean that I have to run the school with one hand tied behind my back”

Jeff Smith, Headteacher, The Grammar School & Sixth Form Centre

If Guernsey moved to LMS, the Education Department could be gradually reduced in size (at considerable cost savings to the States) but might, for example, retain the following:

- Procurement - this would include the bulk purchase of expensive items e.g. computers, as well as software, text books, exercise books, etc.
- ICT.
- Capital building programme and school maintenance.
- Specialised areas such as Educational Psychologists, Special Needs, professional development and data support.
- School transport.

The school budgets are determined by a formula based mainly on the number and ages of the students. This is to ensure that they are calculated on a consistent, fair and transparent basis so that schools of similar size and characteristics receive similar funding.

The budgets are delegated to the governing body of the individual schools to meet the on-going costs of running their school. The management of a school’s budget is then determined by the governing body and Headteacher, who are best placed to make decisions on relative priorities and the most effective use of resources in accordance with the school’s needs.

The benefits of LMS to Guernsey schools would be:

- It enables Governing Bodies and Headteachers to plan their use of resources to maximum effect. It is more of a “bespoke system” rather than the present one size fits all.
- Allows Headteachers and Governing Bodies to appoint their own teachers and thus compete on the same level playing field as schools in the UK.
- Makes schools more responsible to their “stakeholders” - students, parents, employers and the local community.
- Allows schools to direct scarce resources to where they are needed. For example if schools wished to appoint additional teacher assistants they could

do so. It would mean less money for other areas, but it would be the school making this decision, and not the Education Department.

- Research in the UK shows that Headteachers and Governing Bodies use resources and spend money differently under LMS. The main reason is that they perceive it as “their money”, rather than the centre’s money, and are much more careful in the way they spend it.
- LMS would end the “blame culture” which, I am sorry to say, is a feature of Guernsey education. In Guernsey the Education Department is, in my opinion, too prone to blame the schools when problems occur. In turn, the schools (with some justification) blame the Education Department for lack of support and resources.

In the UK, if a school has unexpectedly poor exam results, or a bad Ofsted inspection report, no one blames the local authority. This is because all schools have LMS. This means that they have the devolved resources and delegated management powers to deal with problems and the buck stops with them.

None of the above means that the total amount spent under the current education budget would need to be increased. It would be distributed differently so that more money would go to the schools in order that they could spend it on specific areas. For example, intensive catch-up support for children with low reading ages.

LMS is not about spending more money; it is about getting better value for money and less wastage.

LMS is not about running schools as a business. It is about running schools in a more business-like way.

LMS has been operating in the UK for over twenty years. Over this time, no government, whether Labour or Conservative, has ever tried to change the underlying principles of LMS as it is recognised as a better system for running schools than the previous system of central control.

## Recommendation

*Guernsey should develop a system of Local Management of Schools (LMS) for the Grammar School and the three High Schools. To be followed by LMS being developed in the primary schools (perhaps via a “cluster” approach whereby groups of schools would share a finance manager / bursar).*



## Executive Summary

- The poor GCSE results at La Mare de Carteret and St Sampson's High schools are a symptom of a larger problem in the management and structure of education in Guernsey.
- These results should not have come as a surprise. The raising of the school leaving age, and the requirement that these two schools take students from St Peter Port School was known long in advance. The failure properly to implement plans to offset this meant that both schools had problems with disaffected students and discipline. This, in part, led on to the poor results.
- The monitoring and performance setting by the Education Department is not in my view as robust and effective as it should be due to inadequate use of data and a lack of any real scrutiny of teaching and learning. The Guernsey-designed external inspection (validation) process is not as rigorous as it should be.
- The policy of not publishing examination results and validation (inspection) reports means that it is too easy to obscure problems rather than to solve them.
- The length of time the Education HR Department takes to appoint subject specialists from the UK means that Guernsey is potentially losing many good teachers who are being appointed elsewhere. Given that the teacher is the most important asset in any school, this has got to change as a matter of urgency.
- The structure of how education is run gives too much power to the Director of Education. The Education Department is accountable to the Education Board, but the Board Members do not appear to be briefed adequately and, as a result, do not have an effective grasp of the key issues and potential problems. Unlike the UK, there are insufficient checks and balances in the system to off-set the degree of central control. The result is that the Education Department, instead of empowering schools, does the very opposite.
- Given the above, more checks and balances need to be incorporated into the structure of managing education on the island. The easiest way to do this would be to create governing bodies, initially, at the four largest schools (the Grammar School and the three High Schools). At a later stage this could be extended to the primary schools. This would bring many more education stakeholders into the system: parents, employers, teachers, local representatives and States Deputies. The key role of the governing body would be to provide strategic direction, maximise the use of resources, monitor the school's progress, and support the Headteacher and staff. At the

same time the governing bodies would become a bulwark against the central power held currently at the Education Department.

- Coupled with this, a form of Local Management of Schools should be developed. This would enable the governing body and Headteacher to plan their use of resources to maximum effect and target issues which were specific to their particular school. The end process would be a more effective structure for running the school. At the same time, this process is likely also to be more cost effective.

Given all its assets, Guernsey should be a centre for excellence in education, but is wholly compromised by its present structure. Over the last fifteen years the island has focused on the building of some impressive new schools. But it must now shift that focus to creating an education structure fit for the 21<sup>st</sup> Century.

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