

**THE STATES OF DELIBERATION****of the****ISLAND OF GUERNSEY****COMMITTEE FOR EDUCATION, SPORT & CULTURE****SECONDARY AND POST 16 EDUCATION REORGANISATION**

The States are asked to decide:-

Whether, after consideration of the policy letter, dated 28<sup>th</sup> May, 2021, they are of the opinion:-

1. To agree that from the earliest date practicable, States' maintained secondary education should be delivered through an 11-18 learning partnership across three 11-16 schools and a Sixth Form Centre located on a site separate to those schools, and Le Murier and Les Voies Schools and St Anne's School in Alderney.
2. To agree the three 11-16 schools will be located on the existing school sites at Les Beauamps, Les Varendes and St Sampson's and the Sixth Form Centre in a new building at Les Ozouets Campus co-located with The Guernsey Institute, the development and implementation of which is estimated to have:
  - a) A capital cost of £43.5m as set out in table 8 in paragraph 9.4; and
  - b) An ongoing revenue cost which will not, in the medium term, exceed the current revenue costs associated with these phases of education.
3. To approve 'Secondary & Post 16 Education Reorganisation' as a project in the capital portfolio, subject to ratification by the States as part of the Government Work Plan debate.
4. To delegate authority to the Policy & Resources Committee, following approval of the necessary business cases, to open capital votes of up to £54m, (which includes an allowance for optimism bias as described in section 9.8) to fund the model for the reorganisation of the secondary and post 16 education infrastructure agreed by the Assembly, subject to ratification by the States as part of the Government Work Plan debate.

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

**THE STATES OF DELIBERATION**  
**of the**  
**ISLAND OF GUERNSEY**

**COMMITTEE FOR EDUCATION, SPORT & CULTURE**

**SECONDARY AND POST 16 EDUCATION REORGANISATION**

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

28<sup>th</sup> May, 2021

Dear Sir

**1 Executive Summary**

- 1.1 Never has there been a time when it is more critical for government to demonstrate confident decision making and subsequent investment in its people.
- 1.2 There is a compelling case for change which is well known and understood:
  - Young people are being educated in a legacy system which is no longer fit for purpose. There is inbuilt inequity in the current model, some of the buildings and facilities in the estate are in poor condition and are not representative of a modern system of education.
  - Education staff are exhausted by the turbulence and uncertainty caused by years of indecision and changes in strategic direction.
  - Recent events in the form of the pandemic and subsequent global disruption have accelerated the need for the Bailiwick to secure its economic prosperity. Stability in a modern and forward-thinking education system is key.
- 1.3 The system of secondary and post 16 education which should replace the previous selective model in Guernsey and Alderney has been the subject of significant discussion and disagreement over an extended timeframe, and due to its emotive nature, debate has often become complex and fractured. For too long Guernsey has been without certainty and this has been to the detriment of the islands' children and young people, their families, our education profession and the community.
- 1.4 The arguments are well rehearsed. There is no silver bullet which will provide a model around which everyone will coalesce, even within the education profession itself. No one model for delivery can be all things to all people. Due to the prominence of the debate and each individual's personal experience of education, it is a subject which

is, by its nature, both subjective and emotive and consequently there are different views on what might constitute the best approach. However, there are two distinct issues at the heart of the debate;

- ensuring that educational outcomes for our learners are the very best they can be and;
- the urgent requirement for the design and implementation of a system to organise educational delivery which is appropriate for Guernsey and Alderney.

- 1.5 It is accepted that the two issues are closely linked and that there will naturally be some details of the operational delivery which will be significantly influenced, facilitated or restricted by strategic decisions.
- 1.6 Importantly, to be able to move forward confidently, the States' now needs to support a collective ambition for the way that Guernsey and Alderney's education for secondary and post 16 learners is organised and then trust that the Committee for Education, Sport & Culture ("the Committee") will fulfil its mandate 'to encourage human development by maximising opportunities for participation and excellence through education, learning, sport and culture at every stage of life.'<sup>1</sup>
- 1.7 This policy letter provides detail about the steps the Committee is taking to ensure that the States' maintained education eco-system is ambitious and aspirational, through the development of its education strategy, which is covered in more detail in Section 2. The strategy will help deliver the Committee's aspirations for education; that it should foster and build self-esteem, creativity and confidence so that all learners can flourish and thrive. It should equip learners with the knowledge and skills to help them to achieve their aspirations. It should instil a commitment to participate within the community as a responsible citizen; and it should be enjoyed by all so that we build a lifelong passion for learning across our community.
- 1.8 The strategy will help ensure that we achieve equity, safety and inclusivity in our settings; meet the needs of our community; deliver high quality learning and excellent outcomes for all learners and provide outstanding leadership and governance of our education eco-system. The strategy will provide the golden thread to ensure that activity across schools and settings is directed to improving outcomes. Importantly, our education strategy will be ongoing and actively supporting the journey to continuous improvement, irrespective of whatever delivery model for secondary and post 16 education is approved by the States.
- 1.9 The operational detail which the Committee has been entrusted to oversee and deliver when it was elected by the Assembly will be set out in the education strategy. The education strategy is not the subject of this policy letter. Instead, what is described is the Committee's ambition for a modern delivery framework for secondary and post 16 education in the Bailiwick which is fit to meet the challenges

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<sup>1</sup> <https://www.gov.gg/article/152829/Education-Sport--Culture>

of the 21<sup>st</sup> Century. A model which minimises the existing inequity in facilities and resources, which accounts for the unique context of the islands, which capitalises on the advantages of collaboration and partnership working and which is coordinated with relevant workstreams across government, in particular the Skills and Lifelong Learning Strategy.

- 1.10 Secondary education is a key enabler of our learners' future successes; the quality of post 16 education and the diversity of the offer available to learners as they leave statutory education is particularly crucial so that our young people can flourish and fulfil their personal ambitions but it is also critical to ensure the future prosperity and success of the islands. The Bailiwick needs to align skills with the local and global employment market and so it is essential that learners moving on to post 16 education have the opportunity to select from a broad range of options including academic, vocational and technical qualifications. This will enable them to be successful wherever they choose to live and work.
- 1.11 Equally critical is the need for the principle of lifelong learning to be embedded in our future generations so that islanders can retrain and develop new skills as the employment market changes over time.
- 1.12 In considering how to recommend a model that delivers the Committee's plans, meets the islands' needs and which can be supported by the States and by the community, the Committee developed guiding principles to help focus decision making and reach a pragmatic solution. These principles mean the Committee is seeking a solution that:
- provides greater equity for post 16 education and training and in which the Sixth Form is not split across more than one site
  - delivers improvements in equity
  - is reflective of the prevailing economic opportunities and limitations of the current financial climate
  - is deliverable in a realisable timeframe whilst being mindful of disruption to the school community and which can be easily understood by all stakeholders
- 1.13 Importantly, and throughout this process, the Committee has also sought to use the views of the profession as part of its policy development and has used the responses provided through the staff surveys published in July 2020 to inform thinking about which model is optimum for Guernsey and Alderney. More details about the consultation and engagement undertaken by the Committee and its predecessor is referenced in Appendix 4.
- 1.14 The Committee's preferred model is:
- **Three six-form entry 11-16 schools and a single post 16 campus, accommodating both The Guernsey Institute and the Sixth Form Centre, at Les Ozouets.**

- 1.15 There is no change proposed to the organisation of schools for learners with the most complex needs which will continue to be delivered at Les Voies and Le Murier. It is widely accepted that these schools, along with Le Rondin, provide a high quality of support for learners with Special Educational Needs and Disabilities (SEND) and this was recently recognised in the review undertaken by the National Association for Special Educational Needs (nasen)<sup>2</sup>. The Committee's preferred model will continue and extend this support to learners with additional needs who attend the island's secondary schools.
- 1.16 The Committee proposes the 11-16 schools are based at St Sampson's, Les Beaucamps and Les Varendes. Each school would have capacity for up to 780 students, but projections indicate that a maximum of 720-740 students would attend each site after the transition period to the new model has ended. This model ensures that all learners benefit from a similar size learning environment and breadth of curriculum offer, allows for each school to develop its own culture and identity and provides for access to a more consistent quality of facilities. These priorities were considered essential or highly desirable by a majority of staff. This model also provides for a relatively quick transition to a new delivery framework and can be in place by September 2024.
- 1.17 The Committee's proposals for future post 16 provision are to create a brand new campus for all post 16 education, providing a learning environment with bespoke, high quality facilities for both further and higher education. This will ensure that academic and vocational pathways are considered as equally valid choices for the island's young people, removing some of the existing and in some quarters, historically negative perceptions around entry into technical and vocational careers. The Post 16 Campus will act as a flagship centre of ambition and aspiration for all learners progressing from the 11-16 schools. All students will have the opportunity to graduate to the new campus, irrespective of their choices at post 16 and will join a mature, adult learning environment which will prepare them for their next steps in education or work.
- 1.18 Importantly, this model proposes a valuable investment for the community which delivers a long-term and flexible solution for the future and ensures that the islands' education system can meet the increased demand for skills both locally and globally. It will set the Bailiwick apart as a forward-thinking jurisdiction where all learners are supported to realise their ambitions in the 21st Century global community. Whilst the Committee accepts that there are cheaper models, these will not deliver the long-term investment required for the islands' future prosperity.
- 1.19 The creation of a post-16 campus, where a sixth form centre and The Guernsey Institute seek to maximise operational synergies whilst remaining separate organisations, recognises the increasing maturity of post 16 learners in the 21<sup>st</sup> Century. A 16-year old can get married, they can vote and they are acknowledged as

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<sup>2</sup> <https://gov.gg/CHttpHandler.ashx?id=137889&p=0>

young adults. Post-16 education plays a vital role in building the human capital – the value of knowledge, skills and experience – of our young adults, which The Bailiwick’s economic recovery and long-term prosperity relies upon. This campus will give our young adults the right environment to thrive, where they will learn, develop and be supported alongside mature students of all ages.

- 1.20 Given the unique context of the Bailiwick and the interdependencies between our settings, collaboration across the islands’ schools is key. It is through collaboration that we ensure standards are continually improving, that we maximise innovation and provide for best practice to be shared for the benefit of all learners. As part of its model, the Committee is proposing that an 11-18 learning partnership is maintained and becomes the body responsible for the operational delivery of 11-18 education across the 11-16 schools and the Sixth Form Centre. This partnership currently exists in the form of the established Secondary School Partnership (SSP). This will provide a structure of support for the settings in the Partnership and allow for a move towards increased autonomy and accountability for the islands’ secondary school system. The Committee is keen to explore how a more appropriate governance structure could be implemented across the island’s education eco-system and the SSP will provide a mechanism to develop test an appropriate local accountability framework.
- 1.21 The benefits of the Partnership extend to the education workforce. By offering development across the secondary sector and the opportunity to teach all learners across Key Stage 3 to Key Stage 5, the Bailiwick will ensure that it attracts the very best teachers into our schools. Building the leadership capacity across the secondary phase through the SSP will also allow for effective succession planning so the islands can aspire to providing the very best education system. Importantly, the partnership model will bring our schools together for positive collaboration whilst also promoting the retention of their own unique culture.
- 1.22 The Committee firmly believes that its preferred model delivers a progressive and sustainable approach to secondary and post 16 education provision for the Bailiwick in the post pandemic context. The foundations of the model are rooted in ensuring the islands’ young people are provided with the right mix of educational opportunities to enable them to become successful. Consequently, the Bailiwick will benefit from a skilled and flexible workforce able to adapt to the changing demands of the employment market and this will build economic security for the island’s future.
- 1.23 As the preferred model has been informed by the views of the community and the education workforce, the Committee believes it to be a highly credible option with the support required for implementation. Additionally, the model accounts for the financial context and while any new infrastructure will require capital investment, the Committee’s preferred option for secondary education can be delivered on a revenue basis for no more than secondary education currently costs.
- 1.24 After the extended turbulence and uncertainty, this is the time for the States to act

decisively. The island's children and young people have been let down by consecutive Assemblies and a viable solution is long overdue. This policy letter sets out a model which proposes the aspiration and ambition the islands' learners are entitled to but also takes into account the current financial context. To further delay decision-making in this critical area of our island's provision is to further jeopardise the future of the island's prosperity and risks this Assembly alienating the community further. Now is the time for confident, assured and strategic decision-making to build public trust and deliver for our future generations.

## **2 Strategic Plans for Education**

### Education strategy

- 2.1 The delivery of an education system is about much more than the size and location of buildings and needs to account for a myriad of considerations, including how best to provide the knowledge and skills to equip all young people for life in a complex and fast-paced global community, and how to embed a lifelong love of learning to enable citizens to upskill and retrain over the course of their career.
- 2.2 Following its appointment in October 2020, the Committee began to shape its plans for education over the course of the next administration and beyond, in order to provide a foundation for developing an overarching strategy.
- 2.3 In order to deliver efficient and effective public services which meet local needs the States and its Committees must set out a roadmap of what is required to provide a high quality education system and how it intends to achieve these aims, and this is the purpose of the education strategy. Against the backdrop of unprecedented challenges both financially and in respect of Guernsey's population demographic, characterised by a falling birth rate and ageing population, it is more crucial than ever before to ensure that the journey to delivering excellence is clearly mapped out in a transparent way. The advantages of doing this reassures the community that the future of Guernsey and Alderney's education system is well governed, is committed to continuous improvement and has the best interests of learners at its centre.
- 2.4 For many years, the subject of education has been dominated by the transformation of secondary and post 16 education following the States' decision to move away from a selective system. Transformation has come to mean different things to different people and in recent years, debate has often focused on the infrastructure necessary to deliver secondary education for an all-ability cohort of young people.
- 2.5 This focus means that, too often, understanding the main purpose and function of the island's education system has become obscured by debate over geography or buildings. In some cases, public and political discussion has centred on operational matters; these are matters which must be in the hands of our leaders and staff in our education settings and should not be decided or operationally managed by those responsible for the strategic political direction for education.

- 2.6 This strategy will set out the priorities and commitments which will act as the roadmap for the Committee's wider objectives for the island's education system; it will ensure a clear focus on ambition and aspiration for all and allow for discourse to be elevated to address the importance of continuous improvement and it will also set out what can be expected by learners, their families and the community from the States' maintained education sector. Work on the strategy is ongoing but more information is available on the States website<sup>3</sup>

#### Local education offer

- 2.7 The starting point for defining the local education offer is set out in the Education (Guernsey) Law 1970, which articulates that The States of Guernsey has a duty to provide an efficient, effective and sustainable public system of education:
- For all Guernsey residents of compulsory education age, without payment for admission or education fees;
  - For all other Guernsey residents who desire and are able (financially and otherwise) to pursue such educational opportunities as the States can reasonably, and within available resources, provide; and,
  - Which sets out appropriate approval, inspection and oversight of independent educational establishments.
- 2.8 The current law does not however specify the characteristics of an efficient, effective and sustainable public system of education. The Committee will consider how best to address these important considerations as part of the review of the Education Law during this political term.
- 2.9 It is widely accepted however that successful education systems are underpinned by the principle that all learners should be able to access the highest standards of education possible within the resource constraints set by Government.
- 2.10 The benefits of a system which aspires to the highest standards and which is based on a culture of continuous improvement are far reaching and extend beyond the children and young people who learn and develop in this environment.
- 2.11 Learners in receipt of an education such as this are more likely to be equipped with the knowledge and skills required to help them realise their ambitions and become responsible citizens wherever they choose to make their life. The advantages of an aspirational learning environment also extend to staff who are able to develop professionally and grow their careers, and to the wider community which will benefit from lower crime, better health and increased civic involvement. When an education system succeeds, government expenditure on crime, social benefits and healthcare<sup>4</sup>

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<sup>3</sup> <https://gov.gg/educationstrategy>

<sup>4</sup> <https://archpublichealth.biomedcentral.com/articles/10.1186/s13690-020-00402-5>



is reduced. The social impact<sup>5</sup> of an excellent education investment in this most important area is significant.

2.12 The World Bank has recognised the importance of developing human capital in its 2018 report<sup>6</sup> and the critical impact that education has on society. It summarises the approach from a moral perspective in terms of investing in the health and education of people but also “an economic one as well: to be ready to compete and thrive in a rapidly changing environment. ‘Human capital’ – the potential of individuals – is going to be the most important long-term investment any country can make for its people’s future prosperity and quality of life.” The Committee recognises the fundamental importance of investing in the education system in order to deliver positive benefits for the Bailiwick.

2.13 An ambitious and aspirational education system is the essence of the emerging education strategy for Guernsey and Alderney. The Committee’s ambition for education is that it should foster and build self-esteem, creativity and confidence so that all learners can flourish and thrive. It should equip learners with the knowledge and skills to help them to achieve their aspirations. It should instil a commitment to participate within the community as a responsible citizen; and it should be enjoyed so that we build a lifelong passion for learning. This sits at the heart of the new education strategy and will underpin the focus of activity across the sector. The priorities centre on:

- achieving **equity, safety and inclusivity**;
- **meeting the needs of our community**;
- delivering **high quality learning and excellent outcomes** for all learners; and
- **providing outstanding leadership and governance**.

2.14 The Committee has prioritised the principle of equity. It is not necessary to provide sameness in our education system, rather the priority should be to consider fairness so barriers to realising personal ambition are removed for all learners. The Organisation for Economic Co-operation and Development’s (OECD) definition of equity in education is that “personal or social circumstances such as gender, socio-economic status, migrant background, age, special needs, or place of residence, do not hinder the achievement of one’s educational potential (fairness) and that all individuals reach at least a minimum level of skills (inclusion)”<sup>7</sup>. Everyone has a right to access the knowledge and skills to improve their life chances and participate in society. By providing the island’s learners with an equitable experience we meet international standards and ensure all learners in our community are afforded the best opportunity to reach their potential.

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<sup>5</sup> <http://sites.cardiff.ac.uk/issw/>

<sup>6</sup> <https://www.worldbank.org/en/publication/wdr2018>

<sup>7</sup> <https://gpseducation.oecd.org/revieweducationpolicies/#!node=41746&filter=all>

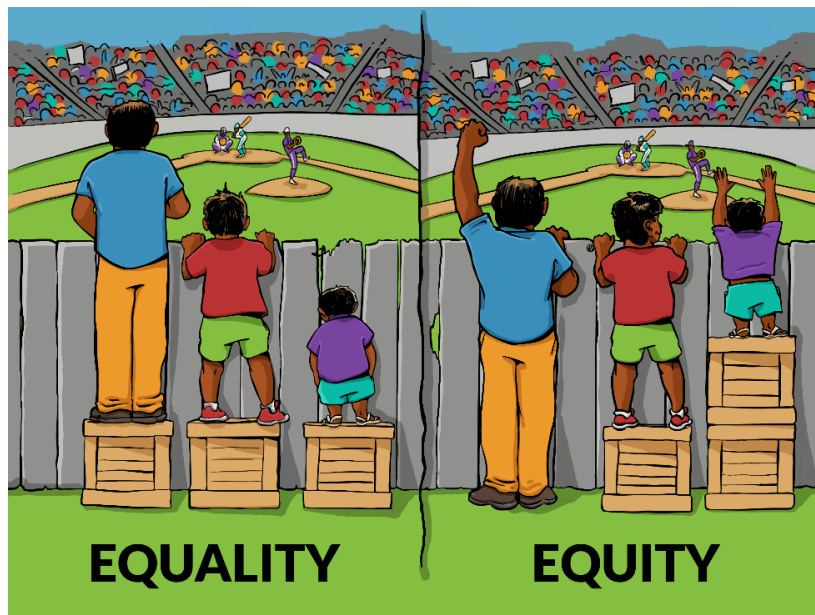


Figure 1: Equity versus equality<sup>8</sup>

- 2.15 Underpinning the four key priorities of the strategy are a series of commitments or promises which provide the detail about activities and measures of success which are ongoing across the education system. For example in order to ensure that the Bailiwick curriculum reflects the needs of all learners and is broad, diverse and ambitious, work will be ongoing with staff on curriculum development. The priorities and commitments are set out in figure 2.
- 2.16 The strategy will serve as a powerful framework for prioritising actions and resources and for reporting the system's progress against the Committee's ambitions, in order to make sure our education system continues to improve and facilitates the excellent outcomes our learners deserve.

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<sup>8</sup> <https://interactioninstitute.org/illustrating-equality-vs-equity/>



Figure 2: Education Strategy

- 2.17 The strategy is currently being developed in partnership with colleagues across the education sector and it is important to note that much of the existing practice across the profession is already aligned with the essence of the Committee's aspirations. The layers of detail which act as a foundation for the strategy are the appropriate place for describing how, for example, education settings will embed cultures and practices which promote inclusivity, and which facilitate the delivery of a broad and diverse curriculum for all learners.

- 2.18 It is essential however that learners, their families and the community understand that a system which delivers against these priorities over time, is what can be expected from States' maintained education. The Committee considers this to be the entitlement referred to in the Education (Guernsey) Law, 1970 as an "efficient, effective and sustainable public system of education."
- 2.19 An entitlement is a right provided to eligible individuals, a universal entitlement is access to a service or benefit for all citizens or a defined group which is provided more or less equally. Using this language in how we discuss education in Guernsey and Alderney demonstrates an approach where high standards are expected irrespective of aptitude or individual needs and which clarifies expectations for the community about the States' education 'offer'.

#### Support for learners with additional needs

- 2.20 Recommendations from the recent nasen review into SEND provision in Guernsey and Alderney highlighted the importance of providing "a clear and unambiguous expectation of the 'ordinarily-available provision' in schools [which] should provide absolute clarity for families, school leaders and teachers on what should routinely be provided in school and what might be provided centrally from other services."
- 2.21 As part of the local education offer in Guernsey and Alderney, learners with communication and interaction needs have access to Communication, Interaction and Autism Service (CIAS) support available to all schools via the advisory service and through bases located at Forest Primary School (currently located at Amherst Primary School), St Sampson's High School and La Mare de Carteret High School.
- 2.22 The nasen report went on to stress the importance that it should be common practice for every school to have a full time non-class based Special Educational Needs Coordinator (SENCO) who is part of the senior leadership team of schools so that learners with additional needs have an advocate at the highest level.
- 2.23 It was also explicit within the recommendations that the community should expect that "every teacher is a teacher of learners with SEND" and "every leader is a leader of SEND". The Committee has already stated its intention to implement the recommendations and they will be added as success criteria to the workstreams underpinning the education strategy. Importantly the community can be reassured that this support is included in the States' maintained local education offer.

#### Monitoring performance

- 2.24 As previously described, the strategy will provide the framework for reporting performance across the education sector. All current workstreams across the States' sector will be mapped against the commitments to ensure that operational activity meets the Committee's strategic priorities and Government Work Plan (GWP) objectives where appropriate. Workstreams will identify success criteria and Key Performance Indicators (KPIs) which will provide evidence of the impact of activity to

inform decision making. KPIs will be used to report performance to the Committee and where appropriate to the States and the community.

- 2.25 The performance of the education sector will also be monitored through a challenging new quality assurance framework delivered by the inspectorate Ofsted. The framework will evaluate the work of the island's schools and the College of Further Education (now part of The Guernsey Institute) on four key indicators including the quality of education and leadership and management. The inspections will result in judgements and reports which will help identify any areas for improvement and will inform the development of operational activity to be mapped against the strategic priorities. In this way a cycle of continuous improvement will become further embedded within the islands' education system.
- 2.26 The education strategy will formalise the Committee's aspirations for all learners across the islands and provide a common language to enable everyone to articulate how we make sure education in Guernsey and Alderney delivers what learners and the community needs it to. Through the strategy, the Committee will provide the tools to deliver an excellent education system. By targeting available resources to meet the priorities and commitments and through regular progress reporting, the community can be assured that the States' maintained sector will be of the highest possible quality. This is crucial not only to ensure we are delivering what our children and young people deserve and to secure the Bailiwick's future prosperity but also to guarantee against a backdrop of challenging fiscal circumstances, that public money is focussed where it will bring the most value and have greatest impact.

### **3 Policy Background**

- 3.1 The Committee has inherited a complex and disparate policy legacy. Discussion and debate relating to the reorganisation of secondary and post 16 education dates back over twenty years to April 2001, when the former Education Council's proposals were rejected, a decision which triggered the building development strategy to ensure that facilities in the high schools were of equal quality to those in the selective schools.
- 3.2 There has been ongoing, often complex, debate regarding the future structure of secondary and post 16 education since this time, but no proposals for a delivery model have progressed to the point of implementation. The most recent States' decisions on secondary and post 16 education are summarised in Appendix 2. It is also of note that since January 2016, there have been four different Committees with responsibility for Education which demonstrates the high-profile nature of the role.
- 3.3 In October 2020, a new States was elected, and a new Committee took office. The global and local context into which the new Committee and the new Assembly have stepped is significantly different from previous substantive debates about the model of secondary and post 16 education.
- 3.4 The new Assembly faces unprecedented challenges in managing the ageing demographic, the ongoing impact of the COVID-19 pandemic and the implications of

two periods of lockdown in the Bailiwick, alongside the consequences of Brexit. The Committee has approached the development of policy proposals in respect of secondary and post 16 education against this changed landscape.

## **4 Context**

### Call to action

- 4.1 Setting conclusive and clear policy decisions on secondary and post 16 education has been on successive States' agendas over the last two decades, yet to date no recommendations have been agreed for long enough to be implemented. Education is an emotive subject impacting most of the community, and has vital links with the economy, wellbeing and social equality; consequently, passionate and strongly held opinions are fostered by different stakeholders and this influences decision makers, sometimes before political agreement can be translated into effective implementation.
- 4.2 The absence of a lasting decision has led to uncertainty for learners, education staff, parents and carers, and the wider community. While there is consensus that policy decisions of this magnitude should be carefully considered, there is no doubt that the States must now act so the strategic direction is determined, and plans can be implemented to bring certainty and stability.
- 4.3 Previous models, in particular the one school on two sites proposal, proved unpopular with teachers and with the community. Consequently, the Committee pledged to listen carefully to concerns by using survey feedback<sup>9</sup> provided as part of the Secondary Review to inform its thinking. Debate has sometimes focused on what education systems work best in the UK and elsewhere, and while this benchmarking is important, our islands are unique; any potential solution must be appropriate for the local context.
- 4.4 There are diverse views of what constitutes the most effective model for secondary and post 16 education for Guernsey and Alderney. The Committee, through its engagement with the people who have knowledge and experience of teaching and of education systems, is proposing a model which it believes will give every 11-18 learner the best chance to flourish and thrive in an environment which builds high self-esteem and which develops creativity and confidence, and which provides access for learners to modern, high quality facilities.
- 4.5 Further delays to the development and implementation of a high quality secondary and post 16 education system will exacerbate uncertainty for teachers and staff, parents, carers and young people. Any delay in addressing the mismatch between the skills required for the island to prosper and what is taught to our future workforce will have potential implications for the economy<sup>10</sup>. Delays not only undermine the

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<sup>9</sup> <https://gov.gg/escsurveyresults>

<sup>10</sup> <https://www.oecd.org/mcm/48116798.pdf>

public's confidence in this government's ability to tackle key policy issues that have a genuine impact on so many islanders. The ongoing uncertainty also diminishes the attractiveness of the island to those who want to relocate or return to live and work here, where the local offer is unclear and the model unresolved.

- 4.6 Most importantly, further delay could negatively impact upon what is every young person's right – their entitlement to the highest quality education possible in order to give them every chance to succeed in life.
- 4.7 The time to be decisive is now. The States' must seize this opportunity to resolve the ongoing uncertainty and make a real difference to people's lives. By supporting these policy proposals, Members will be taking the first step in establishing a secondary and post 16 education model that will enable learners to transition from a high-quality education experience into successful careers that will bolster and improve the local economy. Providing certainty about the re-organisation of secondary and post 16 education will translate into measurable benefits for the Bailiwick.
- 4.8 This is a call to action; now is the time to act.

#### Existing structure of secondary and post 16 education

- 4.9 The current structure of mainstream secondary and post 16 education in Guernsey consists of three 11-16 schools; Les Beaucamps High School, St Sampson's High School, La Mare de Carteret High School, an 11-18 school - The Guernsey Grammar School and Sixth Form Centre, and a separate College of Further Education (now part of The Guernsey Institute) for all vocational, technical and professional provision. The grant-aided Colleges, Blanchelande College, Elizabeth College and The Ladies College are also an important feature of the secondary education landscape in Guernsey. It is important to note their contribution and it is the Committee's intention that the positive working relationship with the Colleges will continue however, they are not included beyond this point in any references to secondary education in this policy letter.
- 4.10 There are unevenly distributed forms of entry with two of the four mainstream secondary schools currently operating under capacity. In Alderney, there is one all through school, St Anne's which educates learners aged 4 – 16. Young people from Alderney come to Guernsey to pursue post 16 education.
- 4.11 Access to good quality facilities across the current infrastructure is varied and therefore inequitable, which runs contrary to the Committee's aspirations for education. For example: the site at Les Varendes is the only secondary school with sixth form provision which results in financial and staffing advantages compared to other schools.
- 4.12 The current secondary education infrastructure comprises a mix of modern facilities and legacy buildings that are in poor condition. Both La Mare de Carteret High School and the three sites of the existing College of Further Education consist of ageing

buildings that are no longer fit for purpose for today's learners. Neither the condition of the buildings' fabric nor the facilities currently on offer are acceptable for the islands' learners.

- 4.13 The four secondary schools are individually led and managed by four Principals who form the Executive Leadership Team of the SSP, working collaboratively under the leadership of the Executive Principal.

#### Population decline

- 4.14 There is an anticipated overall decline in the secondary age population after a peak expected in the mid-2020s; the decline is rapid in the early-2030s and subsequently more gradual until 2050. In its assessment of the population data, the Committee recommends that the provision of additional building space for a relatively short-term population bulge is not prudent. To do otherwise would create significant but wasted capacity which is not an efficient use of public money. Further, the Committee's model is sustainable in light of the projected decline whilst also creating capacity should the population increase.

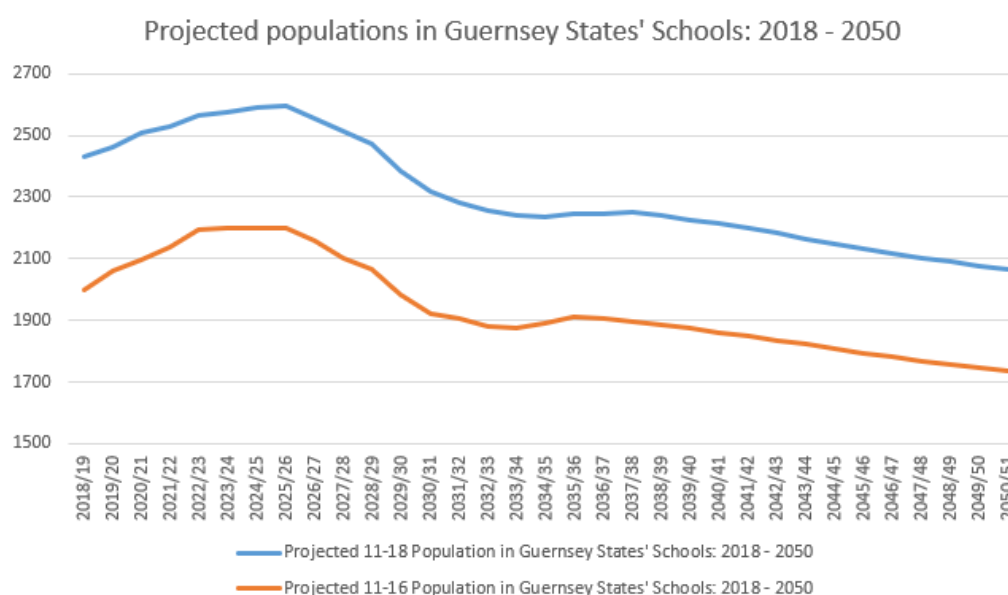


Figure 3: Guernsey Pupil Population 2018 – 2050. Data validated by States of Guernsey Data Officers in December 2020.

- 4.15 The long-term decrease in the likely demand for secondary school places is evidence for the case for change and the need for reorganisation. Schools which continue to operate below capacity are neither cost-effective nor the most efficient use of the estate. This is a further imperative to find a sustainable long-term solution for the structure of secondary and post 16 education.



### Condition of La Mare de Carteret High School

- 4.16 It is well known that the La Mare de Carteret site is in a state of poor physical condition and has continued to be used many years after it was originally intended. Despite some recent remedial works, the overall condition of the site does not provide learners and staff with an equitable educational experience when compared to the facilities at the other three secondary schools. Additionally, there are substantial ongoing costs required to maintain a building which is no longer fit for purpose.
- 4.17 While it would be impractical to propose that all secondary schools have exactly the same facilities, the Committee considers equity of experience vital to its ambitions; this means that regardless of which school a learner attends, they should have access to a similar quality of educational experience, for example attending similar sized schools and accessing the same breadth of curriculum.

### Financial pressures

- 4.18 It is evident from the detailed analysis recently undertaken that the current structure and arrangements for secondary and post 16 education do not represent an efficient use of public money across the current estate. Some of these inefficiencies have necessitated immediate attention to ensure best use of public funds, particularly in relation to forms of entry and the number of learners at which point a new class is created.
- 4.19 The budget for education must be used in a way which maximises opportunities for all children and young people across the whole education sector and which does this in the most equitable and efficient way. Importantly, expenditure on secondary and post 16 education must be viewed within the context of costs for the wider education system which spans primary through to the post 16 phase. The Committee has recently identified that there is inequity in how the education budget is apportioned across the different phases and is taking action to redress this imbalance now.
- 4.20 Beyond its own mandate the Committee is also acutely aware of the significant budgetary pressures that the States' now face as a result of the ageing demographic and the impact of COVID-19. Cognisant of these facts, the Committee believes that public money must be spent wisely without compromising on high quality educational provision.

### Alignment with the Government Work Plan

- 4.21 The model for secondary education and post 16 provision is one of the proposed strategic recovery actions in the GWP<sup>11</sup> and aligns to the following outcome statements:

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<sup>11</sup> <https://gov.gg/GWP>

| <b>Outcome statement</b>                    | <b>Description</b>  |
|---|---|
| Young people can achieve their potential    | Educational inequalities generated by the pandemic are mitigated and opportunities for further education are available to all; and young people can successfully enter and progress in employment.  |
| A resilient essential workforce             | Employees in essential services are protected and the island is better positioned to train, attract and retain the employees needed in key areas.   |
| A more cohesive and equal society           | Social inequalities, and the resulting impact on health, employment, etc., will be reduced and all local people will have access to the necessary support to achieve positive results in participation, life satisfaction and self-esteem indicators. |
| Sustained employment and matching of skills | Full and productive employment, with a greater match between islanders' skills and available roles, enabling all islanders to reach their potential.  |

Table 1: Outcome statements aligned to secondary and post 16 education

- 4.22 Phase 2 of the GWP will be debated by the States at a special meeting on 21<sup>st</sup> July, 2021. A more detailed plan of the future policy and capital priorities for the current political term will be presented for debate and approval, and it is the aspiration that this process will confirm that the review of secondary and post 16 education and its implementation are high priorities for the Bailiwick. States Members ranked the resolution of secondary and post 16 education as one of their highest priorities in GWP workshops.
- 4.23 An additional recovery action to be proposed in the GWP is the development of a Skills and Lifelong Learning Strategy. This action will seek to transform the way that the Bailiwick develops its people over the next twenty years. The development of people in terms of their skills and learning is inextricably linked to the manner in which secondary and post 16 education is provided, so it is important that the proposed model is aligned to the outcomes for this strategy. It is the post 16 element of the new model which will contribute directly to the Skills and Lifelong Learning Strategy by creating a flagship hub of life-long learning for the island. This will support learners' progression from 11-16 education to the next stage of education, training and preparation for living in a global economy.
- 4.24 The States of Guernsey is committed to measuring its strategic performance in terms

of how it aligns with the UN Sustainable Goals. The 2030 Agenda for Sustainable Development, adopted by all United Nations Member States in 2015, provides a shared blueprint for peace and prosperity for people and the planet, now and into the future. At its heart are the 17 Sustainable Development Goals which are an urgent call for action by all countries - developed and developing - in a global partnership. They recognise that ending poverty and other deprivations must go hand-in-hand with strategies that improve health and education, reduce inequality, and spur economic growth – all while tackling climate change and working to preserve our oceans and forests.

- 4.25 Achieving the defined outcomes of the secondary and post 16 education review would align with Goal 4, Quality Education (“Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”), and Goal 10, (“Reduce inequality within and among countries”). The proposed model does this in two ways because it recommends the development of a new CIAS Base at Les Beaucamps High School, which will give further opportunities for helping learners who require additional support to thrive educationally. This will ensure there is equitable access to such a resource, with a CIAS Base located at each of the three secondary school sites whilst still ensuring continued support across all primary schools. Furthermore, co-locating the Sixth Form with The Guernsey Institute allows for equitable access to all school leavers from 11-16 education to a post 16 campus allowing for parity of esteem in pathways.

#### The case for change - summary

- 4.26 It is widely accepted that the status quo is not sustainable. The Committee has determined that given the current context, the case for change can be summarised as follows:
- The poor physical condition of the La Mare de Carteret site. It is not acceptable that some of the island’s learners are educated in accommodation which is not fit for purpose. This also applies to our workforce - it is not appropriate that teachers and school staff are expected to support our young people in legacy buildings which are past their usable lifespan.
  - The projected population decline. This requires a long-term sustainable strategy to be agreed to ensure the best use of the physical estate, infrastructure and public finances.
  - The inefficiencies of running three 11-16 schools and one 11-18 school requires urgent attention now, regardless of any re-organisation, to ensure that public money is spent fairly across the education estate. These inefficiencies are most starkly apparent in the current school population data which demonstrates the inequity of experience for each learner depending on the school they attend.

|         | <b>Grammar</b> | <b>LMDCH</b> | <b>LBHS</b> | <b>SSHS</b> | <b>Totals</b> |
|---------|----------------|--------------|-------------|-------------|---------------|
| Year 7  | 67             | 88           | 127         | 139         | 421           |
| Year 8  | 70             | 110          | 114         | 157         | 451           |
| Year 9  | 73             | 101          | 101         | 142         | 417           |
| Year 10 | 75             | 101          | 95          | 138         | 409           |
| Year 11 | 84             | 86           | 90          | 136         | 396           |
|         | 369            | 486          | 527         | 712         | 2094          |

Table 2: School population data 2020/21

Resolving the long-term physical delivery model will help to ensure that all resources are used to maximum effect to deliver the very best for every learner.

- The need for urgent budgetary changes within secondary and post 16 education as part of the Committee's overall strategy and aspirations for education considering the uneven distribution of funding across the education mandate. Recently completed detailed analysis highlights significant variations and inefficiencies across secondary revenue expenditure. Action is therefore required to help resolve wider budgetary challenges faced by the Committee. Urgent steps must also be taken within the Committee's existing annual budget to address the findings of the SEND review and to address other urgent priorities such as improved professional development opportunities and improving literacy and digital literacy. Action is necessary in both the short-term and the long-term to eradicate the existing budgetary inequity across the education mandate.
- Wider pressures facing the States of Guernsey as a result of the COVID-19 pandemic and Brexit. Recovery is a vital aspect of the GWP. The Committee is acutely aware of the need to look both strategically and forensically across all areas of funding streams to ensure money is spent prudently and efficiently and in a way in which maximises opportunity and success for every learner.
- The need to align with the priorities of the GWP. Education is an essential component of recovery by investing in our young people and will be able to contribute directly to the individual GWP recovery outcomes and outcome statements. The long-term strategy for secondary and post 16 education cannot sit in isolation to the States' strategic direction.

4.27 In outlining the case for changing the current secondary and post 16 education model, it is important for the States to understand that this is centred on the re-organisation of the current education infrastructure. Achieving excellent educational outcomes through continuous school improvement, the enrichment of learning, more effective collaboration between schools and stronger leadership will be delivered through the ongoing work of the SSP and the development and delivery of the education strategy.

## **5 Overview of Secondary School Partnership and Plans for Post 16 Education**

### Partnerships in Guernsey and Alderney

- 5.1 Partnership working across secondary schools has existed in the Bailiwick since 2014 when the Guernsey Federation of Secondary Schools was formally created. At this time, the Federation, including Alderney, was intended to deliver a collaboration which would champion enhanced leadership, with a stronger focus on teaching and learning and the sharing of best practice. It was also intended to enable more efficient and effective deployment of staff and other resources, improve educational outcomes and provide equality of opportunity for all students wherever they lived in the islands. One major change was the introduction of a common timetable framework which ensured all learners accessed 25 hours of education per week<sup>12</sup>.
- 5.2 Following the States' direction to undertake a review of models in March 2020 it was agreed that the SSP would be created to bring clarity and direction under a collaborative umbrella. While the original intention of the SSP was to provide stability for the four mainstream secondary schools, since its creation, work has taken place to develop closer collaboration.

### The 11-18 Secondary School Partnership current structure

- 5.3 Within the SSP, each school continues to maintain its own unique identity whilst leaders work together to develop joint approaches to improvement for the benefit of all learners. In practice, the following areas are priorities for the SSP Executive Leadership Team;
- promoting the highest possible teaching standards and student outcomes
  - ensuring achievement for students with special educational needs or disabilities
  - harmonising access to a broad and balanced curriculum and quality facilities
  - providing extra-curricular and enrichment opportunities
  - ensuring pastoral support and the wellbeing of students and staff
- 5.4 The Partnership is an established, cooperative working group which facilitates closer relationships to work through existing challenges such as recruitment, assessment and preparation for the new inspection regime. This partnership working has been particularly important in light of the challenges that schools have faced as a result of the COVID-19 pandemic, for example, enabling peer support for staff operating in unprecedented circumstances.
- Global and national partnerships

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<sup>12</sup> <https://gov.gg/article/114991/Statement-on-progress-with-Guernsey-Federation-of-Secondary-Schools>

- 5.5 The Committee recognises the importance of partnership and collaboration in successful education systems. There are many examples of effective international partnerships with individual schools working under an umbrella organisation which share a common purpose, and principles. The International Schools Partnership recognises that ‘running a school is difficult, especially when you do not have access to further support, advice or funding’. For many standalone schools this is a reality. There are other successful school groups such as Education Leadership Trust which is a thriving cooperative multi academy trust in Manchester<sup>13</sup>. The vision sets out a strong emphasis on collaboration and cooperation between partners.
- 5.6 The role of partnerships in England has evolved since 2000 and they can take many different forms; formal with tight governance and accountability structures or more informal with opportunities to bring staff together to share best practice and expertise. These are sometimes also referred to as hard or soft partnerships. There are multiple terms used to describe the different styles of partnership, such as clusters, collaborations, networks, federations and trusts.

#### Partnership drivers and benefits

- 5.7 One of the original drivers for partnerships in the complex landscape in England was to create a self-improving system on the basis that schools would “work with, learn from and support one another to develop localised solutions to the challenges they might face” with a focus on “specific strategies for improvement, more willing distribution of professional knowledge and schools sharing resources more efficiently than they might previously have done”<sup>14</sup>. Over the past fourteen years, there have been two key research papers which have reviewed school partnerships. Both papers, “Inter-school collaboration: a literature review, NFER, Queen’s University, Atkinson et al 2007”<sup>15</sup> and “Effective School Partnerships and collaboration for school improvement, DFE, Armstrong 2015”<sup>16</sup> outline some of the key shared areas and collaborative activities which drive partnerships to exist, and some of these are listed below:

- Raising achievement/attainment
- School improvement/raising standards
- Sharing good practice/professional expertise
- Inclusion
- Enriching learning opportunities
- Sharing facilities/resources

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<sup>13</sup> <https://www.eltrust.org/>

<sup>14</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/467855/DFE-RR466 -  
\\_School\\_improvement\\_effective\\_school\\_partnerships.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/467855/DFE-RR466_-_School_improvement_effective_school_partnerships.pdf)

<sup>15</sup> <https://files.eric.ed.gov/fulltext/ED502393.pdf>

<sup>16</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/467855/DFE-RR466 -  
\\_School\\_improvement\\_effective\\_school\\_partnerships.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/467855/DFE-RR466_-_School_improvement_effective_school_partnerships.pdf)

- Economic/financial benefits
- Instigating change/reform
- Collaborative planning/systems/approaches
- Innovation
- Teacher recruitment and retention

5.8 With the benefit of having evidence for success in other jurisdictions as well as the underpinning rationale for the creation of a partnership, the opportunities for collaboration and continuous improvement are viewed as essential drivers, and collaboration is key in the education toolkit in England. The Committee is of the view that the existing SSP in Guernsey can build upon the collaboration already in place and to grow and develop further in order to capitalise on the opportunities which are created through effective partnership working.

### Governance

5.9 There is a significant difference between the context for school partnerships in England and that of the Bailiwick and this is the level of autonomy and accountability which rests at school level. The Committee currently acts as governing body to all schools. This is not a practical situation, and the Committee has already confirmed that it will investigate a more appropriate framework for education governance over the coming months in order to contribute to a self-improving system. Further, the Committee recognises that within the current unique structures of governance locally, the potential is limited by the extent of central control. The Committee believes that empowering the leaders of our schools to really lead improvement is crucial to ensure educational outcomes for the island's children and young people are the very best they can be.

5.10 An appropriate framework across secondary education is required to support devolution. The evolution of the SSP, led by an accountable leadership team is part of a move towards effective governance and greater delegation which the Committee will actively progress. This increased delegation through the SSP will give secondary leaders autonomy to make decisions which are in the best interests of learners across the 11-18 partnership but at the same time will provide a framework for accountability to the Committee for the performance of their schools.

5.11 The Committee also notes the very real benefits in building leadership capacity which are delivered through joint leadership training and development. In a small jurisdiction such as Guernsey with a limited pool of staff, sustainability through succession planning is essential to delivering the very best secondary education system possible. It is anticipated that the SSP will also provide the opportunity to deliver more targeted Continuing Professional Development (CPD) across the secondary sector and play an important role in continuing to attract talented teachers to work in the islands' schools.

### Meaningful engagement and consultation through partnership development

- 5.12 Once the long-term physical structure of secondary education is determined by the States, it is the Partnership working in close collaboration with The Guernsey Institute, which will support the Committee's overall strategy in achieving an ambitious and aspirational education system. As described in previous sections, the SSP provides a vehicle through which greater autonomy can be delegated and through which ongoing improvement can be sustained. The SSP will support the Committee's overall education strategy and priorities, irrespective of the infrastructure model.
- 5.13 The Committee's responsibility is to set strategic direction and ensure that this is implemented, therefore it has intentionally not sought to look beyond the strategy and policy for secondary reorganisation at this stage. This is because effective government is based on a system where it is the responsibility of the Politicians to establish the vision and where effective and professional delivery of these ambitions is entrusted to the skilled staff who are best placed to translate this into action. In this case it is the islands' education leaders who have the technical knowledge about what is optimum for our children and young people, and it is the SSP leadership team who will address any operational challenges that schools face within the Partnership whilst developing the best possible provision and pastoral care for every young person within the Partnership settings.
- 5.14 It is accepted that previous models have unravelled at the point at which the implications of operational detail become visible and have subsequently led to political intervention. However, the difference now is that while the Committee recognises the need to work at pace to provide certainty for the community, there is sufficient time to allow for meaningful consultation and engagement to be built into the delivery plan.
- 5.15 The Committee firmly believes that robust consultation and engagement regarding the structure of the Partnership must be undertaken as part of the implementation period and this will provide the necessary time and space to work through the detail of governance and accountability structures with relevant stakeholders. At this time, there will also be genuine opportunities to work in collaboration with educational leaders and staff to determine what the Partnership will look like from an operational perspective. As part of this work, the Committee will explore a number of key areas with school leaders including:
- Budget delegation
  - The management of staffing, recruitment and deployment across the 11-18 phase
  - Continuing professional development
  - Leadership development and succession planning

#### An 11-18 Secondary School Partnership for Guernsey



- 5.16 Within the context of secondary re-organisation, it is important to note that the delivery of secondary education will be through an 11-18 framework across three 11-16 schools and a separate sixth form centre. The Partnership will play an essential role in ensuring that staffing is deployed across all sites to ensure the best possible pastoral support and academic provision for all learners.
- 5.17 The 11-18 Partnership will act as a focal point for recruitment, ensuring that Guernsey continues to attract the widest possible pool of staff to its 11-18 settings. It is anticipated that the SSP will support succession planning across all leadership and curriculum areas, ensuring that there are a range of staff who are able to teach across Key Stage 3 to Key Stage 5.
- 5.18 Under any partnership model, the Committee believes it to be essential that individual schools should maintain their unique culture and character. However, it also recognises that close collaboration at Headteacher level will be vital to ensure effective staff deployment across the 11-18 partnership and a continued focus on sharing best practice, shared professional development opportunities and continuous improvement. Partnership working also allows our profession to develop a strategic view of the education system across the islands.

#### Vision for the Post 16 Learning Environment

- 5.19 The Committee is ambitious in its plans for secondary and post 16 education and believes that the post 16 sector is pivotal in equipping the Bailiwick's young people with a high quality of knowledge and skills in preparation for their next step in life. Parity of esteem for academic and vocational pathways is crucial in ensuring young people make the right choices to realise their aspirations, develop a lifelong passion for learning and become valuable contributors to their communities. This principle sits at the heart of the Committee's model.

#### Progression routes of equal value

- 5.20 Unfortunately, in Guernsey, as is in some other jurisdictions, it has not always been the case that post 16 progression routes into academic or technical and vocational pathways have been viewed as equivalent.<sup>17</sup> By being on a shared site, the new post 16 campus will re-position technical, vocational and academic pathways as routes of equal value within the Bailiwick and allow for greater collaborative opportunities between The Guernsey Institute and the Sixth Form Centre.
- 5.21 In Guernsey, this is in part likely to have been a direct result of the significant discrepancy in the accommodation provided for the College of Further Education which has been described as 'some of the least fit for purpose, most dispersed and uninspiring further education spaces that we have ever seen in the sector' by Peter

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<sup>17</sup> <https://nfer.ac.uk/changing-attitudes-to-vocational-education>

Marsh Consulting<sup>18</sup> - and, in part, from the island's long standing history of selection at 11, with sixth form provision as part of the Grammar School. The Committee believes that it is essential to address this discrepancy in the quality of facilities but also to recognise that technical and vocational qualifications are of equal value and to ensure that there is parity of esteem for different pathways at post 16.

- 5.22 The quality of post 16 education and diversity of offer is crucial both for individual learners and the future prosperity of the island. It is essential that students moving on to post 16 education have the opportunity to select from a broad range of options including academic, vocational and technical qualifications, and that the principle of lifelong learning is embedded to enable adults to retrain and develop new skills as the island's employment market changes over time. Developments in industry and in the delivery of learning have made blended learning increasingly appealing to employers and learners. Choice at 16 is essential.
- 5.23 Making this more visible to all post 16 students will encourage them to pursue further and higher education and training opportunities throughout their lives. It will also help them make an informed decision about what is the most appropriate post 16 choice for their unique circumstances. All learners will benefit from being part of a campus which also encompasses higher education and training, providing a broader range of role models to inspire more students to go on to study or train at a higher level.

#### Proposed model

- 5.24 The Committee's proposals for future post 16 provision are to create a brand new, fit for purpose campus for all post 16 education, providing a mature adult learning environment with bespoke, high quality facilities for both further and higher education. This will provide the opportunity for all learners to exploit their abilities without being stereotyped. It is essential that vocational and academic pathways should be available as far as possible to all students who have the desire, commitment and aptitude. Standard entry requirements for courses at the same level at the College of Further Education (now part of The Guernsey Institute) and the Sixth Form Centre are already in place, and both academic and vocational and technical qualifications can facilitate access to higher education. Academic, vocational and technical qualifications should be considered as pathways with parity, and students should feel empowered to make a positive choice about the route they follow and ultimately, their chosen career path.
- 5.25 The island's young people may follow a broad range of pathways across two distinct organisations, they will have access to shared facilities to study, eat, socialise and participate in sport as they will no longer be educated at separate locations at 16. If the Committee's policy proposals are approved by the States, consultation will take

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<sup>18</sup> <https://gov.gg/CHttpHandler.ashx?id=120436&p=0>

place with key stakeholders from schools and The Guernsey Institute to determine how best this can be delivered.

- 5.26 The Committee's preferred option will also support the availability of progression routes and crossover pathways for more students such as opportunities for some students to take A Levels alongside a specific vocational qualification and vice versa. Current arrangements create a barrier between academic and vocational and technical pathways, which limits the potential of young people to access mixed provision to suit their talents. Locating both the Sixth Form Centre and The Guernsey Institute on the same site will make it easier to facilitate programmes of study which combine academic and vocational and technical options in the future, building on the success of the International Baccalaureate Career-related Programme launched in September 2020. This will allow more flexibility to ensure that provision can be responsive to future skills gaps and the needs of employers.
- 5.27 The Post 16 Campus will act as a centre of ambition and aspiration for all learners progressing from the 11-16 schools including those from St Anne's in Alderney. The new model will provide the opportunity for all learners to begin their post 16 journey from an equal starting point. They will graduate from their school to the campus, irrespective of their circumstances, to join a mature, adult learning environment which will prepare them for their next steps in education or work. As the focal point on the island for all further education, higher education, training and skills and the careers service, all learners will benefit from a dynamic environment with the support of staff from both the Sixth Form Centre and The Guernsey Institute working in close collaboration to ensure all provision enables lifelong education and career progression.
- 5.28 Facilities on the same site will allow opportunities for students to access shared extracurricular or enrichment activities, allowing young people to retain connections with their peers across the campus. Consultation will take place with staff and students about how this may best be approached in the future. Co-location will also enable more operational flexibility, for example by centralising delivery of examination resits.
- 5.29 The Committee accepts that the 11-18 Partnership and the deployment of staff across 11-16 schools with a separate sixth form centre represents a substantial change from current operating procedures. It is not an operational model which has existed in Guernsey previously. It is important to note, however, that this is a model which operates highly effectively in many other jurisdictions such as Ireland, England and Wales. Training and external subject matter expertise will be provided to support the Partnership to develop proficiency in this area and to make best use of advances in new technology to support more efficient ways of working.
- 5.30 The Sixth Form Centre and The Guernsey Institute will remain operationally separate organisations, due to the need for staffing to be deployed most efficiently between the 11-16 schools and the Sixth Form. The SSP is fundamental to the success of

delivering 11-18 education and the staffing of both the Sixth Form provision and the 11-16 schools will form an integral part of the Partnership.

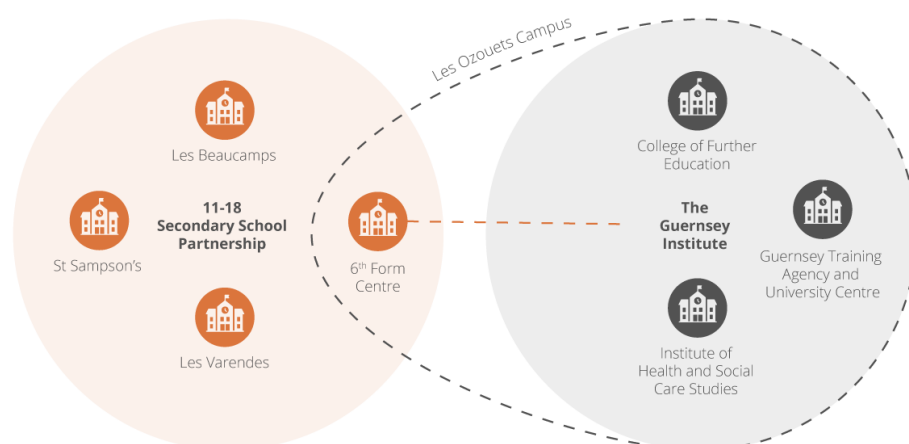


Figure 4: The Secondary School Partnership and The Guernsey Institute

- 5.31 Potential synergies and ways of working together between the Sixth Form and The Guernsey Institute, for example shared dining facilities, shared use of sport facilities and the learning resource centre are already being explored to ensure that the greatest possible benefits are realised, and that expenditure is managed as efficiently as possible. It is anticipated that these mutual benefits will evolve over time as a result of input from and consultation with leaders, staff and students.

#### Post 16 or 11-18

- 5.32 It is accepted that it is possible to find data and evidence to support any of the potential models for secondary education and as has already been frequently emphasised, there is no one model of secondary and post 16 education that will benefit from universal support, either within the sector or more widely across the community.
- 5.33 It is also clear that because of the complexity of education systems, it is not possible to claim that one model is 'better' than another because many different models work in many different countries and often there are different models used within the same country which lead to excellent outcomes. What is crucial is to identify a model which can deliver excellent outcomes for children and young people in the context of Guernsey and Alderney and which meets the aspirations of the community, creating an education system which is forward looking and fit to meet the challenges of the 21<sup>st</sup> Century.

### *International and English data*

- 5.34 The OECD Programme for International Student Assessment (PISA)<sup>19</sup> examines what students know in reading, mathematics and science, and what they can do with what they know. It provides the most comprehensive and rigorous international assessment of student learning outcomes to date. Results from PISA indicate the quality and equity of learning outcomes attained around the world and allow educators and policy makers to learn from the policies and practices applied in other countries. It is of note that the majority of the top performing countries for reading (which was the OECD focus in 2018) share similar arrangements for the structure of secondary and post 16 education. Typically, these countries have separate institutions to deliver further education,<sup>20</sup> though in some instances the transition is at 15, in upper secondary schools, vocational schools, training colleges or high schools.
- 5.35 It is interesting to note that many other jurisdictions separate post 16 education. The Committee is therefore reassured that it is adopting a model for secondary and post 16 education which is used effectively elsewhere.
- 5.36 Conversely, evidence has previously been circulated which shows that 11-18 schools appear to outperform 11-16 schools in the top 100 schools for Attainment 8 in England. This evidence has been reviewed and the conclusion is that this is a simplistic way to interpret the complex nature of data in English schools where results are measured in different ways through Attainment 8 and Progress 8 and this is outlined in Appendix 3.
- 5.37 The Attainment 8 data from 2019 for the 11-18 and 11-16 schools places them both in line with the national average with a marginal difference. Within that range, there are 11-18 and 11-16 schools performing exceptionally well, as well as schools performing exceptionally badly. It will be important for the SSP to remain outward facing and to learn from the very best of some of those highly successful 11-16 schools.

### *Recruitment*

- 5.38 One of the arguments presented in support of 11-18 schools is that in an environment where there are both 11-16 and 11-18 schools, the 11-18 schools will have better recruitment options because more teachers want the opportunity to teach A level students. It is important to note that where appropriate recruitment for secondary schools in Guernsey currently takes place under the umbrella of the SSP and it is intended that this will continue. The reality is that some staff will naturally

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<sup>19</sup>

<https://www.oecd.org/pisa/PISA20201820Insights20and20Interpretations20FINAL20PDF.pdf>

<sup>20</sup> [https://eacea.ec.europa.eu/national-policies/eurydice/national-description\\_en](https://eacea.ec.europa.eu/national-policies/eurydice/national-description_en)  
and <https://ncee.org/center-on-international-education-benchmarking/>

prefer to teach in 11-16 schools whereas others will prefer to teach the full age range up to 18.

- 5.39 The future structure of secondary and post 16 education is designed to ensure that the SSP can recruit across all schools in Key Stage 5 as required. This will ensure that the Partnership continues to attract staff who wish to teach across the 11-16 and the 11-18 age range. It is important to note that one of the greatest factors in what motivates staff to apply for a particular post, is the quality of the school itself. Good schools attract talented staff.

#### *Role models, leadership and aspiration*

- 5.40 A further stated advantage of 11-18 schools is that they benefit from older role models in the sixth form. It is accepted that sixth form students can and do act as role models for younger learners, however, this excludes other exceptional students who go on to study technical or vocational subjects. The Committee believes that learners in Year 11 are able to provide equally good leadership and act as role models for younger students, in fact this already occurs in three of the existing secondary schools.
- 5.41 The concept of all learners graduating to a post 16 campus will develop a greater shared sense of ambition and progression for all. An integral feature of the new model will be the need for the existing Post 16 Strategy Group to continue to collaborate between the SSP and The Guernsey Institute to provide meaningful opportunities for interaction between school age and post 16 learners and employers to promote a culture of lifelong learning, aspiration and ambition.

#### Post 16 conclusions

- 5.42 Preferences for 11-16 or 11-18 schools are often based upon a personal philosophy or personal experiences of teaching or school attendance and consequently there is often an understandable subconscious bias. However, it is clear to the Committee that it is not a simple binary choice. The decision needs to be based upon delivering the best possible solution for Guernsey's unique context, taking into account the many different challenges facing the Bailiwick such as providing equitable experiences for all, the declining pupil population and reduced financial resources.
- 5.43 The Committee considers that there is no perfect solution which will satisfy everyone, in part as a result of Guernsey's scale and size. The Committee is clear in its belief that it is the quality of the school leadership and the staff that makes the biggest difference as to whether a school is successful, rather than whether it is an 11-16 or an 11-18 school.
- 5.44 Having reviewed the English data and international evidence, the Committee remains convinced by its decision to create a post 16 campus. The English data does not provide a sufficiently compelling reason to discount 11-16 schools as a successful way to deliver secondary education.

5.45 The creation of a post 16 campus aligns with the wider strategic plans for Guernsey through its contribution to the Skills and Lifelong Learning Strategy. This is a proposed recovery action in the GWP and will be undertaken as part of strategic collaborative work across several Committee areas. The Strategy will:

- establish a clear path to upskilling for businesses and individuals, with co-investment funding from government.
- enable community access to broad digital training in addition to employment-based programmes.
- provide the foundation for the Bailiwick to be an attractive and competitive jurisdiction for business, because of the growth of its digitally enabled and innovative workforce.
- support a prosperous economy in a community able to provide the many services that are required for a modern society in terms of healthcare, construction, utilities, hospitality, agriculture, retailers, mechanical and technical services.

5.46 The Skills and Lifelong Learning Strategy is aligned with the Committee's Education Strategy and with its ambition for the post 16 sector; to provide the Bailiwick's young people with a high quality of education and skills in preparation for their entry to the workforce and future contribution to the community and the economy.

5.47 The Committee recognises that the quality of post 16 education is critical both for individual learners and for the future prosperity of the island. The creation of a brand new campus which accommodates all post 16 education means that all adult learning will be delivered in an environment with bespoke, high quality facilities for both further and higher education. The shared campus will facilitate programmes of study which combine academic and vocational and technical options in the future, building on the success of the International Baccalaureate Career-related Programme (IBCP) launched in September 2020. This will allow more flexibility to ensure that provision can be responsive to future skills gaps and the needs of employers and will contribute directly to a culture of life-long learning for the Bailiwick.

## **6 Committee's approach to determining the future of secondary and post 16 education**

### Summary of the approach to the review of models

6.1 Guernsey's General Election took place on 7<sup>th</sup> October, 2020. The current Committee was elected on 21<sup>st</sup> October, 2020, with several members having explicitly stated in their manifestos that they rejected the one school on two sites model. The Committee firmly believes that the results of the election demonstrated a preference among the community for delivery of secondary and post 16 education over three or four sites.

6.2 Following their election, the new Committee took ownership of the secondary review

which was commenced in March 2020. The models identified for inclusion were determined by the previous States and did not include the model that the new Committee considered to have the greatest potential: three 11-16 schools and a sixth form co-located with The Guernsey Institute. Conversely, the review did include models which the Committee considered it would be impossible to implement in Guernsey, including the previously proposed one school on two school sites model. Given the urgency required in determining a new model for secondary and post 16 education delivery, the Committee was keen to ensure that no further time was expended developing models which could not be implemented and for which there was no mandate.

- 6.3 An interim report of the work completed under the previous Committee was circulated to all members of the previous States' on that Committee's last day in office. The report contained a summary of the work completed up to the point of the change in Committee, including a summary of how specific versions of each of the models analysed were selected. The report also included comparative information on capital costs based on applying the assumptions underlying the one school on two sites model to each of the other models in order to provide the same facilities on each site. Although the current Committee has changed the direction of the review, this report is included in Appendix 6 in the interests of transparency.
- 6.4 Further, the like for like comparisons which had been provided as part of the interim report were based on the same set of assumptions which were included as part of the planned one school on two sites model, and the Committee wished to vary some of these. For example, all models previously included in the review were based on an assumed capacity of 20 forms of entry across the secondary education estate. Having reviewed the most recent long-term population projections, which show an expected decline in the secondary school population from a peak of 2600 in 2026 to approximately 2200 by 2040, the Committee considers that this would require unnecessary capital expenditure at a time when the island is facing greater financial pressure. The Committee therefore decided that the future model should be based on 18 forms of entry rather than 20.
- 6.5 The Committee considered it an inefficient use of time to redo work based on the previous set of assumptions and decided instead to narrow the scope of the review to focus only on models considered to be viable options, rather than adjusting the timeline of the review to provide information about models which were not considered viable.
- 6.6 These options were determined through the Committee's Guiding Principles, as set out in Table 3, which were based in part on feedback provided by staff through the surveys, as set out in Appendix 4. Three options were developed and compared, and the selected option, based on the Guiding Principles outlined by the Committee, will be compared to current provision rather than to the set of assumptions underlying the one school on two sites model.



## Guiding Principles

- 6.7 In order to determine the future structure of secondary and post 16 education, the Committee has adopted a strategic approach to its decision making. Alongside developing its wider strategy, it is important that an agreed set of guiding principles support the decision-making processes and final recommendations to ensure that a pragmatic and viable solution is recommended. The Committee has spent considerable time reviewing the findings of the staff survey undertaken as part of the review which provided insight into the aspirations of the profession for any future model. This initial thinking was shared in a presentation and workshop to States Members on 7<sup>th</sup> December, 2020.
- 6.8 Following this workshop, the Committee held a full day workshop on 7<sup>th</sup> January, 2021 with a range of key stakeholders present:
- All Committee members, including the newly appointed non-voting member
  - Representatives from the Policy & Resources Committee (P&RC)
  - Senior educationalists from further and higher education, secondary education, and the curriculum and standards, SEND and Inclusion teams
  - Representative from the States' Senior Leadership Team
  - Officers from the project team, the States' central Strategy & Policy team, and the States' Communications team
- 6.9 The workshop considered a number of key areas including the survey findings, the projected pupil population decline, the implications of changes to the class size policy for the number of forms of entry required, breadth and flexibility of curriculum offer, feedback from the States' Members workshop and the wider financial challenges facing the States of Guernsey. Following substantial debate and discussion, the Committee agreed the following Guiding Principles for Secondary and post 16 education:

| Principle  | Description  |
|--|--|
| <p><i>A solution which provides greater equity for post 16 education and training and in which the Sixth Form is not split</i></p> | <p>The Committee wants to ensure that the future model provides greater equity for post 16 education and training: it considers it essential to ensure parity of esteem for academic, vocational and technical qualifications, to ensure more students are able to follow mixed pathways in order to best meet their interests and aspirations and to provide students with a more adult environment which will support them in moving into the workplace and making a positive contribution to our island in the future. The Committee's ambition for the future post 16 campus is set out in section 5.19.</p> <p>The Committee is also keen to ensure that the Sixth Form is not split, and that all Sixth Form students remain on one site. This is based on feedback from staff, in which 81% of secondary staff considered it essential, highly desirable or desirable that the Sixth Form is not split.</p> <p>This will maximise possible option combinations within any given breadth of curriculum, avoiding the need for Sixth Form students to travel between sites in order to take their first choice combination of subjects.</p> |
| <p><i>A solution that delivers improvements in equity</i></p>  | <p>The Committee does not consider it essential for exactly the same offer and facilities to be provided on each secondary school site: instead, the priority should be improving the quality of education on each site individually. For several reasons, the Committee does not consider the current secondary and post 16 education offer to provide equitable provision:</p> <ul style="list-style-type: none"> <li>○ Some students attend an 11-18 school and others attend 11-16 schools</li> <li>○ Students attend schools of significantly varying sizes, with cohort sizes in current secondary schools ranging from 67 to 163. This affects the breadth of the curriculum offer to which students have access, in addition to opportunities for grouping of students.</li> <li>○ Some students attend a school with significantly poorer quality facilities than students on the other sites.</li> </ul>   |

| Principle   | Description  |
|---|--|
| <i>A solution that is reflective of the prevailing economic opportunities and limitations of the current financial climate</i>  | Any potential future model of education needs to be considered in the context of the current financial climate, both in terms of capital and revenue expenditure.  |
| <i>A solution that is deliverable in a realisable timeframe whilst being mindful of disruption to the school community and which can be easily understood by all stakeholders</i> | There is a clear need for certainty for learners, parents and staff about the future of secondary education, and for a new model to be delivered as soon as practicably possible, without a long and drawn-out transition period.<br>It is essential that disruption to the school community during the transition to the new model is minimised, and considered as part of decisions on future sites, the extent of work to be carried out on each site, and the transition model for students. |

Table 3: The Committee's Guiding Principles

6.10 The Guiding Principles support the decisions which the Committee has made in relation to the future structure of secondary and post 16 education. The Committee is clear in its view that it is the SSP which will deliver the outcomes of the Committee's strategy and aspirations for secondary education. It is through the SSP that improvements and developments will be led, alongside robust challenge and support from the central education team. Relevant aspects of operational decision-making relating to the development of the SSP will take place with key stakeholders following States' approval of the overall strategic policy direction. The HM Treasury Business Case process will include consultation and engagement alongside ongoing challenge from P&RC. This is integral to the Business Case aims of ensuring best value for public money and that the benefits of the policy proposals are realised.

## 7 The Committee's Preferred Model

7.1 The Committee's preferred model is:

- **Three schools, each with six forms of entry with a capacity for up to 780 students**

7.2 The Committee proposes that these should be based at St Sampson's, Les Beaucamps and Les Varendes. Each school would have theoretical capacity for up to 780 students, but projections based on the draft new feeder school model indicate a maximum of 720-740 on each site after the transition period has ended.

- **A single post 16 campus, accommodating both The Guernsey Institute and the Sixth Form, at Les Ozouets.**

- 7.3 This will allow the Committee’s ambitions for post 16 education, as set out in section 5.19, to be delivered.
- 7.4 There is no change proposed to the organisation of schools for learners with the most complex needs which will continue to be delivered at Les Voies and Le Murier. It is widely accepted that these schools, along with Le Rondin, provide a high quality of support for learners with SEND and this was recently recognised in the review undertaken by nasen<sup>21</sup>. The Committee’s preferred model will continue and extend this support to learners with additional needs who attend the island’s secondary schools.
- 7.5 This model is viable within the current financial climate and, subject to States’ approval in both July 2021 meetings, can be delivered by September 2024 with minimal disruption to students in existing 11-16 schools.
- 7.6 The Committee has carried out a thorough analysis of the different models for secondary education and more detail about how the Committee determined its preferred model can be found in Appendix 4. A summary of the evaluation grids against the Committee’s Guiding Principles are set out below.
- 7.7 The potential future models of secondary and post 16 education included in the previous Committee’s review were evaluated in light of the current Committee’s Guiding Principles. The extent to which each model meets the Guiding Principles is summarised in the table below.

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<sup>21</sup> <https://gov.gg/CHttpHandler.ashx?id=137889&p=0>

|   | <b>Two 11-18s</b>  | <b>Three 11-18s</b> | <b>One 11-18 and two 11-16s</b> | <b>Three 11-16s where one has a co-located Sixth Form</b> | <b>Three 11-16s and a Sixth Form on a current secondary site ('Do minimum' option)</b> | <b>Three 11-16s and a Sixth Form co-located with TGI</b> |
|---|--|---------------------|---------------------------------|---|--|--|
| Greater equity for post 16 education and training | No   | No                  | No                              | No  | No   | Yes  |
| Sixth form not split                              | No   | No                  | Yes                             | Yes   | Yes  | Yes  |
| Improvements in equity                            | Yes  | Yes                 | No                              | No  | Yes  | Yes  |
| Reflective of current financial climate – capital | The modelling carried out under the previous Committee was based on assumptions which the current Committee believed to be flawed and so no comparisons of these models were made on a cost basis. |                     |                                 |   |  |  |
| Reflective of current financial climate – revenue |  |                     |                                 |   |  |  |
| Deliverable in realisable timeframe               | Yes  | Yes                 | Yes                             | Yes   | Yes  | Yes  |
| Mindful of disruption to school community         | No   | No                  | Yes                             | Yes   | Yes  | Yes  |

Table 4: Extent to which each of the potential models meets the Committee's Guiding Principles

#### Evaluation of models against Guiding Principles:

7.8 The Committee reviewed the underlying assumptions which were used as part of the previous Committee's review and concluded the following:

- It is more pragmatic to plan for a total capacity of 18 forms of entry in each cohort across the 11-16 schools, rather than the previous Committee's

plans for 20 forms of entry. Changes to the class size policy which are already being introduced mean this is achievable sooner than it would have been otherwise.

- 18 forms of entry still allow a greater level of equity across three schools because all three schools can be treated as six-form entry schools and consequently can offer the same breadth of curriculum. This is consistent with the Committee's principle to improve equity across schools and to address the current inequity of provision, particularly for GCSE subject choices in Key Stage 4 where there are differences across the schools now, meaning that it is not possible for all learners to access the same curriculum provision.
- The previous Committee's modelling was based on a principle of equality of resources and facilities which this Committee does not consider to be pragmatic, particularly given the current financial context.
- It is not necessary for each school to have identical facilities or for each school to be built to exactly the same space standards: instead, being mindful of the financial pressures the island is facing, the priority should be to consider each site individually and fund changes which are necessary to allow the building to meet the required standards to continue to deliver 11-16 education well into the future.
- It is important to be mindful of the disruption that significant development work would cause given that schools will continue to be operational.

7.9 As outlined above, the Committee directed that updated financial modelling be based on these new assumptions, with the assumptions for revenue modelling being based on current provision rather than the assumptions made for the one school on two sites model. The new baseline provides a more realistic and pragmatic approach and provides assurances that any of the models considered further by the Committee can be delivered within the existing budget for secondary education.

7.10 Once the modelling had been carried out using the new assumptions, the Committee examined the updated capital and revenue cost information and considered each model at length in light of its Guiding Principles and the additional analysis. A summary of this information is shown in table 5 below.

|   | Three 11-16s at LBHS, SSHS and LV and a Sixth Form co-located with TGI  | Three 11-16s at LBHS, SSHS and LMDC and a Sixth Form co-located with TGI | Three 11-16s at LBHS, SSHS and LV and a Sixth Form co-located at LV   |
|---|---|--|---|
| Greater equity for post 16 education and training | Sixth Form and The Guernsey Institute located on the same site - creating post 16 “campus”, contributing to parity of esteem and facilitating mixed programmes. |  | Sixth Form and The Guernsey Institute located on different sites as now.  |
| Sixth Form not split                              | Sixth Form not split across more than one site.   |  |   |
| Improvements in equity                            | Improvement in equity because all students are in fit for purpose buildings in schools of the same size, able to offer the same breadth of curriculum           |  | One school will have a co-located Sixth Form: more students on site, potential advantages if there is shared staffing and risk of perceived inequity. |
| Reflective of current financial climate - capital | Yes   | No   | Yes   |
| Reflective of current financial climate - revenue | Deliverable for no more than the current level of expenditure   |  |   |
| Deliverable in realisable timeframe               | September 2024  | September 2025   | September 2025  |
| Mindful of disruption to school community         | Potential disruption at Les Varendes as works required while students are on site   | No internal works required while students are on site                    | More significant works required at Les Varendes while students are on site  |

Table 5: Evaluation of models included in further analysis against the Committee’s guiding principles

#### Transition from the current model to the preferred model

- 7.11 Given the Committee’s principle to be mindful of disruption to existing school communities, the Committee considered various options for the transition of learners and staff from the current model of secondary education to the preferred

future model. The Committee's preferred transition and feeder primary model details are set out below, but this model will be subject to further consultation and engagement with senior educationalists, primary school Headteachers and secondary school Principals prior to a final decision being confirmed. Key stakeholder groups will be consulted during the transition phase as the detailed transition plans are developed.

| <b>Secondary School</b> | <b>Feeder Primary Schools from September 2023</b>    |
|-------------------------|--|
| Les Beaucamps           | Castel, La Houquette, Forest, St Martin's            |
| St Sampson's            | La Mare de Carteret, Hautes Capelles, Vale           |
| Les Varendes            | Amherst, Vauvert, St Mary and St Michael, Notre Dame |
| La Mare de Carteret     | No Year 7 intake in September 2023                   |

Table 6: Feeder Primary Model from September 2023

7.12 In September 2023 there will be no Year 7 intake into La Mare de Carteret and then, at the end of academic year in July 2024, it is proposed that learners at La Mare de Carteret in Years 8, 9 and 10 will finish the year at La Mare de Carteret and will move to join their peers at Les Varendes in Years 9, 10 and 11 in September 2024. Space will have been created to accommodate these additional learners by Year 12 students moving to start Year 13 at the Sixth Form Centre on the Les Ozouets Campus in September 2024 and Year 11 from all schools beginning their post 16 experience on the shared campus.

7.13 Several of the preferences regarding transition expressed by staff in the survey can be met by the proposed model, and the current preferred transition plan, which can be varied in light of any feedback from key stakeholder groups:

- It does not require a long transition period; provided there are no delays all learners can be in the new model from September 2024
- Disruption resulting from site moves will be minimised as far as possible:
- No learner will be required to move more than once over the course of their 11-16 education.
- No learner will be required to move between Year 7 and 8, just one year after moving from primary school to secondary school.
- Fewer than 300 students are expected to move site during their secondary education, with a single cohort (approximately 200 students) moving site between Year 12 and Year 13.
- There is no requirement to split existing cohorts of students: all students moving from La Mare de Carteret at the point that it closes can be guaranteed a place at Les Varendes, with opportunities for parental choice to move to either of the other two sites.



- There will be very limited disruption to learning for students on the school sites as works are carried out: St Sampson's requires no additional works, Les Beaucamps only a small extension in the lower car park, and Les Varendes only upgrades rather than significant restructuring or extension.
- It should be noted that current capacity at Les Beaucamps, based on the existing class policy of 26 learners per form of entry, is for 715 learners. There is no requirement for temporary accommodation for learners. Projections show that there would be approximately 702 learners on the site in 2024. The maximum anticipated learners on this site would be 726 in 2027-28.
- To maximise flexibility to create the best possible layout for the new post 16 campus, it is expected that the existing building at Les Ozouets would be demolished in advance of the start of the build programme. Students and staff based on this site will therefore be provided with suitable alternative accommodation during this period. This will mean that they are not affected by the extensive building work taking place on the site.
- The Princess Royal Performing Arts Centre will continue to operate.
- Other occupants of the Les Ozouets site, including the Music Service, Youth Commission and The Sexual Health and Relationship Educators (SHARE), will also be provided with suitable alternative accommodation.

7.14 The timeline below sets out key milestones for the development of the new model:

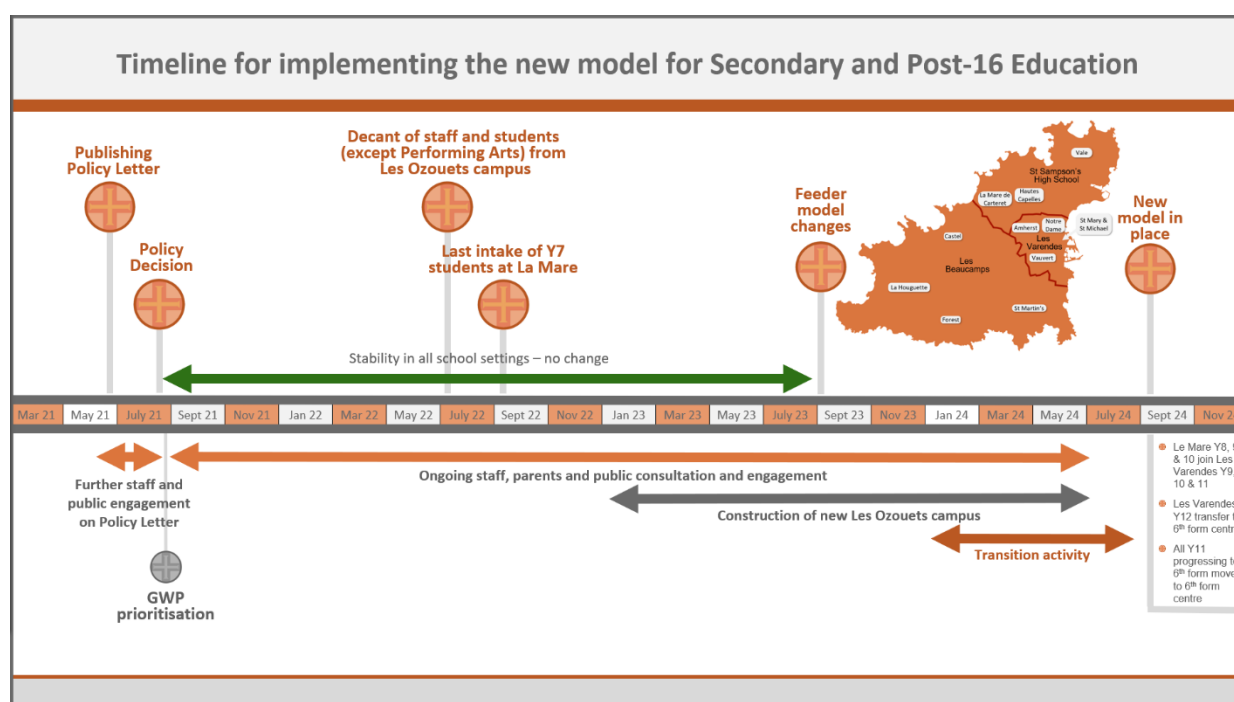


Figure 5: Timeline and key milestones

### Alignment of the preferred model to the Committee's Principles

7.15 The Committee's preferred model aligns with the Guiding Principles as outlined in Table 7 below:

| Principle   | Preferred model   |
|---|---|
| Greater equity for post 16 education and training | Sixth Form and The Guernsey Institute located on the same site - creating the Post 16 campus, contributing to parity of esteem and facilitating mixed programmes. |
| Sixth Form not split                              | Sixth Form not split across more than one site  |
| Improvements in equity                            | Improvement because all students are in fit for purpose buildings in schools of the same size, able to offer the same breadth of curriculum                       |
| Reflective of current financial climate - capital | Overall capital request of £43.5m: £30.4m lower than amount delegated for the previous model of education.  |
| Reflective of current financial climate - revenue | Deliverable for no more than the current level of expenditure   |
| Deliverable in realisable timeframe               | September 2024  |
| Mindful of disruption to school community         | Potential disruption at Les Varendes as works required while students are on site   |

Table 7: Alignment of preferred model to Guiding Principles

### Alignment of the preferred model to preferences expressed through the staff surveys

7.16 There are several areas in which the staff survey data aligns with the Committee's decision-making, as summarised in Appendix 4. A high-level summary of these alignments is listed below:

- The model will allow each site to develop its own culture and identity.
- There will be equitable access to a more consistent quality of facilities than is the case in the existing model: currently, students at La Mare de Carteret High School experience a lower standard of facilities than students on the other three sites.
- As all three 11-16 schools will be the same size, curriculum breadth will be similar across the three schools. These priorities were considered essential or highly desirable by a majority of staff.

- Each school will have similar numbers in each cohort, and as they are all 11-16, a similar number of students in total. Current assumptions are based on retaining a primary school feeder model as opposed to a catchment system. These priorities were considered essential, highly desirable or desirable by a majority of staff.
- All three 11-16 schools will be designed for six forms of entry in each cohort; considered optimal by a greater proportion of staff (55%) than any other school size, as shown in Appendix 4. There will be no need for any learner to move site more than once during the 11-16 phase of their education, and there is unlikely to be any requirement for temporary classrooms for learners aged 11-16.
- A majority of staff also considered it at least desirable to avoid a long transition period. The preferred model can be fully in place for September 2024.
- As part of its ongoing scrutiny of revenue budgets, the Committee has decided to make adjustments to the current class size policy for reasons independent of the future model. Even with the adjusted class size policy, the vast majority of classes will remain at or below 25, with only 15% likely to fall in the 26-28 range.
- The Committee's preferred model reflects staff priorities relating to the structure of the Sixth Form:
  - The Sixth Form will be together on one site, meaning no learners need to travel between sites for Sixth Form studies, or for mixed programmes with The Guernsey Institute.
  - As all learners will attend 11-16 schools and then the Post 16 Campus, there is no issue relating to equitable access to 11-18 schools.
  - A majority of staff (53%) considered it either essential, highly desirable or desirable for the Sixth Form to be located on a separate site to 11-16 students, as is the case in the proposed model. This was further broken down by school with the following schools considering it either essential, highly desirable or desirable for the Sixth Form to be located on a separate site to 11-16 students:
    - Les Beaucamps 65%
    - La Mare de Carteret 71%
    - Les Varendes 25%
    - St Sampson's 59%

#### The 'Do Minimum' Option

- 7.17 There is an option to organise the delivery of secondary and post 16 education in three 11-16 schools based at Les Beaucamps, St Sampsons and Les Varendes with the Sixth Form Centre remaining as part of Les Varendes site. While this option would cost less from a capital perspective, the Committee does not consider this to be an acceptable model for a number of reasons:

- It doesn't represent a sufficiently ambitious and aspirational offer for post 16 learners or align with the skills agenda which emphasises the importance of retraining to keep up with the future employment market.
- It would continue the existing inequity in the system in that some learners would benefit from the perceived advantages associated with attending an 11-18 school.
- The increase in the student population between 2024 - 2029 would result in between 1000 – 1200 learners on the Les Varendes site. This number is more than the community and staff consider acceptable as evidenced by the results of the staff survey and the public reaction to the one school on two sites model.

#### La Mare de Carteret site option

7.18 The Committee considered carefully the site options for the three 11-16 schools and the La Mare de Carteret site was discounted from the Committee's preferred option for the following reasons:

- Using the site of the current High School would necessitate a rebuild requiring additional capital expenditure of a minimum of £30 - 35 million, which the Committee does not consider to be prudent given the current financial climate.
- The combination of the transition arrangements and the current primary school feeder model could place more families in the position of having to choose whether a child transfers to secondary school with their cohort of peers or attends the same school as a sibling.
- Although it would reduce the distance students in the La Mare de Carteret primary catchment area need to travel to school, it would increase the distance students in town are required to travel to school relative to the Committee's preferred option, including students in the island's other social priority primary (Amherst), as there would no longer be a secondary school located at Les Varendes.
- The current building at Les Varendes requires only minor upgrades to continue to meet required standards for education. In a model where La Mare de Carteret was the third site, Les Varendes site would not be used as a school building which is contrary to an efficient use of the estate.
- Potential developments in housing supply in the area could mean that the advantage of locating a school on the La Mare de Carteret site lessened over time.
- This option could not be fully implemented until September 2025, a year later than the Committee's preferred option, which would mean another year of the current inefficient and inequitable model and another year of uncertainty for staff, students and families.

7.19 Based on finding the most cost-effective solutions, the Committee did not consider that this site could be put forward as the preferred option.

### Three 11-18 schools

7.20 The Committee is aware there is interest in a model which would reorganise secondary education delivery in three 11-18 schools. Whilst this may be cheaper to build from a capital perspective, the Committee has discounted this option for the following reasons:

- Three 11-18 schools could not be implemented before September 2025 at the earliest, causing continued uncertainty for the community in the interim.
- There would be disruption to the staff and learner population on existing school sites whilst necessary extension works are undertaken.
- Three 11-18 schools will continue the inequity which exists between academic and technical / vocational pathway choices at post 16.
- Three 11-18 schools will not provide the advantage of having all learners on one site for more flexible curriculum approaches such as the IB careers programme or other blended pathways which will develop over time.
- Learners from Alderney would not be afforded the opportunity to join post 16 provision from an equal starting point as they would in the Committee's preferred model.
- The Committee's model has in-built flexibility to allow for population changes such as changing cohort sizes between The Guernsey Institute and the Sixth Form Centre which would not be the case with three 11-18 schools.
- In light of the population decline, three sixth forms will not be sustainable or efficient. There is a significant likelihood that over time one or more of the sixth forms will be closed leading to circumstances similar to those which exist now, with an inequitable mix of 11-16 and 11-18 schools.
- Three 11-18 schools will inevitably see a proportion of learners having to change sites completely at 16 in order to access their combined subject choices whilst others will remain at their 11-16 site. This Committee does not believe that a situation where some learners are required to move is an equitable solution.
- Some learners will need to move between sites to access their subject combination unless curriculum offer is replicated on each site, which risks unnecessary and inefficient additional expenditure.
- The separation of post 16 learners will not enable the Committee's plans for a post 16 campus which will act as a hub to support the Skills and Lifelong Learning Strategy by providing the Bailiwick's young people with a high quality of education and skills in preparation for their next step in life and future contribution to the community.
- There is no certainty in respect of planning requirements for any building work. In particular, any works needed at Les Beaucamps could result in a serious compromise or loss of existing sports areas and the Multi-Use Games Area.
- In the event of a positive population policy being approved by the States in future, leading to a more permanent increase in the secondary and post

16 student population, three 11-18 schools will lead to a significant increase in school sizes which proved unpalatable for the community as part of the one school on two site model.

- Another change of policy direction will require additional resources and expenditure to develop plans and lead to a delay in the implementation of this model.

## **8 Preferred Approach**

8.1 The Committee's preferred approach can be summarised as follows:

- Three 11-16 schools at Les Beaucamps, St Sampson's and Les Varendes
- The plans to build a new purpose-built campus for The Guernsey Institute at Les Ozouets to be expanded to include the Sixth Form Centre.
- A new purpose-built CIAS Base to be built at Les Beaucamps to accommodate learners transitioning from the CIAS Base at Forest Primary School.
- Each secondary school will have a CIAS Base provision that ensures learners from each feeder primary school will be able to transition with their peers at Year 6 and still receive appropriate and equitable support no matter which secondary school they attend.
- Essential refurbishment and maintenance of Les Varendes to be carried out before La Mare de Carteret is closed.
- The Music Service, the Youth Commission and SHARE, currently based at Les Ozouets, will be relocated to a refurbished area of the Les Varendes site.
- Detailed traffic impact assessments will be undertaken with active travel options promoted for all sites. The numbers of learners on each site will be manageable from an infrastructure perspective, not least because post 16 education is not delivered to the same timetable as a school day so travel will be dispersed.
- The Performing Arts Centre to continue to operate throughout the transition.
- The timeline for the design, tendering and build of the Les Ozouets will be coordinated so that the whole Post 16 Campus is built in a single phase and all opens at the same time (current plan September 2024). This will reduce costs compared to a phased approach, as well as reducing the transition period and uncertainty.
- Student transitions for secondary school learners to be kept to a minimum - with no more than one move between sites during the transition phase.
- Student transitions for post 16 learners to be kept to a minimum.
- Ensuring effective change management approaches are in place to support learners, their families and the workforce through the transition to the new delivery model of secondary education.
- Ensuring sufficient programme resourcing to reduce disruption during the transition period and to support the workforce in continuing to deliver continuous improvements in secondary education.

- Ensuring that any necessary staffing changes as a result of secondary and post 16 education reorganisation will be led by HR colleagues and senior educationalists in line with agreed policies and protocols including relevant consultation with trade unions, the profession and P&RC.
- Staff and their representatives will be consulted at key stages regarding the implementation of the model and the transition to it.
- An appropriately resourced and skilled multidisciplinary team which comprises skills in programme and change management, education leadership, estate development, HR management and others should be in place to deliver the reorganisation of secondary and post 16 education during this and future phases.

8.2 It is expected that this approach will ensure that the Committee, through the investment in fit for purpose school buildings, will be able to:

- Provide an equitable environment in which all learners can flourish and thrive.
- Provide 11-16 schools of equal sizes which will ensure improved equity and consistent curriculum breadth across all sites.
- Achieve parity of esteem for post 16 education and training.
- Provide a broad, flexible and sustainable curriculum offer for learners in the post 16 sector.
- Provide a long-term solution for the Bailiwick which will be able to accommodate fluctuations in population in a pragmatic way reflective of the current financial situation.
- Align with the Skills and Lifelong Learning Strategy and provide learners with the knowledge and skills which meet the island's needs and will prepare young people to be successful wherever they choose to make their life.

8.3 Work to be carried out in the next phase will further refine and quantify the full benefits by measuring the impact of the proposed changes to be delivered by the reorganisation programme. This will be presented as part of the Outline Business Case.

## **9 Secondary School Partnership Costs**

9.1 In developing its plans for the reorganisation of secondary schools, the Committee has accounted for the wider financial pressures facing the Bailiwick in addition to the internal budgetary pressures facing the Committee, particularly in light of the SEND review, the need to prioritise the professional development of staff to drive continuous improvement and the need to focus on literacy and digital literacy. It is therefore essential that the annual budget for education is apportioned in an equitable way across all aspects of the education mandate from 0-25 years of age. The Committee has therefore made decisions which will ensure that budgetary changes are made in 2021 to ensure funding is spent efficiently now and in the long-term. In developing the longer-term policy direction for secondary education, the Committee has paid careful attention to the need to spend taxpayers' money wisely

from both a capital and revenue perspective.

### Revenue Modelling

9.2 Modelling based on the current structure of secondary education has been undertaken to provide high level indicative costs for use as a comparison. This shows that the Committee's preferred model will cost no more than it does currently to deliver secondary education. Key changes which have been included are outlined below:

- An increased tipping point (the point at which a new form of entry is introduced to a year group) from 26 to 28 in Key Stage 3 and Key Stage 4. Changes to tipping points are planned to take place from September 2021, irrespective of the changes to secondary reorganisation.
- For Key Stage 5 there is an increased Pupil Teacher Ratio (PTR) of 12.5:1 from 11:1.
- Modelling suggests that over the first ten years of the new system class sizes in KS3 and KS4 for core subjects will average between 25 and 26. Across all subjects, class sizes would more often be lower because of the lower numbers required in subjects such as Design and Technology and the additional option subjects running at GCSE. This brings the average class size at primary and at secondary closer together than is currently the case. These changes are being introduced gradually from September 2021 and are decisions which have been made from a business-as-usual perspective. Additional remission time has also been included to account for necessary travel between the Sixth Form Centre and the 11-16 schools.

### Capital Costs

9.3 The major components of capital investment required to deliver the proposed models are:

- **Construction** - new facilities and the refurbishment or repurposing of existing facilities.
- **Decant** – this includes the cost of temporary accommodation for the current residents of the Les Ozouets Campus and the costs of transferring equipment and materials from the existing premises to the new facilities.
- **Programme** - the costs of the resources required to deliver the programme both in terms of project team members and external service providers.
- **Transport** - improvements to the facilities relating to travel to and from the schools including parking for cars, motor bikes and bicycles, drop-off areas, school bus provision and initiatives to encourage active travel.



9.4 A summary of these costs for the proposed model are as follows:

| <b>Secondary</b>   | <b>Policy Letter</b> | <b>2SM</b> | <b>3 x 11-18</b> |
|--------------------|----------------------|------------|------------------|
| Construction Costs | £29.0m               | £61.8m     | £16.0m           |
| Programme Costs    | £10.0m               | £8.8m      | £10.0m           |
| Decant             | £3m                  |            |                  |
| Transport          | £1.5m                | £3.3m      | £1.5m            |
| Total Capital      | £43.5m               | £73.9m     | £27.5m           |
| Optimism Bias      | £10.5m               |            | £15.0m           |

Table 8: Summary of costs for the preferred model

9.5 The Construction costs include:

- A Sixth Form Centre built at Les Ozouets as part of the overall development of the site into a post-16 campus in one single-phase development opening in September 2024
- Remedial work carried out at Les Varendes
- The Swimming Pool at Les Varendes to be repurposed to accommodate those services displaced from Les Ozouets
- CIAS base built in the lower car park at Les Beaucamps

9.6 The Programme costs include:

- The planning and management of the programme including the development of plans and budgets, resourcing of the project team and the management of dependencies, risks and issues.
- The design of the staffing structures for the new model and the transition of existing staff into the new model.
- The consultation, engagement and communication with stakeholders during the transition process.
- The design of the new facilities and the management of the tendering and construction process.
- The development of business cases in order to comply with the States' Capital Approval processes.

9.7 Subject to approval of the proposed model by The States', these estimates will be the subject of more detailed development in line with the Capital Approval process in order to refine and validate the assumptions upon which these figures have been estimated.

9.8 Since most of the above estimates have been prepared using high level estimates and assumptions, and due to the risks summarised in Appendix 5, it is recommended that a sum of £10.5m is added to the amount delegated to P&RC (see Proposition 4),

to account for optimism bias and in case any of the risks materialise or any of the assumptions underlying the high-level estimates change.

- 9.9 For comparison purposes, the table below summarises the capital costs for the preferred model with the capital amount previously approved for the one school on two sites model, as well as for a three 11-18 school model.
- 9.10 The one school on two site model also included £4m to enable the co-location of healthcare services on the sites of the colleges, which has not been included here. Further work is needed to explore the appetite and potential for co-location using existing space in the three schools and the co-located site. This will be explored following States approval of the proposals.
- 9.11 The three 11-18 school model has been estimated by applying the same assumptions in respect of class sizes, curriculum, etc. as used in the Committee's preferred model. It assumes that the Sixth Form Centre would not be built at Les Ozouets, but that extensions would be required at Les Beaucamps and St Sampson's in order to accommodate one-third of a sixth form on each site. The risks (and therefore the sum allowed for optimism bias) for this model would need to be higher to reflect that the Committee has not conducted the same level of scrutiny into these costs and the underlying assumptions.

## **10 Delegated Authority and the Five Case Model**

- 10.1 The States' are asked to agree that authority is delegated to P&RC to approve the required funding of up to £54m for the reorganisation. This will allow the Committee to move forward quickly with this essential workstream in order to address the long-standing concerns relating to the existing secondary and post-16 education infrastructure. The requirement to produce detailed business cases will still apply, as will the need for the relevant assurance reviews to be presented for approval by P&RC.
- 10.2 This process has been approved previously by the States in relation to capital projects, for example the hospital modernisation programme led by the Committee *for* Health & Social Care.
- 10.3 Following the policy approval stage, all subsequent delivery aspects will be developed in line with the best international practice for successfully managing government projects and programmes using the approach set out in the Green Book<sup>22</sup> published by HM Treasury which has been tailored to meet the needs of Guernsey's processes and governance. This internationally renowned approach, known as the Five Case Model, ensures that, throughout the delivery and implementation phases of all major projects and programmes, there is a robust framework within which to ensure ongoing scrutiny of deliverability, value for

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<sup>22</sup> <https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government/the-green-book-2020>

money, risks, benefits realisation etc. Importantly, the Five Case Model continues into the implementation phase to ensure that there is a review of any new operating models and that benefits are delivered.

#### Box: The business case development framework

##### **Determining the strategic context and undertaking the Strategic Assessment**

Step 1: determining the strategic context

Gateway 0: strategic assessment

##### **Stage 1 – Scoping the scheme and preparing the Strategic Outline Case (SOC)**

Step 2: making the case for change

Step 3: exploring the preferred way forward

Gateway 1: business justification

##### **Stage 2 – Planning the scheme and preparing the Outline Business Case (OBC)**

Step 4: determining potential Value for Money (VfM)

Step 5: preparing for the potential Deal

Step 6: ascertaining affordability and funding requirement

Step 7: planning for successful delivery

Gateway 2: delivery strategy

##### **Stage 3 – Procuring the solution and preparing the Full Business Case (FBC)**

Step 8: procuring the VfM solution

Step 9: contracting for the Deal

Step 10: ensuring successful delivery

Gateway 3: investment decision

##### **Implementation and monitoring**

Gateway 4: readiness for service

##### **Evaluation and feedback**

Gateway 5: operations review and benefits realisation

Figure 6: The Business Case Development Framework<sup>23</sup>

## 11 Implementation Plan

- 11.1 Strong and robust governance is essential to the delivery of any successful projects and programmes. Ongoing scrutiny and monitoring is required during the delivery and post-implementation phase to ensure that there is a focus on efficient use of public money, mitigation of emerging risks and to provide confidence that a project or programme will deliver the benefits in full and according to agreed timescales.
- 11.2 The reorganisation of secondary and post 16 education sits within a broad programme of change within education. The Transforming Education Programme is the umbrella under which a number of complex and varied projects sit, including The Guernsey Institute, Secondary Reorganisation and the Digital Roadmap. Within each project there are a range of sub-projects such as capital development, staff reorganisation, partnership development, professional development etc.

<sup>23</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/749086/Project\\_Business\\_Case\\_2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/749086/Project_Business_Case_2018.pdf)

- 11.3 In line with best practice, a Programme Board exists to oversee and monitor the progress of the Programme, chaired by a Senior Responsible Officer accountable for the overall delivery of the programme and the realisation of benefits. The Transforming Education Programme Board provides governance and oversight to ensure that the individual projects are successfully delivered. The Secondary Reorganisation project will also have its own project board which reports up to the overall Programme Board.
- 11.4 The Secondary Reorganisation Project has been divided into phases to ensure that it is manageable in order to support appropriate monitoring and decision making.
- 11.5 A single-phase building development provides benefits such as; shorter timescale for delivery, best overall site plan layout, potentially fewer strategic planning issues, better building relationships and spaces between buildings, less impact and disruption to teaching and learning as well as better value for money due to the reduced construction period. This approach will require the Secondary Reorganisation project to accelerate the design of the Sixth Form Centre in order to align with the existing schedule for The Guernsey Institute project, which is already well-advanced.
- 11.6 There are elements within the single-phase development which can further be ‘fast-tracked’ to provide efficiency and reduce overall risk in meeting the construction and transition schedule. In summary these are:
- Relocate most of the Les Ozouets students and services from the site by summer 2022 making it available for early construction – this will be achieved by moving students and residents to other Guernsey States-owned premises such as Le Coutanchez and Sir Charles Frossard House.
  - During summer 2022 the Les Varendes pool area would be repurposed to provide facilities for the Music Service, Youth Commission and SHARE.
  - With Les Ozouets vacated this will allow for early demolition works from August – October 2022 once the site is cleared construction can begin in January 2023.
  - The sports hall and multi-usage games area at Les Ozouets can be offered as a separate contract. This has the advantage of reducing the extent of works of the main programme and supporting local industry.
- 11.7 It is anticipated that the total cost of the above fast-track plan would cost £15.5 million, which is included in the main budget. This approach would help reduce overall risk and complexity and help to protect the 18-month construction schedule. Early release of funding, in advance of the Full Business Case, will be necessary to deliver the ‘fast-tracking’ approach.
- 11.8 An indicative plan with high level timeframes and projects to be commenced in each phase can be seen in Figure 7 below. The early stages have focused on identifying the preferred direction for the project, prioritising the portfolio of sub-projects,

establishing indicative costs and an outline plan and understanding the dependencies of the projects.

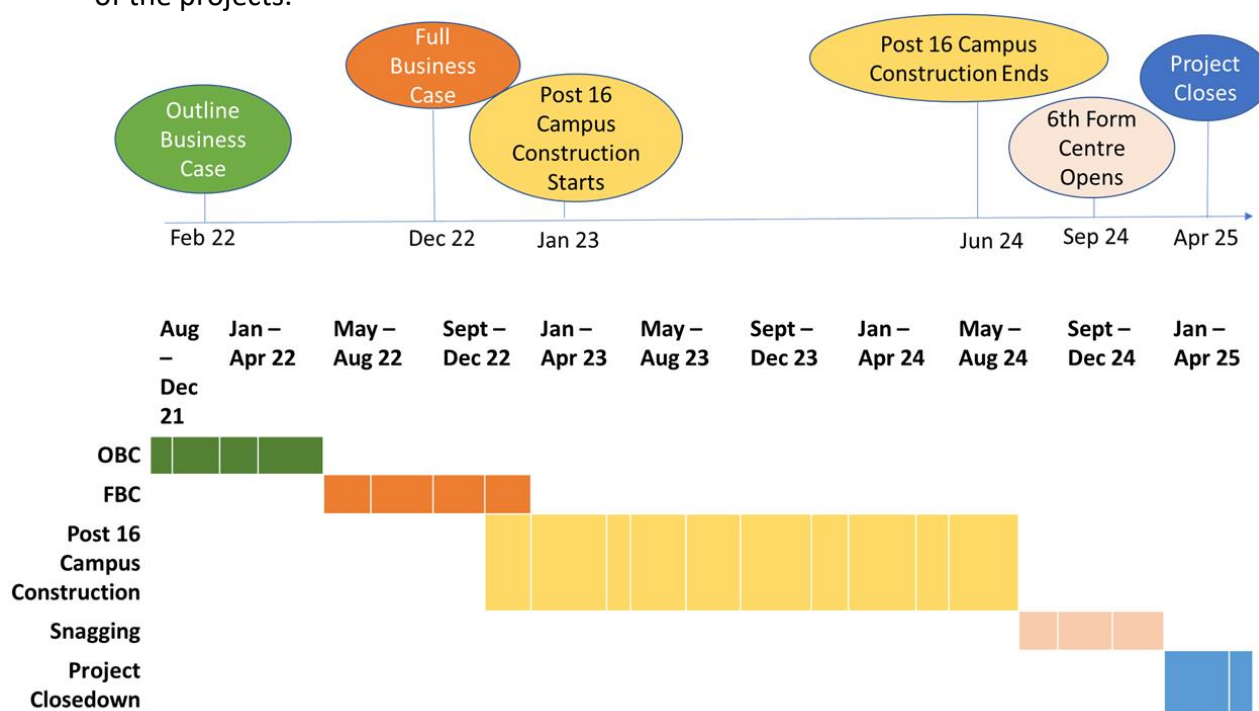


Figure 7: High level programme timeline

- 11.9 An integral aspect of the Secondary Reorganisation Project Plan is to ensure that there is sufficient resourcing included with a particular emphasis on supporting the workforce through change and transition to the new model of delivering secondary and post 16 education.
- 11.10 The Secondary Reorganisation Project Board will be responsible for ensuring that all relevant stakeholders are kept informed of project progress. Although it will be some time before the building works begin, it is recognised that detailed communications, engagement and change management plans will be required to ensure that all stakeholders, including service users and members of staff, are fully aware of the changes that will be taking place and how they might be affected.
- 11.11 The mitigation of risks will be an important responsibility of the Secondary Reorganisation Project Board and any identified risks will be escalated as necessary. Given that the schools will continue to function while the building and refurbishment works are taking place, it will be essential to ensure that service provision is not impeded, and that any disruption is kept to a minimum. This will be an important consideration to be factored into the detailed design work. As with other infrastructure and change programmes this Project will be managed according to States' guidelines and best practice.
- 11.12 The Secondary Reorganisation Project team members will continue to work alongside any interdependent programmes, projects and workstreams, including the Digital Roadmap and other government priorities. In line with best practice and the

States' agreed capital approach, the Programme Business Case will continue to be reviewed and externally validated throughout its lifecycle with each project business case being reviewed in line with the Five Case Model.

- 11.13 The periodic independent assurance reviews at agreed milestones will provide confidence to stakeholders that the Project will achieve key objectives and realise the expected benefits.

## **12 Risks**

- 12.1 It is recognised that there are specific risks to the Secondary Reorganisation Project and that further work on defining these and establishing their mitigating actions will be required throughout the Project's phases. The main risks, consequences and mitigations identified to date have been assessed and are outlined in Appendix 5.

## **13 Compliance with Rule 4**

- 13.1 Rule 4 of the Rules of Procedure of the States of Deliberation and their Committees sets out the information which must be included in, or appended to, motions laid before the States.
- 13.2 In accordance with Rule 4(1), the Propositions have been submitted to Her Majesty's Procureur for advice on any legal or constitutional implications. She has advised that there is no reason in law why the Propositions should not be put into effect.
- 13.3 In accordance with Rule 4(3), the Committee has included Propositions which ask the States to open capital votes to fund the agreed reorganisation model. Further details about the financial implications are set out in Section 9 of this policy letter.
- 13.4 In accordance with Rule 4(4) of the Rules of Procedure of the States of Deliberation and their Committees, it is confirmed that the Propositions within this policy letter have the majority support of the Committee. Please note Deputy Cameron does not support Propositions 1, 2, and 4.
- 13.5 In accordance with Rule 4(5), the Committee consulted extensively with a range of stakeholders as outlined in Section 7 and Appendix 4.

Yours faithfully

A C Dudley-Owen  
President

R C Murray  
Vice-President

S Aldwell

A Cameron  
SP Haskins

J B Green  
Non-States Member

## GLOSSARY OF TERMS

| Term   | Definition  |
|--|---|
| Attainment 8   | A secondary school accountability measure, which evaluates learners' attainment across 8 qualifications including: <ul style="list-style-type: none"> <li>• maths (double weighted) and English (double weighted, if both English language and English literature are sat)</li> <li>• 3 qualifications that count in the English Baccalaureate (EBacc)</li> <li>• 3 further qualifications that can be GCSE qualifications (including EBacc subjects) or technical awards.</li> </ul> |
| Communication, Interaction and Autism Service (CIAS) | The Communication, Interaction and Autism Service (CIAS) forms part of the continuum of provision to meet the needs of children and young people with communication and interaction difficulties in the Bailiwick of Guernsey.  |
| Educational outcomes                                 | For the purposes of the policy letter, the Committee has adopted the OECD <sup>24</sup> definition of human capital to reflect the importance of education in developing learners. Educational outcomes can therefore be defined as the 'knowledge, skills, competencies and attributes to facilitate the creation of personal, social and economic well-being'.  |
| Education strategy                                   | The roadmap for prioritising resources and activity to ensure the Bailiwick's education system is ambitious, aspirational and delivers the very best outcomes for our learners.   |
| Executive Principal                                  | The current terminology for a senior educational leader with responsibility for leadership across more than one site.   |
| The Guernsey Institute (TGI)                         | The Guernsey Institute is a new organisation which will see the integration of the College of Further Education, The Institute of Health and Social Care Studies  |

<sup>24</sup> <https://www.oecd.org/insights/37967294.pdf>



|   |  |
|---|--|
|   | and the Guernsey Training Agency and University Centre on a shared campus.   |
| Government Work Plan (GWP) <sup>25</sup>                    | <p>The Government Work Plan sets the direction for the 2020-2024 political term and captures all government priorities in one place. These are:</p> <ul style="list-style-type: none"> <li>• responding to the COVID-19 pandemic;</li> <li>• managing the effects of Brexit/International Standards;</li> <li>• delivering the recovery actions; and</li> <li>• reshaping government.</li> </ul> <p>The Plan will also include Public Service Reform and capital projects.</p> |
| International Baccalaureate Career-related Programme (IBCP) | <p>The IBCP is a framework of international education that incorporates the values of the IB into a unique programme addressing the needs of students engaged in career-related education.</p> <p>The programme leads to further/higher education, apprenticeships or employment.</p>  |
| International Baccalaureate Diploma Programme (IBDP)        | The IBDP is a two-year programme consisting of six subject groups and the DP core, comprising theory of knowledge (TOK), creativity, activity, service (CAS) and the extended essay.   |
| Key Stage 3   | Stage of education between year 7 and year 9.  |
| Key Stage 4   | Stage of education between year 10 and year 11 which ends with an external assessment of attainment for example GCSEs.   |
| Key Stage 5   | Stage of education between year 12 and year 13 which ends with an external assessment of attainment for example A Levels.  |
| LBHS  | Les Beaucamps High School.   |
| LMDC  | La Mare de Carteret High School.   |
| LV  | Les Varendes, the current site of The Grammar and Sixth Form Centre.   |
| nasen   | National Association for Special Educational Needs.  |

<sup>25</sup> <https://gov.gg/GWP>

|                                       |  |
|---------------------------------------|--|
| Optimism-bias                         | As defined in The Green Book <sup>26</sup> , 'optimism bias is the demonstrated systematic tendency for appraisers to be over-optimistic about key project parameters, including capital costs, operating costs, project duration and benefits delivery. Over-optimistic estimates can lock in undeliverable targets.' It is important to ensure that projected costs are realistic and take into account risks of increased costs over the course of a project/programme. |
| Post 16 Campus                        | The co-located site of the Sixth Form Centre and The Guernsey Institute at Les Ozouets.  |
| Preferred Model                       | The Committee's proposed option for the reorganisation of secondary and post 16 education consisting of three 11-16 schools based at LBHS, SSHS and LV and a Sixth Form Centre co-located with TGI at Les Ozouets.   |
| Principals                            | A term synonymous with Headteacher.  |
| Secondary education                   | Stage of education experienced between the ages of 11-16 and at sixth form.  |
| Secondary School Partnership (SSP)    | A developing, collaborative 11-18 learning partnership which will facilitate the delivery of the new model of education.   |
| Senior Leaders                        | Members of a school leadership team which includes, Headteachers, Deputy Headteachers and Assistant Headteachers.  |
| Sixth Form Centre                     | A venue where sixth form learners in year 12 and year 13 are educated.   |
| Skills                                | Skills are the ability to do something well. Skills refers to the way that we choose, use and apply knowledge in different circumstances. Skills are competencies which blend knowledge, attitudes and values.   |
| Skills and Lifelong Learning Strategy | An emerging government strategy to bring together several areas to address skills supply, skills development, equity and wellbeing and sustainability and growth with an overall aim to enable the skills, knowledge and resilience for personal,  |

<sup>26</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/938046/The\\_Green\\_Book\\_2020.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/938046/The_Green_Book_2020.pdf)

|              |  |
|--------------|--|
|              | social and economic wellbeing in a global economy and society. |
| SSHS         | St Sampson's High School.                                      |
| Les Varendes | The current site of The Grammar and Sixth Form Centre.         |

## Summary of States' decisions on secondary education since 2016

| Date           | Billet   | Policy proposal   | Decision  |
|----------------|--|---|---|
| March 2016     | <a href="#">Billet d'Etat VII, 2016 volume I</a> | <ul style="list-style-type: none"> <li>To end selection at 11</li> <li>One secondary school across four sites with at least one being 11-19</li> </ul>  | <p>Approved</p> <p>Rejected in favour of three comprehensive schools in a structure to be determined by the subsequent Assembly</p> |
| November 2016  | <a href="#">Billet d'Etat XXIX, 2016</a>         | <ul style="list-style-type: none"> <li>To rescind the decision to remove selection at 11</li> </ul>   | Rejected  |
| January 2018   | <a href="#">Billet d'Etat II, 2018</a>           | <ul style="list-style-type: none"> <li>Full-time 16-19 education separate from 11-16 education, with A levels and International Baccalaureate qualifications delivered alongside full time vocational, applied general and technical courses</li> <li>Mainstream States' secondary school education provided on three secondary school sites from September 2021</li> <li>Post 16 provision located on Les Varendes site</li> </ul> | Rejected in favour of the Alternative Model proposals below   |
| January 2018   | <a href="#">Billet d'Etat II, 2018</a>           | <ul style="list-style-type: none"> <li>Secondary education to be organised in one 11-18 school on two sites</li> <li>The integration of all other post 16 provision as a single entity (The Guernsey Institute) on the Les Ozouets Campus</li> </ul>  | <p>Approved</p> <p>Approved</p>   |
| September 2019 | <a href="#">Billet d'Etat XVI, 2019</a>          | <ul style="list-style-type: none"> <li>Detailed plans and the capital costs for the 'one school on two sites' model and to delegate authority to P&amp;RC to release funds</li> <li>Detailed plans and the capital costs for The Guernsey Institute</li> </ul>  | <p>Approved</p> <p>Approved</p>   |

|               |  |  |          |
|---------------|--|--|----------|
|               |  | <ul style="list-style-type: none"> <li>To delegate authority to P&amp;RC to release funds for the Digital Roadmap</li> </ul>   | Approved |
| February 2020 | <a href="#">Billet d'Etat V, 2020</a>    | <ul style="list-style-type: none"> <li>To pause the development of the one 11-18 school on two sites model and carry out a comprehensive comparison with other viable models of non-selective educational delivery previously presented to and considered by the Committee</li> </ul>                                | Approved |
| March 2020    | <a href="#">Billet d'Etat VIII, 2020</a> | <ul style="list-style-type: none"> <li>To progress one school over multiple sites model</li> <li>To review the 'one school on two sites' model against three other models using specified terms of reference and submit a policy letter containing the findings and subsequent proposals by 28 April 2021</li> </ul> | Approved |
| March 2021    | <a href="#">Billet d'Etat VI, 2021</a>   | <ul style="list-style-type: none"> <li>To rescind extant resolutions relating to the 'one school on two sites' model as part of the Government Work Plan Policy Letter</li> </ul>  | Approved |

**English Performance Tables**

Using the 2018-19 Validated KS4 Performance Tables (it should be noted that certain schools have been removed e.g. selective schools, single sex schools, special schools, post 16) there were 2519 schools. Of these, there were 1519 11-18 schools and 1000 11-16 schools included in the data analysis. The data indicated a notable difference in the numbers of disadvantaged learners attending 11-16 or 11-18 schools. On average, for 11-16 schools 31% of learners were FSM6 (children in receipt of free school meals for 6 years). However, on average, for 11-18 schools a lower percentage of 26% of learners were recorded as FSM6. Government research indicates that attainment in 2019 was lower for disadvantaged students.

‘In 2019, 26.5% of learners in state-funded schools at the end of key stage 4 were disadvantaged, 0.5 percentage points lower than 2018 (27.0%) Attainment was lower for disadvantaged learners compared to all other students across all headline measures in 2019 consistent with previous years’.

It should also be noted that the UK context is complicated for multiple different reasons such as the wide variety of different types of schools, free schools, multi academy trusts, community schools and schools in areas where there is selection. This makes meaningful comparisons based purely on whether a school is an 11-18 school or an 11-16 even more challenging.

**Attainment 8**

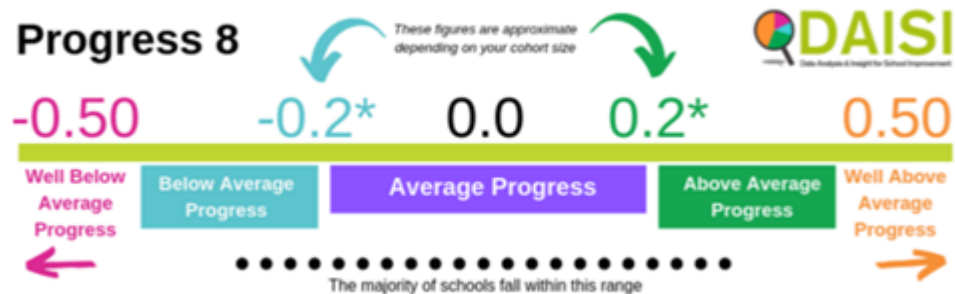
‘A school’s Attainment 8 score is the average of all learners’s individual Attainment 8 scores. The National average is around 44-46. Because changes are made to the fine-tuning to Attainment 8, one year’s Attainment 8 is not comparable with another.’

In 2019, the average Attainment 8 Pupil Score for 11-18 schools was 46.4 and the average 8 Pupil Score for 11-16 was 44.09. For this measure both 11-18 and 11-16 schools performed broadly in line with the national average. However, Attainment 8 data does not take into account prior attainment or disadvantage and it is known (from the data above) that 11-16 schools, on average, have a higher proportion of disadvantaged learners. This is why Progress 8 provides a fairer measure of value added; the impact a school has on young people. Nonetheless, the 2019 data showed that 11-16 schools performed in line with the national average, despite having more deprived intakes than the 11-18 schools.

**Progress 8**

Progress 8 is a fairer measure of achievement because it takes account of learners’ prior attainment. Progress 8 was introduced in 2016 (and 2015 for schools that chose to opt in early). It aims to capture the progress a learner makes from the end of primary school to the end of secondary school. It is a type of value-added measure, which means that learners’ results are compared to the actual achievements of other learners with similar prior attainment.

In 2019, the average Progress 8 Score for 11-18 schools -0.01 and the average Progress 8 Score for 11-16 schools was -0.15. though the Progress 8 Score for 11-16 schools is slightly lower, it remains within the average progress range.



<http://daisi.education/wp-content/uploads/2019/05/DAISI-GCSE-Guide.docx.pdf>

**Full evaluation of models against Guiding Principles: Models included in previous review**

1. The potential future models of secondary and post 16 education included in the previous Committee's review were evaluated in light of the current Committee's Guiding Principles. The extent to which each model meets the Guiding Principles is summarised in the table below.



|   | <b>Two 11-18s</b>   | <b>Three 11-18s</b> | <b>One 11-18 and two 11-16s</b> | <b>Three 11-16s where one has a co-located Sixth Form</b> | <b>Three 11-16s and a Sixth Form on a current secondary site – the ‘Do minimum’ option</b> | <b>Three 11-16s and a Sixth Form co-located with TGI</b> |
|---|---|---------------------|---------------------------------|---|--|--|
| Greater equity for post 16 education and training | No  | No                  | No                              | No  | No   | Yes  |
| Sixth form not split                              | No  | No                  | Yes                             | Yes   | Yes  | Yes  |
| Improvements in equity                            | Yes   | Yes                 | No                              | No  | Yes  | Yes  |
| Reflective of current financial climate – capital | The modelling carried out under the previous Committee was based on assumptions which the current Committee wished to change and so no comparisons of these models were made on a cost basis. |                     |                                 |   |  |  |
| Reflective of current financial climate – revenue |   |                     |                                 |   |  |  |
| Deliverable in realisable timeframe               | Yes   | Yes                 | Yes                             | Yes   | Yes  | Yes  |
| Mindful of disruption to school community         | No  | No                  | Yes                             | Yes   | Yes  | Yes  |

Table 1: Extent to which each of the potential models meets the Committee’s Guiding Principles

*Two 11-18 schools*

2. The two 11-18 school model splits the Sixth Form and does not provide greater equity for post 16 Education and Training. There is considerable opposition to the

model, from staff across all four secondary schools and from the community. Concerns about the model are wide-ranging, particularly with regard to the impact of the large numbers of students on each site and the resulting lack of outdoor space and potential traffic congestion. There are also significant concerns about the move away from smaller schools in which students are known well by a greater proportion of staff. It would be likely to cause more substantial disruption to students and staff on expanding sites than any of the other models. This model was therefore discounted from any further analysis.

#### *Three 11-18 schools*

3. The three 11-18 school model splits the Sixth Form into even smaller cohorts than the two 11-18 school model. Each Sixth Form would be below the size of the average UK Sixth Form, and numbers are expected to decline further over time. This option also does not provide greater equity for post 16 education and training. Although at around 850 the numbers of students on each site would be significantly lower than in the two 11-18 school model, they would still exceed the range considered optimal by a majority of school staff; between 600 and 800. The Committee therefore does not consider this a pragmatic option for the future of secondary and post 16 education, and it therefore was not considered further as a potential option. However, given the level of interest expressed in this option by some States' Members, the Committee has directed officers to produce further information relating to this model. This additional analysis has been carried out on the basis of the assumptions underlying the Committee's preferred model rather than those underlying the two 11-18 school model, which were used by the previous Committee.

#### *Two 11-16 and one 11-18 school*

4. Two 11-16 schools and one 11-18 school would not split the Sixth Form but would not provide greater equity for Post-16 Education and Training. It would retain (at least perceived) inequity at 11-16, as some students would attend an 11-18 school while others would attend 11-16 schools. The Committee does not consider this option pragmatic: for example, there would be significantly more students on the 11-18 site than considered optimal by staff and the wider community, with a peak of around 1150. It is likely that there would be significant opposition to this model on similar grounds to the opposition to the previously proposed two 11-18 school model. This model was therefore discounted from any further analysis.

#### *Three 11-16 school and with a Sixth Form co-located on the same site as one of the 11-16 schools – The 'Do Minimum' Option*

5. Three 11-16 schools with a Sixth Form co-located on the same site as one of the 11-16 schools would retain the perceived inequity of the two 11-16 and one 11-18 model, even if in practical terms the two organisations were run separately. Numbers on the site would also be the same as in the two 11-16 and one 11-18 model (with a total capacity of 1180-1230) and so this model is therefore not

considered pragmatic, given the significant public concerns about large numbers of students on single sites. It would not be possible to achieve the improvements in equity for post 16 education and training that the Committee considers essential, as this requires a single post 16 campus operating with some shared facilities. However, the Committee has undertaken further work to understand the cost implications of this model given that it meets the guiding principle of not splitting the Sixth Form, with greater equity than in the one 11-18 and two 11-16 model.

#### *Three 11-16 schools and a Sixth Form Centre on a separate site*

6. The analysis carried out under the previous Committee considered the option of three 11-16 schools and a Sixth Form Centre on a separate site but did not include co-location with The Guernsey Institute at Les Ozouets as a potential option. Running 11-16 and Post 16 education across five different sites is not reflective of the limitations of the current financial climate as it would require unnecessary duplication of facilities. Although this option does not split the Sixth Form, it would not allow the improvement in equity for post 16 education and training that the Committee considers essential. It was therefore discounted from any further analysis.
7. The current Committee added a further model to be evaluated according to the Guiding Principles: three 11-16s and a separate Sixth Form, co-located with The Guernsey Institute. This meets all Guiding Principles: co-locating all post 16 provision will ensure a more equitable perception of post 16 education and training and does not split the Sixth Form. It provides improvements in equity for 11-16 students because all students can attend 11-16 schools of the same size. It is deliverable given the current financial climate and with a reasonable timescale with minimal disruption at existing schools.

#### Narrowing of the review based on the Committee's Guiding Principles

8. Based on the Guiding Principles established above and the analysis of previously considered models relative to those principles, the Committee discounted options which it considered had no potential for future implementation and narrowed the terms of review to focus on the models which best met the Guiding Principles. This is summarised in Table 2 below.
9. Although it does not meet all principles, the Committee considered it sensible to examine further the capital costs of co-locating the Sixth Form with an 11-16 school at Les Varendes, given that this meets a majority of the Guiding Principles without splitting the Sixth Form and provides greater equity than one 11-18 schools and two 11-16 schools.
10. As three 11-16 schools and a Sixth Form co-located with The Guernsey Institute met all the Committee's Guiding Principles, the Committee directed that two variants be analysed further, with differing combinations of sites for 11-16 schools.

| <b>Models discounted for consideration and not taken forward as part of the next stage of the review</b>               | <b>Models taken forward as part of the next stage of the review: further analysis carried out based on updated assumptions</b>             |
|--|--|
| Two 11-18 schools  | Three 11-16 schools and a Sixth Form co-located with The Guernsey Institute:<br>Option 1 (including variations 1a and 1b as set out below) |
| Three 11-18 schools  | Three 11-16 schools and a Sixth Form co-located with one of the 11-16 schools operating as a separate organisation:<br>Option 2            |
| One 11-18 and two 11-16 schools  | Not taken forward  |
| Three 11-16 schools and a Sixth Form Centre on a separate site not co-located with any other educational organisation. | Not taken forward  |

Table 2 - Narrowing of the review

Key features of models identified for further consideration

11. Based on likely capital costs and the desire to ensure the continued use of both the Les Beaucamps High School and St Sampson's High School sites, the following site combinations were analysed for each of the models under consideration:

| <b>Option</b> | <b>11-16 sites</b>                                      | <b>Sixth Form site</b> |
|---------------|---|------------------------|
| 1a            | Les Beaucamps<br>St Sampson's<br>Les Varendes           | Les Ozouets            |
| 1b            | Les Beaucamps<br>St Sampson's<br>La Mare de<br>Carteret | Les Ozouets            |
| 2             | Les Beaucamps<br>St Sampson's<br>Les Varendes           | Les Varendes           |

Table 3 - Models identified for further consideration

Assumptions underlying the updated analysis

12. When the Committee took office in October 2020 it took steps to understand the assumptions underlying the analysis already carried out as part of the first stage of the review led by the previous Committee. It considered that there were several areas in which assumptions made were not pragmatic, resulting in capital costs across all models which would not be justifiable given the current financial climate.

The Committee therefore adjusted the assumptions on which modelling was based. The capital and revenue costs provided for all models included in Phase 2 of the review and are based on the new, more pragmatic set of assumptions and are therefore, importantly, not directly comparable with the cost estimates produced by the previous Committee and circulated in the interim report.

13. As part of the Committee's education mandate, it has started a process of reviewing the levels of expenditure across all phases in order to ensure available funding is distributed equitably to ensure maximum benefits for children and young people. The review has revealed that there were some areas of clear discrepancy, including across the primary and secondary phases, where there has been disproportionately high funding of secondary and post 16 students compared to other sectors. As a result, the Committee made the decision to bring the secondary class size policy in line with the primary class size policy, and to make adjustments to the assumed pupil teacher ratio (PTR) for Sixth Form students, to be introduced gradually from 2021. The Committee announced this change to staff on 23rd April 2021.
14. At 11-16, this is expected to affect only a minority of secondary cohorts, with three year groups out of the twenty across the existing four schools currently falling into the bracket which would result in an increase of class sizes by a small number of students. Overall, had this change been implemented for the 2020/21 academic year, it would have taken average class sizes in Year 7-11 across the four schools to 24.5 students in core subjects. Modelling suggests that over the first ten years of the new system class sizes in core subjects will average between 25 and 26. Across all subjects, class sizes would more often be lower because of the lower numbers required in subjects such as Design and Technology and the additional option subjects running at GCSE. This brings the average class size at primary and at secondary closer together than is currently the case.
15. At Sixth Form, it is expected that the new target PTR can be achieved without any significantly detrimental impact on provision of the core curriculum. This ratio remains more generous than per pupil funding for 11-16 year old students, in contrast with England which funds Sixth Form students at a rate on average 20% below 11-16 year old students. This will allow the Sixth Form to continue to offer a very broad range of options.
16. Although this change was introduced independently of the changes to the future model of education and would ensure more equitable provision across the primary and secondary sectors irrespective of the selected future model, it does affect projections for the number of forms of entry across the secondary sector.
17. There is a projected decline in the number of secondary aged learners on the island, after a peak in the 11-18 pupil population expected in 2025-26. The previous Committee's plans, and therefore their comparison of models which used these plans as a baseline, was based on building for this peak number of students despite

the steep decline projected shortly afterwards. This cannot be considered pragmatic given the current financial pressures the island is facing.

18. The Committee considers it much more pragmatic to plan for a total capacity of 18 forms of entry in each cohort across the 11-16 schools, rather than the previous Committee's plans for 20 forms of entry. The changes to the class size policy mean this is achievable sooner than it would have been otherwise, avoiding the timetabling problems caused when schools have to run cohorts with additional classes compared to their original designs. This also allows a greater level of equity across three schools than the previous modelling would have allowed, because all three schools can be treated as six form entry schools and thus offer the same breadth of curriculum; with 20FE across three schools they would inevitably have been of different sizes, and the resulting curriculum breadth would have differed across schools. This is consistent with the Committee's principle to improve equity across schools.
19. The previous Committee's modelling was based on a principle of equality of resources and facilities which this Committee does not consider to be pragmatic, particularly given the current financial situation. The views of staff, as expressed via the staff surveys, make it clear that staff consider it essential for each school to be able to develop its own identity. This Committee does not consider it necessary for each school to have identical facilities or for each school to be built to exactly the same space standards: instead, being mindful of the financial pressures the island is facing, the priority should be to consider each site individually and fund changes which are necessary to allow the building to meet the required standards to continue to deliver 11-16 education well into the future, being mindful of the disruption significant development work would cause given that schools will continue to be operational. The Committee considers equitable provision essential, but this does not mean that the island requires three identical schools. For example, equitable provision would ensure all students have the opportunity to learn to swim as part of their core curriculum. This does not mean that all schools require a swimming pool if they are able to access one within a short distance of their school site, and indeed it would not be prudent to suggest this level of capital expenditure in the current financial climate.
20. The Committee therefore directed that updated financial modelling be based on these new assumptions, with other assumptions for revenue modelling based on current provision rather than the assumptions made for the two 11-18 model. The new baseline provides a more realistic and pragmatic approach and provides assurances that any of the models considered further by the Committee could be delivered within the existing budget for secondary education.

#### Evaluation of models against Guiding Principles - Phase 2

25. Once the updated modelling described had been carried out, the Committee examined the updated capital and revenue cost information and considered each

model at length in light of its guiding principles and the additional analysis. A summary of this information is shown in table four below.

|   | <b>1a. Three 11-16s at LBHS, SSHS and LV and a Sixth Form co-located with TGI</b>   | <b>1b. Three 11-16s at LBHS, SSHS and LMDC and a Sixth Form co-located with TGI</b> | <b>2. Three 11-16s at LBHS, SSHS and LV and a Sixth Form co-located at LV</b>   |
|---|---|---|---|
| Greater equity for post 16 education and training | Sixth Form and The Guernsey Institute located on the same site - creating post 16 “campus”, contributing to parity of esteem and facilitating mixed programmes. |   | Sixth Form and The Guernsey Institute located on different sites as now.  |
| Sixth Form not split                              | Sixth Form not split across more than one site.   |   |   |
| Improvements in equity                            | Improvement in equity because all students are in fit for purpose buildings in schools of the same size, able to offer the same breadth of curriculum           |   | One school will have a co-located Sixth Form: more students on site, potential advantages if there is shared staffing and risk of perceived inequity. |
| Reflective of current financial climate - capital | Yes   | No  | Yes   |
| Reflective of current financial climate - revenue | Deliverable for no more than the current level of expenditure   |   |   |
| Deliverable in realisable timeframe               | September 2024 (assuming limited works at Les Varendes)   | September 2025  | September 2025  |
| Mindful of disruption to school community         | Potential disruption at Les Varendes as works required while students are on site   | No internal works required while students are on site                               | More significant works required at Les Varendes while students are on site  |

Table 4 - Evaluation of models included in further analysis against the Committee’s guiding principles

26. Based on this information, three 11-16s with a co-located Sixth Form at Les Varendes (Option 2) was discounted on the grounds that it did not meet the Committee's principles to deliver improvements in equity and would lead to more significant disruption to existing students at Les Varendes than the other models. It would also result in significantly more students on the Les Varendes site than considered desirable by staff.
23. Three 11-16s including a rebuild at La Mare de Carteret (Option 1b) with the Sixth Form co-located with The Guernsey Institute at Les Ozouets was considered less pragmatic than using the existing Les Varendes building based primarily on the significant additional capital cost that would be required.
24. Three 11-16s utilising Les Varendes, Les Beaucamps and St Sampson's with the Sixth Form co-located with The Guernsey Institute at Les Ozouets was therefore confirmed as the Committee's preferred option, as it meets the guiding principles better than all other options.

#### Preferred model

27. Based on the Committee's Guiding Principles and the comparative information provided, the Committee's recommended model comprises the following:
  - **Three six form entry 11-16 schools, each with capacity for up to 780 students.**
26. The Committee proposes that these should be based at St Sampson's, Les Beaucamps and Les Varendes. Each school would have capacity for up to 780 students, but projections based on the draft new feeder school model indicate a maximum of 720-740 on each site after the transition period has ended.
27. The three 11-16 schools, together with the Sixth Form Centre, will operate together as the Secondary School Partnership; providing an holistic 11-18 learning partnership framework for all students attending mainstream secondary education in Guernsey. Within this Partnership, each school will retain its individual and separate identity but will work closely together to ensure equitable provision of secondary education and deliver the greatest possible value for money.
  - **A single Post 16 campus, accommodating both The Guernsey Institute and the Sixth Form, at Les Ozouets.**
29. This will allow the Committee's Vision for Post 16 Education to be delivered.
30. This model is viable within the current financial climate and can be delivered by September 2024 with minimal disruption to students in existing 11-16 schools.



### Transition from the current model to the preferred model

31. Given the Committee's principle to be mindful of disruption to existing school communities it has considered various options for the transition of learners and staff from the current model of secondary education to the preferred future model. The Committee has made no firm decisions regarding this transition process to the preferred model and plans to consult key stakeholder groups before confirming any final plans but is satisfied that its proposed model is deliverable with minimal disruption.
32. Several of the preferences regarding transition expressed by staff in the staff survey can be met by the proposed model, and the current preferred transition plan, which can be varied in light of any feedback from key stakeholder groups:
- It does not require a long transition period:
    - o Provided there are no delays, all learners can be in the new model from September 2024, with entry to secondary school according to the new transition model ensuring an even distribution of students across the three 11-16 sites from 2023. This means that by September 2027 all learners in 11-16 schools will have had their full secondary education as part of the new model.
  - Disruption resulting from site moves will be minimised as far as possible:
    - o No learner will be required to move more than once over the course of their 11-16 education.
    - o No learner will be required to move between Year 7 and 8, just one year after moving from primary school to secondary school.
    - o Fewer than 300 students are expected to move site during their secondary education, with a single cohort (approximately 200 students) moving site between Y12 and Y13.
  - There is no requirement to split existing cohorts of students: all students moving from La Mare de Carteret at the point that it closes can be guaranteed a place at Les Varendes, with opportunities for parental choice to move to either of the other two sites.
  - There will be very limited disruption to learning for students on the school sites as works are carried out: St Sampson's requires no additional works, Les Beaucamps only a small extension in the lower car park, and Les Varendes only upgrades rather than significant restructuring or extension.
  - There is no requirement for temporary accommodation for learners aged 11-16: the existing Sixth Form Centre can be used during the transition phase to accommodate larger cohorts during the transition years in which this site will be above the final planned capacity after students

from La Mare de Carteret move to the site.

- To maximise flexibility to create the best possible layout for the new Post 16 campus, it is expected that the existing building at Les Ozouets would be demolished in advance of the start of the build programme. Students and staff based on this site will therefore be provided with suitable alternative accommodation during this period. This will mean that they are not affected by the extensive building work taking place on the site. The Princess Royal Performing Arts Centre will continue to operate.
- Other occupants of the Les Ozouets site, including the Music Service, Youth Commission and SHARE, will also be provided with suitable alternative accommodation.

#### Alignment of the preferred model to the Committee's Principles

34. The Committee's preferred model aligns with the Guiding Principles as outlined in Table five below:

| Principle   | Preferred model   |
|---|---|
| Greater equity for Post 16 education and training | Sixth Form and The Guernsey Institute located on the same site - creating Post 16 “campus”, contributing to parity of esteem and facilitating mixed programmes. |
| Sixth Form not split                              | Sixth Form not split across more than one site  |
| Improvements in equity                            | Improvement in equity because all students are in fit for purpose buildings in schools of the same size, able to offer the same breadth of curriculum           |
| Reflective of current financial climate - capital | Overall capital request of £xx: £xx lower than amount delegated for the previous model of education.  |
| Reflective of current financial climate - revenue | Deliverable for no more than the current level of expenditure   |
| Deliverable in realisable timeframe               | September 2024 (assuming limited works at Les Varendes)   |
| Mindful of disruption to school community         | Potential disruption at Les Varendes as works required while students are on site   |

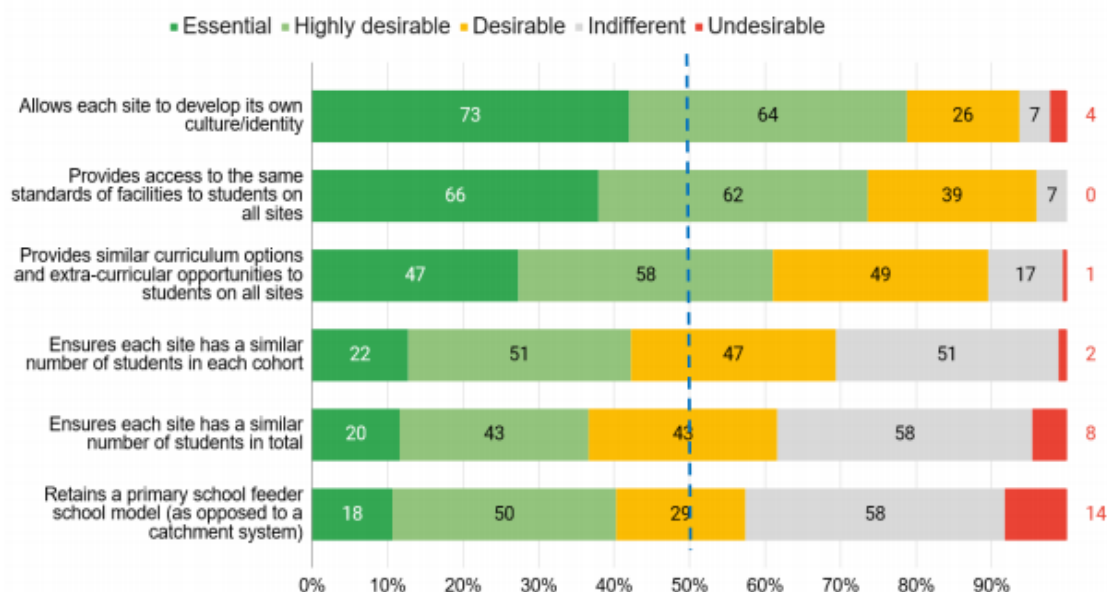
Table 5: Alignment of the preferred model to the Committee’s Guiding Principles

Alignment of the preferred model to preferences expressed through the staff surveys

35. There are several areas in which the staff survey data aligns with the Committee’s decision-making, as summarised below. Similar patterns of results were found across the secondary staff survey and the wider staff survey, consequently this data is not analysed separately here. Full secondary staff and wider staff survey results are publicly available.

## Overall priorities for the future model of secondary education

All secondary staff: How important to you is it that the future model of secondary education...

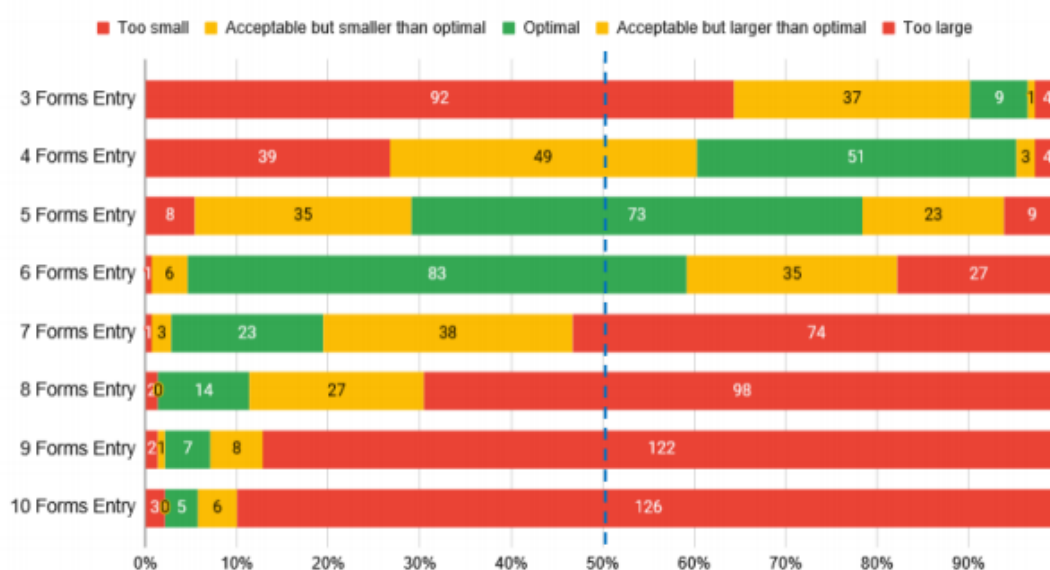


36. The Committee's preferred model is largely supported by the high-level priorities shared by secondary staff, as shown above. The model will allow each site to develop its own culture and identity. There will be equitable access to a more consistent quality of facilities than is the case in the existing model: currently, students at La Mare de Carteret High School experience a lower standard of facilities than students on the other three sites. As all three 11-16 schools will be the same size, curriculum breadth will be similar across the three schools. These priorities were considered essential or highly desirable by a majority of staff.

37. Each school will have similar numbers in each cohort, and as they are all 11-16, a similar number of students in total. Current assumptions are based on retaining a primary school feeder model as opposed to a catchment system. These priorities were considered essential, highly desirable or desirable by a majority of staff.

### Optimal cohort sizes

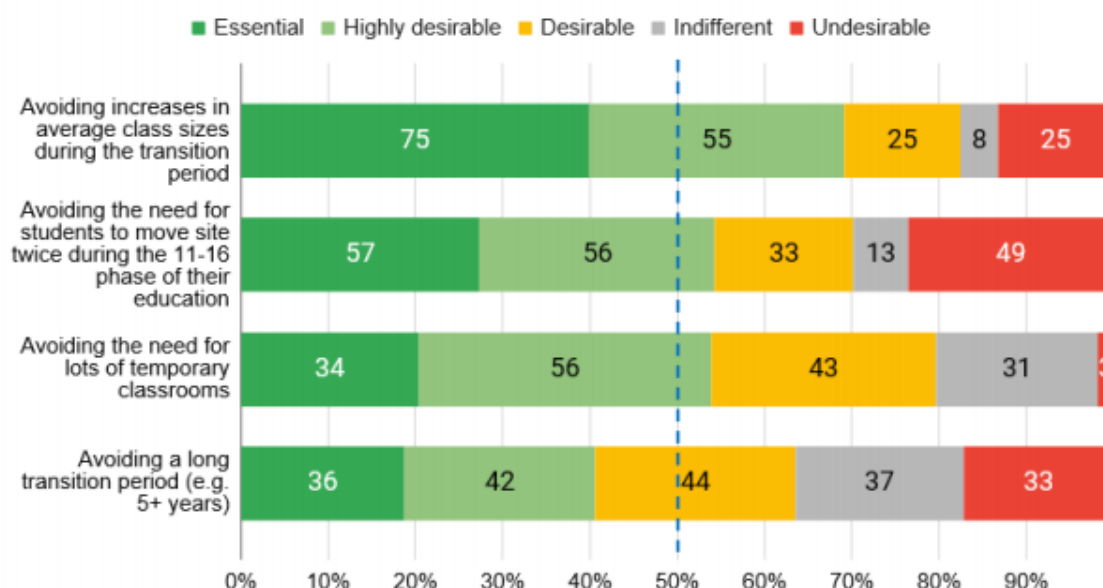
All secondary staff: What do you think is the optimal size of a cohort in Year 7 - Year 11 to provide students with the best possible educational experiences?



38. All three 11-16 schools will be designed for six forms of entry in each cohort; considered optimal by a greater proportion of staff (55%) than any other school size, as shown above.

### Transition to the future model of secondary and Post 16 education

All secondary staff: How important to you are the following aspects in determining the transition model for the new model of secondary education?



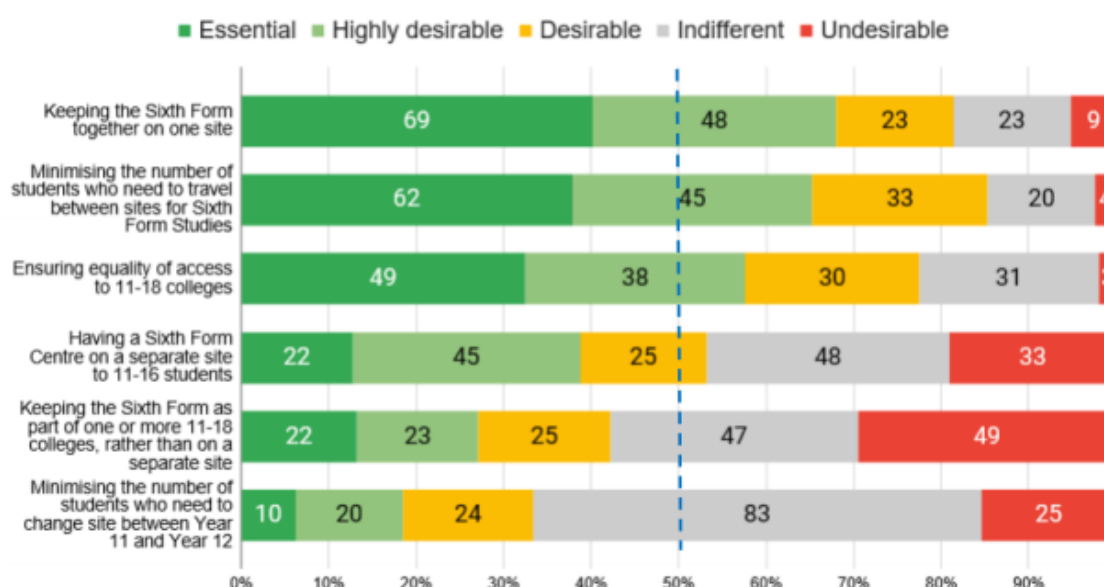
39. As outlined above the transition to the new model of secondary education is largely possible to achieve taking into account the preferences of staff. There will be no need for any learner to move site more than once during the 11-16 phase of their education, there is unlikely to be any requirement for temporary classrooms for

learners aged 11-16. All of these priorities were considered essential or highly desirable by a majority of staff.

40. A majority of staff also considered it at least desirable to avoid a long transition period. This model can be fully in place for September 2024: less than four years away, and by September 2027 all learners in 11-16 schools will have spent their full secondary education in the new model. As part of its ongoing scrutiny of revenue budgets, the Committee has decided to make adjustments to the current class size policy for reasons independent of the future model. Even with the adjusted class size policy, the vast majority of classes will remain below 25, with only 15% likely to fall in the 27-30 range.

### *The structure of the Sixth Form*

All secondary staff: How important to you are the following considerations relating to the structure of Sixth Form?



41. The Committee's preferred model reflects staff priorities relating to the structure of the Sixth Form, as shown above, especially where there is a high degree of consensus. The Sixth Form will be together on one site, meaning no learners need to travel between sites for Sixth Form studies, or for mixed programmes with The Guernsey Institute. As all learners will attend 11-16 schools and then the Post 16 campus, there is no issue relating to equality of access to 11-18 colleges. These priorities were considered essential or highly desirable by a majority of staff.
42. A majority of staff (53%) considered it either essential, highly desirable or desirable for the Sixth Form to be located on a separate site to 11-16 students, as is the case in the proposed model. This is a greater proportion of staff than considered it desirable for the Sixth Form to remain as part of one or more 11-18 colleges (42%), with 30% considering this undesirable.

43. In the proposed model, all learners will move site between Year 11 and Year 12. The survey results suggest no strong preference amongst staff regarding moves between Y11 and 12, with 33% considering it at least desirable to minimise moves, 15% undesirable with a majority (51%) saying they were indifferent.

*Capital priorities*

44. The survey also asked staff to share views on a range of capital and revenue priorities. The following areas were considered essential by a majority of secondary school staff:

| <b>Facilities</b>   | <b>Change compared to current provision</b>  |
|---|--|
| Parking for all staff   | No changes to parking are planned on any of the 11-16 sites.   |
| A separate Sixth Form work area (if the States decide on a model with one or more 11-18 colleges) | The Post 16 campus will create an adult learning environment and Sixth Form students will not be required to share a work area with 11-16 year old students. |
| A grass field   | All sites will have a grass field as is currently the case.  |
| Sufficient canteen/refectory space to avoid the need to stagger lunches                           | There are no changes planned to existing canteen/refectory spaces. All spaces meet the UK recommended space standards.                                       |
| Department/faculty bases  | There are no plans to change staff areas in any existing school.   |
| Classrooms at least as large as UK recommendations for the number of students                     | There are no plans to make changes to classroom sizes or to build new classrooms in any of the 11-16 schools.  |

Table 6: Comparison of essential facilities

The following areas were considered essential or highly desirable by a majority of secondary staff:

| <b>Facilities</b>   | <b>Change compared to current provision</b>                                  |
|---|--|
| Indoor social spaces for students   | No changes to indoor social spaces are planned on the existing sites.        |
| Central staffrooms at least as large as in your current school (scaled up in line with additional teachers)                 | No changes to central staffrooms are planned on the existing sites.          |
| Increased areas allocated to SEND provision compared to your current school (scaled up if the number of students increases) | No changes to areas allocated to SEND provision are planned at St Sampson's. |
| Increased areas allocated to libraries compared to your current school (scaled up if the number of students increases):     | No changes to libraries are planned on the existing sites.                   |
| A communication and autism base:  | Each secondary school will have a CIAS Base provision                        |
| Separate staff showers:   | no changes to separate staff showers are planned on the existing sites.      |
| A 3G multi-use games area   | no changes to sports facilities are planned on the existing sites.           |

Table 7: Comparison of essential and highly desirable facilities



The following areas were considered essential, highly desirable or desirable by a majority of secondary staff:

| <b>Facilities</b>                                      | <b>Change compared to current provision</b>                        |
|--|--|
| A swimming pool:                                       | No changes to sports facilities are planned on the existing sites. |
| A second multi-use games area:                         | No changes to sports facilities are planned on the existing sites. |
| Co-location of health and social care and other staff: | No change planned.   |

Table 8: Comparison of essential and highly desirable and desirable facilities

45. When staff were asked to consider their top priority of those they had ranked essential, the most common top priority was increased areas allocated to SEND provision, followed by parking for all staff, followed by a grass field.

#### *Revenue priorities*

46. Staff also shared views on a range of revenue priorities. Beyond the centrally determined class size and target pupil teacher ratio policies, prioritisation within the revenue budget available to schools within the Secondary School Partnership will be the responsibility of school leaders.

**Risks and Mitigations**

| <b>Risk</b>   | <b>Consequence</b>   | <b>Mitigation</b>   |
|---|--|---|
| The policy proposals are not supported by the States  | No funding is approved to progress with the detailed design work, thereby delaying the reorganisation of secondary and post 16 education   | Ensure that sufficient opportunities are provided for the Committee to share its plans with stakeholders with opportunities to answer questions and to explain the overall strategy.  |
| There is a lack of capacity in the construction industry (manufacturing, import of materials, lack of people etc.)  | Potential delay to implementation and increased costs  | Phased approach to build programme with individual tendering processes. Cross Committee working and close engagement with the construction industry.  |
| Turbulence of change process has a detrimental impact on learner outcomes and school standards.   | Learner well-being is affected by drop in standards and quality within schools. Longer-term detrimental impact on learner outcomes and skills development and preparation for the world of work which affects economic productivity. | Ongoing effective challenge and support for school leaders from the Education Office and services. Effective change management in place to support the workforce. Increased support for learners and families affected by school closure. |
| Delays in acquiring resources for the Secondary Reorganisation Project.   | Delays to the delivery of essential workstreams and impact on quality of delivery by not having suitably skilled people in place.  | Ensure internal processes facilitate agile recruitment for necessary roles takes place with enough lead-in time ready to move into the project delivery stage.  |
| It proves impractical to align the timelines for the design and construction of the Sixth Form Centre with The Guernsey Institute, leading to two distinct capital projects focused on the same site (Les Ozouets). | Increased costs, increased disruption for learners. Delay to implementation. Loss of stakeholder confidence.   | Ensure any dependencies and critical milestones are defined early in order to plan ahead successfully and prepare for critical points with mitigation plans in place to address issues.   |

|   |   |  |
|---|---|--|
| Planning approval for The Guernsey Institute and Sixth Form site is not given.  | Restricts the future effectiveness and flexibility of the site and therefore the achievement of some of the key objectives. | Ensure that the planning department is consulted as the plans are developed to ensure they align with existing policies and to avoid a situation where approval is not given.                        |
| The costs exceed the allocated budget due to assumptions made during high level modelling proving invalid or risks materialising. | Delay or non-completion.  | Ensure that optimism bias is carefully managed during the planning stages in order to generate realistic project costs from the outset with contingency factored in. Continuous monitoring of risks. |



## Review of models of Secondary Education

### 2020 Interim Report

**Statement on publication of Interim Report from Deputy Andrea Dudley-Owen, President of the Committee for Education, Sport & Culture**

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‘We have published the previous Committee’s incomplete Interim Report, which was originally circulated to all incoming States Members by the former Committee President just before he left office. This Committee has applied appropriate rigour and challenge on the assumptions it is based on and driven forward our own policy direction.

‘The detail and data contained within is incomplete, with work having stopped on it once the previous Committee left office and it is based on assumptions using the two-school model as a benchmark. Those assumptions led to capital costs attributed to the compared models that our Committee feels were not particularly useful, given our pragmatic view that it made far more sense to benchmark other models in relation to what we actually deliver today. We felt very strongly about that, which is why we directed that any assumptions when looking at new models must be based on the system currently in operation.

‘Our Committee has certainly not discounted work undertaken as part of compiling this report. We carefully reviewed it all and much of it influenced our thinking, especially the consultation exercises carried out with staff. We hope the report is of interest to those in our community who, ahead of the debate on this subject in July, would like to understand the work carried out by the previous Committee before the October 2020 General Election.’

End

## **Review of models of secondary education**

### **Interim Report: Selection of versions of models for inclusion in the review of secondary education and initial comparative information**

The purpose of this document is to provide an update on progress on the review of secondary models to date. This interim report ensures relevant information is available to support the new Assembly, and particularly the next Committee *for* Education, Sport & Culture which will be responsible for making recommendations, to drive forward this important work. Work is under way to develop the models under review, with the aim ultimately being to provide the States of Deliberation with enough information to make an informed decision on the future model of secondary education. The versions of models included in the detailed analysis of the review have been shared with secondary school staff as part of consultation workshops currently taking place. This report provides the relevant background information on how those decisions were reached, and how the costs provided as part of the initial analysis were calculated.

**All figures contained in this report are based on either industry-standard metrics or assumptions that have been consistently applied across all education models. It will not be possible to give definitive costs for any model without significantly more detailed planning, which is beyond the scope of this review. The high level figures included in this update report indicate likely cost brackets and allow comparisons between models. These costs are likely to change as further work takes place to refine the models included in the analysis and to develop in detail whichever model the States chooses.**

#### **1. Executive Summary**

- 1.1. After consideration of the Requête 'Determining the best model for secondary education' P.2020/14 dated 28th January 2020, the States of Deliberation resolved to pause and review the plans for the restructure of secondary education. This Requête and resolutions can be seen in supporting document 1.
- 1.2. The scope of the review, including the models to be compared, the criteria against which they are to be evaluated and the timeline for the review were agreed by the States on 20 March 2020 after debating the Policy Letter 'Review of the Structure of Secondary Education – Next Steps' P.2020/51, submitted by the Committee *for* Education, Sport & Culture which resolved that;
  - The Secondary Education Models to be reviewed should include:
    - Two 11-18 colleges (Option A: the baseline model against which other models should be compared)
    - Three 11-18 colleges (Option B)

- Two 11-16 colleges and one 11-18 college (Option C)
- Three 11-16 colleges and a separate sixth form college on a different site (Option D)
- The models should be compared against a range of criteria including quality of education, value for money, infrastructure and organisational considerations
- The review should allow the opportunity to discuss space standards, configuration of space and day-to-day operations
- The Policy Letter is to be submitted to the States before 28 April 2021

The full Policy Letter and resolutions can be seen in supporting document 2.

- 1.3. On 29 June 2020, the Terms of Reference for the review were published by the Committee *for* Education, Sport & Culture, after consultation with education leaders and union representatives. The full Terms of Reference are included in supporting document 3.
- 1.4. Between 29 June and 10 July 2020, staff working within the four mainstream secondary schools which are part of the review and staff across the wider education sector completed surveys to inform the initial analysis of models. The results of these surveys were shared on 23 July and are included in supporting document 4.
- 1.5. A similar survey for the wider public has also been carried out. The next Committee for Education, Sport & Culture will determine when the results of this survey will be published. These results will inform the next phase of analysis/consultation with secondary staff as well as any final recommendations.
- 1.6. The States have agreed that the review should include like for like comparisons. In order to provide sufficiently detailed comparative information, including costings, it is necessary to define (at least provisionally) key information within each of the models. This includes the sites that are likely to be selected, and the likely distribution of students across them. The aim is to compare an agreed “indicative best possible version” of each of the models. Whilst it will be possible to revisit these assumptions and make changes once the States agree on the future model of education, it will serve as a useful starting point and indicator of likely costs and potential challenges in any of the models.
- 1.7. Consultation has taken place with various stakeholder groups to agree versions of each of the models to be included in the analysis. Multiple variations of some of the models will be compared; including a variant of the two 11-18 colleges model which uses the Les Varendes site instead of the Les Beaucamps site, a variant of the two 11-16 colleges and one 11-18 college model which separates the 11-18 college into an 11-16 college and an operationally separate Sixth Form College located on the

same site, and three versions of the model which includes three 11-16 colleges and a separate sixth form college on a different site, which compares Les Beaucamps, Les Varendes and La Mare de Carteret as potential locations for a separate Sixth Form College.

- 1.8. Initial analysis has been carried out on all of these models. This report contains a high level summary, including comparisons of key aspects of each of the models and indicative costs of providing the facilities to which all students would have had access in the baseline two 11-18 colleges model in each of the other models. This is shown in sections 14 - 16. Further detail will be provided over the course of the review.
- 1.9. Further analysis will seek to create an “indicative best possible version” of each of the models at different cost brackets, through consultation with staff and other key stakeholders. This will draw on the consultation about how spending should be prioritised were the States to decide to increase or decrease the space allocation or level of capital expenditure from that agreed for the baseline two 11-18 colleges model. It will then be possible to make “like for like” comparisons between what can be delivered in each of the models at different levels of expenditure. This will enable an informed decision irrespective of whether the States are willing to spend more or less on secondary education. This is important because it may be that a model which is considered most preferable in the absence of financial information is more expensive, and for any given budget would deliver reduced facilities or compromised educational provision compared to alternatives, which may then become more preferable. Conversely, a model which is not considered preferable but is less expensive could become more preferable with consideration of the additional facilities, or improved education provision, that could be provided at the same cost bracket of a more expensive model. This analysis will be published.
- 1.10. After the October 2020 election, the new Committee *for* Education, Sport & Culture will determine any further consultation and engagement to allow staff, students and the wider community to express their views before presenting its recommendation(s) to the States, with a full evaluation of each of the models according to the criteria agreed in the March 2020 Policy Letter (listed in section 18.4). This analysis and recommendations will be detailed in a Policy Letter to be submitted to the States before 28 April 2021.
- 1.11. Whilst the information provided as part of the review can be objective, decisions about the relative importance of each factor and thus a decision about the optimal future model of education can only ever be subjective: it will be possible to draw different, valid conclusions based on the same information. The review will therefore not seek to make any overall recommendation, but to give detailed, comparative information which will support informed discussions about the relative merits of each of the possible models at different cost brackets. It is clear that there

is no model which can deliver everything considered important by key stakeholder groups, and prioritisation of these various factors will be key in determining the future model. These decisions will be made by elected representatives. The information collated as part of the review will be provided to the new Committee, once appointed, and the Policy Letter will then draw on both the information provided as part of the review and the priorities set by the Committee *for* Education, Sport & Culture. The decision about the future model will then be made by the States of Deliberation.

- 1.12. Once the States have agreed the future model of secondary education, assumptions made in the indicative versions of models included in the review can be revisited, and the Committee will return to the States with detailed plans. It will be possible to revisit assumptions about site choices, the distribution of students across sites, capital and revenue expenditure and key operational details. Consultation with staff, students and other stakeholder groups will continue over this period.

## **2. Consultation and engagement**

### **2.1. Summary of approach**

- 2.1.1. The review is being conducted collaboratively, taking into account the views of staff and other stakeholder groups wherever possible. Regular meetings have taken place with the Negotiating Committee for Teachers & Lecturers in Guernsey (NCTLG), which represents a range of unions of education staff. These representatives have influenced the Terms of Reference, the secondary staff survey (which formed the basis of the wider staff survey and public survey) and plans for workshops with secondary staff. Detailed information was shared with NCTLG regarding the decisions about which version of each of the models should be included in the analysis. Several changes have been made as a result of feedback shared by these representatives, including the addition of Option C2 to the list of models to be included in the review, which includes an operationally separate Sixth Form on the same site as an 11-16 school, in place of the 11-18 college included in Option C1. Meetings have also taken place with secondary Headteachers and wider education leaders, particularly regarding input into the versions of each of the models to be included in the analysis.
- 2.1.2. The review is being conducted with transparency: the Terms of Reference and survey results have been published, this interim report provides an detailed update on all work on the review completed to date and all relevant material will continue to be published as the review progresses.
- 2.1.3. The review will involve appropriate independent oversight. Advocate Peter Harwood, who was formerly Chief Minister and who is currently a member of the Scrutiny Management Committee, has been appointed as the independent overseer of the review. He will confirm that the review is conducted in a way that it is transparent, objective and consistent with the terms of reference and that any conclusions drawn are guided by evidence.



- 2.1.4. Peter Marsh Consulting (PMc) has been appointed as an independent specialist in education to verify the technical analysis of models and confirm the work is robust, accurate and comprehensive. PMc were previously jointly commissioned by the Policy & Resources Committee and the Committee for Education, Sport & Culture to provide an independent assessment of the size of the extensions that would be necessary to create the two previously planned colleges on the St Sampson's and Les Beaucamps sites. They were appointed after the decision regarding the model was taken and after the sites had been selected. They were not involved in any design work. The role of PMc during the review is not to recommend any particular model, but to verify the accuracy of the technical analysis, which will inform the recommendations made by the future Committee. It was an advantage to appoint a firm already familiar with the Guernsey education estate, particularly given travel restrictions relating to the COVID-19 pandemic. PMc are also advising on the space requirements for The Guernsey Institute development.
- 2.1.5. Gardner and Theobald (Quantity Surveyors who are specialists in the education sector and have worked on several previous education projects in Guernsey) have validated figures used in the capital cost calculations.
- 2.1.6. Phil Eyre, Founder of Leaders Consultancy and Managing Director of The Learning Company, has been appointed as an independent facilitator to facilitate workshops with secondary school staff during the autumn term to ensure full and frank debate is encouraged and all views are heard.
- 2.1.7. There have also been many contributions to aspects of the review from areas of the States beyond education, including from Property Services, Finance, Data and Analysis, Population Management Team and Human Resources.
- 2.2. **Opportunities for input into decisions about the versions of each model to be included in the analysis**
- 2.2.1. In order to provide sufficiently detailed information about the models included in the review, including likely capital costs, it is necessary to narrow the possible versions of each of the models to allow more detailed analysis. This required initial analysis and consultation to determine the version (or versions) of each of the models to be analysed in more detail as part of the review.
- 2.2.2. Analysis was shared with a number of stakeholder groups including Headteachers, wider school senior leadership teams and education leaders representing other sectors. There was a high degree of consensus about which of the version(s) of each of the models to include in the review and all of the preferred versions have been included in the detailed analysis.
- 2.2.3. Discussions were also held with union representatives to ensure they were fully sighted and had the opportunity to feed into the process.

### **2.3. Opportunities for input into the prioritisation within each of the models**

- 2.3.1. Further analysis will seek to create an “indicative best possible version” of each of the versions of models at different cost brackets, through consultation with staff and other key stakeholders. It will then be possible to make comparisons between what can be delivered by each of the models.
- 2.3.2. Initial consultation about the structure and scope of the staff survey took place with union representatives and adjustments were made as a result of their feedback. The survey asked staff to consider the relative importance of a range of priorities for the future education system. These included priorities for the structure of the Sixth Form, the transition to the future model, optimal school sizes, and priorities for capital and revenue expenditure.
- 2.3.3. This was then adapted to create a version for wider staff across the States’ education sector, which did not include anything additional, but removed some questions which related directly to secondary staff. Detailed results of both of these surveys were shared with staff and then published and can be found in supporting document 4.
- 2.3.4. On 20th August 2020, a public version of this survey was launched. This asked the same questions with the exception of those relating to priorities for revenue expenditure, which require a deeper understanding of the operational running of schools.
- 2.3.5. The same questions, with additional explanations in language which is likely to be more accessible to students, were shared with the Youth Commission, who have run sessions with students in each of the four schools and the Sixth Form Centre. Relevant feedback from these student workshops has been shared with staff taking part in the capital workshops. Plans are also being developed to engage with other stakeholder groups, such as third sector, douzaines and business groups before any recommendations are made.
- 2.3.6. Initially, secondary staff survey results were used to provide a starting point to prioritise capital and revenue spending at different levels of expenditure. This information formed the basis for conversations in workshops with secondary school staff which are taking place over the autumn term. Staff are using this analysis, along with the results of the wider staff and public surveys and feedback from the student consultations to create an optimised version of each of the models at defined cost brackets.
- 2.3.7. Details of each of the optimised models will then be shared publicly to allow informed comparisons between the models. A further phase of further consultation is likely before recommendations are made to the States. As this will take place after the election, once new Committees have been appointed, the future Committee *for* Education, Sport & Culture will need to agree the structure and extent of this consultation, which will inform the recommendation made by that

Committee to the States of Deliberation. The aim will be to provide sufficient information about all of the models included in the comparison that a decision regarding a future model can be reached even in the event that the States do not accept the recommendations put forward by the Committee *for* Education, Sport & Culture.

### **3. Explanation of approach to selecting versions of models for inclusion in the review**

- 3.1. The review will aim to strike an appropriate balance between the provision of detailed information about each of the models and reaching a conclusion in a reasonable timeframe and at a reasonable cost. It will be necessary to provide more specific detailed information than was provided for the proposals for the (then) Alternative Model debated in January 2018, which was approved in principle but without an indication of which sites would be used or of the likely facilities which would be delivered on those sites. It will not, however, provide the level of detail which was reached for the proposals for the two 11-18 colleges by the time of the September 2019 debate, which included detailed architectural plans. Successive Committees have taken around 18 months to develop plans for one model to this level of detail. To do so for multiple options would prove prohibitively time consuming and costly.
- 3.2. This will require moving beyond high level discussions about the theoretical merits of various models to provide quantitative information about what can be delivered in each of the models at various cost brackets. To reach this level of detail, it is necessary for at least provisional decisions to be made about the sites that would be used and the distribution of students across these sites, so that the likely capital costs of building work can be quantified. It will be possible for a future Committee to review these decisions or to adapt models from the indicative versions included in this review, but the level of detail provided should allow sufficient comparative information for a decision on the future model to be reached.
- 3.3. Reaching this level of detail requires a narrowing of the many possible options for implementation of each of the models included in the review. This requires initial assumptions to be made. These, along with the rationale for each of them, are detailed below.

### **4. Sites for consideration limited to existing four secondary sites**

- 4.1. Successive Committees, with the support of Property Services, have evaluated potential sites for secondary education and concluded that none exist that would be more appropriate for secondary education than the existing four secondary school sites. This review has therefore proceeded on the basis that no further sites are included in the comparisons. This assumption could be revisited by a future Committee. Assuming any new site required an entirely new build, the cost information modelled for the La Mare de Carteret site as part of this review could be translated directly across to a new site with the exception of flood defences, estimated at £650,000 for the La Mare de Carteret site. This would require

additional time factored in for identification of sites, negotiating the purchase and any necessary change of use permissions.

- 4.2. The States agreed in March 2020 that progress on the development of The Guernsey Institute should not be impeded. The option of using Les Ozouets as the site for a separate Sixth Form Centre in Option D was therefore discounted, as it would have prevented the development of work on detailed plans for The Guernsey Institute until a conclusion is reached on the future of secondary education, leaving students in inadequate accommodation across the three College of Further Education sites for longer.
- 4.3. St Sampson's and Les Beaucamps are the Island's two most recently built and modern school buildings. The accommodation is currently fit for purpose and is likely to remain so for a substantial period of time. It is assumed the existing St Sampson's and Les Beaucamps sites would be extended if required to accommodate an increased number of students compared to the number for which they were originally designed. Depending on the planned number of students, some rooms in the existing buildings would be repurposed, but there is no need for significant refurbishment. The repurposing of some rooms would maximise the use of space, ensuring that the appropriate space requirements for each subject area can be met consistently across the secondary estate and allowing each subject area to remain contiguous.
- 4.4. It is assumed that while the Sixth Form Centre would only require minimal repurposing depending on the use of the site, the existing Grammar School building would need significant work to be upgraded to the standard of St Sampson's and Les Beaucamps and to ensure the building continues to be fit for purpose for education. This becomes more feasible the lower the number of students on the site, both during the transition period and in the final model. Further detail about the refurbishment required is included in section 5.
- 4.5. The La Mare de Carteret site is the lowest ranked priority for inclusion: it is included only in Option D, which requires four different sites. Plans would need to be developed in conjunction with plans for the new La Mare de Carteret Primary School. The poor physical condition of the existing school - which is now being used many years after it was originally intended - would require the construction of a new school in its entirety rather than additional development required at the Les Beaucamps and St Sampson's sites or the upgrading required on the Les Varendes site. Using La Mare de Carteret as one of the three sites in Options B and C would add significantly to the capital costs. Based on a like for like comparison in line with the baseline model, the additional cost of using the La Mare de Carteret rather than the Les Varendes site (in conjunction with the St Sampson's site and the Les Beaucamps site) would be between £19 million and £30 million more depending on the number of students on the site.
- 4.6. Based on this analysis it is considered that:
  - The Sampson's site should be included in all possible models;

- Both the Les Beaucamps site and the Les Varendes site are preferable to the La Mare de Carteret site;
- Recognition of the strength of community feeling about the necessity of generous outdoor space means it is worthwhile examining a version of Option A which utilises the Les Varendes site rather than the Les Beaucamps site.

4.7. Option A will therefore be modelled across St Sampson's and Les Varendes as an alternative to St Sampson's and Les Beaucamps. A version of Option A based at Les Beaucamps and Les Varendes has not been included because this would be less well suited to the population distribution, more expensive, and retain the concerns relating to lack of outdoor space at Les Beaucamps as well as the more challenging transition at Les Varendes. It would also remove the benefits of having a school co-located with Le Murier. Options B and C, which require three sites, will be modelled across St Sampson's, Les Beaucamps and Les Varendes. Option D, which requires four sites, will be modelled across all four existing sites. This is summarised in the table below.

Table 1: Preferred sites in each of the models included in the review.

| Option  | Number of sites required | Preferred sites for indicative modelling                             |
|---|--------------------------|--|
| A: Two 11-18 colleges   | 2                        | St Sampson's<br>Les Beaucamps OR Les Varendes                        |
| B: Three 11-18 colleges   | 3                        | St Sampson's<br>Les Beaucamps Les Varendes                           |
| C: Two 11-16 colleges and one 11-18 college (integrated or operationally separate Sixth Form) | 3                        | St Sampson's<br>Les Beaucamps<br>Les Varendes                        |
| D: Three 11-16 colleges and a separate sixth form college on a different site                 | 4                        | St Sampson's<br>Les Beaucamps<br>Les Varendes<br>La Mare de Carteret |

## 5. Repurposing and refurbishment at Les Varendes

5.1. The current Grammar School building at Les Varendes (excluding the Sixth Form Centre) was designed to smaller space standards than today's guidance in BB103, the current space allocation provided by the UK's Department for Education. The States have instructed that the review provides like for like comparisons with the

baseline two 11-18 colleges model, which was planned to BB103 specifications (using classroom sizes for 30 despite Guernsey's smaller average class size policy of 24). Ensuring at least these space standards was highlighted as an area of importance for staff through the staff surveys: 55% secondary staff respondents considered it essential that classrooms are at least as large as UK recommendations for the number of students, with 90% considering it at least desirable. Amongst wider education staff 50% considered this essential, with 90% considering it at least desirable. As such, modelling is based on repurposing and remodelling a proportion of rooms to meet BB103 requirements. The cost, and extent of disruption, could be reduced in any model involving Les Varendes if classrooms remained below BB103 specifications.

- 5.2. Professional property advice is that the current school buildings at Les Varendes would require extensive refurbishment to bring them up to the standards of the secondary schools built more recently. The Grammar School was opened 35 years ago and much of the building's systems and plant are at the end of their useful life. This currently adds additional costs to annual revenue budgets as significant maintenance is required. Major refurbishment needs were identified in 2013 and a request for £16.8 million was submitted in March 2013 for 2014-2017 Capital Prioritisation. Since then a total of £2.184 million has been spent on the site, but the bulk of the improvements identified in 2013 remain outstanding and the building continues to require significant maintenance work annually.
- 5.3. Any future model which utilises the Les Varendes site will require works to upgrade services (for example, plumbing and heating) as well as the continuation of replacement of key building components (for example, windows and roofing) in order to meet current statutory regulations and bring the building up to a suitable standard for longer term use. Giving parity of facilities across sites would also require improved sports facilities, including repairing the swimming pool which is currently not in use.
- 5.4. For the purposes of providing a like for like comparison across the models, initial modelling has assumed the same standards of facilities across all sites. It would be possible to reduce costs in any model that included Les Varendes if it was decided not to upgrade the site and its facilities to give parity with other sites. It is likely that this would mean higher revenue costs as a higher level of building maintenance would be required and would require further capital expenditure in the future.
- 5.5. The greater the final number of students who will be on the site, the more extensive the repurposing required and the greater the disruption to students and staff during the transition phase. It would be more cost effective to deliver this improvement programme in larger packages of works which would reduce the

overall construction programme. This refurbishment would require the number of students on the site to be significantly reduced while the works were carried out.

- 5.6. A number of transition models are being considered for each of the models included in the review. Depending on the extent of the planned repurposing and refurbishment, it may be possible to keep the site operational, albeit with a reduced number of students. Based on information provided by the current school leadership team about the proportion of rooms which could be taken out of use at any one time, the maximum number of students it is expected could be on site during refurbishment is the equivalent of three 11-16 year groups plus Sixth Form students for a minimum of two years. This would mean either: substantial investment in temporary accommodation (depending on site plans), some year groups moving to other sites or some years in which Year 7 students are split across the other three sites. This will vary depending on the planned capacity of the site. Exact plans would be refined once a conclusion is reached on the future model of secondary education.

## **6. Numbers of students**

- 6.1. The States' resolution requires comparison to the benchmark of Option A: two 11-18 colleges. These plans were based on the assumption of a maximum capacity of 10 forms of entry/classes per year in each site, plus half of the Sixth Form students on each site: a capacity of 1200 11-16 year olds on each site, with 200-250 Sixth Formers, giving a total capacity of 2800-2900. This would have been required during the peak population years in the early-mid 2020s, and would then have declined quite quickly: current population data indicates that by 2025/26 (the earliest any new model could now be implemented), the total 11-18 school population would have dropped below 2600. This is expected to decline further, dropping below 2500 by 2028/29, below 2400 by 2029/30 and below 2300 by 2031/32. Long-term projections provided by Population Management predict a further decline, with the total currently expected to decline below 2100 by 2047/48. In other words, factoring in the later completion date, were new colleges (in any of the models) built for the previously planned capacity they would be operating at less than 90% capacity either on opening or within a year and 80% capacity within five to six years, with a continued decline in numbers expected based on Population Management data.
- 6.2. Given the need to provide a like for like comparison with the baseline model, it has been assumed that all models would be designed around a capacity of 20 forms of entry (classes in each year across all sites). However, given the expected population decline described in section 6.1 above, it would be possible in any model to adjust plans to reduce the total capacity in order to factor in the likely reduced school

population by the time the works are completed. This would reduce costs in any model.

- 6.3. It has been assumed that if capacity of 20 forms of entry was to be divided across three sites, no site should have five or fewer forms of entry or nine or more forms of entry, to ensure schools are of similar sizes. This gives rise to six possible combinations of six, seven and eight forms of entry for each combination of three sites as shown in Table 2 below.

- 6.4. Table 2: Possible distributions of 20 forms of entry (FE) across three sites included in initial analysis.

|   | Site A | Site B | Site C |
|---|--------|--------|--------|
| 1 | 8FE    | 6FE    | 6FE    |
| 2 | 6FE    | 8FE    | 6FE    |
| 3 | 6FE    | 6FE    | 8FE    |
| 4 | 7FE    | 7FE    | 6FE    |
| 5 | 7FE    | 6FE    | 7FE    |
| 6 | 6FE    | 7FE    | 7FE    |

- 6.5. It is assumed that in Options A1 and A2 students would be split evenly across the two sites.
- 6.6. It is assumed that in Option B1, Sixth Form students are split evenly across the three sites. These assumptions could be revisited to examine the implications of alternative splits.
- 6.7. It is assumed that in Model C, in which all Sixth Form are on the same site as one 11-16 school (either integrated (in C1) or operationally separate (in C2)) the site on which the Sixth Form was located would have six forms of entry of 11-16 year olds rather than seven or eight, to ensure total school sizes were kept more even.
- 6.8. The assumptions above reduce the many possible versions of models to a longlist of versions within each option. These are shown below.



Table 3: Number of versions of each option generated by assumptions detailed in Sections 4 and 6.

| Option  | Versions of options in longlist | Explanation   |
|---|---------------------------------|---|
| A: Two 11-18 colleges   | 2                               | 10FE and half on Sixth Form on each site: two different site combinations   |
| B: Three 11-18 colleges   | 6                               | Six possible splits of 20FE across the three selected sites, as shown in Table 2.   |
| C: Two 11-16 colleges and one 11-18 college (integrated or operationally separate Sixth Form) | 9                               | Six possible splits of 20FE across the three selected sites, as shown in Table 2, with a Sixth Form on the same site as any of the 6FE options. |
| D: Three 11-16 colleges and a separate sixth form college on a different site                 | 24                              | Four possible sites for a Sixth Form College, with six possible splits of 20FE across the remaining three sites.                                |

## 7. Selecting version(s) of each of the models for detailed analysis

- 7.1. All possible combinations listed in Table 3 were costed, and various other pieces of information collated and shared with stakeholder groups. This included information regarding the distribution of students and feeder school models. Educational factors were discussed; for example, the value of proximity of Sixth Form provision to The Guernsey Institute to better facilitate mixed courses and the desire for an 11-16 school to remain at St Sampson's co-located with Le Murier School. Further detail on the process of costing models is detailed in section 16.
- 7.2. A systematic approach was taken, with transparency about assumptions made. As described in section 2.2, discussions about each of the versions of each model took place with secondary headteachers and their wider senior leadership teams, as well as leaders of other education sectors, such as primary, post-16, inclusion and special educational needs and disabilities, with all groups invited to share feedback. All analysis was shared with NCTLG.
- 7.3. Education leaders considered which versions of the models could support delivering the best possible educational outcomes in order to determine which version(s) of each model should be developed in detail for inclusion in the review. The versions of the models were not assigned overall scores based on different criteria: recommendations were reached through discussion in which participants were encouraged to consider the relative importance of different factors using their

professional judgement. The factors involved are shown in the table below.

Table 4: Factors involved in determining versions of each model to be included in the review

| Criterion   | Explanation   |
|---|---|
| Optimising the feeder school model                | Survey feedback indicated that the feeder school model was considered desirable or highly desirable by a majority of all staff groups with the exception of staff at the Grammar School and Sixth Form Centre. Possible combinations of feeder school models were explored for each of the possible distributions of forms of entry. It was considered desirable for primary schools in receipt of additional social priority funding to be linked to different secondary sites.  |
| Even distribution of students                     | A more even distribution of students across schools was considered preferable to a less even distribution: two seven form entry schools and a six form entry school is more desirable than one eight form entry school and two six form entry schools.  |
| Possible transition models: minimising disruption | High level assumptions were made relating to the level of challenge a transition from the current model to possible future models might present. The main driver is the number of students expected to be on the Les Varendes site in the final model. The more students on the Les Varendes site, the more repurposing is required and the lower the capacity elsewhere in the education estate to accommodate students during the transition period: where numbers are higher on other sites, works could be phased to build these extensions first, creating additional space which would allow for numbers at Les Varendes to be reduced. |
| Making best use of the existing estate            | Various considerations relating to the existing estate were taken into account. It was considered desirable to continue the co-location of Le Murier School with an 11-16 or 11-18 school on the St Sampson's High School site in all models. It was considered desirable to continue to utilise the existing Sixth Form Centre at Les Varendes for use by Sixth Form students, in part because of the purpose built accommodation and in part because of the proximity to Les Ozouets, to better facilitate mixed programmes with the future Guernsey Institute.   |
| Criterion   | Explanation   |

|       |  |
|-------|--|
| Costs | The costs of providing the same facilities to which all students would have had access under the previously planned two 11-18 colleges model were calculated for each of the possible options on each site, and then compared for each of the potential combinations. Further information relating to key cost drivers is detailed in section 16.1, with an explanation of how indicative costs were calculated in section 16.3. |
|-------|--|

## 8. Versions of models to be included in the review

- 8.1. After the discussions detailed in section 7 above, feedback and recommendations were collated and shared with the Committee *for* Education, Sport & Culture. The Committee accepted all recommendations from senior educationalists, and therefore all recommended versions will be included in the detailed analysis.
- 8.2. The confirmed shortlist of versions of each of the models is shown in Table 5, below. Reducing the many possible variations to this shortlist will enable sufficiently detailed development of each to allow for like for like comparisons and costings to be provided. There may be evolution of these models as the analysis progresses, and variations could be revisited whichever future model is selected. Sections 9 to 12 explain the rationale for these decisions for each model.
- 8.3. Table 5: Summary of versions of models to be included in the detailed review

| Option                  | Versions to be included in detailed review  |
|-------------------------|---|
| A: Two 11-18 Colleges   | A1. 10FE + half Sixth Form at Les Beaucamps<br>10FE + half Sixth Form at St Sampson's<br>A2. 10FE + half Sixth Form at St Sampson's<br>10FE + half Sixth Form at Les Varendes |
| B: Three 11-18 Colleges | B1. 6FE + a third of Sixth Form at Les Beaucamps<br>7FE + a third of Sixth Form at St Sampson's<br>7FE + a third of Sixth Form at Les Varendes                                |

|  |  |
|--|--|
| C: One 11-18 College and two 11-16 Colleges                                  | <p>C1. 7FE at Les Beaucamps<br/>7FE at St Sampson's<br/>6FE + full Sixth Form at Les Varendes (integrated 11-18)</p> <p>C2. 7FE at Les Beaucamps<br/>7FE at St Sampson's<br/>6FE + full Sixth Form at Les Varendes (operationally separate Sixth Form located on the same site as an 11-16 college)</p>  |
| D: Three 11-16 Colleges and a separate Sixth Form Centre on a different site | <p>D1. 6FE at Les Beaucamps<br/>6FE at St Sampson's<br/>8FE at Les Varendes<br/>Separate Sixth Form Centre at La Mare de Carteret</p> <p>D2. Separate Sixth Form Centre at Les Beaucamps<br/>6FE at St Sampson's<br/>8FE at Les Varendes<br/>6FE at La Mare de Carteret</p> <p>D3. 6FE at Les Beaucamps<br/>6FE at St Sampson's<br/>Separate Sixth Form at Les Varendes<br/>8FE at La Mare de Carteret</p> |

## 9. Option A: Two 11-18 Colleges

- 9.1. Modelling is based on the assumption that in Option A, both 11-16 students and Sixth Form students would be split equally between the two colleges. This would mean capacity for 10FE (1200 11-16 year olds) plus between 200 and 250 Sixth Form students on each site, in line with the baseline model. Although this would mean capacity for 1400-1450 students on each site, population data indicates that the expected number on each site would be below 1300 by 2025/26 and below 1200 by 2029/30.
- 9.2. The baseline model selected St Sampson's and Les Beaucamps as the sites for two future 11-18 colleges. However as plans developed, it was clear that a significant number of staff and members of the public considered that Les Varendes would have been a more desirable site than Les Beaucamps. Lengthy consideration had been given to which of the two sites was most preferable prior to announcement of the decision and it was acknowledged by the Committee that each had advantages and disadvantages.

9.3. Les Beaucamps is the newest of the four schools and is built to very high specifications. The existing building needed very minimal refurbishing, which would have minimised disruption to students in the transition phase. However, the limits to the size of the Les Beaucamps site mean that for numbers higher than approximately 720 students (at previously agreed space standards) building would need to take place on the existing sports pitches. This means that the school could either have two sports pitches/multi use games areas (MUGAs), or one pitch and a grass field. The preference of the majority of school PE leads during the consultation phase was to have two sports pitches, but it is clear that there is a strong preference for the retention of a grass field from some sections of the community, and from staff, as evidenced in the recent staff surveys for this review (see supporting document 4). The Committee had explored options for purchasing additional land adjacent to or near the Les Beaucamps site in order to provide a playing field, but this had not been possible without compulsory purchase of land. A future Committee could explore this option for any model including Les Beaucamps if it chose to do so.

9.4. Les Varendes is closer to the largest urban centre in the Island, can provide sports fields on site (currently owned by the Old Intermediaries) and has a Sixth Form Centre built in 2005. It has more surrounding land but the building requires extensive refurbishment, requiring sections of the building to be vacated during works. Selecting Les Varendes as the second site in the two 11-18 colleges model would therefore mean a more expensive model to deliver the same facilities and a more disruptive transition period, but it could potentially provide a grass field in addition to two multi use games areas, as would be provided at the St Sampson's site. Les Varendes is very close to Les Ozouets, the site planned for the new purpose-built facilities for higher and further education. Using both sites could provide educational advantages and support mixed programmes across the two sites, but substantially increasing the number of students on both sites would put additional pressure on the transport infrastructure around them.

9.5. Due to the extent of concern expressed about the Les Beaucamps site for this model, a variation of Option A with 11-18 colleges at St Sampson's and Les Varendes will be explored in addition to the baseline model with colleges at St Sampson's and Les Beaucamps. This model will be referred to as A2. This will mean the States have the information available to debate the models irrespective of concerns which are limited to particular sites.

## 10. **Option B: Three 11-18 Colleges**

10.1. For the purposes of this review it is assumed that three 11-18 colleges would be based at St Sampson's, Les Beaucamps and Les Varendes. Financial modelling indicates that this combination is a minimum of £28 million less expensive than

building a new school at La Mare de Carteret rather than using the Les Varendes site.

- 10.2. Initial analysis is based on the assumption that the required capacity of 20FE across the 11-16 phase would be divided into either one 8FE and two 6FE colleges, or two 7FE and one 6FE colleges. Initial modelling is based on the assumption that which were discussed in detail with the stakeholder groups involved in the initial consultation.
- 10.3. Cost modelling indicated that the most cost-efficient way of implementing this model would be to retain St Sampson's as a 6FE entry school in the 11-16 phase, and extend it to accommodate a third of Sixth Formers, to extend the Les Beaucamps site to accommodate 6FE rather than the current 5.5FE, plus a third of Sixth Formers, and to have an 8FE school plus the remaining third of Sixth Formers on the Les Varendes site. However, a distribution of capacity of 7/7/6 rather than 8/6/6 is preferable because it keeps numbers across sites more even, and having fewer students on the Les Varendes site minimises disruption during the transition period. The most cost-efficient way of achieving this is to have 6FE and a third of Sixth Form students at the Les Beaucamps site, and 7FE and a third of Sixth Form students at each of St Sampson's and Les Varendes. Based on initial modelling this was estimated to cost £305,000 more than the least expensive option. This cost was judged by the stakeholders involved in the consultation to be justifiable given the benefits of a more even distribution of students and a less challenging transition as a result of the less extensive works required at Les Varendes for a 7FE college compared to an 8FE college. The Committee accepted this view and this version of Option B has therefore been selected for inclusion in the review.
- 10.4. This would mean capacity for 6FE (720 11-16 year olds) at the Les Beaucamps site, and 7FE (840 11-16 year olds) at St Sampson's and Les Varendes plus capacity for between 133 and 150 Sixth Form students on each site in line with the baseline model. Although this gives a total capacity of 2800-2900, population data indicates that the expected number on the two larger sites would be below 900 by 2026/27 and below 800 by 2031/32. On the Les Beaucamps site, expected numbers would not exceed 800 and would be below 700 by 2031/32.

## 11. **Option C: 1 x 11-18, 2 x 11-16s**

- 11.1. For the purposes of this review, it is assumed that the three colleges would be based at St Sampson's, Les Beaucamps and Les Varendes. Initial modelling indicated that this combination is a minimum of £19 million less expensive than building a new school at La Mare de Carteret rather than using the Les Varendes site.

- 11.2. Initial analysis is based on the assumption that the required capacity of 20FE across the 11-16 phase would be divided into either one 8FE and two 6FE colleges, or two 7FE and one 6FE colleges. Initial modelling is based on the assumption that the Sixth Form students would be on the same site as a 6FE 11-16 school (rather than 7FE or 8FE). This generated nine options for the distribution of students, which were discussed in detail with the stakeholder groups involved in the initial consultation.

- 11.3. Table 6: Optimal site for the location of Sixth Form students in Option C

|                    | Advantages as a site for the Sixth Form in Option C relative to other sites  | Disadvantages as a site for the Sixth Form in Option C relative to other sites     |
|--------------------|--|--|
| Les Beaucamps site | Relatively central island location   | Outside space more limited than at other sites                                     |
| Les Varendes site  | Existing Sixth Form Centre<br><br>Proximity to The Guernsey Institute (supporting mixed programmes)<br>Relatively central island location<br><br>No need to move Sixth Form during transition period | Transition challenging with a final model with a higher number of students on site |
| St Sampson's site  | Largest existing site in terms of area   | Not a geographically central island location                                       |

- 11.4. The consensus amongst stakeholders involved in discussions is that it would be preferable for the 11-18 site to be Les Varendes. Given the assumption that the Sixth Form would be combined with a 6FE 11-16 school (rather than 7FE or 8FE) in order to ensure a more even distribution of students across the three sites, this leaves three options for the distribution of students across the remaining two sites: 8FE at St Sampson's and 6FE at Les Beaucamps, 6FE at St Sampson's and 8FE at Les Beaucamps, or 7FE at each. Initial modelling indicated that the most cost efficient version would be to retain a 6FE school at St Sampson's and to extend Les Beaucamps to create an 8FE school, with capacity for 960. The St Sampson's site would then need only minimal works to deliver the improvements planned in the baseline model, such as improvements to sports facilities. Although this is the most cost-efficient option, it was considered less educationally desirable to have more students on the Les Beaucamps site than the St Sampson's site, given that the St Sampson's site is larger. It was also considered more desirable to have a more even

distribution of students. The additional cost of extending both St Sampson's and Les Beaucamps to 7FE (capacity for 840) was estimated at £3,845,000 more than the more cost-efficient option. It was judged by the stakeholders involved in the discussions that this option was sufficiently more desirable educationally to make this additional cost justifiable. This was accepted by the Committee. The option selected for inclusion in the review is therefore 6FE plus Sixth Form at Les Varendes (capacity for 1120 - 1170 students) and 7FE at each of St Sampson's and Les Beaucamps (capacity for 840 students). This is Option C1.

11.5. In response to requests received via union representatives, it was agreed that a "co-located sixth form college should also be explored". This option is referred to as C2. It would be similar to Option C1 (Two 11-16 colleges and one integrated 11-18 college) in some respects and similar to Option D (Three 11-16 colleges and a Sixth Form college on a separate site) in others. This is illustrated in Table 7. In terms of distribution of students, C2 is the same as C1 for the reasons discussed above. An integrated 11-18 college would have spaces and specialist classrooms utilised by both 11-16 and Sixth Form students. Separating the Sixth Form rather than integrating it therefore requires additional rooms. The base cost of providing the facilities to which students would have had access in the baseline model is therefore higher in Option C2 than Option C1.

11.6. Numbers of students across the three sites would be the same irrespective of whether the Sixth Form is integrated or operationally separate. On the Les Varendes site there would be capacity for 720 11-16 year olds and between 400 and 450 Sixth Formers; a total of 1120 - 1170. Population data indicates that the expected number on this site would be below 1100 on opening and below 1000 by 2029/30. The St Sampson's and Les Beaucamps sites would both have capacity for 840 11-16 year olds students, but expected numbers would be below 800 by 2025/26 and below 700 by 2029/30.

11.7. Table 7: Summary comparison of C1 "integrated Sixth Form" C2 "operationally separate Sixth Form located on the same site as an 11-16 college" and D "Sixth Form on a separate site"



|       |                                    |
|-------|------------------------------------|
| White | Assumptions in line with Option C1 |
| Grey  | Assumptions in line with Option D  |

|                               | <b>Option C1</b><br>(Two 11-16 colleges and one integrated 11-18 college) | <b>Option C2</b><br>(Two 11-16 colleges, and one 11-16 with an operationally separate Sixth Form College on the same site) | <b>Option D</b> (Three 11-16 colleges and a Sixth Form college on a separate site) |
|-------------------------------|---|--|--|
| Number of sites               | 3   | 3  | 4  |
| Distribution of students      | 6FE 11-16 as part of the 11-18 college (rather than 7FE or 8FE)           | 6FE 11-16 as part of the 11-18 college (rather than 7FE or 8FE)  | All distributions of 11-16 students across other sites considered                  |
| Feeder school model           |   | As C1  |  |
| Preferred site for Sixth Form | Les Varendes  | Les Varendes   | La Mare de Carteret, Les Beaucamps or Les Varendes                                 |
| Staff                         | Shared (similar to current GGS&SFC)                                       | Separate (but anticipated that some staff will teach across both phases)   | Separate (but anticipated that some staff will teach across sites)                 |
| Leadership Team               | Shared (similar to current GGS&SFC)                                       | Separate (still part of One School)  | Separate (still part of One School)  |
| Staff room                    | Shared  | Separate   | Separate   |
| Classrooms                    | Shared  | Separate   | Separate   |
| Sports facilities             | Shared  | Shared   | Separate   |
| Outdoor social areas          | Shared  | Separate   | Separate   |
| Independent study areas       | Separate  | Separate   | Separate   |
| Traffic modelling             |   | As C1  |  |

## 12. Option D: 3 x 11-16s Colleges and a Sixth Form Centre on a separate site

12.1. It is assumed that in Option D there will be colleges on all four of the existing secondary sites. As in Options B and C, it is assumed that 20FE is divided into either one 8FE and two 6FE colleges, or two 7FE and one 6FE colleges.

12.2. Initial discussions focussed on which of the four sites would be most preferable as a separate Sixth Form College. Key advantages and disadvantages are shown in Table 8 below.

12.3. Table 8: Comparison of sites as locations for the Sixth Form College in Option D

|                          | Advantages as a site for the Sixth Form College in Option D relative to other sites   | Disadvantages as a site for the Sixth Form College in Option D relative to other sites   |
|--------------------------|---|--|
| Les Beaucamps site       | <p>Relatively central island location</p> <p>Closer to the required size than St Sampson's or Les Varendes: would make better use of the existing estate</p>            | <p>Existing high quality facilities could limit options for cost adjustments if savings were required: for example, would make more sense to have parity of sports facilities across three 11-16 schools and adjust at Sixth Form College if required.</p> <p>Disparity between Sixth Form College and The Guernsey Institute in terms of facilities</p> <p>Slightly larger than necessary</p> |
| La Mare de Carteret site | <p>Would require a new build: could be a bespoke Sixth Form Centre</p> <p>Co-located with a primary school: potential benefits for Sixth Form students volunteering</p> | <p>Some facilities are potentially better shared between an 11-16 school and a primary school than a Sixth Form Centre and a primary school - e.g. sports facilities.</p> <p>Not a geographically central island location</p>  |
|                          | Advantages as a site for the Sixth Form College in Option D relative to other sites   | Disadvantages as a site for the Sixth Form College in Option D relative to other sites   |

|                   |  |  |
|-------------------|--|--|
| Les Varendes site | Existing Sixth Form centre<br>Proximity to The Guernsey Institute (supporting mixed programmes)<br>Relatively central island location<br>No need to move Sixth Form during transition period | Unnecessarily large - requires more building elsewhere and thus more expensive.<br>Potential for co-location with other organisations, such as the Guernsey Music Service.   |
| St Sampson's site |  | Unnecessarily large - requires more building elsewhere and thus more expensive.<br>Not a geographically central island location<br>Co-located with Le Murier School: would remove the benefits of co-location with an 11-16 school |

- 12.4. There was a consensus amongst stakeholders involved in discussions that of the four existing sites, St Sampson's would make the least sense as a standalone Sixth Form College. St Sampson's High School and Le Murier School were deliberately co-located when the Baubigny site was developed a little over 10 years ago. The objective of co-location was to encourage the schools to operate in closer partnership to the benefit of students at both. In particular, some students at the special school would be able to access lessons and facilities within the high school and some students at the high school would receive additional support from specialist staff within the special school. A further benefit was providing students with more opportunities to mix socially. It is considered that this would continue to be desirable under all models, and would be undermined if there were no 11-16 students located on the St Sampson's site.
- 12.5. However, stakeholder views about which site would be the best location for the Sixth Form College were split between Les Beaucamps, La Mare de Carteret and Les Varendes, all of which have clear advantages. Versions which include a Sixth Form College at all three of these sites will therefore be included in the review.
- 12.6. Given that all possible versions of Option D are more expensive than Options A, B and C (using the benchmark of facilities to which all students would have access in the baseline model) stakeholders considered it more likely that compromises to

the facilities provided would be necessary in this model compared to others. The least expensive distribution of 11-16 students was therefore selected in each, despite the fact that this results in a larger discrepancy of forms of entry than in the other models in order to maximise the facilities which could be provided within this model at any given cost. A future Committee could revisit this assumption if it chose to do so.

- 12.7. Option D1 includes a bespoke new build Sixth Form Centre on the La Mare de Carteret site. Given this, the preferred arrangement of 11-16 students (assuming a benchmark of 20FE) involves an 8FE 11-16 school at Les Varendes (capacity for 960 students). St Sampson's would remain as a 6FE school (capacity of 720) and Les Beaucamps would have a small extension to increase the capacity from 5.5FE (660) to 6FE (720). The additional cost of planning for a more even distribution of students which would exceed teachers' preferred school size by less was estimated at £4,074,000: which would reduce Les Varendes to 7FE (capacity for 840 students) and increase Les Beaucamps to the same amount. This would take Les Beaucamps to a population where it became necessary to build on the existing multi-use games area, meaning it would be necessary to lose either a multi-use games area or the existing field. A split with 7FE at St Sampson's and Les Varendes and 6FE at Les Beaucamps would cost an estimated £8,186,000 more than the selected version.
- 12.8. Option D2 would use the Les Beaucamps site as a Sixth Form Centre. The works required on this site would be minimal. The most economical split of 20FE across the remaining three sites is for St Sampson's to remain as a 6FE 11-16 school and for Les Varendes to become an 8FE 11-16 school, as in Option D1. A new 6FE school (capacity for 720 students) would be built at La Mare de Carteret. A split with 7FE (capacity for 840 students) at Les Varendes and La Mare de Carteret and 6FE (capacity for 720 students) at St Sampson's would cost an estimated £3,168,000 more than the selected version.
- 12.9. Option D3 would retain the existing Sixth Form Centre at Les Varendes. This is more expensive than the other options because it would leave the site underused, and require more building elsewhere. This additional space could potentially be used to co-locate other organisations or staff at the Les Varendes site, which may result in savings in other areas. This could potentially include the Guernsey Music Service, the Youth Commission, or staff working in areas of Health and Social Care. A full analysis of potential uses of this space is beyond the scope of this review but could be conducted if the States were to select Option D as the future model of secondary education.
- 12.10. The most economical split of 20FE across the remaining three sites is to build a new 8FE college (capacity for 960 students) at La Mare de Carteret. Sampson's would remain as a 6FE school (capacity of 720) and Les Beaucamps would have a small extension to increase the capacity from 5.5FE (660) to 6FE (720). The

additional cost of planning for a more even distribution of students which would exceed teachers' preferred school size by less is estimated at £3,069,000: this would reduce the new build at La Mare to 7FE (capacity for 840) whilst increasing the extension at Les Beaucamps by the same amount. As in Option D1, this would take Les Beaucamps to a population where it became necessary to build on the existing multi-use games area, meaning it would be necessary to lose either a multi-use games area or the existing field. A split with 7FE at St Sampson's and La Mare de Carteret and 6FE at Les Beaucamps would cost an estimated £7,181,000 more than the selected version.

- 12.11. In any of the versions of D, the site with the largest population would be the 8FE 11-16 college (at Les Varendes in Options D1 and D2 and La Mare de Carteret in Option D3). It would have capacity for 960 students, but population data indicates that it would have fewer than 900 students on opening and fewer than 800 by 2029/30. The other two 11-16 schools would have capacity for 720 11-16 year old students, but expected numbers would be below 700 on opening and below 600 by 2029/30.

### 13. **Comparisons of models: structural priorities**

- 13.1. The structure of secondary education has been debated by the States several times in recent years;
- July 2013: Education Vision committed to bringing a report to the States about the future structure of secondary education.
  - November 2014: La Mare de Carteret schools' redevelopment project approved in principle, with independent review commissioned to determine the most appropriate scale, scope and specification for the project.
  - December 2014 - February 2015: Independent review carried out into future provision at the La Mare de Carteret site.
  - May 2015: La Mare de Carteret schools' redevelopment project approved in principle, subject to a review of the necessary size of the school and also subject to a States' debate at or before the March 2016 States Meeting on the merit or otherwise of selection at 11 and the future structure of secondary education.
  - September - November 2015: Your Schools, Your Choice Consultation.
  - March 2016: Decision to remove selection at 11 with effect from September 2019 and introduce three comprehensive schools within a structure to be determined by the next States Assembly.
  - November 2016: Proposal to rescind the decision to remove selection at 11 defeated.
  - January 2018: Plans for a model with three 11-16 schools at Les Beaucamps, St Sampson's and La Mare de Carteret, a College with all 16-18 provision currently offered by The Sixth Form Centre and the College of Further

Education (part of The Guernsey Institute) at Les Varendes, and a separate training college, rejected in favour of the “Alternative model” which included two 11-18 colleges and what is now The Guernsey Institute.

- September 2019: Detailed plans for the two 11-18 Colleges approved by the States.
- March 2020: Successful requête to review the structure of secondary education.

- 13.2. In confirming a future model of education, it will be necessary to decide a) how various competing factors ought to be prioritised and b) which model can provide the best possible education at an amount the States are willing and able to fund. This necessarily involves subjective judgements and so no definitive answer can be produced through any review. The analysis contained within the review will aim to provide accurate information upon which these judgements can be made.
- 13.3. Each of the models will be compared according to key criteria which have been highlighted as being of importance to at least some staff or members of the community. It cannot be exhaustive and there may be some considerations that are not addressed, but it will aim to provide sufficient information for a decision to be reached.
- 13.4. A considerable proportion of the debate around the future model of secondary education in Guernsey has centred around two key structural issues: the organisation of the Sixth Form (and consequently whether schools are 11-16 or 11-18) and the optimal sizes of schools. Although some relevant concerns can be mitigated with additional spending, they provide different advantages and disadvantages irrespective of the amount spent. These two issues are explored in sections 14 and 15 below. More detailed work will be carried out as part of the review, including more detailed modelling of potential Sixth Form curricula in Option B: three 11-18 schools. A third significant consideration has been the space standards (which are not model-dependent) and the consequent level of expenditure (which will vary across models, assuming the same underlying space standards). These are discussed in section 16.

#### 14. **Considerations relating to the structure of the Sixth Form**

- 14.1. Some of the considerations that should be taken into account in relation to the organisation of the Sixth Form include the following:
- The relative importance of maximising educational opportunities and standards for students in the Sixth Form phase of their education and the 11-16 phase of their education;
  - The advantages and disadvantages to students of being in an 11-16 environment and then a separate Sixth Form environment, compared to an 11-18 environment;

- The curriculum breadth possible across one, two or three sites, factoring in possibilities of additional spending to duplicate classes, the logistics of students or staff travelling between sites or links through immersive classroom technology;
- The differing staffing structures required in models which have Sixth Form students on the same site, or different sites, to 11-16 year old students, including travelling between sites, and the potential to recruit to them;
- The potential for inequality in each of the models, how important a consideration this is, and how it might be mitigated;
- The importance of facilitating mixed programmes with The Guernsey Institute and the ease of doing so under each model;
- Available capital and revenue funding, and the relative importance of considerations relating to Sixth Form compared to other priorities.

14.2. Updated population assumptions indicate a likely total number of Sixth Form students of around 400, gradually declining to around 350 by the mid 2030s. This is lower than estimates previously used in modelling for the two 11-18 colleges model, because several underlying assumptions have been adjusted in light of information which has become available since those assumptions were made. This includes:

- Updated island population data provided by Population Management;
- The proportion of students expected to attend the grant-aided colleges adjusted to the average of the first two all-ability cohorts;
- The proportion of students attending Blanchelande College Sixth Form adjusted in light of 2020 data;
- The proportion of students expected to attend the Sixth Form (in any model) and The Guernsey Institute updated in line with previous five years' data. Although there are various considerations (breadth of choice, opportunity to continue in current school, opportunity to attend a separate Sixth Form College etc) which may influence individual choice and therefore overall proportions in each of the models, it is not possible to quantify these, and so it is assumed that these proportions would be the same under any model.

14.3. Based on the assumptions listed in section 6.5, expected Sixth Form numbers are therefore around 200 on each site with a Sixth Form in Option A, 133 on each site in Option B and 400 in Options C and D.

- 14.4. On average in 2020, School sixth forms in England had an average of 197 students while school Sixth Forms in Academies had an average of around 210 students.<sup>1</sup> The Ladies' College and Elizabeth College Sixth Forms, which operate in partnership over two sites, had a total of 198 pupils in 2019/2020. Options A, B and C1 include school sixth forms. In Option A each site would have around the same number of students as the English average, and around the same as the number of students at Ladies' College and Elizabeth College combined. In Option B each site would have fewer students than the English average, but more than either Ladies' College or Elizabeth College. In Option C1 the Sixth Form would be around twice the size of the average English Sixth Form and the Ladies' and Elizabeth College Sixth Forms combined.
- 14.5. On average in 2020, Sixth form colleges and 16 - 19 academies in England had an average of 1952 students. Options C1 and D include separate Sixth Form Colleges. This would be around a fifth of the size of the English average. Amongst the 78 Sixth Form Colleges and 16-19 academies in England five fall into the smallest size bracket of 700 - 999 students. A separate Sixth Form College in Guernsey would be around half this size.
- 14.6. There is not a clear consensus amongst all stakeholders about the preferred structure. For example, survey feedback from staff at St Sampson's, Les Beaucamps and La Mare de Carteret, highlighted that more staff considered it desirable to have a Sixth Form Centre on a separate site to 11-16 students than as part of an 11-18 college, whilst the opposite was true amongst staff at the Grammar School and Sixth Form Centre.

## 15. **Considerations relating to school size**

- 15.1. Research carried out internationally will be explored in later phases of the review. Regardless of data collected in other educational systems there is a preference amongst staff (as indicated in the staff surveys) for secondary schools that are below the English average (986 in 2019/20<sup>2</sup>), and ideally below 800.
- 15.2. Although the review has been conducted on the basis of a like for like comparison with the two 11-18 colleges baseline model, which would give capacity for 2400 11-16 years olds and 400-450 Sixth Formers across any model, expected population decline means actual numbers are likely to be below this.
- 15.3. Graph 1 and Graph 2 below show the expected number of students on the site with the maximum and minimum number of students in each of the four models.

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<sup>1</sup> Sixth Form Colleges: 2020 Key Facts and Figures, produced by the Sixth Form Colleges Association <https://sfcawebsite.s3.amazonaws.com/uploads/document/24711-SFCA-Key-Facts-2020-AW-Interacti ve2.pdf?t=1593419685>

<sup>2</sup> [Schools, pupils and their characteristics, Academic Year 2019/20](#)



This is the same across all versions within a model, where more than one version is included in the analysis. The ranges referred to are the median responses from staff to each of the surveys: they show staff preferences rather than empirical evidence relating to school size.

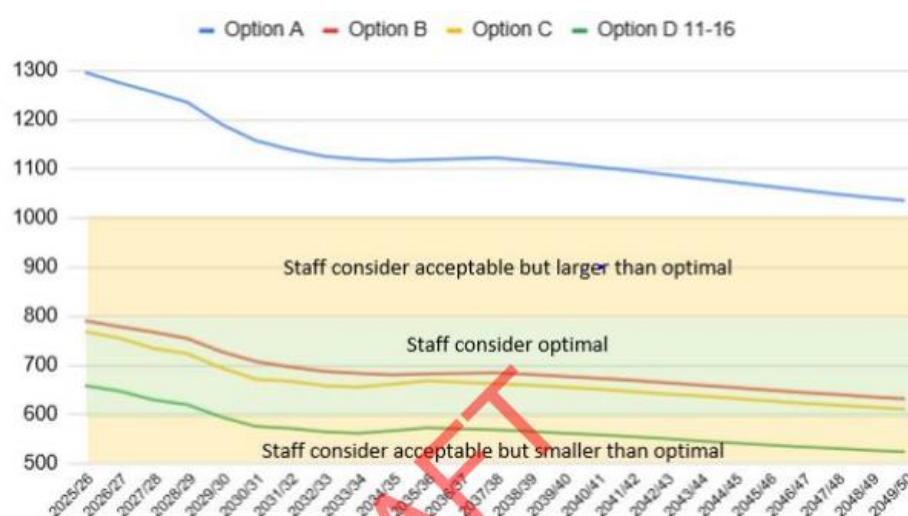
15.4. Graph 1: Maximum number of students on any one site: 2025 - 2050



15.5. All models would be expected to have at least one site where the number of students exceeds that considered optimal by a majority of staff, with Options A and C exceeding that considered acceptable by a majority of staff. Within approximately five years, numbers on the largest site in Option C would be expected to reduce to the level considered acceptable by a majority of staff, whilst numbers in Options B and D decline to the level considered optimal.

15.6. Graph 2: Minimum number of students on any one site: 2025 - 2050

The figures for Option D are taken from the smaller (6FE) 11-16 schools, not the Standalone Sixth Form College.



- 15.7. In option A, students would be split equally across the two sites, and so the line shown in this graph is the same as the previous graph: it is above the population considered acceptable by a majority of staff, declining towards the acceptable level by around 2050.
- 15.8. The sites with the smallest populations in Options B, C and D are within the range considered optimal by a majority of staff at the start of the period. In Option they are expected to decline below the range considered optimal within five years, into the range considered acceptable but not optimal.
- 15.9. Over this time period, the option in which all sites would fall within the optimal range identified by staff for the greatest proportion of the time is Option B (three 11-18 colleges). The populations in Option A exceed those considered acceptable for the full time period. In Option C, the largest site exceeds the population considered optimal for the full time period. In Option D, the smallest sites are below that considered optimal for 80% of the time period.

## 16. **Comparisons of costs**

- 16.1. The main influences on the cost of any school model, for a given number of students, are:-
- Average class sizes: The current education policy is to aim for an average class size of 24 at KS3 and KS4. In practice this can only be a target - as the student population is rarely an exact multiple of 24, with the result that average class sizes can be slightly larger or smaller than this. The “tipping point” at which an additional class is created in any cohort is when the average class size exceeds 26. This was applied in the baseline two 11-18 colleges model at KS3, with a reduction to a tipping point of 25 at KS4. These assumptions have been translated across to all other models as part of the revenue modelling. School planning in England is based around average class sizes of 30 students. Both capital and revenue costs could be adjusted in any model if the assumed tipping point at which an additional class is created (and therefore the average class size) was changed: it would affect the overall capital costs (as it determines the number of classrooms needed) and operating costs (as it determines the number of teachers needed). If the breadth of Sixth Form curriculum is kept constant across more than one site it may involve duplicating classes in order to increase the number of possible option combinations on any one site: this decreases average class sizes and therefore increases the rooming and staffing requirements.

- The number of sites: the more sites across which the student population is spread, the more it is likely to result in additional classes being required in order to meet any class size policy. This leads to an increase in staffing costs. The greater the number of sites, the greater the cost of providing all students with access to facilities such as sports pitches, swimming pools, and communication and autism bases, which would need to be replicated across more sites in order to provide equality of access to facilities. The same assumptions regarding access to facilities have been applied across all models, but could be adjusted in any model.
  
- The space standards: The UK Department for Education provides guidance indicating standard space allocations for various areas of a school, including different types of classroom, depending on the total number of students, planned curriculum and assumed average class sizes. Planning for the baseline model used the current guidance (BB103) as a starting point. As these are UK guidelines, they assume an average class size of 30, which therefore result in a more generous amount of space for schools with an average class size of 24. This gave a total space allocation which was then adjusted in line with priorities for the use of space planned by the school leadership team, with additional space added to the standard UK baseline to allow for specific priorities including enhanced space to support students with special educational needs and disabilities (SEND), including communication and autism bases on both sites. The same assumptions regarding space standards have been applied across all models. They could be adjusted in any of the models.
  
- Curriculum: In capital terms, a curriculum plan in which students spend more time in areas which require specialist (or larger) rooms such as science, technology, food, art and music, relative to subjects which are taught in general purpose teaching classrooms such as English, maths, humanities or languages require more of these specialist rooms and are therefore more expensive. The previously planned curriculum for the baseline model has been used in all options, with the assumption that a reduced number of option combinations would be possible at Key Stage 4 if students were split across three sites compared to two, and an additional staffing allocation to allow duplication of subjects across sites in models A and B. Total curriculum time allocation across subjects is very similar to current averages across the four schools. In revenue terms, it becomes more expensive to offer any given breadth of curriculum options at Key Stage 4 and Key Stage 5 as the cohort size is reduced, as average class sizes will decrease. If average class sizes were

kept constant, the larger the cohort the greater the breadth of curriculum that can be offered.

- Utilisation rates: The utilisation rate of a classroom is the proportion of the time it is in use. Reducing utilisation rates, for example to ensure students are taught only in rooms allocated to a particular subject or to avoid staff teaching in more than one room increased the number of rooms required. In general it is easier to achieve higher utilisation rates whilst maintaining subject specific rooming in larger schools and thus reduce capital costs. More classrooms could be added in any of the models.
- Within a limited budget, prioritisation is required to determine which facilities and revenue priorities will have the most significant impact on educational outcomes. Staff are involved in this process through the consultation workshops.

16.2. The initial capital cost analysis provides a like for like comparison of providing all students with access to the same facilities in each of the models. For comparative purposes, the initial analysis has assumed that these facilities would be those to which all students would have had access in the baseline two 11-18 colleges model. Any of these facilities could be removed and others added in any of the versions of models, where they do not already exist. For example, initial modelling has assumed there would be a swimming pool on each of the sites in use. It would be possible to make savings relative to these costs if it was decided not to repair the swimming pool at Les Varendes in all versions but A1, or not to build a new pool at La Mare de Carteret in D1, D2 and D3, but the same saving could not be realised by deciding not to have a pool on either the St Sampson's or Les Beaucamps sites, where pools already exist.

16.3. The process for generating these costs was as follows:

- Room requirements for all possible scenarios were generated from the assumptions detailed in section 6.5, using the DfE Schedule of Accommodation tool.
  - 6FE 11 - 16
  - 7FE 11 - 16
  - 8FE 11 - 16
  - 6FE 11 - 16 + a third of Sixth Form
  - 7FE 11 - 16 + a third of Sixth Form
  - 8FE 11 - 16 + a third of Sixth Form
  - 6FE 11 - 16 + full Sixth Form
  - Sixth Form only
- At Les Beaucamps and St Sampson's, existing rooms on each site were subtracted from the total room allocation to give the additional number of

each type of room needed for each of the options for each of the sites. For example, it is assumed that if the Les Beaucamps site were to become a 7FE 11-16 school it would require seven Science labs. There are currently four, so if the final model included a 7FE 11-16 on this site a further three would be required.

- At Les Varendes, room requirements were mapped against floor plans to ensure BB103 recommendations were met across subject areas, given that a significant proportion of existing rooms fall below this recommendation.
- At La Mare de Carteret it was assumed that a new build would follow BB103 recommendation for all classrooms.
- The size of the total extension/build required on each site was costed, and consistent assumptions were made about the extent of repurposing required to allow subject areas to be suited together.
- Costs were added to provide further facilities on each site in order to ensure a like for like comparison. In some cases, these costs have been translated across directly: for example, it is assumed that a multi-use games area would have the same surface and dimensions irrespective of the number of students in a school. Other assumptions have been scaled: for example, it has been assumed that all sites would have enhanced areas allocated to support for students with SEND and CAS bases, but the total area allocated has remained constant: it is assumed that these would be smaller in colleges with smaller numbers.
- Consistent assumptions have been applied across models regarding allocations for circulation space, toilets etc.
- These are onsite costs only: they do not include any changes to transport infrastructure, transition costs or other associated costs such as the development of business cases to release capital funding. These are expected to add between £10 and 15 million to each of the models.

16.4. Graph 3 below shows the cost of providing all students with access to the same facilities to which they would have had access in the baseline two 11-18 colleges model. This includes, for example, sports facilities such as 3G multi use games areas and swimming pools on all sites as well as enhanced areas for students with special educational needs and disabilities. It includes the cost of bringing the Les Varendes site up to the standards of St Sampson's and Les Beaucamps where it is one of the selected sites, and building a new college at La Mare de Carteret in all versions of Option D. For any given amount the States are willing to spend, the lower the base cost the more facilities can be provided. The facilities/space standards could be improved in any model if the States were willing to spend more. Savings could be made in any model if facilities or space standards were reduced.

- 16.5. Graph 3: Cost of providing all students with access to the same facilities to which they would have had access in the baseline two 11-18 colleges model



- 16.6. All figures in Graph 3 above are for capital costs only: other associated costs including transition costs, programme team costs and associated costs such as changes to transport infrastructure are being developed separately. Transition costs and programme team costs will be higher across all models than the baseline two 11-18 colleges model (A1) in part because using the Les Varendes site will extend the transition period and is likely to mean greater use of temporary accommodation, and in part because planning is more developed for this option, and adapting it in light of new priorities is still likely to be less expensive than developing new plans. Costs relating to transport are likely to be lower where students are split across more sites and the total numbers of students on any one site are lower. The total additional cost is expected to be between £10 and £15 million for each of the models.
- 16.7. Depending on the amount the States are willing to spend on secondary education, changes could be made to the facilities that are prioritised to be included in any of the models at any given budget. For example, using feedback from the recent staff survey, facilities that staff considered more important which were not included in
- 16.9. Workshops are currently underway across the four secondary schools to prioritise capital and revenue expenditure within set cost brackets. This will help develop the 'indicative best versions' of each of the models, which the States will be able to consider at defined cost brackets for a true like-for-like comparison of what each model can offer.

- 16.10. Revenue costs for each of the models are currently being developed. Relevant information will be shared with staff during the programme of workshops to allow prioritisation within each model and will be published.

**17. Next phase of the review**

- 17.1. None of the models can deliver all of the features considered desirable by all stakeholders. It will be necessary to prioritise which of the features are most desirable, and which of the models can deliver the best quality of education at the cost the States are willing to spend. These judgements are necessarily subjective. It is not possible to assign scores objectively and produce a definitive answer because it requires value judgements about the relative importance of different aspects of education. It would be possible for different, valid conclusions to be drawn from the same information depending on how different aspects are prioritised. This review will attempt to provide objective information to support individuals in drawing their own conclusions about which of the models is likely to deliver most of what they consider most important. Further consultation will take place with staff to develop the “indicative best possible version” of each of the models. This information will be released in due course to provide more information.
- 17.2. The next phase of the review of models of secondary education will aim to reach an indicative best possible version of each of the eight models at different levels of expenditure, through consultation with various groups. These conversations will focus on prioritisation of different capital and revenue priorities. The aim is not to provide a definitive plan for approval by the States: once the future model is confirmed plans will be developed in detail, with further consultation, and it is likely that adjustments will be made. However, it is important to give an indication of the likely proportion of spending priorities that could be met in each model at varying levels of expenditure. For any given budget, the lower the base cost above, the more of the spending priorities identified are likely to be able to be implemented. The higher the base cost given above, the more compromises are likely to be necessary at any given level of expenditure.
- 17.3. The intention is to provide optimised versions of each of the models at four capital cost brackets: £60,000,000, £70,000,000, £80,000,000 and £90,000,000. All of these costings are for on site capital costs only, and the addition of other associated costs is likely to increase each cost by between £10 million and £15 million.
- 17.4. In addition to the consultation to develop the indicative best possible versions of each model, examples of areas in which further work is in progress or planned include:
- Review of relevant research evidence

- Analysis of traffic and transport implications in all models
- Analysis of requirements for full time staff to teach across multiple sites in all models
- Options for curriculum modelling across three Sixth Form sites (Model B)
- Transition modelling to show likely routes to move from the current model to any future model, and associated costs
- Analysis of response to public and student consultations
- Opportunities for further consultation once further information has been released

17.5. When a recommendation to the States is made based on this review, it will consider the following factors, set out in the Policy Letter entitled Review of the Structure of Secondary and Further Education: Next Steps (supporting document 2). Where possible, this will take into account both research evidence and stakeholder views. Other factors may be considered in addition.

#### Quality of education -

- Promoting the highest possible standards and outcomes;
- Range and equality of opportunities, including curriculum and facilities;
- Curriculum breadth and opportunities to group students flexibly;
- Standard of and access to facilities indoors and outdoors;
- Recruitment, retention, flexibility and resilience of staff teams;
- Pastoral support and wellbeing of students and staff;
- Support for students with special educational needs or disabilities;
- Pupil teacher ratios and average class sizes;
- Extra-curricular and enrichment opportunities; and
- Ease of transition between different phases of education.

#### Value for money -

- Capital expenditure;
- Revenue expenditure: making the best use of the funds the States are prepared to spend on secondary education annually; and
- Transition costs to move from the status quo to the new model.

#### Infrastructure & organisation -

- Infrastructure at the school sites;
- Infrastructure around the school sites;
- Capacity and capability of the States to implement the model;
- Consistency with States' strategic objectives; and
- School operational issues which are specific to any particular model (excluding those which are general to all models).



## Supporting documents

1. [Requête 'Determining the best model for secondary education' P.2020/14 dated 28th January 2020](#)
2. [Policy Letter 'Review of the Structure of Secondary Education – Next Steps' P.2020/51, submitted by the Committee for Education, Sport & Culture](#)
3. [Terms of Reference](#)
4. [Secondary staff survey results and wider staff survey results](#)

**THE STATES OF DELIBERATION**  
**of the**  
**ISLAND OF GUERNSEY**

**COMMITTEE FOR EDUCATION, SPORT & CULTURE**

**SECONDARY AND POST 16 EDUCATION REORGANISATION**

The President  
Policy & Resources Committee  
Sir Charles Frossard House  
La Charroterie  
St Peter Port

28<sup>th</sup> May, 2021

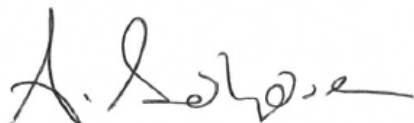
Dear Sir

**Preferred date for consideration by the States of Deliberation**

In accordance with Rule 4(2) of the Rules of Procedure of the States of Deliberation and their Committees, the Committee *for* Education, Sport & Culture request that the 'Secondary and Post 16 Education Reorganisation' Policy Letter be considered at the States' meeting to be held on 14<sup>th</sup> July, 2021.

As you are aware the Government Work Plan (GWP) is scheduled for debate at a special meeting of the States' to be held on 21<sup>st</sup> July, 2021. The reorganisation of secondary and post 16 education has been proposed for prioritisation as a recovery action as part of the GWP. In order for the States to make an informed decision in this respect, an agreed and costed model is required. Consideration of the proposals on 14<sup>th</sup> July, 2021 will provide States members with the detail necessary for the GWP prioritisation process.

Yours faithfully,



Deputy A C Dudley-Owen  
President  
Committee for Education, Sport & Culture

Deputy R C Murray  
Vice-President

Deputy S Aldwell  
Deputy A Cameron  
Deputy SP Haskins

J B Green  
Non-States Member