



# BILLET D'ÉTAT

WEDNESDAY, 17<sup>th</sup> JANUARY, 2018

II  
2018

## *ELECTIONS AND APPOINTMENTS*

1. Election of a Member of the Committee *for* Economic Development, P.2017/123
2. Election of a Member of the Committee *for* Education, Sport & Culture, P.2017/124

## *LEGISLATIVE BUSINESS*

### *Legislation Laid Before the States*

The Document Duty (Guernsey) Law, 2017 (Commencement and Amendment) Ordinance, 2017  
The Document Duty (Rates) Ordinance, 2017  
The Document Duty (Anti-Avoidance) Law, 2017 (Commencement and Amendment) Ordinance, 2017  
The Document Duty (Anti-Avoidance) (Rates) Ordinance, 2017  
Animal Welfare (Amendment) (No.2) Order, 2017  
Animal Welfare (Amendment) (No.2) Regulations, 2017  
The Fire Services (Fees and Charges) (Guernsey) Regulations, 2016  
The Income Tax (Pensions) (Contribution Limits and Tax-free Lump Sums) (Amendment) Regulations, 2017

**CONTINUED OVERLEAF**

*OTHER BUSINESS*

3. Committee *for* Education, Sport & Culture – The Future Structure of Secondary and Post-16 Education in the Bailiwick, P.2017/110
4. Committee *for* Employment & Social Security - Longer Working Lives, P.2017/108
5. Committee *for* Economic Development – Guernsey Economic Vision: Investment, Growth and High Value Employment, P.2017/117
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8. Schedule for future States' business, P.2017/121

# BILLET D'ÉTAT

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TO  
**THE MEMBERS OF THE STATES  
OF THE ISLAND OF GUERNSEY**

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I hereby give notice that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE**, on **WEDNESDAY**, the **17<sup>th</sup> January, 2017** immediately after the Meeting of the States of Election convened for **9.30 a.m.**, to consider the items listed in this Billet d'État which have been submitted for debate.

R. J. COLLAS  
Bailiff and Presiding Officer

The Royal Court House  
Guernsey

15<sup>th</sup> December, 2017

**ELECTION OF A MEMBER OF THE  
COMMITTEE *FOR* ECONOMIC DEVELOPMENT**

The States are asked:

To elect a sitting Member of the States as a Member of the Committee *for* Economic Development to complete the unexpired term of office, that is to the 30<sup>th</sup> June 2020, of Deputy J. Kuttelwascher who has resigned from that office, and whose letter of resignation is appended hereto, in accordance with Rule 16 of The Rules of Procedure of the States of Deliberation and their Committees.

(N.B. A member of the Committee *for* Economic Development shall not be the President or a Member of the Policy & Resources Committee, the President of the Scrutiny Management Committee or the President or a member of the Transport Licensing Authority.)



The Office of the  
**Committee for**  
Economic Development

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Market Building  
+44 (0) 1481 743800  
Jan.Kuttelwascher@deputies.gov.gg  
www.gov.gg

The Bailiff  
St. James Street,  
St. Peter Port,  
Guernsey,  
GY1 1JT

December 13, 2017

Dear Sir,

I tender my resignation from the Committee *for* Economic Development.

Yours faithfully,

**SIGNED**

Jan Kuttelwascher

Deputy

**ELECTION OF A MEMBER OF THE  
COMMITTEE *FOR* EDUCATION, SPORT & CULTURE**

The States are asked:

To elect a sitting Member of the States as a Member of the Committee *for* Education, Sport & Culture to complete the unexpired term of office, that is to the 30<sup>th</sup> June 2020, of Deputy D. de G. De Lisle who has resigned from that office, and whose letter of resignation is appended hereto, in accordance with Rule 16 of The Rules of Procedure of the States of Deliberation and their Committees.

14/12/2017

To the Presiding Officer

I would like to tender my resignation from the Education Sport and Culture Committee forthwith.

Your sincerely

**SIGNED**

Deputy David de Lisle

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

**COMMITTEE FOR EDUCATION, SPORT & CULTURE**

THE FUTURE STRUCTURE OF SECONDARY AND POST-16 EDUCATION IN THE BAILIWICK

The States are asked to decide:-

Whether, after consideration of the Policy Letter dated 10<sup>th</sup> November, 2017, of the Committee *for* Education, Sport & Culture, they are of the opinion:-

1. That full-time 16-19 education should be separate from 11-16 education, with A levels and International Baccalaureate qualifications delivered alongside full-time vocational, applied general and technical courses.
2. That mainstream States secondary schools should be a minimum of 600 pupils and a maximum of 1000 pupils aged 11-16 in line with research on optimal secondary school size.
3. That 11-16 education should be provided on three secondary school sites from September 2021 or as soon after as practical, with a transition period between September 2019 and September 2023.
4. That post-16 provision should be located on Les Varendes site (current Grammar School and Sixth Form Centre) and the Les Ozouets Campus of the College of Further Education.
5. That the three secondary school sites should be Baubigny, Les Beaucamps and a new secondary school on the current La Mare de Carteret site.
6.
  - i. That a new 8 form entry secondary school should be built on La Mare de Carteret site.
  - ii. That enhanced sports facilities should be included as part of this development.
  - iii. That a new La Mare de Carteret Primary School should be built on La Mare de Carteret site subject to prioritisation in the next capital prioritisation cycle (from 2021).
7. That post-16 provision should be organised as follows:

- i. A Sixth Form College on the Les Varendes site offering full-time courses (including A Levels, International Baccalaureate and full-time vocational, applied general and technical courses) predominantly aimed at 16-19 year olds; and
  - ii. A Further and Higher Education Institute on the Les Ozouets Campus offering apprenticeships, further and higher education, and part-time courses.
8. That the Committee *for* Education, Sport & Culture should return to the States by March 2019 with a policy letter setting out how post-16 provision will work in partnership with the Institute of Health and Social Care Studies and the GTA University Centre to become the Guernsey University College, including a co-designed governance model.
9. To delegate authority to the Policy & Resources Committee to provide funding from the Capital Reserve for a feasibility study of the Les Ozouets Site and to develop a plan for that site, which includes any synergies identified in Proposition 8, and for that plan to be presented to the States by March 2019.
10. That the following projects will be included within the Education Estate Development Phase 1 within the current capital prioritisation cycle (2017-2020) (Estimated total cost of £74m):
  - a. A new 8 form entry secondary school and, if approved under Proposition 6ii) enhanced community sports facilities, on La Mare de Carteret site;
  - b. Refurbishment and remodelling of Les Varendes site for post-16 provision.
11. That the following projects be included within the Education Estate Development Phase 2 (pipeline) and bids made during the next capital prioritisation cycle (2021 onwards) (Estimated total cost of £36m-£40m):
  - a. The redevelopment of La Mare de Carteret Primary School;
  - b. The redevelopment of Les Ozouets site for a Further and Higher Education Institute, including new workshop facilities;
  - c. If required in the future, an extension to Les Beaucamps High School to 6 forms of entry.
12. To delegate authority to the Policy & Resources Committee to:
  - a. Following a review of the outline business case for the new secondary school, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for the rebuild of an 8 form entry secondary school and sports facilities on the La Mare de Carteret site; and,
  - b. Following a review of the full business case, open a capital vote of a maximum of £52.6m for this project, including phase 1 programme management costs, funded from the Capital Reserve.

13. To delegate authority to the Policy & Resources Committee to:
  - a. Following a review of the outline business case for the Les Varendes Site, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for its refurbishment and remodelling for post-16 provision; and,
  - b. Following a review of the full business case, open a capital vote of a maximum of £21.4m for this project, funded from the Capital Reserve.
14. To increase the authority delegated to the Policy & Resources Committee to approve funding, from the Transformation and Transition Fund, for the Transforming Education and Training Services Programme by £2m to £2.75m in order to provide funding of a maximum of £2.5m in respect of the additional anticipated costs for the transition to the new system of secondary and post-16 education.
15. To note that the Committee *for* Education, Sport & Culture is committed to an inclusive system of education, ensuring that all children and young people have equality of opportunity to achieve their potential. All the proposals outlined in this policy letter support the aims of the Disability and Inclusion Strategy and comply with the UN Convention on the Rights of Persons with Disabilities.

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**

THE FUTURE STRUCTURE OF SECONDARY AND POST-16 EDUCATION IN THE BAILIWICK

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

10<sup>th</sup> November, 2017

Dear Sir

**1 Executive Summary**

- 1.1 First and foremost this Policy Letter is about transforming education in Guernsey. It is about the principles that underpin this transformation and it is about the educational outcomes we expect to achieve through the agreed move to an all-ability system delivered in 3 secondary schools and a new post-16 structure.
- 1.2 The propositions are in line with the previous resolutions of the States outlined in Billet d'État VII dated 8th March 2016 (as amended) and Billet d' État XXIX dated 30th November 2016. They ask the States first to make key policy decisions, including whether schools should cater for 11-16 or 11-18 year olds and whether or not 16-19 applied general and technical courses should be delivered alongside A levels and International Baccalaureate. They also ask for a policy decision on secondary school size and, resulting from that, the number of secondary schools. The propositions then move on to the education estate and specific sites and then financial decisions.

Principles

- 1.3 The principles that underpin this transformation support the overall vision and strategic outcomes of the Policy & Resource Plan. 'Improving education outcomes' is also one of the 23 policy initiatives to be prioritised under Phase 2b of the Policy & Resource Plan, which the Committee believes will be achieved through the following principles:
- Equality of opportunity for all to achieve their potential

- A safe and inclusive community
  - Lifelong Learning
  - Sustainable public finances
- 1.4 In addition, the propositions support the Committee *for* Education, Sport & Culture’s purpose as stated in its mandate: ‘To encourage human development by maximising opportunities for participation and excellence through education, learning, sport and culture at every stage of life.’
- 1.5 The Committee believes that every young person must wherever possible have equality of opportunity to access a broad, rich, engaging, challenging curriculum that enables them to reach their full potential and that it operates efficiently and effectively.

### Proposals and Outcomes

- 1.6 The Committee is proposing that mainstream States secondary schools should be designed for a minimum of 600 and a maximum of 1,000 pupils aged 11 to 16 which equates to between 5 and 8 forms of entry. It is practically very difficult to create schools of identical size but schools within this range will provide for equality of opportunity and equivalent curricula.
- 1.7 11-16 education will be provided in three secondary schools from September 2021 or as soon as practical thereafter, with a transition period between September 2019 and September 2023. The three secondary school sites will be Baubigny, Les Beaucamps and a new secondary school on the current La Mare de Carteret site.
- 1.8 Each secondary school will partner with a number of named primary schools to ensure ease of transition between primary and secondary education. Further details are provided in section 6. Our 11-16 schools will each offer access to a broad curriculum and range of public examinations and qualifications to best suit individual students’ aptitude, interests and needs.
- 1.9 There will be greater flexibility of school placement for those with special educational needs with further regard paid to the wishes of parents/carers in where they feel their child would best be placed. This could be through providing direct support in mainstream school for those who require additional support or placement in the supportive environment of one of our special schools. Every child’s placement would be considered on an individual basis through professional discussion in consultation with parents/carers.
- 1.10 Post-16 opportunities will be significantly improved through the establishment of a Sixth Form College on Les Varendes site which will bring together all full-

time post-16 courses including A Levels, International Baccalaureate, vocational, applied and technical courses into one establishment. It will be an inclusive College offering qualifications at all levels from Entry Level to Level 3 (e.g. A Level or equivalent). It is expected that around 85% of all learners at the Sixth Form College will be studying a Level 3 course. The Committee's proposals for a Sixth Form College will give equal importance to so called "academic" and "vocational" pathways and provide equality of access to a full range of enrichment opportunities and pastoral support for all young people. The Committee wants to change how educational success is viewed and wants to ensure parity of esteem between different pathways. Students will be able to mix and match qualifications that best meet their aptitude, needs and interests, blurring the line between academic and vocational qualifications in the future.

- 1.11 Alongside the Sixth Form College, the Committee will establish a Further and Higher Education Institute on Les Ozouets site which will provide access to a wide range of part-time, employment-related training courses and qualifications, including apprenticeships and adult and community learning. The Further and Higher Education Institute will be responsive to the Bailiwick's skills needs and those of employers and be open to learners of all ages from 16 to 99+. The numbers of 16-19 year olds will be small and will be mainly those who are enrolled on the apprenticeship schemes which are currently under review, looking at how to expand our offering, e.g. digital apprenticeships, and how to make better use of in-work assessment rather than requiring trainees to be in the classroom.
- 1.12 There will be close partnership working between the Further and Higher Education Institute, the GTA University Centre and the Institute of Health & Social Care Studies to avoid duplication and improve efficiency as well as provide training in response to strategic, community and industry needs. It is envisaged that this would lead to the further development of on-island Higher Education in partnership with UK universities and the creation of the Guernsey University College. The Committee will set up a working group with all relevant providers to look at this in detail.
- 1.13 The transformation proposals outlined in this policy letter, together with a range of education policies and developments, will help improve outcomes in a number of different ways through:
  - The implementation of the new Bailiwick of Guernsey Curriculum – The Big Picture
  - The move to an all-ability system
  - The move to a more inclusive system with better provision for those with additional needs, in line with the Disability and Inclusion Strategy
  - Nurturing all our children and young people's unique gifts and talents

- Promoting positive behaviour
- The move to three 11-16 schools
- Governance and further delegated powers and resources
- Improvements in the delivery of and access to post-16 education and lifelong learning (detailed below)

1.14 Our post-16 learners will benefit from:

- Parity of esteem between vocational and academic pathways
- Equality of opportunity
- An inclusive Sixth Form College
- Attending a single dynamic institution with peers from the same age range
- At the Sixth Form College, a structured 5-day a week programme with supervised study and pastoral care similar to that of a school environment
- Experiencing the same transition at Post 16
- Progression pathways that are planned for young people with the 11-16 schools building on current Federation practice
- Better outcomes and improved retention
- Access to a broader range of subjects
- The ability to mix types of courses and at different levels
- Access to a wider range of extra-curricular activities
- Proportionate, focused management to ensure quality of teaching and learning
- A focused provider of Further and Higher learning
- Focus on meeting the targeted skills needed by the Island
- Enhanced opportunities for on-island HE opportunities
- Responsiveness to employer needs
- Efficient and effective use of resources across post-16 education and training providers

#### Feedback from the engagement process

1.15 It is important to ensure that our children's education is not adversely affected as we move to this new structure. The Committee has set a number of principles to guide transition which puts the needs of our children and young people and staff at the forefront of planning for these changes.

1.16 The Committee has listened carefully to feedback on its original proposals published in July and has made a number of changes and improvements. These include a new staff transition plan bringing together staff appointments for both the secondary and post-16 phases into a single process. The establishment of the new post-16 structure has also been brought forward to 2021. Pupil transition has changed very little and sites remain as originally proposed.

1.17 The proposed building programme has been adjusted having listened to

feedback and phased differently to ensure that the necessary works cause as little disruption to learners and staff as possible during transition.

- 1.18 The total funding request for phase 1 of the Committee's proposals is £74m. This would be broken down as follows:

Phase 1

£

49.6m	New 960 pupil secondary school without enhanced community sports facilities
1.0m	Enhanced sports facilities
2.0m	Project Management costs
21.4m	Les Varendes
<b>74m</b>	<b>Total</b>

## 2 Strategic Context

- 2.1 The purpose of this policy letter is to enable the States to conclude the debate on the future structure of secondary and post-16 education in the Bailiwick and in particular to debate:

- i) How post-16 education should be provided; and
- ii) The optimal use of the education estate to deliver this post-16 provision together with the 11-16 education model previously agreed by the States of Deliberation in March 2016 and November 2016<sup>1</sup>, which, in summary, was that:
  - a) 11-16 education will be delivered in three schools of broadly comparable size or at least of a size capable of offering equality of opportunity; and
  - b) Non-selective admission to States secondary schools will replace selection at 11, from September 2019 for new Year 7 students.

- 2.2 This policy letter meets the States' instruction for the Committee *for* Education, Sport & Culture to submit a policy letter before the end of 2017 setting out the optimum changes to the education estate. The work was included in the Committee *for* Education, Sport & Culture's Committee policy plan (Billet d'État XII 27th June 2017) as the most significant programme of work facing the Committee within Education Services, and the Committee's top priority in order to achieve the Policy and Resource Plan vision being<sup>2</sup>:

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<sup>1</sup> The full resolutions on this subject from the States' debates in March 2016 and November 2016 are attached as Appendix 1.

<sup>2</sup> Billet d'État XXIX of 2016, Article 7

“We will be among the happiest and healthiest places in the world, where everyone has equal opportunity to achieve their potential. We will be a safe and inclusive community, which nurtures its unique heritage and environment and is underpinned by a diverse and successful economy.”

The Transformation of Secondary and Post-16 Education has also been prioritised as one of 23 priority policies within Phase 2b of the Policy and Resource Plan in Billet d’État XX of 2017, as part of the annual budget report for 2018.

- 2.3 The principles that underpin this transformation support the overall vision and strategic outcomes of the Policy & Resource Plan. They are:
- Equality of opportunity for all to achieve their potential
  - A safe and inclusive community
  - Lifelong learning
  - Sustainable public finances

### **3 Educational objectives and outcomes: What outcomes will our new system achieve?**

#### Introduction

- 3.1 Giving everyone equal opportunity to achieve their potential is a key principle of the move towards a non-selective secondary education system at 11-16. The other principles are inclusion, lifelong learning, and sustainable public finances. Breadth of curriculum offer/pathways and meeting the needs of both young people and employers must be considered with these principles. The long-term objectives and outcomes that will be achieved under the new all-ability system are described in this section of the policy letter. In addition questions will be answered about how the Committee plans to stretch and challenge all learners, ensure inclusion for learners with special educational needs and incentivise good behaviour and improve poor behaviour.<sup>3</sup>
- 3.2 It is widely recognised, and the Committee agrees, that the most important requirement of a successful education system is the quality of its workforce. To ensure the Committee provides learners with the best opportunity to fulfil their potential it is important to attract the best headteachers, teachers, lecturers, learning support assistants and support staff and to facilitate their development thus ensuring that they are able to lead, to innovate and to continually evaluate their impact for the benefit of all learners. Retaining and

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<sup>3</sup> Billet d’État VII of 2016

recruiting high quality staff must remain a priority in any transformation of the structure of education in the Bailiwick and this will be achieved in the following ways:

- 3.2.1 Education Services has high expectations of all those who work in the Bailiwick's schools and services. All staff working in the service will have the skills, experience, commitment and personal capabilities to ensure excellence in all aspects of educational delivery and facilitation of learning opportunities.
  - 3.2.2 Education Services is committed to providing and promoting learning and development opportunities for its employees to ensure the delivery of a high quality service. In appropriate circumstances, where there is either a clear need or there would be significant benefit to the organisation, this extends to financial assistance with fees for courses that culminate in a professional qualification. The States of Guernsey and Education Services have developed a wide range of on-island professional development opportunities that employees can access. The courses offered have been tailored to meet the needs of both Education Services, our schools and the individual. Education Services will provide further training and development to any teacher or lecturer who requires additional support to work within the new structure being proposed. We ensure that high professional standards are maintained through a rigorous process of performance management.
  - 3.2.3 The Committee believes that Guernsey itself offers an attractive lure for many teachers and hopes to build on this by looking further afield to recruit staff to our prosperous and safe island. Things that are considered to be key attractions are the size of the educational cohort, high educational standards, work life balance and lifestyle.
- 3.3 Independent research from the London Centre for Leadership in Learning, UCL Institute of Education<sup>4</sup> confirms that central to determining the quality and equity of children's learning and outcomes is the 'quality and coherence of school support and improvement services and the nature of the curriculum'.
  - 3.4 In the Bailiwick, school improvement services are provided through the Standards and Learning Effectiveness Team (SLE). Monitoring, evaluation and consequent support for schools is most effective when it is based on a relationship of mutual trust and respect. These processes and this relationship are established and developed mainly through a programme of visits to schools

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<sup>4</sup> Research into the impact of selective schooling and school composition, secondary school size, and academies and free schools for the Guernsey Education Department. Research Report from the London Centre for Leadership in Learning, UCL Institute of Education, August 2015

undertaken by members of the SLE Team. These visits include meetings between the Education Development Officer (EDO), Headteacher and other senior staff in order to evaluate the school's overall performance. This is based on the school's self-evaluation and supporting evidence, including performance data (attainment and progress) and other information supplied by additional partners and support services.

- 3.5 All our schools are inspected using the Education Scotland Framework 'How Good is Our School'. The framework is based on self-evaluation which is then challenged, judged and validated by a team of independent HM inspectors. The criteria used for the inspections focus specifically on the impact of schools in improving the educational experiences and lives of pupils through learning and their successes and achievements, particularly the broad outcomes for learners. This emphasis on impact and outcomes reinforces the principle that self-evaluation is not an end in itself. It is worthwhile only if it leads to improvements in educational experiences and outcomes.
- 3.6 The key sources of evidence come from what the team of inspectors actually observe when they visit the school, from data of various sorts, scrutiny of students'/pupils' work, analysis of parental views and from the views of people who are closely involved with the school, such as the children and young people themselves, partner agencies, as well as staff.
- 3.7 The inspectors evaluate the school's performance under three broad criteria:
- How well do young people learn and achieve?
  - How well does the school support young people to develop and learn?
  - How well does the school improve the quality of its work?
- All inspection reports are published online at [www.gov.gg/schoolinspections](http://www.gov.gg/schoolinspections)
- 3.8 The Committee believes that there is no point in changing the structure of any education system unless it will help improve outcomes for learners. The transformation proposals outlined in this policy letter, together with a range of education policies and developments, will help improve outcomes in a number of different ways through:
- The implementation of the new Bailiwick of Guernsey Curriculum – The Big Picture
  - The move to an all-ability system
  - The move to a more inclusive system with better provision for those with additional needs, in line with the Disability and Inclusion Strategy
  - Nurturing all our children and young people's unique gifts and talents
  - Promoting positive behaviour
  - The move to three 11-16 schools
  - Governance and further delegated powers and resources
  - Improvements in the delivery of and access to post-16 education and

lifelong learning

These areas are covered in detail in this section.

- 3.9 Before we can decide the structure of education we need to agree what our desired outcomes are. But even before we agree our outcomes we should consider what education is for. The following statements from a range of education leaders and commentators reflect the Committee's thinking and overall principles:

'Education should prepare young people for jobs that do not exist, using technologies that have not yet been invented, to solve problems of which we are not yet aware'. Richard Riley, former United States Secretary of Education

'The principle role of education in the schools should be creating men and women who are capable of doing new things, not simply repeating what other generations have done'. Jean Piaget, Swiss Clinical Psychologist known for his pioneering work on child development.

'The function of education is to teach one to think intensively and to think critically. Intelligence plus character – that is the goal of education.' Martin Luther-King, Minister and Civil Rights Activist

'Through my education, I didn't just develop skills, I didn't just develop the ability to learn, but I developed confidence.' Michelle Obama, former First Lady

'Education is what remains after one has forgotten what one has learned in school'. Albert Einstein, Mathematician and Physicist

'Emotional maturity, empathy and other interpersonal skills are as important as proficiency in English and mathematics in ensuring young people's employment prospects.' Making Education Work – an independent Advisory group chaired by Professor Sir Roy Anderson, former Rector of Imperial College, London.

- 3.10 The Committee believes that a successful future for Guernsey will depend on the confidence, educational success and happiness of the learners who are currently in the system and those who have not yet been born. Ensuring that we have well rounded and educated individuals to take on the legacy of our island is essential for our community's well-being and economic stability. The following are of vital importance to the Committee:

- Improving academic outcomes
- Improving vocational outcomes
- Improving mental and physical health and wellbeing outcomes
- Improving societal and life outcomes, e.g. supporting and increasing

social mobility

- Enabling equality of esteem and opportunity
- Assisting continual professional development
- Assisting career change courses
- Promoting whole of life learning

### The Bailiwick of Guernsey Curriculum

- 3.11 The new Bailiwick of Guernsey Curriculum launched in September 2017 has been developed by nearly 200 local teachers for local teachers. The curriculum, known as “The Big Picture”, has been developed with a view to preparing the children and young people of our islands for the opportunities and challenges of living in the 21st century. An overview of The Big Picture is available in Appendix 2. It is important to understand the relevance of the new curriculum and how this impacts positively on the educational outcomes for all learners and re-enforces the Committee’s principles, especially in the transformation of secondary and post 16 education, but also in the years beyond transition.
- 3.12 The Big Picture aims to retain the best of current practice whilst seeking to place greater emphasis on important elements required to secure well-rounded learners e.g.
- Learning outside the classroom
  - Promoting positive mental health and well-being
  - Development of a Growth Mindset
  - Financial literacy
  - Targeted teaching of the elements of learning
  - Understanding the World of Work
- 3.13 Teachers from primary, secondary and special schools have worked together to write the contents of the skills progression frameworks which form the basis of the new curriculum. By working in this way, the Big Picture represents the ideas of subject specialists from different phases of education within the Bailiwick, along with being influenced by the evolution of national and international education whilst ensuring that learning has been designed specifically around the Bailiwick’s children and young people, with them at its heart.
- 3.14 In the Big Picture, we ask three key questions:
- ‘What are we trying to achieve?’
  - ‘How do we organise learning?’
  - ‘How well are we achieving our aims?’
- 3.15 ‘What are we trying to achieve’ links to:
- The overall aims of the curriculum (that pupils should become Effective Contributors, Confident Individuals, Successful Learners and Responsible

Citizens)

- The four outcomes of the Children and Young People's Plan (that children are Healthy and Active, Safe and Nurtured, Included and Respected and able to reach their Individual Potential)

3.16 'How do we organise learning' takes account of:

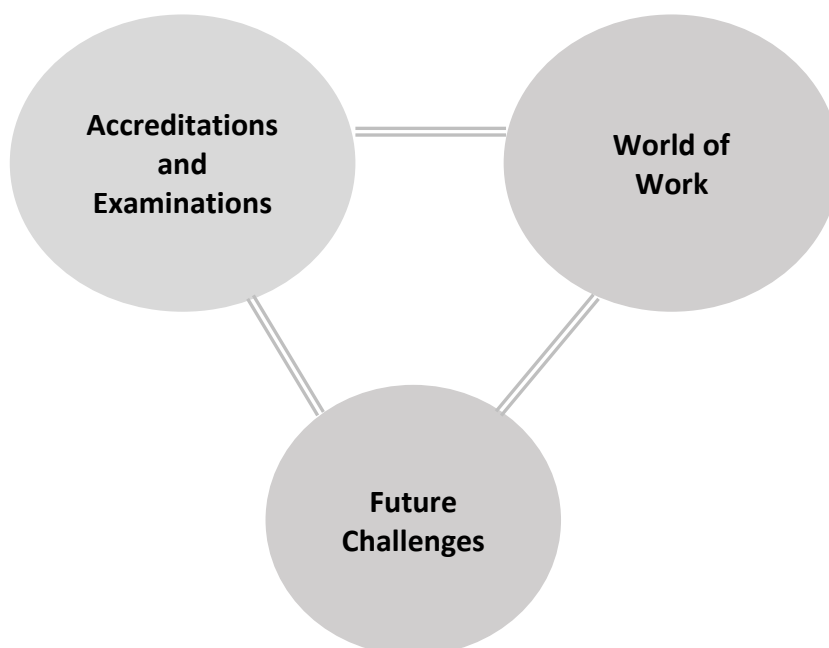
- Lessons, learning environments, routines, events, learning outside the classroom and out-of-school activities
- The development of skills, attributes and beliefs that reflect a growth mindset and positive mental health and wellbeing
- How learning will be delivered through the development of critical thinking, team work, creativity, reflection, independence and resilience
- The areas of learning which include specific reference to curriculum subjects (e.g. The Arts; Understanding English, Communication and Languages; Historical, Geographical and Social Understanding; Understanding the World of Work; Mathematical Understanding; Physical Development, Health and Well-being; Scientific and Technological Understanding; Religion, Philosophy and Ethics)
- Application of the core skills of communication, numeracy and digital empowerment across the curriculum

3.17 To determine 'How well we are achieving our aims', we need to evaluate the impact of the curriculum through a variety of different ways. These include:

- Continuing to build on existing internal and external validation and review processes which are detailed within the school improvement policy
- Supporting the ongoing development of and analysis of data to ensure that it has an impact on good quality learning and teaching that enable schools to meet the needs of all learners
- Developing appropriate assessment and tracking systems that enable this to happen effectively
- Having robust moderation processes in place particularly at key transition stages
- Listening to and acting on the voice of the community, parents and learners through a variety of existing and new tools which will provide schools with clear feedback on the views of these key stakeholders

3.18 We need to ensure that the new curriculum meets the needs of all learners and that it provides opportunities to extend, support and challenge children at different phases in their education.

- 3.19 Success for children and young people will include ensuring that, irrespective of ability or any additional need, they are prepared for:



- 3.20 As part of judging how well we are achieving our aims, we have a 'bottom line' which has a wide range of tools and methods for capturing success. These include using existing high quality assessment schedules such as How Good Is Our School and also the development of new 'key performance indicators' (KPI's) that enable us to put measuring progress at the forefront of reporting good outcomes. We will also develop new ways of engaging with learners so that we can measure success across all areas identified on the bottom line. By doing this we can measure how all our children and young people:

- Make good progress and attain
- Show positive attitudes to learning
- Demonstrate high aspirations
- Make healthy lifestyle choices
- Participate in the community
- Have respect for themselves and others

- 3.21 We have purposely designed the Big Picture curriculum to be dynamic, adaptable and able to continually evolve. Most importantly it has been developed by teachers, for teachers and will provide us with a vital tool to help our drive for ongoing school improvement.

- 3.22 Through this new curriculum we expect all our teachers and those working in our schools to continue to innovate; to keep the curriculum under review by evaluating and recording the impact on learners; to collaborate and share good practice, but most of all to capture the enjoyment of learning.

- 3.23 We have designed this curriculum to help our schools improve, to promote and raise standards, to secure the essentials for learning and life and to make learning the best it can be for all children in all schools. Through the delivery of this curriculum within our recommended new structure we believe that together we can build a world-class education system; one that truly promotes joyous and purposeful learning.

#### The implementation of an all-ability system

- 3.24 The former Education Department's States Report (Billet d' État VII Volume 1 dated 9th March 2016) debated in March 2016 gave full consideration to the advantages and disadvantages of moving to an all-ability system of secondary education. The States of Guernsey have now twice voted to remove selection at 11 and move to an all-ability system of education from September 2019. The Committee for Education, Sport & Culture does not propose to revisit the 'selection' arguments in this policy letter. It should be recognised that primary education in the Bailiwick is already all-ability.
- 3.25 One of the benefits of the new curriculum is that it sets out how learning can bridge between the primary and secondary phases of education. This is supported by the new primary and secondary partnerships which will assist transition between these phases of education.
- 3.26 The way that the eight areas of learning within the Big Picture are packaged gives teachers much greater flexibility to explore curriculum links and provide learning contexts that are tailored to the needs and interests of learners. These areas of learning capture the essential skills and understanding that comprise a well-rounded education. Each area outlines what skills should be taught at each phase of education from Year 1 to Year 9. Within each area, the skills are set out in lines of development which describe the progress in learning. We are trying to challenge each individual child in accordance with their own levels of skill and knowledge.
- Early: Year 1 and Year 2
  - Middle: Year 3 and Year 4
  - Bridging: Year 5, year 6 and Year 7 (this covers the end of primary and first year of secondary education)
  - Later: Year 8 and Year 9
- 3.27 In practice, the strong partnerships that will be built between our primary schools and their partner secondary schools under an all-ability system will mean that the transition between phases will be smoother, with a greater opportunity to plan learning across the phases to ensure that children are able to progress successfully. Staff are able to see the curriculum pathways in their entirety from Year 1 through to the end of Key Stage 3 following which learners

will follow the usual GCSE/Level 2 qualifications and examinations. Teachers from each phase of education can see where their contributions to learning fit within the progression journey.

### Additional Needs

#### *Inclusion and Special Education Needs (SEN)*

- 3.28 Special educational needs are sometimes referred to as additional needs. Special educational provision is the extra or different help given in school to children with special educational needs.
- 3.29 In November 2013 (Article XI of Billet d’Etat XXII of 2013) the Disability and Inclusion Strategy was approved by the States. The Strategy aims to improve the quality of life of disabled islanders so that they can be active and engaged socially, economically and culturally in island life.
- 3.30 The States directed all Committees “to take account of the Disability and Inclusion Strategy when developing strategies, policies, plans, procedures and when making changes to services or capital works”.
- 3.31 The Committee *for* Education, Sport & Culture is committed to an inclusive system of education, ensuring that all children and young people have equality of opportunity to achieve their potential. All the proposals outlined in this Policy Letter support the aims of the Disability and Inclusion Strategy and comply with the UN Convention on the Rights of Persons with Disabilities.
- 3.32 The States of Guernsey has supported the move to an all-ability system of secondary education and this must include all our children and young people.
- 3.33 Approximately 20% or 1 in 5 of all children and young people will have a special educational need. Children have a special educational need if they have a learning difficulty which calls for special educational provision to be made for them.
- 3.34 Children who have a learning difficulty find it harder to learn than the majority of children of the same age, or they may have a disability which prevents or hinders them from making use of the educational facilities provided for other children.
- 3.35 The majority of children with special educational needs are supported within our mainstream schools. In a small number of cases, and following a process of formal assessment, children may be placed at one of our special schools or receive additional support from our specialist bases or education support services. Between 2 and 3% of all learners will be placed in specialist provision

to best support their needs and requirements.

- 3.36 Education Services' officers have been working closely with a range of stakeholders, including the Guernsey Disability Alliance (GDA), Wigwam and other organisations and individuals on what inclusion and equality means for Bailiwick schools and services. To have an inclusive education system means that the needs of all learners are met. There is a commitment from Education Services that schools and partners will:
- Create an environment where children and young people feel valued and listened to
  - Have a curriculum that meets the needs of all whilst exploring and celebrating diversity
  - Where young people are knowledgeable of inclusion and equality
- 3.37 There has been a significant focus on developing greater inclusion and equality across all schools and education services since 2016. We have reviewed current practices and implemented a self-evaluation tool for schools to help them reflect, evaluate and plan future inclusive provision.
- 3.38 A large percentage of the budget for Individual Pupil Support has been delegated to schools so that they are better able to plan and meet the needs of their learners in a responsive way.
- 3.39 Very few local education authorities provide what some describe as a completely inclusive system where all children are educated together regardless of their learning and care needs. The Committee believes there will always be a need for special schools in the Island. We have worked with parents, the GDA and other representatives to improve the procedures and processes for the formal assessment of learners who have special educational needs to reduce unnecessary bureaucracy and ensure high quality reliable information is provided to support a robust assessment of need.
- 3.40 The Committee has also reconsidered the best way to support children and young people with autism and communication difficulties. This remains a growing area of need across the Bailiwick and the Committee has agreed that individual bases will be established at each of the three secondary schools to support learners with these difficulties rather than building a single all-age unit as part of the redevelopment of La Mare de Carteret site. The Committee believes this is a far more inclusive approach that will help ensure young people stay with their friends and classmates but can access the support and facilities they require.
- 3.41 There will be greater collaboration between special schools and their co-located mainstream schools for the benefit of the children and young people.

This has already proved successful through the joint working between Le Rondin and Forest Primary under a single headteacher. This can be improved at secondary level through setting common timetables or timetable blocks between the special and mainstream schools and work will be ongoing with senior leadership teams to deliver better inclusion, where appropriate. Students in our special schools should also be able to access a wider range of qualifications, delivered in partnership with our mainstream schools, where appropriate and where it best meets their individual needs and aspirations.

- 3.42 There will be greater flexibility of school placement for those with special educational needs with further regard paid to the wishes of parents/carers in where they feel their child would best be placed. This could be through providing direct support in mainstream school. Every child's placement would be considered on an individual basis through professional discussion in consultation with parents/carers. The Committee does not wish to pursue tokenistic inclusion or purely locational inclusion if it is not in the best interests of the child or young person.

#### Stretch and Challenge

- 3.43 All our children and young people have their own unique gifts and talents. It is the job of every education system to nurture and feed these unique talents.

- 3.44 One of the outcomes of the March 2016 States debate was a successful amendment directing the Committee to:

“Publish by December 2017 a policy for the identification and support of the most able, gifted and talented children in Guernsey and Alderney; and the desired outcomes from such a policy, the measurement of those outcomes and any resources required.”

The timescale for publication was amended to Q4 2018 as part of the Policy & Resource Plan approved in June 2017.

- 3.45 An over-arching policy will be drafted and published in line with this deadline but the Committee wishes to confirm that a considerable amount of work has already been done to provide the opportunity for young people to be stretched and challenged in their learning, regardless of which school they currently attend or what their unique 'gifts and talents' are. This includes but is not limited to:

- Differentiation within lessons (differentiation means tailoring teaching and learning to meet individual needs)
- Extra work at different levels
- Extended qualifications or courses (e.g. Further Maths)

- Additional breadth of curriculum
- Challenging extra-curricular opportunities
- Help preparing applications for top universities including Oxbridge,
- Personal support and mentoring
- Peer mentoring

3.46 These opportunities will be built on with the establishment of an all-ability system in three larger 11 to 16 schools and the creation of a new Sixth Form College for all full-time post-16 learners. We have high expectations for all our children and young people and all individual learners have attainment and progress targets set which stretch and challenge their performance. Within our new all-ability system there is greater flexibility to group learners, including by ability, to aid personalised learning.

Personalised learning is a key concept which in practical terms means focusing in a more structured way on each child's learning in order to enhance progress, achievement and participation. It is based on the principle that all children and young people have the right to receive support and challenge, tailored to their needs, interests and abilities.

3.47 The implementation of the new Bailiwick of Guernsey Big Picture curriculum, and the plans we have to evaluate its impact, will form part of the measurement of how well we are achieving our aims and outcomes.

### Behaviour

3.48 All our schools have high expectations of pupil behaviour. The importance of achieving the successful management of behaviour in schools is critical to providing the appropriate conditions for effective learning. It is also an essential component to building a school community that is safe, supportive and empathetic to the needs of the individuals within it. Behaviour management forms a core part of the skills and processes of effective teaching.

3.49 The majority of children in Bailiwick schools enjoy learning, work hard and behave well. We recognise, however, that there is a small number of pupils who do become involved in disruptive behaviour. Each school is required to have a whole-school Behaviour Management Policy. This policy must be regularly reviewed. The Behaviour Policy sets out what is expected of pupils within school and the systems in place to manage poor behaviour. All members of the school community from the Headteacher and staff to the pupils themselves have a responsibility for socially acceptable behaviour.

3.50 Education Services provides schools with a Behaviour Toolkit with the aim of helping them manage behaviour in a positive and successful way. The Toolkit contains strategies and advice, drawn from best practice, to support this.

Positive behaviour management is established within a framework of commonly agreed principles that encompass positive school ethos; policy; effectively delivered curriculum; incentives and sanctions; effective management; relationships and partnership. The roles demonstrated by adults within the school community have a key influence on behaviour and contribute to this aspect of pupils' learning.

3.51 Issues that might contribute to poor behaviour, such as low pupil self-esteem, difficulties at home, poor relationships and conflict, are also addressed within the programmes of study used in schools for Citizenship and Personal, Social and Health Education.

3.52 We recognise that in a very small number of cases it is not appropriate for pupils to continue with mainstream school placements on a full time basis. In such cases Les Voies School provides both outreach and off school site support for schools with disruptive pupils.

3.53 One of the outcomes of the March 2016 States debate was a successful amendment directing the Committee to:

“review and publish by December 2017 a policy for managing disruptive behaviour in order that classroom disruption is minimised and those who need extra support to engage in education are accommodated and helped without detriment to the education of others; along with the desired outcomes from such a policy, the measurement of those outcomes and any resources required.”

The timescale for publication was amended to Q4 2018 as part of the Policy & Resource Plan approved in June 2017.

3.54 The Committee plans to review the latest research and evidence regarding behaviour interventions aimed at reducing a variety of behaviours, from low-level disruption to general anti-social activities, aggression, violence and bullying. The interventions themselves can be split into three broad categories:

1. Approaches to developing a positive school ethos or improving discipline across the whole school which also aim to support greater engagement in learning.
2. Universal programmes which seek to improve behaviour and generally take place in the classroom.
3. More specialised programmes which are targeted at students with specific behavioural issues.

3.55 Other approaches, such as parental involvement and social and emotional learning programmes are often associated with reported improvements in

school ethos or discipline and will also be considered. Behaviour management and setting high expectations of behaviour should be through a partnership between schools, parents/carers and the wider community.

- 3.56 All of these elements will form part of a refreshed overarching framework which will help guide schools in the development of and expectations for their own School Behaviour Policy.

### Three schools

- 3.57 The 3 slightly larger schools which we are proposing enables us to provide a broader and more balanced curriculum – the range of options at Key Stage 4 (that’s GCSEs and other Level 2 options) is **greater than under our current 4 school model**. This will protect minority examination subjects.
- 3.58 All students will have access to the **same curriculum opportunities** – we will ensure that timetables are harmonised so that students have the same experiences regardless of which of our three schools they attend.
- 3.59 There will be increased opportunities for young people to access a wide, diverse range of extra-curricular activities – by this we mean arts and sports clubs, hobby groups and other after school activities.
- 3.60 There will be greater flexibility to group learners, including ability grouping, to aid personalised learning (see previous section on Stretch and Challenge). Students will be set according to ability where beneficial. By this we mean that for certain subjects they will be grouped with other learners of similar ability, whether that be high academic achievers or those who require some additional help and support. There are some subjects where setting by ability may not be necessary nor beneficial to the learners.
- 3.61 The Committee will ensure that those who need to be stretched and challenged are, and also that those who may struggle and need extra support are given that support, so that all our children are able to reach their full potential. Those students ‘in the middle’ will also be stretched and given targeted levels of attention and support as required.
- 3.62 The Committee’s plans to deliver an all-ability system in three schools will also provide equality of opportunity – there will be enhanced opportunities for children to forge relationships and celebrate diversity, to interact and learn with their peers, there will be increased options for effective classroom organisation including grouping, targeting and setting, and individual support.

- 3.63 Research evidence<sup>5</sup> strongly suggests that secondary school size has an optimal level of between 600 and 1000 learners, with smaller schools in this range being better for pupils from disadvantaged backgrounds. Arguments have been made against schools of a larger size, for example Leithwood and Jantzi present a number of conclusions based on strong evidence, summarised as follows:
- Smaller schools are an advantage for most types of student outcomes, including performance, but also attendance, engagement, behaviour and participation in extra- curricular activities
  - Larger schools may be able to offer academically successful students a wider choice of subjects. However, there is strong evidence that a wide choice can be a threat to the academic progress of most students. Curriculum breadth can be achieved in a school as small as 500-600 students
  - Students who may struggle with school and children from disadvantaged backgrounds do better in smaller schools. More advantaged/high achieving students are not disadvantaged, provided that they ‘have access to appropriate learning resources’
  - Taking retention rates into consideration, smaller schools are more cost effective.
- 3.64 The three schools that the Committee is recommending will be within this optimal range. However our schools will still be small enough to continue to have the family feel where our young people are treated as individuals, where they know their teachers and where their teachers know them.
- 3.65 All three of our 11-16 schools will be of sufficient size to be able to offer a breadth of curriculum and qualification choice at Key Stage 4 including the opportunity to study separate sciences, two or more modern foreign languages and a wide range of other courses and qualifications that best meet individual students’ aptitude, interests and needs. We cannot offer this breadth of curriculum and qualification choice in our current four school model.
- 3.66 There have been some suggestions that the Island should go for two larger 11-18 schools with a total of between 1300 and 1450 pupils made up of up to 1200 11-16 pupils plus small sixth forms of between 200-250 students. The research explained in paragraph 3.63 suggests that educational outcomes would be lower in schools of this large size. The Committee is adamant that such massive schools are too big for Guernsey and are not what our community wants. The

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<sup>5</sup> Research into the impact of selective schooling and school composition, secondary school size, and academies and free schools for the Guernsey Education Department. Research Report from the London Centre for Leadership in Learning, UCL Institute of Education, August 2015

Committee's officers were tasked to carry out a range of curriculum modelling, site massing and other investigations into this two school model at significant cost, stretching the resources of the project team.

- 3.67 This additional information will be published in advance of the States debate however this additional research serves to re-enforce the Committee's view and strengthens the case for the 3 school model being the right and appropriate model for Guernsey.

#### Post-16 provision

- 3.68 **Definition** - Post 16 education refers to any study after secondary education. This can include education in schools, colleges and work-based learning providers.
- 3.69 **Qualifications** - There are a number of different types and levels of qualifications available to 16-19 year olds. After GCSEs the majority of students go on to study at Level 3 and the options can broadly be split in to two pathways.
- The Academic Pathway at Level 3 includes A Levels, the International Baccalaureate Diploma Programme (IB) and Applied General qualifications. Applied General qualifications are Level 3 qualifications for students who want to continue their education through applied learning. These include qualifications such as BTEC Diploma in Business and UAL Diploma in Art and Design.
  - The Technical Pathway includes qualifications at Levels 1, 2 and 3. These prepare individuals for skilled employment that requires technical knowledge and practical skills valued by industry. Technical qualifications at Level 3 are currently being reformed by the English Government whose intention is to achieve parity of esteem with A Levels. 13,000 different current vocational qualifications will be replaced with just 15 stand-alone courses, to be called T levels. The new courses support 16-18 study programmes providing an alternative to A Levels and other vocational qualifications. They will attract and support UCAS (Universities and Colleges Admissions Service) tariff points and support progression to higher education and apprenticeships.
- 3.70 Additional to this, there are a number of different courses that are available to all ages some of which lead to qualifications. These include Higher Education, Basic Skills, Adult and Community Learning and part-time work related courses.
- 3.71 **Modes of Delivery** - A Levels, Applied General and the IB Diploma Programme are generally taught full-time over 2 years. Other courses at Entry Level, Levels

1 and 2 are mostly taught over one academic year. Technical Pathways can be delivered both full-time and within an apprenticeship. An apprenticeship, a work based technical education route, is a job which includes a significant training component to allow an individual to develop the knowledge, skills and behaviours needed for competence in their chosen occupation.

3.72 **Organisational Structures** - There are different types of institutions where Post 16 education can be delivered including school sixth forms, Sixth Form Colleges, General Further Education Colleges (including Tertiary Colleges) and Independent training providers.

- **School Sixth Form (11-19 schools)**

School sixth forms are attached to 11-16 schools and are predominately for those students who wish to stay on at their school to study A Levels or the International Baccalaureate (IB).

- **Sixth Form College**

Sixth form colleges primarily cater for the 16 to 19 age group. They specialise in providing full-time courses with the majority of students studying towards A levels, applied general or technical qualifications.

- **Tertiary College**

Tertiary colleges are large institutions that deliver courses at many different levels for all ages – young people and adults. They include academic, applied general and technical full-time qualifications for 16 to 19 year olds as well as apprenticeships, adult community learning, Higher Education and part time work related courses. A number of general Further Education (FE) Colleges also offer the full range of courses so tertiary colleges are no longer separated from FE Colleges in performance data.

- **Training Providers**

Training providers predominantly deliver work based training and apprenticeships.

3.73 The area of the States' education system where the divide between academic and vocational provision still remains is at post 16. It is the Committee's strongly held view that all Level 3 qualifications should have the same parity of esteem as a potential route in to University or to employment. The Committee's proposals aim to address the perceived inequalities between those currently studying full-time at the Sixth Form Centre and those studying full-time at the CFE. To allow the status quo to remain or to move to two 11-18

schools offering only A Level and IB across the two schools directly contravenes the Committee's principles of equality of opportunity and inclusion and therefore the Committee strongly argues that a dedicated 16-19 provision accessible for all students of that age under one roof is the only means of ensuring that the principles of parity are achieved and to give all Guernsey students equality of access to the same level of education.

- 3.74 Under the current system, students from the four secondary schools move into post-16 education either at the Sixth Form Centre at the Grammar School or the College of Further Education with a small number moving into employment. The Sixth Form Centre offers A Level and International Baccalaureate (IB) courses, whilst the College of Further Education offers predominantly vocational, applied general and technical qualifications. Students must select at 16 which type of qualifications they wish to pursue and, as a result, which of these two post-16 institutions they wish to attend.
- 3.75 Overall around 88% of our 16 years olds currently remain in full-time education or apprenticeships. About half of this cohort will enrol at the Grammar School Sixth Form Centre and half enrol at the College of Further Education.
- 3.76 Pass rates at Level 3 for those students retained on their study programmes were over 95% in 2017. However, there is room for improvement in retention rates within the current post-16 structure in Guernsey. The majority of students at Level 3 (equivalent to A-level) enrol in Year 12 on what they intend to be a two year programme. There were 362 students that started a 2 year Level 3 programme at either the Sixth Form Centre (SFC) or the College of Further Education (CFE) in 2015:
- 27% of these students did not complete this 2 year programme in 2017.
    - 10% of the student restarted a Level 3 programme in 2016 either at the same institution (3%) or a different institution (7%).
    - 6% of students went in to employment
    - 1% of the students moved to the UK
    - 10% of the students had an unknown destination or were unemployed at the time of leaving. (7% from CFE and 3% from SFC)
- So in summary, approximately 30% of full-time Level 3 students across both institutions were not retained on their original 2-year programme that ended in 2017 and a significant number of these students moved between the two post-16 institutions after Year 12 to start a new programme. That equates to approximately 100 young people, dropping out of their first year of post-16 study, with most ending up repeating a year of their education with potential negative implications for their self-esteem, mental health and motivation. It is therefore important to explore other and more flexible options regarding programmes of study for young people at post-16.
- 3.77 The Committee believes that having all the courses in one institution would

allow our students to make the right choice near the start of their 2-year programme, preventing the need to re-start Year 12 and improving retention rates, as learners would be able to choose from an enhanced breadth of full-time qualifications at different levels to meet their interests and abilities within the same institution.

- 3.78 The review of secondary and post-16 education provides an exciting opportunity to transform our post-16 education system and deliver the best educational outcomes for all our students and community as a whole, measured against attainment, retention, progress and student experience.
- 3.79 It is important to link in with the work of Skills Guernsey. A consistent theme of the studies of skills in Guernsey is that attitudes and employability skills are a concern. The Committee *for* Economic Development, which the Committee *for* Education, Sport & Culture is committed to working more closely with, reports that this conclusion continues to be strongly presented by industry, with specific concerns on employability skills, productivity and attitudes, as well as communication and business skills being raised. There are specific steps already being taken by the Committee to increase the 'employability' of school leavers via the curriculum.
- 3.80 The role of apprenticeships and work-based learning is critical to the Guernsey economy where a large number of smaller firms are responsible for substantial levels of employment. The College of Further Education is already reviewing the scope, structure and nature of apprenticeships. The development of 'modern apprenticeships' which are able to encompass work-based learning, flexible training provisions and support for small businesses is critical. Industry is clear that there is considerable appetite for apprenticeships to provide deeper levels of skill and that the scheme should cover a wider range of the economy than present.
- 3.81 There is an industry shift to recruit people with higher level qualifications. Discussions with industry suggests a shift in recruitment of school leavers in a number of sectors with an increasing focus on more qualified and graduate qualified labour and fewer GCSE appropriate posts. Reform of post-16 education is therefore vital to deliver an Island Skills Strategy via the Skills Guernsey group in partnership with the Committee, the Committee *for* Economic Development and industry stakeholders.
- 3.82 The Committee would like to see full-time 16-19 education provided by one establishment with A Levels and International Baccalaureate qualifications delivered alongside full-time vocational, applied general and technical courses with equality of opportunity and equality of access to this establishment for all 16 year olds if they wish to continue studying. This could be achieved either:

- a) through the Committee's recommendation of a Sixth Form or Post-16 College (a transitional environment between school and work/university predominantly for full-time 16-19 students) and a Further and Higher Education Institute (previously known as the Training College) (predominantly for learners over 18 or 16-19 year olds who are studying part-time and also entering the workplace or training in a workplace environment); or
- b) through the creation of a Tertiary College.

- 3.83 The alternative for Guernsey is c) to continue to teach A Levels and IB in a school-based sixth form (at one or two schools) and to continue to require students to choose at 16 between continuing at school (this may or may not be the same school as they attended for 11-16 education) and moving to the College of Further Education. This does not meet the Committee's principles of equality of opportunity and inclusion.
- 3.84 Deciding between these options for the delivery of post-16 education is the next key policy decision that needs to be made by the States of Deliberation before the optimal structure of the education estate can be determined. Under the first model students at 16 only have to choose between a) remaining in full-time education or b) starting work or a work-based training programme.
- 3.85 Under the school and CFE option as now, students remaining in full-time education would also have to choose at which establishment they wished to continue their studies or this choice may be made for them dependent on their GCSE grades and pathway chosen. For some students this limits their options for further study, for example the following are not currently offered as programmes of study: A Level Mathematics and various Engineering qualifications or A Level English/Music and a BTEC in Performing Arts or A Level Biology and a BTEC in Health and Social Care. Under the current model, students are not able to fully mix and match qualifications that best meet their aptitude, needs and interests. In addition the enrichment programmes available to post-16 students vary significantly depending on where they study.
- 3.86 The Committee would like to implement equality of opportunity and equality of access to full-time 16-19 study for all 16 year olds if they wish to continue studying and for this reason recommends the following:

**Recommendation 1: That full-time 16-19 education should be separate from 11-16 education, with A levels and International Baccalaureate qualifications delivered alongside full-time vocational, applied general and technical courses.**

- 3.87 The Committee believes that this change to the delivery of post-16 education, together with the ending of selection at 11 and greater collaboration/integration between Le Murier and St Sampson's High School will

enable it to develop a more inclusive education system for the future. Further details of how these proposals would work alongside the previous States resolution for three 11-16 schools are given in the next section of this policy letter.

#### **4 The Committee's Recommendations**

- 4.1 In July 2017 the Committee published its preferred option for the Transformation of Secondary and Post-16 Education in a consultation document which is attached as Appendix 3 (a colour version is available online at [www.gov.gg/educationfuture](http://www.gov.gg/educationfuture) ). Many of the Committee's proposals are unchanged from its July 2017 consultation document. However, there have been some significant changes in the transition to the new system based on feedback received during the consultation process. In particular the staff transition has been simplified. The proposals are summarised below and the new proposed transition arrangements for staff and pupils are explained in section 5 of this policy letter.

##### **For pupils aged between 11-16**

**Recommendation 2: That mainstream States secondary schools should be a minimum of 600 pupils and a maximum of 1000 pupils aged 11-16 in line with research on optimal secondary school size.**

- 4.2 As explained in section 3.63, the [UCL report](#) commissioned by the previous Education Department (March 2016 Billet) found that "research evidence strongly suggests that secondary school size has an optimal level of between 600 and 1000, with smaller schools in this range being better for pupils from disadvantaged backgrounds....Curriculum breadth can be achieved in a school as small as 500-600 students."
- 4.3 In order to meet the optimal school size, 11-16 education will need to be provided in three 11-16 secondary schools. This is in line with previous States resolutions (Billet d' État VII Volume 1, 2016). The Committee believes that a move to three secondary schools should be achievable from September 2021 with a transition period between September 2019 and September 2023. The new transition plans are explained in section 6 of this policy letter.

**Recommendation 3: That 11-16 education should be provided in three secondary schools from September 2021 or as soon after as practical, with a transition period between September 2019 and September 2023.**

- 4.4 Both the options included in the Committee's July consultation document locate post-16 provision on the Les Varendes site and the Les Ozouets Campus

of the College of Further Education. This is to ensure that post-16 provision (i.e. both those courses currently offered by the Sixth Form Centre and the College of Further Education) is situated within a 5 minute walk and to provide maximum flexibility for the future in terms of the ability to deliver 16-19 full-time education in either a Sixth Form College<sup>6</sup> or as part of a larger Tertiary College<sup>7</sup>.

**Recommendation 4: That Post-16 provision should be located on Les Varendes site (current Grammar School and Sixth Form Centre) and the Les Ozouets Campus of the College of Further Education.**

- 4.5 If the first four of the Committee's recommendations are accepted by the States of Deliberation, this would leave three potential sites for 11-16 education, including the newly purpose built secondary schools at Baubigny and Les Beaucamps and the Committee would propose the development of a third new secondary school on the current La Mare de Carteret site.

**Recommendation 5: That the three secondary school sites should be Baubigny, Les Beaucamps and a new secondary school on the current La Mare de Carteret site**

- 4.6 Since June 2017 the data and analysis unit of the Policy & Resources Committee has recommended a change to the fertility rate assumption within the school population projections, the Committee for Education, Sport & Culture has undertaken another census of the school population at September 2017, and the data and analysis unit has also identified a few individuals per school year who were previously flagged in the electronic census as present in the Island but who have either left or are not educated on island. The latter has led to a very slight overestimate (now corrected) in the peak in the previous school population data (less than 15 pupils per year). Provided that the proportion of students attending the Grant-Aided Colleges remains the same, this decrease is likely to be sufficient for the Committee to recommend 19 forms of entry at year 7 going forward, rather than the 20 previously proposed. However, the Committee believes it would be prudent to have a plan for delivering 20 forms

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<sup>6</sup> The Committee previously referred to this as a Post-16 College. This would be very similar to many Sixth Form Colleges in England, the majority of which now offer A-Level and BTEC provision. Students will be able to remain at the College over the age of 19 e.g. through undertaking programmes and pathways longer than two years. Hence the Committee originally used the term Post-16 College. However, through the consultation process it became clear that what the Committee is proposing is very similar to a Sixth Form College offering both academic and vocational provision and many people appeared more comfortable with the term Sixth Form College.

<sup>7</sup> This would not apply under a two 11-18 school model. A Tertiary College is defined as an educational establishment for the post-compulsory school age group which combines the functions of a further education college and sixth form and which offers further and higher education through a full range of courses, both vocational and academic, full and part-time.

of entry in the future, should additional capacity be required in the secondary school sector for whatever reason. This means that Les Beaucamps would remain a predominantly five form entry school, but with the ability to be increased to a full six forms of entry in future should the need arise, at a capital cost (in 2017 prices) of approximately £3.5m. The increase in the fertility rate assumption means that the secondary school population is no longer projected to decline as steeply after the peak population, and indeed the secondary school population is not projected to dip below current levels in the next 25 years (Appendix 4).

- 4.7 The Committee recommends that a new 8 form entry secondary school will be built on the La Mare de Carteret site with a target of opening in September 2021.
- 4.8 In the long term, schools will be 6 forms of entry<sup>8</sup> at St Sampson's High, predominantly 5 forms of entry at Les Beaucamps High (with the ability to extend the school to 6 forms of entry should additional capacity be required in the future<sup>9</sup>) and 8 forms of entry at the new secondary school.
- 4.9 The costs and the programme of work for the new secondary school are attached as Appendices 6 and 7. By a majority, the Committee recommends that enhanced sports facilities should be included as part of this development (for community as well as school use) and that the previously proposed rebuild of La Mare de Carteret Primary School should be delayed and planned for inclusion in the next capital prioritisation cycle rather than be approved by this Assembly. As outlined in the Committee's proposals document, rather than building a separate combined primary and secondary communication and autism base, children and young people with autism or communication difficulties will be supported by bases within each of the secondary schools. The primary base will continue at Amherst.

The Committee does not intend to provide a pre-school or additional community facilities as part of the La Mare de Carteret site redevelopment.

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<sup>8</sup> Forms of entry means the typical number of classes in each year at Key Stage 3 (aged 11-14). Current policy is that the maximum number of learners in a form of entry should be 24 on average across the year group at each secondary school where possible.

<sup>9</sup> Les Beaucamps High was originally designed for 5.5 forms of entry or up to 660 pupils (600 based on 5 form entry and 660 based on some years of 5 form entry and some years of 6 form entry). Since the school was planned, the curriculum has changed and this has resulted in a difference in the need for specialist teaching areas in Science, Art and Design Technology and so the current design would accommodate a predominantly 5 form entry school.

**Recommendation 6:**

**i That a new 8 form entry secondary school should be built on La Mare de Carteret site.**

**ii That enhanced sports facilities should be included as part of this development.**

**iii That a new La Mare de Carteret Primary School should be built on La Mare de Carteret site subject to prioritisation in the next capital prioritisation cycle (from 2021).**

- 4.10 The Committee has been mindful of the PwC Cost and Benchmarking Report 2017<sup>10</sup> and the opportunities for savings identified especially in the post-16 and further, higher and adult education sector. The recommendations in this respect support the Committee's plans to redefine and deliver further education in a collaborative way between the three current States-funded service providers.
- 4.11 The Committee wishes to ensure equality of opportunity and equality of access to full-time study for all 16 year olds and recommends a Sixth Form College and a separate Further and Higher Education Institute for post-16 education in Guernsey.
- 4.12 **A Sixth Form College** (previously referred to as the Post-16 College) – a fully inclusive college offering all full-time provision, including A-Levels, International Baccalaureate, applied general and technical qualifications from Entry Level to Level 3. This would combine the current offer of the Sixth Form Centre and the full-time courses available at the Guernsey College of Further Education (CFE). The Committee's proposals for a Sixth Form College will give equal importance to so called academic and vocational pathways and provide equality of access to a full range of enrichment opportunities and pastoral support for all young people.
- 4.13 Based on modelling current provision, 80-85% of the courses combined would be offered at Level 3 (i.e. A-Level/IB equivalent). The courses will include an Access Programme and Entry Level and Level 1 for those with special

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<sup>10</sup> Costing, benchmarking and prioritisation – Report May 2017 'Post 16 and Adult education is fragmented and therefore expensive. CoFE, GTA and Institute of Health and Social Care Studies (IHSCS) should work more closely. Rather than competing against each other, benefits may exist in bringing them under one governance structure. This would allow for removal of duplication of back office and administration functions, and the ability to leverage synergies (e.g. premiums charged by GTA could cover other courses on offer at CoFE)'

educational needs, plus the ability to retake Level 2 qualifications alongside Level 3 studies.

- 4.14 Sixth Form Colleges are specialist providers that are organised like a school with wrap-around pastoral care in an environment that guides, nurtures and supports young people to develop their independence to grow as adults within a structured and closely supervised environment; it offers a transitional phase between school and work or Higher Education.
- 4.15 In a recent speech on 14<sup>th</sup> June 2017 to the Sixth Form Colleges Association, Ofsted's Chief Inspector, Amanda Spielman stated: "You have been for years, in many ways, the jewel in the crown of the post-16 sector. Of all the forms of post-16 education, your colleges provide a particularly high level of quality. And this good work extends beyond results, to your wider success in preparing sixth formers for the next stage".
- 4.16 Sixth Form Colleges similar to the one we are proposing operate successfully. Examples include Lowestoft Sixth Form College ([www.lowestoftsfc.ac.uk](http://www.lowestoftsfc.ac.uk)); Reigate College ([www.reigate.ac.uk](http://www.reigate.ac.uk)) , and Blackpool Sixth (<https://blackpoolsixth.ac.uk>).
- 4.17 **A Further and Higher Education Institute** (previously referred to as the Training College) – all part-time provision, including Apprenticeships and pre-Apprenticeship programmes, Further and Higher Education and part-time courses. There is an opportunity to form the Further and Higher Education Institute by working more closely with the GTA University Centre and Institute of Health and Social Care Studies.
- 4.18 The Further and Higher Education Institute will provide learning opportunities for those who have already chosen a course that needs to be delivered in a workplace environment, or for those who have started work and seek additional skills to support their career pathway.
- 4.19 This Institute would be responsive to industry requirements and would offer courses to meet the Island's strategic skills needs. It would have a different ethos and culture to the Sixth Form College. Under this recommendation there is scope to consider whether the Further and Higher Education Institute could, in due course, become an independent company Limited by Guarantee (LBG), supported by grant funding from the States to deliver responsive provision that meets strategic needs. These governance arrangements would be supported by effective business planning and reporting.
- 4.20 Our Further and Higher Education Institute also mirrors similar provision in other areas. The focus on part-time work-related learning in response to specific employer and community needs will include elements of similar

training institutions and organisations such as [www.in-comm.co.uk](http://www.in-comm.co.uk) and [www.procat.ac.uk](http://www.procat.ac.uk), although training would be on a scale specifically tailored to Guernsey's economic and employment/skills requirements.

- 4.21 The Further and Higher Education Institute will be responsive to employer needs, have more of a commercial focus and deliver the requirements of the skills strategy. The management of the Further and Higher Education Institute would need to focus on providing or commissioning courses and bespoke training. In many cases a fee would be charged to attend these courses and so the focus would be on income generation as well as being responsive to employer needs. The Institute would operate year-round and would not be restricted to school opening hours or term dates.
- 4.22 Keeping them as separate establishments at this time (as opposed to a Tertiary College structure, which is discussed in paragraph 4.25) would enable focused time to develop work with the GTA University Centre and Institute of Health & Social Care Studies to help avoid duplication and make best use of expertise and resources.
- 4.23 This closer working would also allow us to grow our on-island Higher Education offering by pursuing partnerships with other Universities to deliver courses either wholly through distance learning or with a proportion of study on-island. Higher Education courses would reflect the island's skills and employment needs.
- 4.24 Learners are at the heart of the Committee's proposals:  
Learners will benefit from:
- Parity of esteem between vocational and academic pathways
  - Equality of opportunity
  - An inclusive Sixth Form College
  - Attending a single dynamic institution with peers from the same age range
  - At the Sixth Form College, a structured 5-day a week programme with supervised study and pastoral care similar to that of a school environment
  - Experiencing the same transition at Post 16
  - Progression pathways that are planned for young people with the 11-16 schools building on current Federation practice
  - Better outcomes and improved retention
  - Access to a broader range of subjects
  - The ability to mix types of courses and at different levels
  - Access to a wider range of extra-curricular activities
  - Proportionate focused management to ensure quality of teaching and learning
  - A focused provider of Further and Higher learning
  - Focus on meeting the targeted skills needed by the Island

- Enhanced opportunities for on-island HE opportunities
  - Responsiveness to employer needs
  - Efficient and effective use of resources across post-16 education and training providers
- 4.25 The arguments for the establishment of a Tertiary College (defined as including all 16-19, full and part-time courses, adult and community learning, further and higher education) mirror many of those for the creation of a Sixth Form College offering all full-time academic, applied general and technical qualifications for 16-19 at all levels alongside a Higher and Further Education Institute for part-time, work-related learning. However two key distinctions to make are firstly that a tertiary college would be responsible for delivering all full-time and part-time courses, including those currently provided by the GTA University Centre and Institute of Health and Social Care Studies within one institution. This institution would have several thousand student enrolments and be a big transition to manage at the same time as the changes to the 11-16 sector. Secondly, the Committee believes that parents are seeking a more structured and full-time environment that will support 16 to 19 year olds as they move towards employment or higher education and training. The creation of a Sixth Form College will provide this structured culture and ethos and will deliver excellent educational outcomes.
- 4.26 Lowestoft Sixth Form College, Reigate College and Blackpool Sixth are examples of highly successful sixth form colleges which combine delivery of full-time academic and vocational courses for 16 to 19 year olds and allow students to mix and match courses if they wish to. The Committee is confident that its proposals for a modern and dynamic Sixth Form College will provide equality of experience and opportunity for full-time students. It will maintain the high quality outcomes that are expected by parents and students within a structure that is inclusive and appropriate for the Guernsey context. At 16 students will choose between full-time 16-19 study at the Sixth Form College or entering a workplace environment either full-time, part-time or through an apprenticeship programme. Those studying full-time will not be separated into two separate institutions according to the type of qualification that they choose to study or are deemed suitable for as happens now, or would happen under a two 11-18 school model.
- 4.27 Whilst the Committee can find excellent and high performing examples of each type of post-16 institution, research<sup>11</sup> analysis on the value added at A Level by different institutions concludes that “Pupils in sixth form colleges do better at A Level than those in both school sixth forms and Further Education colleges”.

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<sup>11</sup> Allen (2016) *The understanding performance in sixth form college project report*

The evidence suggests<sup>12</sup> that some students in Sixth Form Colleges with lower average GCSE scores, who may be currently undertaking a 3 A Level programme, would have improved retention and attainment when undertaking a mixed programme of A Level and Level 3 BTEC qualifications.

- 4.28 The new Sixth Form College would ensure that all students have the opportunity to enrol on this type of mixed programme if it is right for them and if it supports the next steps they want to take towards employment, further training or university. Ensuring that all our students can access the right mix, and the right level of courses and qualifications in the first place will help address retention issues. The flexible curriculum will also provide opportunity for re-takes or moving between levels to best suit our students' needs, interests and capabilities. There will still be students following the three A level route or the BTEC route or the IB route without need to mix. Section 8 gives an idea of how a mix and match curriculum could work
- 4.29 All our young people will have the same start to their post-16 education, moving together into our new institution regardless of the mix or level of qualification they choose or their eventual pathway to employment or further study. They move with their friends. Parents do not have to feel they have to choose to send their child to one institution or another.
- 4.30 The Sixth Form College will be fully inclusive. From its inception, the Sixth Form College will for the first time enable all students to access and choose from a range of levels, including an Access Programme and Entry Level and Level 1 for those with special educational needs, plus the ability to retake Level 2 qualifications alongside Level 3 studies.
- 4.31 The Committee's vision is to provide a Sixth Form College which ensures equal opportunities for student enrichment. All students would have access to a Personal Enrichment Programme, Sports' Academies and the Duke of Edinburgh's Award and equal access to the support and guidance needed to enable them to progress to university or into employment. Widening participation to higher education is an important role of sixth form colleges as students' aspirations can be raised by working alongside peers with high aspirations.
- 4.32 Alongside the Sixth Form College, the development of a Further and Higher Education Institute, which we previously referred to as our Training College, in partnership with the GTA University Centre and Institute of Health and Social Care Studies will also provide a flexible, business and skills-focused organisation that can offer work-based training and on island higher education (degree level)

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<sup>12</sup> Meschi, E., Vignoles, A. and Cassen, R., 2014. *Post-secondary School Type and Academic Achievement. The Manchester School*, 82(2), pp.183-201.

options to the wider community. This new Institute will be able to work responsively to address employers' needs to deliver the priorities of Guernsey's economic development. Those who have already chosen a course that is delivered in a work-place environment, or have started work, would continue their training at the Further and Higher Education Institute. In time, this Further and Higher Education Institute could link with the Institute of Health and Social Care Studies and/or the GTA University Centre to create the Guernsey University College to deliver all responsive, part-time and work-place provision to meet the needs of employers in the Bailiwick. One governance structure for these three organisations would help to meet the savings identified in the PwC report and remove duplication of courses and back office functions, such as marketing, course administration and finance.

4.33 For these reasons, the Committee is recommending:

**Recommendation 7: That post-16 provision should be organised as follows:**

- i. **A Sixth Form on the Les Varendes site offering full-time courses (including A Levels, International Baccalaureate and full-time vocational, applied general and technical courses) predominantly aimed at 16-19 year olds; and**
- ii. **A Further and Higher Education Institute on the Les Ozouets Campus offering apprenticeships, further and higher education, and part-time courses.**

**Recommendation 8: That the Committee *for* Education, Sport & Culture should return to the States by March 2019 with a policy letter setting out how post-16 provision will work in partnership with the Institute of Health and Social Care Studies and the GTA University Centre to become the Guernsey University College, including a co-designed governance model.**

**Recommendation 9: To delegate authority to the Policy and Resources Committee to provide funding from the Capital Reserve for a feasibility study of the Les Ozouets Site and to develop a plan for that site, which includes any synergies identified in Proposition 8, and for that plan to be presented to the States by March 2019.**

4.34 These recommendations are summarised in diagrammatic form in Appendix 5.

4.35 In the short to medium term and throughout the period of transition, the Committee would retain the existing collaborative/ soft federation relationship between the three 11-16 secondary schools and St Anne's in Alderney. Le Murier and Les Voies would also continue to work closely with the federation. In the future the Committee envisages there is potential for the secondary schools to be strategically managed by a single governing body or for post-16 provision to be governed in this way. Due to the scale of change to secondary

education and the changes required to the Education Law it is unlikely that such a governing body for secondary schools would be fully established until the next States term. However, the Committee has already devolved further responsibilities to Headteachers and the Committee will continue to keep States Members updated. The Further and Higher Education Institute could move towards an LBG (Company Limited by Guarantee) model and work more closely with the Institute of Health and Social Care Studies and the GTA University Centre to become the Guernsey University College. The Committee will set up a working group with all relevant providers to look at this in detail. If the Committee's proposals are accepted a further policy letter covering the Further and Higher Education Institute and Governance will be brought to the States in 2019.

- 4.36 Should the States of Deliberation vote in favour of recommendations 1-6, but against recommendation 7, the Committee *for* Education, Sport & Culture would return to the States in 2019 with plans for a tertiary college (across the Les Varendes and Les Ozouets sites). The Les Varendes site could potentially still operate as a 14-19 school for the academic years 2021/2022 and 2022/2023 (see new transition model in Section 8), but there would be negative implications for staff appointments in 2021 when the new secondary school on La Mare de Carteret site would be due to open. If there was a desire for a tertiary college, then there might be two stages to the staff transition or, alternatively, the opening of the new school and the tertiary college may be delayed until 2022 and 2022/2023, respectively.

## **5 Engagement and Consultation**

- 5.1 In July 2017 the Committee released its proposals document Transforming Education (Appendix 3). The community was asked to provide its views on the proposals through the gov.gg website and at a series of events held during July 2017. Rather than creating a questionnaire, the feedback was encouraged in any form. Around 80 written submissions were received which included views on the proposals and alternative ideas for transition and a record was made of over 150 questions and comments from across the engagement events. Many of these questions were addressed through the publication of two frequently asked questions documents. These can be found online at [www.gov.gg/educationfuture](http://www.gov.gg/educationfuture)
- 5.2 Detailed responses were received from staff associations (NASUWT, NEU, UCU and Prospect/AGCS), groups representing people with disabilities, the GTA University Centre and the Youth Commission. Amongst these responses were questions and concerns as well as praise for the proposals, in particular in areas where learners and staff will benefit from wider opportunities. It is important to note that amongst all of the feedback received from all respondents, individuals and professional associations alike, no fatal flaws were identified

amongst the plans.

5.3 To summarise the feedback received it has been grouped into the following key areas of the proposals:

- i. Delivery of post-16 education
- ii. Delivery of secondary education
- iii. Meeting the needs of learners with additional needs
- iv. Provision of secondary education in Alderney
- v. Cost and financial sustainability of proposals
- vi. Funding for the Grant-Aided Colleges

In this section we will summarise the feedback received and the Committee's responses.

#### Delivery of post 16 education

5.4 As well as the parent/carer events, the Committee met with staff groups from across the College of Further Education and the Grammar School and Sixth Form Centre to discuss the proposed changes to post-16 education and the organisation of the full and part-time learners. These meetings provided the largest number of questions and comments on this area of the proposals. There was support for greater collaboration between all of the post-16 education providers in Guernsey and the opportunities this offers learners to mix and match a range of qualifications at a range of levels. Support was also received for proposing to give equal importance to so-called academic and vocational pathways. Questions were asked about why alternatives such as the creation of a tertiary college had been dismissed with the view that the proposals just split learners in a different way to the current provision. Concern was raised about the staffing of the different establishments both in terms of attracting and retaining good quality staff and in avoiding duplication of provision.

5.5 Staff from across the different establishments asked about the future workforce arrangements leading up to, during and after the transition and the need to ensure the continuity of staff is maintained for the benefit of our learners. Several felt that this could not be achieved due to the limitation of future opportunities (including staff having to choose between teaching KS3 & KS4 and KS5 without all posts being offered simultaneously) and the uncertainty that change brings.

5.6 Responses from the Staff Associations (Unions) felt that the proposals lacked detail on the impact for staff and highlighted the need for further engagement on any changes to their future terms and conditions as well as the need to

provide assurances for their members. Concern was also raised from these groups about the focus of the proposals and the need for further evidence that a structure with a Sixth Form/Post 16 College and a Training College (now called Further and Higher Education Institute) would provide the best outcomes for all learners. It was noted that the two organisations would need close collaboration, in particular for some subjects which may need to share resources, and some respondents felt that this would be more easily delivered through a tertiary model with a single management structure.

- 5.7 Student experience was also highlighted with regard to changes to post-16 provision, with comments made about the culture, ethos and style of the Sixth Form/Post-16 College and how well this will suit all learners, highlighting the need for greater consideration about these elements before finalising the proposals.
- 5.8 Questions were raised about the way any new structure would support mature learners (22+) wanting to complete full-time level 2 and level 3 courses as currently they are able to be accommodated within the College of FE.
- 5.9 Feedback from the GTA University Centre stated that the original proposals to expect closer collaboration between the GTA, Institute of Health and Social Care Studies and elements of the current College of Further Education within the Training College structure were not yet developed to a stage where it was able to provide support. The GTA University Centre has now committed to seek further opportunities for closer collaboration in the future.

#### Delivery of Secondary Education

- 5.10 Many of the comments and emails received about the proposed changes to secondary education focused on the impact for individual children and in particular which secondary schools children would attend in the future. Parents liked the partner primary school approach as it allows whole year groups of children to remain together as they move through to secondary school, however some were dissatisfied that this could not be achieved for all of the schools (pupils from Hautes Capelles would be split between St Sampson's High and the new secondary school as now and pupils from the voluntary catholic primary schools would also transfer to two partner schools rather than just one).
- 5.11 The other main area of concern was around the impact on the selected cohorts of children attending the Grammar School during the transition to three schools (in particular those currently in Year 6). Parents sought reassurance that the quality of education will be maintained whilst the numbers reduce in the school. They stressed the importance of culture and identity during the transition when, under the Committee's original proposals the site at Les

Varendes would become part of the new secondary school, including the new Year 7 intake alongside former Grammar School and Sixth Form pupils. Please note that this transition model has now been changed, which is explained in section 6.

- 5.12 Comments were given about the size and location of the schools and the merits of exploring alternatives, as well as the flexibility of the designs to accommodate changes in future population and teaching practices. It was also felt that proposals focused too much on the buildings rather than the outcomes for learners and the educational benefits of the changes.
- 5.13 Questions were submitted about the plans to set or stream learners, the opportunity to stretch and challenge the most able students and to provide additional support to learners as needed.
- 5.14 Additionally, parents asked about some of the practical changes that may be required as a result of the proposals such as uniforms, school names and transport both during transition and in future.
- 5.15 Staff Associations including teaching union representatives met with the Committee and also provided feedback on their concerns about the impact of change to their members and the need to provide assurance to them about their future roles, pay and conditions. This feedback highlighted the need for involvement and agreement on the processes of transition and consequences of continued uncertainty for the profession both through a lack of detail in the proposals so far and the alternative options being discussed by others (e.g. two 11-18 schools).

#### Provision of secondary education in Alderney

- 5.16 There were mixed views on the opportunities for learners in Alderney to access a broad curriculum with a number of questions raised about how the proposals would benefit students at St Anne's, their future options to transfer to Guernsey and the support that they are given when there. Additionally there was strong feeling from some that more financial support should be provided to Alderney to fund improvements to facilities such as finishing the swimming pool.

#### Meeting the needs of learners with additional needs

- 5.17 The Committee received detailed feedback from individuals and groups with their views on the proposals with regard to meeting the needs of learners with additional needs. This included the importance of the size and culture of the secondary schools, the links with existing special schools and the provision of specialist facilities in each of the schools rather than on one site as previously

planned. It was felt there was insufficient detail in the proposals to provide assurance that the decision to remove the specialist base at the new La Mare de Carteret schools was correct and would ensure that learners with communication difficulties and/or autism have access to facilities that meet their needs and enables them to fulfil their potential.

- 5.18 There was support for closer working between St Sampson's High and Le Murier but a strong feeling that the proposals were not fully inclusive, nor did they offer true equality of opportunity for all learners. There were requests for revised proposals to include additional funding to allow for more training and staff to ensure that additional needs, including hidden disabilities, were recognised and supported and to enable more children to access mainstream provision for secondary and post-16 education. Additionally it was felt that further external scrutiny of the plans by someone with expert knowledge in planning accessible and inclusive buildings should be undertaken.

#### Cost and financial sustainability of the proposals

- 5.19 The cost of change, including new buildings and the transition to a new model, was questioned in a number of responses as were the ongoing costs of running 3 schools and 2 post-16 provisions with a belief that this would be more expensive than other options such as a tertiary college.

#### Funding of the Grant-Aided Colleges

- 5.20 Although not part of the proposals, a few comments were received about the Committee's Policy Letter setting out proposals for the future funding of the Grant-Aided Colleges. This debate was held in September and so these comments are not included here.

#### How is the Committee addressing these concerns?

- 5.21 The Committee is preparing a question and answer sheet on the questions raised about the Committee's recommended structure for post-16 education.
- 5.22 The next section of this policy letter looks at a new transition model so that appointments can be made to the new secondary school and the new sixth form college at the same time, addressing many of the concerns raised by staff.
- 5.23 The Committee has explored the concept of a full feeder primary school with no schools being split. This is not achievable with 19 forms of entry. It may be achieved with 20 forms. However, it would be tight and would be dependent on the buyout to the Grant-Aided Colleges remaining the same as now. There is a risk that Education Services would have to apply oversubscription criteria set by the Committee with a very small number of children going to different

schools and not transitioning with their peers. Also these schools transfer to two or more States schools now, and parents may have to choose between placing a child with a sibling or with their peers.

- 5.24 The Committee is continuing to work with the Guernsey Disability Alliance and other stakeholders to strengthen inclusion across all Education Services, including the provision of further awareness and training on issues of equality and hidden disabilities. Co-location and joint working across St Sampson's High and Le Murier will be strengthened and there will be greater flexibility in the placement of young people with special educational needs in mainstream schools, with appropriate support. The views of parents and the young people themselves will be carefully considered.
- 5.25 The Committee has confirmed that it remains committed to providing an all-age (4 to 16) school in Alderney and will continue to explore with the community ways of ensuring that young people are able to access as broad a range of opportunities as possible so that they are able to reach their potential.

## **6 The new transition model**

### The old transition model

- 6.1 The transition model proposed in July 2017 contained the following:
- The Grammar School and Sixth Form Centre and La Mare de Carteret High School to merge in September 2019 but remain on 2 sites.
  - No year 7 students at La Mare de Carteret in September 2019 and no year 7 students at Les Varendes in September 2020.
  - The new secondary school building to open in September 2021 with 14-19 students remaining on Les Varendes site.
  - The Post-16 College to open in 2024 when the new secondary school would become 14-16 only.
- 6.2 Under this transition model it was originally proposed that the senior team for the new secondary school be appointed in 2018 with other posts for the merged school appointed in 2019 with the single school operating on two sites from September 2019. Other than describing the phased approach and preference for advance appointments to designate roles, no detail was provided on workforce arrangements for the Sixth Form/Post 16 College or the Further and Higher Education Institute (previously termed Training College). The proposals have been challenged by staff in the Grammar School, Sixth Form Centre, and at the College of Further Education for not providing more detail on post-16 provision. Additionally staff were concerned by the length of the process before they have clarity on all their options, feeling they have to

declare their preference early without full knowledge of opportunities and the impact it will have on them professionally, especially those currently teaching across Key Stage 3, 4 and 5.

- 6.3 To offer more simultaneous options to the workforce requires alignment of the designate recruitment dates and ideally the operating dates for the new establishments. The Committee is able to present an alternative that addresses many of the concerns, whilst also considering the impact for learners and issues raised by parents.

#### Proposed new transition arrangements

- 6.4 The Policy and Resource Plan debate led to a resolution 'To direct all Committees when formulating policy to take account of long-term impacts on the wellbeing of current and future generations.'

Any transition model must:

- Minimise disruption; and
- Maximise staff retention; in order to
- Preserve educational outcomes.

- 6.5 The aim of the new transition model is to provide a smooth transition for pupils adhering to the transition principles contained in the Committee's consultation document (Appendix 3) but also to reduce uncertainty for staff in order to maximise staff retention.

- 6.6 Under the proposed new transition arrangements the Headteacher designate of the new secondary school would be appointed by September 2019. The lead roles for the Sixth Form College and the Further and Higher Education Institute would also be advertised at this time and appointments made on a designate basis. There is no operational merger of two schools until the new school opens (planned for 2021) and La Mare De Carteret High School and the Grammar School cease to operate. So all other staff retain their current positions until September 2021 with natural wastage opportunities taken by the States of Guernsey in discussion with the Headteacher to merge faculties and align 11-16 operations between the two schools in preparation for the new operation from September 2021.

- 6.7 In 2020 other designate appointments are made to the new secondary school on La Mare de Carteret site ahead of moving into the new buildings. Concurrently, appointments will be made to the Sixth Form College (to operate on Les Varendes) and the Further and Higher Education Institute (to operate on Les Coutanchez and Les Ozouets with effect from September 2021, and then on Les Ozouets only when the workshop facilities have been rebuilt). Under the

new transition model, all posts at the new secondary school, the Sixth Form College and the Further and Higher Education Institute would be advertised in 2020 and appointments made on a designate basis.

- 6.8 A separate document is being prepared for staff but the main change compared to the July 2017 Transforming Education proposals is the timing of staffing changes which will now become effective from September 2021 for all staff, rather than a two stage approach in September 2019 and September 2024.
- 6.9 The Sixth Form College will operate as a 14-19 establishment until July 2023, therefore the selective years 10 and 11 at Les Varendes from September 2021 will be taught by the teaching staff of the Sixth Form College, if necessary supplemented by staff from the new secondary school to ensure continuity for these learners. The sixth form already has almost 450 learners and other full-time applied general and technical courses will move to Les Varendes so these 150-160 14-16 year olds will be part of a vibrant 14-19 learning environment of over 900 students. They will transition once between the Grammar School and the Sixth Form College, but their transition will take place at 14 rather than 16 and they will remain on Les Varendes site to as closely as possible reflect the experience of other cohorts of selected students.
- 6.10 Students will be educated on the same school sites as proposed under the original transition model.
- 6.11 In September 2019, the La Mare de Carteret secondary school will take no year 7 pupils, and those learners in the La Mare de Carteret catchment will go to Les Varendes site in a non-selective intake. These pupils will transfer as a whole year group to the new secondary school at the end of year 8 (as a contingency plan this year group could transition at the end of year 9, but this is not anticipated to be necessary if all building work is completed on schedule).
- 6.12 In September 2020 the Grammar School will have no year 7 and La Mare de Carteret will take an enlarged year 7. It is intended that this will not be a full 8 form entry year 7 as this year group (the current year 4) is relatively small at those primary schools due to partner the new secondary school. This would leave some space at La Mare de Carteret as a contingency in the event that the new building was not available on schedule, so that the September 2021 intake to the new secondary school could still be accommodated with a small amount of temporary accommodation.

- 6.13 From September 2021 pupils from four to six primary schools will transfer into each secondary school. The following primary schools will link into the following secondary schools:-

Primary School	Secondary School
Castel	Les Beaucamps High
St Martin's	Les Beaucamps High
Forest	Les Beaucamps High
Notre Dame du Rosaire	Les Beaucamps High <b>OR</b> New secondary school (current La Mare de Carteret site)
La Houquette	New secondary school (current La Mare de Carteret site)
La Mare de Carteret	New secondary school (current La Mare de Carteret site)
Vauvert	New secondary school (current La Mare de Carteret site)
Hautes Capelles	New secondary school (current La Mare de Carteret site) <b>OR</b> St Sampson's High
St Mary and St Michael	New secondary school (current La Mare de Carteret site) <b>OR</b> St Sampson's High
Vale	St Sampson's High
Amherst	St Sampson's High

- 6.14 Places will be confirmed in the first half of Year 6 for children who are out of catchment at their primary school or where a primary school links to more than one school (i.e. Hautes Capelles, Notre Dame du Rosaire and St Mary and St Michael). There was strong feedback that children who are out of catchment at primary school should transfer into secondary school with their primary school peers and also a request for the Committee to consider all pupils from Hautes Capelles and the voluntary schools attending the same secondary school. We have modelled various feeder scenarios for Hautes Capelles and the voluntary schools and have concluded that this may have been possible under 20 forms of entry (with St Mary and St Michael going to St Sampson's, Hautes Capelles pupils attending the new secondary school and Notre Dame attending Les Beaucamps), but this isn't possible with 19 forms of entry and a five form Les Beaucamps. Even with six forms of entry at Les Beaucamps, the numbers are tight and are dependent on the geographical distribution of pupils moving to the Grant-Aided Colleges between years 6 and 7. Splitting these primary schools across two secondary schools means that in the event of secondary schools being oversubscribed, there is a much greater likelihood of children transferring to secondary school with several of their primary school peers. In determining which of the two secondary schools listed in the table pupils at Hautes Capelles and the voluntary schools would attend, Education Services would take into consideration factors such as school capacity, siblings and

distance to alternative schools, which would be set out in the Committee's admissions policy.

- 6.15 There would be a transition period from 2019 to 2023. The transition in 2019 and 2020 would result in a slightly different admissions policy to year 7 in these years as follows:

#### **September 2019**

- 11 plus selection ended; this is the first non-selective Year 7 secondary school intake (current (2017/18) year 5 pupils).
- All current La Mare de Carteret High pupils (and those due to start in Year 7 at La Mare de Carteret in September 2017 or September 2018) will continue to be based at the La Mare de Carteret site, although pupils will move to the new school building (on the La Mare de Carteret playing fields) when it opens. This is anticipated to be in September 2021, but a contingency plan will be in place should the build completion be delayed until 2022.
- For the September 2019 Year 7 intake a greater proportion of Hautes Capelles pupils will go to St Sampson's High. For this year group only (Sept 2019 Year 7s) St Sampson's High will take seven forms of entry and these learners will continue at St Sampson's High until they finish in Year 11. Similarly Les Beaucamps High will take six forms of entry for the Sept 2019 Year 7s.
- The new Year 7 non-selective intake in September 2019 for the new secondary school will be based at the Les Varendes site for two or three years until the new secondary school buildings are open. This intake will only be six forms of entry to ensure there is sufficient space at the Les Varendes site in 2019. There will be no Year 7 on the La Mare de Carteret site in September 2019.

#### **September 2020**

- The new Year 7 intake in September 2020 for the new secondary school will be based at the La Mare de Carteret site, initially in the old school building until the new secondary school buildings are open. There will be no Year 7 on Les Varendes site in September 2020. However, Les Varendes continues to operate as an 11-16 school with an enlarged year 8, and years 9-11.

#### **September 2021**

- Years 10 and 11 (the remaining selective intakes to the Grammar School and Sixth Form) remain on the Les Varendes sites and join the Sixth Form College which opens in September 2021 and for the first 2 years only operates as a 14-19 College.
- Those pupils who joined the Grammar School in September 2019 in a non-

selective year 7 intake join the new secondary school on La Mare de Carteret site for their year 9.

## **7 Impact of the proposals on learners**

7.1 This section explains the implications for pupils by year group in more detail. Some fictional example families are highlighted in Appendix 8 to illustrate the potential implications of the proposals for individual learners. Please note that the proposed transition arrangements have changed since the Committee's July consultation document (Appendix 3) in response to feedback received.

- **Currently (2017/18) in Years 10-13 or at the College of Further Education (CFE)**

Learners currently in Years 10 to 13 or at the College of Further Education will have left the Grammar School and Sixth Form Centre/CFE before any changes take effect.

- **Currently in Years 8 and 9**

Learners currently in Years 8 and 9 will complete their 11-16 education at their current schools and would complete their Post-16 education at the new Sixth Form College. Current Year 9 learners will choose between the Sixth Form Centre and CFE courses for year 12, as now, but will all be part of the new Post-16 College for Year 13. It is planned that designate appointments to the Sixth Form College will be made in 2020, so care will be taken to ensure continuity for these learners between September 2020 and July 2022.

- **Currently in Years 6 and 7**

Learners currently in Year 6 will sit the 11 plus, if entered. Current catchment areas will apply. Those selected for a place at the Grammar School will remain based on that site and in their selective intake until completion of Year 11 (GCSEs). In September 2021 they will become part of the Sixth Form College which will operate as a 14-19 institution for the first two years.

- **Currently in Years 4 and 5**

Learners currently in Year 5 will be the first non-selective intake at Year 7 in September 2019 with the new partner primary school system. All Year 7s in the new secondary school catchment (i.e. transferring from La Houquette, Vauvert, La Mare de Carteret Primary and some from Hautes Capelles) will go to Les Varendes site until the new secondary school building opens. St Sampson's High will take an additional class in this year from Hautes Capelles pupils to reduce the size of the cohort at Les Varendes. Current Year 4 learners in the new secondary school catchment will move

into the old La Mare de Carteret High buildings until the new school building opens.

- **Currently in Year 3**

If the new secondary school building opens in September 2021, as planned, then this cohort of Year 7s for the new secondary school will go straight into the new building in September 2021, although a contingency plan will be put in place in case the build does not proceed as anticipated.

- **Currently in Year 2 and below**

By the time the current Year 2 reach Year 7 in September 2022, the new secondary school and new building and the Sixth Form College should be fully operational.

Current year groups are based on the academic year starting September 2017.

## **8 Alternative Options Appraisal**

- 8.1 A long list of options was originally drawn up and included in the Committee's consultation document "Transforming Education" (Appendix 3). These were the six options originally presented to States Members at a workshop in January 2017, reduced to the three which scored the highest in terms of the preference of Deputies. It should be noted that the idea of two 11-18 schools was included by the Committee as one of the options at this workshop. It was dismissed by the Committee following feedback from Deputies at this workshop, including that it did not comply with the extant States resolution, the size of these schools and the practicalities of delivering the full sixth form curriculum to all learners over two sites.

In the Committee's proposals document and the consultation process, there were two main options. There is also the possibility of a variation to the Committee's preferred option and recommendation, Option 1. These are:-

**Option 1: The Committee's recommendation:**

- 11-16 and post-16 separated with greater integration of academic and vocational post-16 provision
- Three 11-16 schools
- Either 1a) a Sixth Form College and a Further and Higher Education Institute or 1b) a Tertiary College, with the former 1a) being the Committee's recommendation

Option 2: An alternative option contained in the Committee's consultation document:

- One 11-18 school
- Two 11-16 schools
- Separate College of Further Education

8.2 Option 1 is the Committee's recommendation for educational, practical, and financial reasons. The financial appraisal is discussed in section 9. Other arguments are explained here.

Option1a Sixth Form College and Further and Higher Education Institute

Equality of Opportunity

8.3 The Committee is confident that its proposals for a modern and dynamic Sixth Form College will provide equality of experience and opportunity for full-time students. It will maintain the high quality outcomes that are expected by parents and students within a structure that is inclusive and appropriate for the Guernsey context. At 16 students will choose between full-time 16-19 study at the Sixth Form College or entering a workplace environment either full-time, part-time or through an apprenticeship programme. Those studying full-time will not be separated into two separate institutions according to the type of qualification that they choose to study or are deemed suitable for, as they are now.

8.4 The Committee's vision is to provide a Sixth Form College which ensures equal opportunities for student enrichment. All students would have access to a Personal Enrichment Programme, Sports' Academies and the Duke of Edinburgh Award and equal access to the support and guidance needed to enable them to progress to university or into employment. Widening participation to higher education is an important role of sixth form colleges as students' aspirations can be raised by working alongside peers with high aspirations.

Improved educational outcomes

8.5 Research evidence indicates that students in Sixth Form Colleges do better at A Level than those in both school sixth forms and FE colleges<sup>13</sup>.

8.6 Achievement rates from the Education and Training Foundation show that at all levels for 2015-2016 the overall achievement, retention and pass rates for 16-

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<sup>13</sup> Meschi, E.V. (2014) Post-secondary School Type and Academic Achievement. The Manchester School, 183-201

18 year olds are higher at Sixth Form Colleges than General FE and Tertiary Colleges<sup>14</sup>.

- 8.7 The majority of students at Level 3 (equivalent to A-level) enrol in year 12 on what they intend to be a two year programme. There were 362 students that started a 2 year Level 3 programme at either the Sixth Form Centre (SFC) or the College of Further Education (CFE) in 2015:

27% of these students did not complete this 2 year programme in 2017.

10% of the student restarted a Level 3 programme in 2016 either at the same institution (3%) or a different institution (7%).

6% of students went in to employment

1% of the students moved to the UK

10% of the students had an unknown destination or were unemployed at the time of leaving. (7% from CFE and 3% from SFC)

So in summary, approximately 30% of full-time Level 3 students were not retained on their original 2 year programme that ended in 2017 and a significant number of these students moved between the two post-16 organisations after Year 12 to start a new programme. That equates to approximately 100 young people, dropping out of their first year of post-16 study, with most ending up repeating a year of their education. It is therefore important to explore other and more flexible options regarding programmes of study for young people at post-16. The evidence<sup>15</sup> suggests that some students in Sixth Form Colleges with lower average GCSE scores, who may be currently undertaking a 3 A Level programme, would have improved retention and attainment when undertaking a mixed programme of A Level and Level 3 BTEC qualifications.

#### Greater opportunity for learners to select from a broader range of subjects

- 8.8 A Sixth Form College would provide greater breadth of opportunity for all learners wishing to continue in their full-time education. The new Sixth Form College would ensure that all students have the opportunity to enrol on a programme that is right for them and supports the next steps they want to take towards employment, further training or university. Ensuring that all our students can access the right mix, and the right level of courses and qualifications in the first place will help address retention issues.
- 8.9 The Sixth Form College will enable a broader curriculum offer. It would provide opportunities for young people to access a wider range and variety of courses: for example the BTEC extended certificates are ideal for students who are

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<sup>14</sup> ESFA (2017, June 15<sup>th</sup>) National Achievement rates tables 2015-2016. Retrieved from gov.uk: <https://www.gov.uk/government/statistics/national-achievement-rates-tables-2015-to-2016>

<sup>15</sup> Allen, N. (2016) Snowblind The understanding performance in sixth form colleges project report 2016. Retrieved from Sixth Form Colleges Association: <https://www.sixthformcolleges.org/publications>

interested in learning about a sector alongside other fields of study. Students could take an extended certificate in Health and Social Care alongside A Levels in Biology and Psychology, or Maths A Level alongside Engineering.

- 8.10 A flexible curriculum would provide opportunity for re-takes or moving between levels to best suit our students’ needs, interests and capabilities. Subject choices within one organisation will enhance achievement.
- 8.11 All traditional existing pathways would continue to be available including A Levels, the International Baccalaureate and applied general and technical qualifications. As these would be available within the same institution it will also be possible to study a mixed program, combining a BTEC qualification, with an A Level or IB subject/s. This is shown in Figure 1:

**Figure 1: Opportunities to ‘mix and match’ qualification pathways within the Sixth Form College**

Example 1	Example 2	Example 3	Example 4	Example 5	Example 6	
BTEC Extended Diploma	BTEC Diploma	BTEC Extended Certificate	A Level Subject 3	BTEC Diploma	International Baccalaureate Diploma	
		A Level Subject 2	A Level Subject 2			
	A Level Subject 1	A Level Subject 1	Extended Project			
				Level 3 Maths		
<b>Options: EPQ, IB Cert, BTEC Cert</b>						

Subject choices within one organisation will enhance achievement

- 8.12 Current structures do not enable all students at post-16 to achieve their potential. Some learners leave the Sixth Form Centre with two A Levels, which offers limited progression to Higher Education. However, in the Sixth Form College, their A Level studies could have been supplemented by an applied general or technical qualification providing them with greater options for a higher education pathway.

- 8.13 Our recommendation will provide more flexible options regarding programmes of study for young people at post-16. The evidence<sup>16</sup> suggests that some students in Sixth Form Colleges with lower average GCSE scores, who may be currently undertaking a 3 A Level programme, would have improved retention and attainment when undertaking a mixed programme of A Level and Level 3 BTEC qualifications.
- 8.14 Research evidence indicates that students in Sixth Form Colleges do better at A Level than those in both school sixth forms and FE colleges<sup>17</sup>.
- 8.15 Achievement rates from the Education and Training Foundation show that at all levels for 2015-2016 the overall achievement, retention and pass rates for 16-19 year olds are higher at Sixth Form Colleges than General FE and Tertiary Colleges<sup>18</sup>.
- 8.16 In a Sixth Form College with approximately 900 full-time learners, students would be able to select from a broader range of subjects and wider range of extra-curricular activities and additional studies.
- 8.17 Widening participation to higher education is an important role of sixth form colleges as students' aspirations can be raised by working alongside peers with high aspirations.

#### Focused management structure

- 8.18 These proposals allow for both post-16 organisations to focus entirely on these distinct areas of provision, ensuring that such focus is not diluted across a broad mandate. Both of these organisations would be of sufficient size to benefit from dedicated senior management teams to lead the organisations and focus on educational outcomes of its respective group of learners, which will have different requirements.
- 8.19 The Committee feels that the management of the new Sixth Form College would be able to fully focus on ensuring that the full-time education provision for 16 to 19 year olds, plus their access to a full enrichment package, extra-curricular opportunities and pastoral support, is as good as it can be. These courses would be free at the point of delivery and the Sixth Form College would operate more like a school with a structured day, generally open term-time only. The ethos will be such that it will promote the increasing independence of

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<sup>16</sup> Allen, N. (2016) Snowblind The understanding performance in sixth form colleges project report 2016. Retrieved from Sixth Form Colleges Association: <https://www.sixthformcolleges.org/publications>

<sup>17</sup> Meschi, E.V. (2014) Post-secondary School Type and Academic Achievement. The Manchester School, 183-201

<sup>18</sup> ESFA (2017, June 15<sup>th</sup>) National Achievement rates tables 2015-2016. Retrieved from gov.uk: <https://www.gov.uk/government/statistics/national-achievement-rates-tables-2015-to-2016>

learners whilst continuing to provide the pastoral support of a school environment. Full tutorial support would be available.

- 8.20 There would be a very different ethos and culture in the Further and Higher Education Institute which would need to be more responsive to employer needs, have more of a commercial focus and deliver the requirements of the skills strategy. The management of the Further and Higher Education Institute would need to focus on providing or commissioning courses and bespoke training. In many cases they would be charging a fee to attend these courses and so the focus would be on income generation as well as being responsive to employer needs. The Institute would operate year-round and would not be restricted to school opening hours or term dates.

#### 1b with Tertiary College

- 8.21 A tertiary college would be responsible for delivering all Sixth Form Centre provision and all College of Further Education courses, together with those currently provided by the GTA University Centre and Institute of Health and Social Care Studies, within one institution. This institution would have several thousand student enrolments presenting some real challenges for its single management team and is a massive change from the current educational structure in Guernsey. It is questionable whether there would be able to be the level of focus and clarity of purpose for management in a tertiary college, despite efforts to separately 'brand' each area of provision. The Committee wishes to preserve a personal and friendly environment of a single focussed full-time Sixth Form College
- 8.22 The culture and ethos of a tertiary environment is less formal than that of a Sixth Form College. The Committee believes that parents/carers prefer the more structured 'school-type' supervised environment that provides a stepping stone transitional phase between school and work or Higher Education.
- 8.23 This option does not meet the principle of improving education outcomes as General Further Education and tertiary colleges have the lowest outcomes of all proposed models (as referenced in paragraph 8.6). In addition, the Committee feels there would be a strong benefit in delivering the focused management structure described above which would not be met in a traditional tertiary model.

#### Option 2. 1 x 11-18 school, 2 x 11-16 schools and a separate College of Further Education

- 8.24 The difficulties of this model were explored in the Committee's July consultation paper (Appendix 3). One 11-18 school (at Les Varendes) and two 11-16 schools at St Sampson's High School and Les Beaucamps does not meet

the Committee's principle of equality of opportunity. The Committee's consultation document, "Transforming Education" also raised a question over whether this model would be possible to deliver. The conclusion of this discussion is that this is likely to be possible to deliver. However, the programme of work means that La Mare de Carteret High School would need to remain open until 2021 instead of 2020 with the transition of pupils delayed by one year and under this model La Mare de Carteret would need to take a year 7 intake in September 2018. It is also highly likely that the building at Les Varendes would need to be partially vacated whilst renovation and extension works were carried out between 2021 and approximately 2023. In addition, it would not be as easy to move from 19 forms of entry to 20 forms of entry in the future should the need arise.

- 8.25 This model does not meet the education principles the Committee wishes to achieve, does not meet the Committee's transition principles and could lead to a dip in outcomes due to the complexity of the transition model. It also provides less flexibility for the future than the Committee's recommendation. It is therefore not a model that the Committee recommends.

## **9 Resources and Implementation Plan, including Transitional Arrangements**

### Timeline and building programme and capital costs

- 9.1 The building programme to deliver the education estate requirements for the Committee's recommendation is attached as Appendix 7. The timescales in the programme show how important it is for the States to make a decision in 2017 in order to proceed with an implementation/opening date of September 2021 for the new secondary school and post-16 provision at Les Varendes. This would also enable the community sports facilities to be available for the 2021 Island Games and any future Games.
- 9.2 The Committee is recommending:

**Recommendation 10: That the following projects will be included within The Education Estate Development Phase 1 within the current capital prioritisation cycle (2017-2020) (Estimated total cost of £74m):**

- a. A new 8 form entry secondary school and, if approved under proposition 6ii) enhanced community sports facilities, on La Mare de Carteret site;
- b. Refurbishment and remodelling of Les Varendes site for post-16 provision.

**Recommendation 11:** That the following projects be included within the Education Estate Development Phase 2 (pipeline) and bids made during the next capital prioritisation cycle (2021 onwards) (Estimated total cost of £36m-£40m):

- a. The redevelopment of La Mare de Carteret Primary School;
- b. The redevelopment of Les Ozouets site for a Further and Higher Education Institute, including new workshop facilities;
- c. If required in the future, an extension to Les Beaucamps High School to 6 forms of entry.

**Recommendation 12:** To delegate authority to the Policy & Resources Committee to:

- a. Following a review of the outline business case for the new secondary school, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for the rebuild of an 8 form entry secondary school and sports facilities on the La Mare de Carteret site; and
- b. Following a review of the full business case, open a capital vote of a maximum of £52.6m for this project, including phase 1 programme management costs, funded from the Capital Reserve.

**Recommendation 13:** To delegate authority to the Policy & Resources Committee to:

- a. Following a review of the outline business case for the Les Varendes Site, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for its refurbishment and remodelling for post-16 provision; and,
- b. Following a review of the full business case, open a capital vote of a maximum of £21.4m for this project, funded from the Capital Reserve.

- 9.3 The capital costs for both option 1 and option 2 are attached as Appendix 6 and are only marginally different to one another under 19 forms of entry using the latest revised estimates £110m in total for option 1 and £114.5m in total for option 2. However, the revenue costs indicate that option 1 will be significantly less expensive over time which is detailed below. In addition option 2 provides no flexibility in future should pupil numbers increase, whereas under option 1 Les Beaucamps could be extended with minimum disruption to a full six form entry at a cost of £3.5m (2017 prices) and there is also potential to extend at St Sampson's. The cost of the new secondary school includes marine grade materials and compares favourably per pupil to the cost of Les Beaucamps, for which £36.8m was approved by the States.

### Phase 1

£

49.6m	New 960 pupil secondary school without enhanced community sports facilities
1.0m	Enhanced sports facilities
2.0m	Project Management costs
21.4m	Les Varendes
<b>74m</b>	<b>Total</b>

### Phase 2

£

17m	La Mare de Carteret Primary School
17m	Les Ozouets
2m	Project Management costs
3.5m	<i>Les Beaucamps extension, if required (not anticipated)</i>
<b>36m-39.5m</b>	<b>Total</b>

### Financial modelling: Revenue implications

- 9.4 A financial model has been developed to analyse the cost implications of option 1 and option 2 over a 25 year period from 2019 to 2044. The model allows comparison between the options discussed in this policy letter to the existing 4 school model. It is noted that the risk and challenges around the accuracy of the forecast increases the further ahead the forecast looks.
- 9.5 The financial model allows for a range of pupil teacher ratios (PTR) to be used so that the impact of any changes to this ratio can be evaluated. For this policy letter both option 1 and option 2 have been modelled (post transition phase) on a pupil teacher ratio of 13:1 and 15:1 so that the impact of movement in this ratio is understood. Current average PTR is 13:1 but a PTR of 15:1 is deemed achievable across the new 3 school model.
- 9.6 The 4 school model is based on 2016 actuals (£26.66m) but assumes an increase in costs of approximately £0.8m to cater for the additional 200+ pupils from 2024 onwards. These additional costs are based on the requirement for more classroom space as well as an increase to staff numbers. The 4 school model assumes the current average PTR of 13:1 for 11-16 schools and 11:1 for the 11-18 school. Unless PTRs and class sizes increase the current 4 school model would require extra budget from P&R as pupil numbers increase. This additional funding has not been requested.
- 9.7 The below costs are the annual operating costs for each option in 2024/25 once the project has been fully implemented.

### Option 1

13:1 PTR: £26.0m

15:1 PTR: £24.1m

### Option 2

13:1 PTR: £27.0m

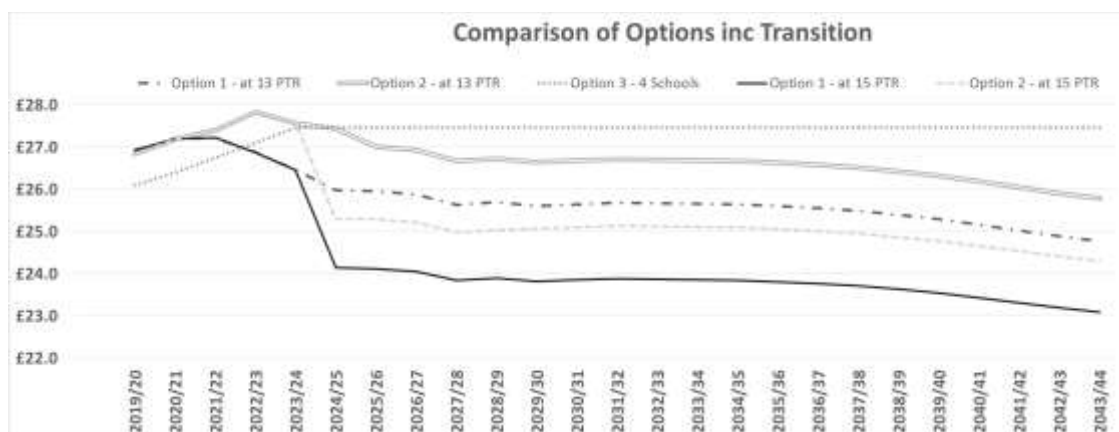
15:1 PTR: £25.3m

### 4 School Model

Forecast 13:1 PTR: £27.5m

9.8 Comparing the annual operating costs of option 1 post transition at a 15:1 PTR shows a cost saving of £3.4m compared to the 4 school model. If PTRs remained at their present level of 13:1 then the annual savings would reduce to £1.5m. Movement in the PTR has a significant impact on the numbers as total pay costs make up over 85% of secondary school costs with teachers' pay totalling approximately £12m per annum. It is expected that a PTR of 15:1 will be achievable in option 1 after the transition phase.

9.9 The chart below highlights the annual revenue costs of each option against the 4 school model: The recommended option 1 is the cheapest.



No inflation has been built into the financial models.

9.10 Further detail on the financial models and the detailed assumptions used can be found in appendix 10.

### Transition costs

9.11 A financial model has been used to forecast the transition costs from 2019 to full implementation of the new structure in 2024. For both option 1 and option 2 operating costs will increase during the initial implementation phase to allow a smooth transition between the existing 4 school model to the proposed 3 school model. Transition costs are expected to total £2.2m (average £0.45m per annum) between 2019 and 2024 for option 1 and £2.0m (average £0.40m)

for option 2. The transition costs are incremental to the current cost base and cover additional staff and pupil transport costs. Expenditure associated with the dual running of sites has not been classed as transition costs as the College of Further Education currently operates across multiple sites. The transition costs therefore focus purely on the additional expenditure required to deliver the Committee's proposals. These are detailed in full in appendix 10 and include a uniform allowance for the pupils transferring schools between the Grammar School and the new secondary school in 2021, additional HR and workforce planning costs including training, additional transport costs during the transition period only and an allowance for designate head/principal positions to assist with the planning and preparation for September 2021. No allowance has been made for temporary accommodation should the build be delayed beyond September 2021 and, as the Committee is aiming to achieve the staffing changes through natural wastage, compensation or redundancy payments have not been included in the transition models.

- 9.12 An average PTR of 13:1 has been used in this phase for the 11-16 schools with a lower PTR of 11:1 for the 11-18 school in line with current PTR rates. It is assumed that the PTR will not improve during this phase of the project and that teaching costs will not realise efficiencies until post implementation.
- 9.13 Detailed assumptions used for the transition model are also detailed in appendix 10.
- 9.14 Many of the workforce planning elements have been costed at a high level and the Committee is asking the States to delegate authority to P&R to approve the £2.2m transition costs and a 10% contingency albeit that the Committee would have to make a business case to the Policy & Resources Committee before that funding would be approved and released. £0.75m has already been set aside in the Transformation and Transition Fund for Transforming Education Services and at least £0.6m is currently unspent. However, secondary and post-16 is only part of the education service delivered in the Island and some of this funding may be required to enable savings to be made in other areas. Hence the request for £2.5m for this project and £2.75m in total. The Committee recommends the States:

**Recommendation 14: To increase the authority delegated to the Policy & Resources Committee, to approve funding from the Transformation and Transition Fund, for the Transforming Education and Training Services Programme by £2m to £2.75m in order to provide funding of a maximum of £2.5m in respect of the additional anticipated costs for the transition to the new system of secondary and post-16 education.**

## Net Present Value Analysis (NPV)

- 9.15 An NPV analysis on total cash flow, both revenue and capital expenditure, of each project has been prepared and is presented in appendix 9. The NPV calculation is based on forecast spend over 25 years from 2019 until 2043 with 2018 set as the base year and includes the higher costs that will be incurred during the transition phase as well as the forecast revenue savings post implementation. The NPV of each option is shown below.

### **Option 1**

13:1 PTR: £529m

15:1 PTR: £508m

### **Option 2**

13:1 PTR: £545m

15:1 PTR: £526m

- 9.16 The lower the NPV the more financially attractive the option is and as per the comparison of the post implementation annual revenue expenditure above, option 1 calculated at a 15:1 PTR is the most financially attractive model. Option 2 at a 15:1 PTR and option 1 at a 13:1 PTR have a broadly similar NPV calculation of £526m and £529m respectively.

## Potential for achieving further revenue savings

- 9.17 The Committee's preferred option allows for the potential for further economies of scale to be achieved between the GTA, Institute of Health Studies and the Further and Higher Education Institute elements of the CFE in line with PwC's recommendations. These savings have not been included in the financial modelling and will be explored in more detail when the Committee returns to the States in March 2019 with a policy letter setting out how the Further and Higher Education Institute will work in partnership with the Institute of Health and Social Care Studies and the GTA University Centre, including a co-designed governance model. It should be noted that the consolidation of the post-16 provision currently offered by the College of Further Education onto the Les Varendes and Les Ozouets sites is dependent on a further £17m being available in the next capital prioritisation cycle for the workshop and technical facilities at Les Coutanchez Campus to be rebuilt on Les Ozouets Campus. However, the financial modelling does not assume that these savings are realised until 2024.

## **10 Conclusion**

There are a number of reasons why the Committee *for* Education, Sport & Culture wants to transform secondary and post-16 education but the number one reason is to **improve educational outcomes** for all our children and young people.

The recommendations set out in this Policy Letter support the overall vision

and strategic outcomes of the Policy & Resource Plan. They ensure that every young person has **equality of opportunity** to access a broad, rich, engaging, challenging curriculum that enables them to reach their full potential. They are inclusive and provide an efficient and effective structure that meets the needs of the island both now and in the future.

The Committee acknowledges that change of the level we are proposing is not easy. It is directed by the States to move from 4 to 3 secondary schools and for an all-ability system to replace selection at 11. The Committee is directed to consider how post-16 education should be provided and the optimal use of the education estate to deliver this. The recommendations meet these instructions.

The Committee has taken this opportunity to design a structure that takes the best from elsewhere but sets it in a context that is right for Guernsey.

These recommendations will **positively** transform the way our children and young people are educated.

The best interests of our children and young people and inclusion for all are at the heart of these plans.

**Recommendation 15: To note that the Committee *for* Education, Sport & Culture is committed to an inclusive system of education, ensuring that all children and young people have equality of opportunity to achieve their potential. All the proposals outlined in this policy letter support the aims of the Disability and Inclusion Strategy and comply with the UN Convention on the Rights of Persons with Disabilities.**

## **11 Propositions**

The States are asked to decide whether they are of the opinion: -

1. That full-time 16-19 education should be separate from 11-16 education, with A levels and International Baccalaureate qualifications delivered alongside full-time vocational, applied general and technical courses.
2. That mainstream States secondary schools should be a minimum of 600 pupils and a maximum of 1000 pupils aged 11-16 in line with research on optimal secondary school size.
3. That 11-16 education should be provided on three secondary school sites from September 2021 or as soon after as practical, with a transition period between September 2019 and September 2023.

4. That post-16 provision should be located on Les Varendes site (current Grammar School and Sixth Form Centre) and the Les Ozouets Campus of the College of Further Education.
5. That the three secondary school sites should be Baubigny, Les Beaucamps and a new secondary school on the current La Mare de Carteret site.
6.
  - i That a new 8 form entry secondary school should be built on La Mare de Carteret site.
  - ii That enhanced sports facilities should be included as part of this development.
  - iii That a new La Mare de Carteret Primary School should be built on La mare de Carteret site subject to prioritisation in the next capital prioritisation cycle (from 2021).
7. That post-16 provision should be organised as follows:
  - i. A Sixth Form College on the Les Varendes site offering full-time courses (including A Levels, International Baccalaureate and full-time vocational, applied general and technical courses) predominantly aimed at 16-19 year olds; and
  - ii. A Further and Higher Education Institute on the Les Ozouets Campus offering apprenticeships, further and higher education, and part-time courses.
8. That the Committee *for* Education, Sport & Culture should return to the States by March 2019 with a policy letter setting out how post-16 provision will work in partnership with the Institute of Health and Social Care Studies and the GTA University Centre to become the Guernsey University College, including a co-designed governance model.
9. To delegate authority to the Policy & Resources Committee to provide funding from the Capital Reserve for a feasibility study of the Les Ozouets Site and to develop a plan for that site, which includes any synergies identified in Proposition 8, and for that plan to be presented to the States by March 2019.
10. That the following projects will be included within the Education Estate Development Phase 1 within the current capital prioritisation cycle (2017-2020) (Estimated total cost of £74m):
  - a. A new 8 form entry secondary school and, if approved under Proposition 6ii) enhanced community sports facilities, on La Mare de Carteret site;
  - b. Refurbishment and remodelling of Les Varendes site for post-16 provision.

11. That the following projects be included within the Education Estate Development Phase 2 (pipeline) and bids made during the next capital prioritisation cycle (2021 onwards) (Estimated total cost of £36m-£40m):
  - a. The redevelopment of La Mare de Carteret Primary School;
  - b. The redevelopment of Les Ozouets site for a Further and Higher Education Institute, including new workshop facilities;
  - c. If required in the future, an extension to Les Beaucamps High School to 6 forms of entry.
  
12. To delegate authority to the Policy & Resources Committee to:
  - a. Following a review of the outline business case for the new secondary school, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for the rebuild of an 8 form entry secondary school and sports facilities on the La Mare de Carteret site; and,
  - b. Following a review of the full business case, open a capital vote of a maximum of £52.6m for this project, including phase 1 programme management costs, funded from the Capital Reserve.
  
13. To delegate authority to the Policy & Resources Committee to:
  - a. Following a review of the outline business case for the Les Varendes Site, give agreement for the Committee *for* Education, Sport & Culture to go out to tender for its refurbishment and remodelling for post-16 provision; and,
  - b. Following a review of the full business case, open a capital vote of a maximum of £21.4m for this project, funded from the Capital Reserve.
  
14. To increase the authority delegated to the Policy & Resources Committee to approve funding, from the Transformation and Transition Fund, for the Transforming Education and Training Services Programme by £2m to £2.75m in order to provide funding of a maximum of £2.5m in respect of the additional anticipated costs for the transition to the new system of secondary and post-16 education.
  
15. To note that the Committee *for* Education, Sport & Culture is committed to an inclusive system of education, ensuring that all children and young people have equality of opportunity to achieve their potential. All the proposals outlined in this policy letter support the aims of the Disability and Inclusion Strategy and comply with the UN Convention on the Rights of Persons with Disabilities.

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.

## **12 Committee Support for Propositions**

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 above have the unanimous support of the Committee with the exception of 6ii and 6iii and 11a which Deputy David De Lisle does not support.

Yours faithfully  
P R Le Pelley  
President

C P Meerveld  
Vice-president

D de Garis De Lisle  
A C Dudley-Owen  
N R Inder

Appendix 1: Previous resolutions  
Appendix 2: Bailiwick of Guernsey Curriculum: The Big Picture  
Appendix 3: Transforming Education July 2017 Consultation Document  
Appendix 4: School population projections  
Appendix 5: Plan on a page: summary diagram of proposals  
Appendix 6: Capital costs  
Appendix 7: Programme of work  
Appendix 8: Personas: Examples of transition for pupils  
Appendix 9: Financial modelling  
Appendix 10: Financial assumptions

**Previous States resolutions**

**Billet d'État VII of 2016**

In March 2016 the previous States Assembly decided:

1. To agree that the current selective admission of students to States' secondary schools and the grant-aided Colleges based predominantly on the 11 Plus examination shall be replaced with effect from September 2019 (for new Year 7 students) by non-selective admission to States' secondary schools based predominantly on a feeder system from primary schools and that the States' secondary schools shall set students by ability as appropriate.
  - 1A. That 11 to 16 education in the States' sector shall be provided in three schools, ideally of a broadly comparable size but in any event of a size capable of securing equality of opportunity for all students
  - 1B. To direct the Committee *for* Education, Sport & Culture to publish by 2017 a policy for the identification and support of the most able, gifted and talented children in Guernsey and Alderney; and the desired outcomes from such a policy, the measurement of those outcomes and any resources required.
  - 1C. To direct the Committee *for* Education, Sport & Culture to review and publish by December 2017 a policy for managing disruptive behaviour in order that classroom disruption is minimised and those who need extra support to engage in education are accommodated and helped without detriment to the education of others; along with the desired outcomes from such a policy, the measurement of those outcomes and any resources required.
2. To direct that as soon as practicable, but in any event during 2016 or 2017, the Committee *for* Education, Sport & Culture shall submit a policy letter to the States with the capital and revenue implications and recommendations in respect of:
  - a) the optimum changes to the education estate which are necessary to give effect to the States' policies contained in Propositions 1 and 1A, provided that the Committee shall first have considered the following options:
    - i) redeveloping a secondary school at La Mare de Carteret; and ceasing 11 to 16 education at Les Varendes and consolidating post-16 education, including sixth form studies and the College of Further Education, at Les Varendes and Les Ozouets; and
    - ii) maintaining 11 to 19 education, i.e. including a sixth form, at Les Varendes; and ceasing 11 to 16 education at La Mare de Carteret;
  - b) any changes to the education estate which are considered necessary in

relation to the facilities and services other than the secondary school previously proposed as part of the redevelopment of the site at La Mare de Carteret, e.g. pre-school, primary school, communication and autism centre, enhanced sports facilities and community facilities;

c) any changes to the education estate not incorporated in a)i) and ii) above which are considered necessary to develop the College of Further Education, the need for which has been recognised by the States on several occasions and is referred to in that Policy Letter;

d) the role, consistent with Proposition 1, of the grant-aided colleges (Blanchelande College, Elizabeth College and The Ladies' College) in the provision of secondary education and detailed proposals for any new funding arrangements with those grant-aided colleges together with the rationale for the quantum of grant-aid recommended.

3. To agree that pending the completion of any capital works approved by the States following their consideration of the policy letter envisaged in Proposition 2, it may be necessary to provide funding both to maintain the existing schools at La Mare de Carteret and to ensure the recruitment and retention of secondary school teachers.
4. To delegate authority to the Policy & Resources Committee to provide funding from the Capital Reserve and the Transformation and Transition Fund, as appropriate, to the Committee *for* Education, Sport & Culture to allow the Committee *for* Education, Sport & Culture to give effect to Propositions 1, 1A, 2 and 3 and to direct the Policy & Resources Committee to report to the States within six months of any use of this delegated authority.

#### **Billet d'État XXIX of 2016**

In December 2016 the current Assembly agreed:

- VII:- To NEGATIVE the Proposition to rescind Resolution 1 on Billet d'État VII of 2016; to agree that all-ability States' secondary schools shall not be introduced and that instead selection by ability at 11 years shall continue to determine the admission of students to States' secondary schools; and to direct that by no later than June 2017 the Committee for Education, Sport & Culture shall submit a policy letter or policy letters containing proposals for the future use of the education estate, including consideration of the La Mare de Carteret Schools' site and the College of Further Education, and any other proposals or proposals for variations to previous States' Resolutions which the Committee considers necessary for the delivery of selective admission to secondary schools.

# The Big Picture Curriculum—Joyous and Purposeful Learning

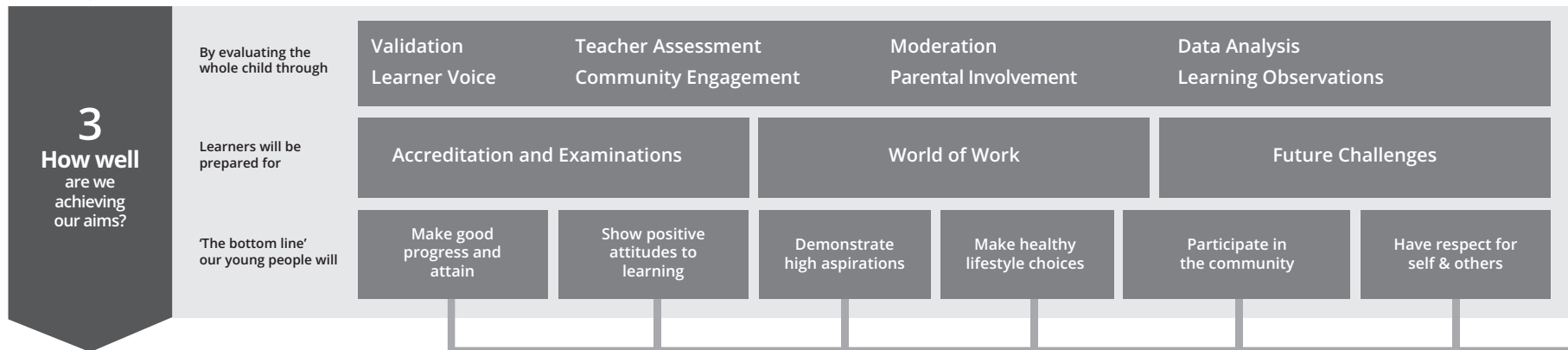
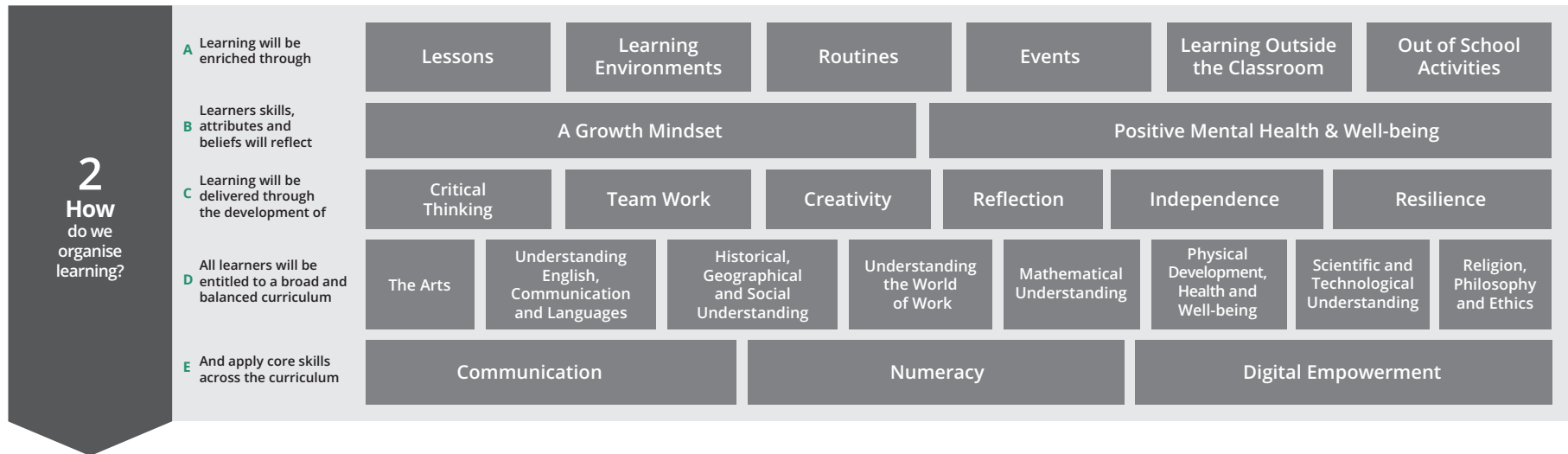
**A** These are areas that enrich the learning for the children

**B** These are skills to help children cope with the normal pressures and changes of life, have a sense of purpose, work productively and make contributions to the community in which they live

**C** These are vital skills that need to be taught so that children will use them to develop in all aspects of their lives

**D** Subject areas

**E** These core skills underpin all aspects of the curriculum



# Transforming Education

## Secondary and Post-16 Education Future

This is an overview of the changes we are proposing for our secondary and post-16 education system. We will be taking these proposals to the States later this year.



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# Executive Summary

This document sets out the Committee for Education, Sport & Culture's (the Committee's) thinking to date with respect to the future of secondary and post-16 education. It sets out the Committee's current preferred option, the rationale for this option and how it will be implemented.

Two things have already been decided by the States of Guernsey:-

- Secondary education will be delivered in three schools
- An all-ability system will replace selection at 11, with the first all ability intake starting secondary school in year 7 in September 2019.

The Committee will not revisit these decisions and therefore will be delivering proposals in line with decisions already taken by the States.

The States' debate on the policy letter is anticipated to take place towards the end of this calendar year, following a period of engagement and finalising the policy letter.

The preferred option for the 11-16 estate is strongly interlinked with the Committee's preferred model for post-16 education. Both elements will be contained in the same policy letter, to enable explanation and debate of the interdependencies at the same time.

The future role and funding of the Grant-Aided Colleges is also important. The Committee will request that its policy letter on the future funding of the Grant-Aided Colleges is debated by the States in the autumn, so that the principles of any new funding agreement with the Colleges can be agreed prior to the policy letter on secondary and post-16 education being finalised.

It is important to the Committee that every young person has equality of opportunity to access a rich, engaging, challenging curriculum

that enables them to reach their full potential and that it operates efficiently and effectively.

The Committee proposes that:-

In **September 2019**, La Mare de Carteret High School staff and the Grammar School staff will **merge** to operate as a new school under one senior leadership team for learners aged 11-16. This merger will be apparent in staffing structures for the new school. It is the intention, however, that all current learners (and those due to start in Year 7 at the Grammar School in September 2017 or September 2018) will continue to be predominantly based at their current Les Varendes (Grammar School)/La Mare de Carteret sites until their GCSEs are completed. The new school will operate from both sites until 2023, when the last selective intake to the Grammar School completes GCSEs in Year 11. The Sixth Form Centre will continue to operate on Les Varendes site until the summer of 2024.

A new secondary school building will be built on the site of the La Mare de Carteret playing fields. It is not proposed to build the previously suggested community facility or pre-school included in the original plans. The build will be phased to complete the new secondary school building and sports hall by September 2021. The external areas and primary school will follow, the latter after the next capital prioritisation round. In accordance with advice from educational specialists, children and young people with autism or communication difficulties will be supported by bases in each of the secondary schools. The primary base will continue at Amherst.

From September 2021 all learners in Years 7, 8 and 9 based at either Les Varendes or La Mare de Carteret High will move into the new secondary school building. Years 10 and 11 at Les Varendes will stay there until they complete their GCSEs. St Sampson's High and Les Beaucamps High learners and staff will not be directly affected (with possibly some building work at Les Beaucamps High). The plans do not include any changes for our special schools (Le Murier, Les Voies) or St Anne's in Alderney, although all will be able to benefit from the new structure.

Post-16 opportunities will be improved through a merger, by September 2024, of the Sixth Form Centre and full-time 16-19 provision offered by the College of Further Education. The majority of full-time post-16 courses, A Levels, International Baccalaureate, BTEC and other applied and vocational courses, will be offered at a new Post-16 College on Les Varendes (the current Grammar School and Sixth Form Centre) site. This will require some building modifications which can only be completed once most of the 11-16 learners have moved out.

This new Post-16 College will be able to offer greater breadth of courses and qualifications, increased opportunity for students to mix and match courses and extend enrichment activities. There will also be the potential for staff from the secondary schools to teach at post-16 level and the Post-16 College will be part of a federation with the three secondary schools.

Les Ozouets campus (formerly St Peter Port School) will be used for a Training College for apprenticeships, part-time courses, higher education courses and adult learning. This will require the construction of some facilities on this site including workshops. The building cost of these facilities is significantly less than the full cost of redeveloping the College of Further Education on the Les Ozouets site whilst still releasing the other College of Further Education sites for other purposes and securing annual operational savings. The saving realised by using the Les Varendes site for post-16 education will offset the costs of building a new secondary school on the La Mare de Carteret playing fields. The Training College will work closely with the Institute of Health and Social Care Studies and the GTA University Centre as well as the fulltime Post-16 College and local employers. This will help avoid duplication and improve efficiency as well as provide training in response to community and industry needs.

All children placed at secondary school up to and including those starting in September 2018 will remain at their allocated school until they complete Year 11. This includes those selected for a place at the Grammar School and those selected as special place holders at the three Grant-Aided Colleges. Special place holders at The Ladies' College and Elizabeth College will be able to stay until the end of Year 13.

.....

Our proposals will ensure that all pupils who enter secondary education between now and July 2019 will remain at their allocated school until they complete Year 11. Special place holders at the Colleges will continue to have their place funded until they complete Year 13.

.....

It is intended that, subject to States approval this year, changes will begin in September 2019 and will be completed when the new Post-16 College and Training College open in September 2024.

## New structure at September 2024

### Secondary (pupils aged 11-16)



**St Sampson's High**  
6 form entry school



**Les Beaucamps High**  
5/6 form entry school

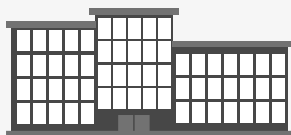


**New Secondary School**  
8 form entry school  
La Mare de Carteret site

### Post-16



**Post-16 College**  
for all full-time post-16 courses on former Grammar School and Sixth Form Centre site.



**Training College**  
at Les Ozouets  
for all part-time provision, apprenticeships and higher level qualifications

We must ensure our children's education is not adversely affected as we move to this new structure.

A number of principles have been set to guide the move to the new structure. These include:-

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

Four to six primary schools will transfer into each secondary school. Full details of which primary school will feed into each secondary school are outlined later in this document.

A range of different options for transforming secondary and post-16 education have been considered. They are less favourable for a variety of reasons including; not delivering acceptable educational outcomes, greater cost, difficulty of transition, risk of insufficient pupil capacity, current condition and layout of buildings and lack of flexibility for the future. The alternative options considered are:-

- An additional transition at 14: This would be too disruptive without sufficient additional benefit.
- Two 11-19/11-16 schools, sized at over 1000 learners: This option would not make good use of the existing education estate, especially the new school at Les Beaucamps High. It is difficult to identify suitable sites for the two schools.
- A sixth form centre at Les Beaucamps High or another alternative use for that site: This is expensive both in terms of building and operational costs and Les Beaucamps High is a new, purpose built 11-16 school.
- A four school model: This is expensive, does not deliver the educational benefits of three schools and is counter to the existing States resolution.
- Not building a new secondary school: The Committee is still exploring the practicalities of this option. However, there are more risks and difficulties associated with the delivery of this model than the Committee's

preferred option and it does not deliver the Committee's preferred educational model of a fulltime Post-16 College.

The Committee believes that moving from four secondary schools to three and taking the opportunity to deliver post-16 education in a different way will bring a range of benefits as well as a long term reduction in both building and operating costs. The Committee is continuing to develop its financial modelling. Initial work suggests the annual saving could be approximately £1.5m-£2m per year compared to the running costs in 2024 of a four school model with the College of Further Education. This is the most cost efficient three school and post-16 option.

These benefits and costings are outlined in greater detail later in this document.

Before we develop our policy letter to bring before the States we would like to know what you think about our plans. Are there any questions that you want answered? Do you have any particular concern about the transition or any ideas of how this can best be managed to ensure the least disruption to our children's learning?

You can email us at [educationfuture@gov.gg](mailto:educationfuture@gov.gg) or write to us, but it is best if you go to [www.gov.gg/educationfuture](http://www.gov.gg/educationfuture) where you can find out all the detailed information and give us your feedback. Please send in your comments by 11th September 2017.

.....

Our proposals will provide improved post-16 opportunities, meet the States instruction to deliver secondary education in three schools, will deliver equality of opportunity for all our young people as well as operational and building cost savings.

.....

# Section 1

## Introduction

This document sets out the Committee for Education, Sport & Culture's (the Committee's) thinking to date with respect to the future structure of secondary and post-16 education in Guernsey and Alderney.

"Our vision is to develop within our learners the skills to face a future with confidence through high quality education in a community that values its unique culture, heritage and sport.

We will deliver a secondary and post-16 education system where every young person has access to a rich, engaging, challenging curriculum that enables them to reach their full potential.

We will enable equality of opportunity and we will ensure that we operate efficiently and effectively."

This is an opportunity for the community (including staff, learners, parents/carers, Deputies and the wider community) to engage with the Committee's proposals before a policy letter is written for debate by the States later this year.

## Section 2

# What have the States already decided?

The previous States' resolutions are detailed in full in Appendix 1. In summary:-

- In March 2016 the previous States decided that the current selective admission of students to secondary schools based on the 11 plus examination should cease, and that from September 2019 (for new Year 7 students) admission to secondary schools should be on a non-selective basis.
- Schools should set students by ability, where appropriate.
- A decision was also made that 11-16 education in the States' sector should be provided in three schools of broadly comparable<sup>1</sup> size to achieve equality of opportunity for students.
- The Committee was instructed to submit a policy letter to the States before the end of 2017 setting out the optimum changes to the Education estate including the following options and the other facilities previously recommended for La Mare de Carteret site:-
  - ii) maintaining 11 to 19 education, i.e. including a sixth form, at Les Varendes; and ceasing 11 to 16 education at La Mare de Carteret [Option 2];
- The Committee was instructed to report on the role of the Grant-Aided Colleges and recommendations and rationale for any future funding.

Following the elections in May 2016, a commitment was made to give this new States Assembly the opportunity to debate whether or not the March 2016 States resolution (to end selection to secondary education for new Year 7 students from September 2019) should be overturned. On 2nd December 2016 it was agreed to reaffirm the decision taken in March 2016.

In January 2017 the Committee gave a firm commitment that it would return to the States, as directed, with a non-selective three school model for 11-16 education, with proposals published in June 2017. This report meets that promise. At the same time as releasing these proposals the Committee is finalising a policy letter concerning the role and future funding of the Grant-Aided Colleges.

i) redeveloping a secondary school at La Mare de Carteret; and ceasing 11 to 16 education at Les Varendes and consolidating post-16 education, including sixth form studies and the College of Further Education, at Les Varendes and Les Ozouets [for the purposes of this report, this may be referred to as Option 1]; and

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<sup>1</sup>Please note that the Committee is recommending two 6-form entry schools and one 8-form entry because timetabling/blocking is more efficient in schools with even forms of entry when the year group can more easily be halved for timetabling purposes.

## Section 3

# What is the Committee’s preferred option for secondary and post-16 education in a three school model?

The Committee is proposing:

### For pupils aged between 11-16

- i) Three 11-16 mainstream Guernsey secondary schools.
- ii) Secondary schools in Guernsey of a minimum of 5/6 form entry and a maximum of 8 form entry<sup>2</sup>.
- iii) A new 8 form entry secondary school will be built on the La Mare de Carteret playing fields site with a target of opening in September 2021.

In the long term the schools will be 6 forms of entry<sup>3</sup> at St Sampson’s High (approx 720 pupils as now); 5/6 forms of entry at Les Beaucamps High (approx 600-660 pupils as originally designed)<sup>4</sup> and 8 forms of entry at the new secondary school (approx 900-960 pupils), this may reduce to 7 forms of entry in some smaller year groups after 2037, depending on the future size of the Island’s population.

The new school would be formed from a merger of the La Mare de Carteret High School and The Grammar School from September 2019, although it is the intention that as far as possible all current pupils would remain predominantly based at their current sites. This includes the selective Grammar School intakes (and those starting in 2017 and 2018) who would be predominantly based on the Les Varendes (current Grammar School) site until completing their GCSEs.

.....

Our proposals will meet the needs of our pupils now, throughout the transition process and into the future by providing sufficient school places in line with the projected pupil population.

.....

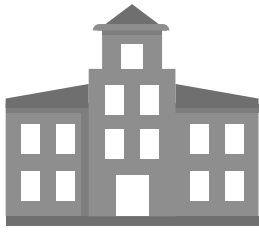
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<sup>2</sup> The rationale for this size is explained in section 10.

<sup>3</sup> Forms of entry means the typical number of classes in each year. Current policy is that the maximum number of learners in a class should be 24 on average across the year group.

<sup>4</sup> Les Beaucamps High was originally designed for 5.5 forms of entry or up to 660 pupils (600 based on 5 form entry and 660 based on some years of 5 form entry and some years of 6 form entry). During the peak school population it may need to be extended to accommodate 6 forms of entry throughout or 720 pupils. In addition since the school was planned, the curriculum has changed and this has resulted in a difference in the need for specialist teaching areas in Science, Art and Design Technology.

2017



**Grammar School**  
Existing 4 form entry  
11-16 pupils

2019



**New Secondary School**  
New 8 form entry  
school initially operates  
from two sites – all  
existing pupils remain  
in original schools,  
staff are shared

2021



**New Secondary School**  
New 8 form entry  
school building on  
La Mare de Carteret  
playing fields – opens  
in Sep 2021



**La Mare de Carteret**  
Existing 4 form entry  
11-16 pupils



**Les Beaucamps High**  
Existing 5/6 form entry  
11-16 pupils



**Les Beaucamps High**  
NO CHANGE



**Les Beaucamps High**  
NO CHANGE



**St Sampson's High**  
Existing 6 form entry  
11-16 pupils



**St Sampson's High**  
NO CHANGE



**St Sampson's High**  
NO CHANGE

From September 2021 pupils from four to six primary schools will transfer into each secondary school, the following primary schools will link into the following secondary schools<sup>5</sup>:-

Primary School	Secondary School
Castel	Les Beaucamps High
St Martin's	Les Beaucamps High
Forest	Les Beaucamps High
Notre Dame du Rosaire	Les Beaucamps High <b>OR</b> New Secondary School (current La Mare de Carteret site)
La Houquette	New secondary school (current La Mare de Carteret site)
La Mare de Carteret	New secondary school (current La Mare de Carteret site)
Vauvert	New secondary school (current La Mare de Carteret site)
Hautes Capelles	New secondary school (current La Mare de Carteret site) <b>OR</b> St Sampson's High
St Mary and St Michael	New secondary school (current La Mare de Carteret site) <b>OR</b> St Sampson's High
Vale	St Sampson's High
Amherst	St Sampson's High

## Out of Catchment

Places will be confirmed early in Year 6 for children who are out of catchment at their primary school or where a primary school links to more than one school (i.e. Hautes Capelles, Notre Dame du Rosaire and St Mary and St Michael). We would be interested to receive feedback on whether children who are out of catchment at primary school should go to secondary school based on where they live or, subject to space, transfer into secondary school with their primary school peers.

.....

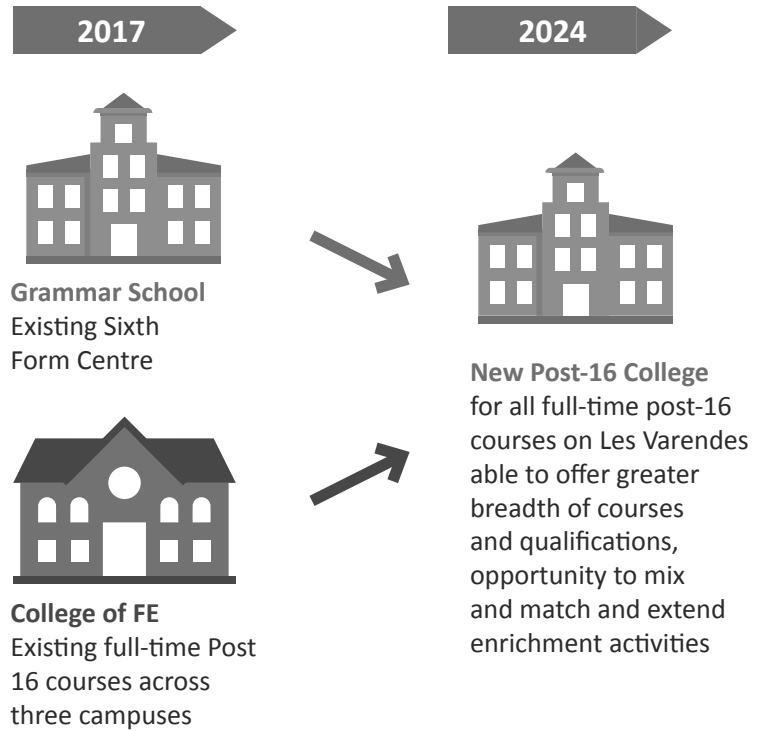
Our proposals will help improve the transition from primary to secondary education by encouraging closer partnership working between schools.

.....

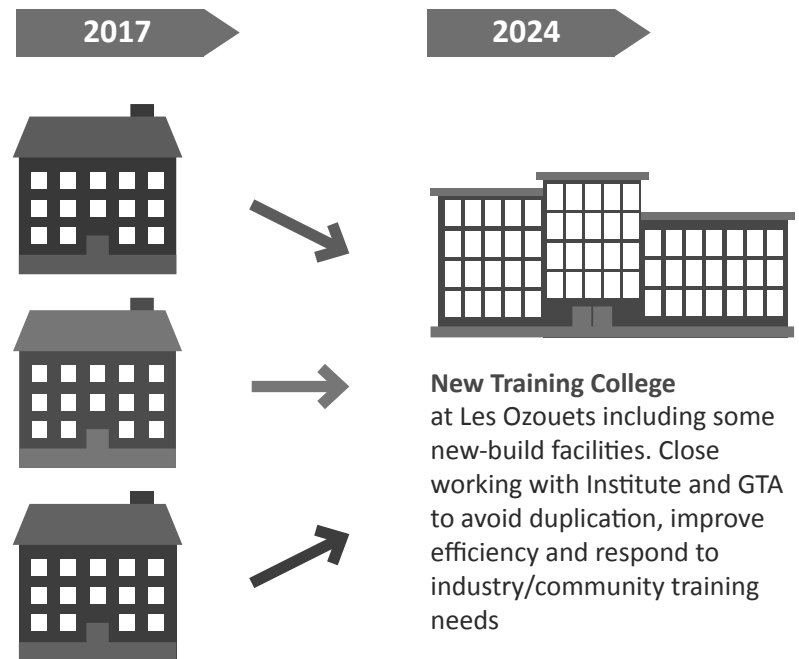
<sup>5</sup> Please also see the transition arrangements for September 2019 and September 2020 which are outlined in section 4.

## Post-16

iv) A separate Post-16 College to open on Les Varendes (current Grammar School & Sixth Form Centre) site by September 2024. This would provide all full-time post-16 courses, up to and including A Level/International Baccalaureate (currently offered at the Grammar School Sixth Form Centre) plus the majority of full-time applied, technical or vocational courses such as BTEC, currently offered by the College of Further Education. The Post-16 College would be predominantly for 16-19 year olds (approx 900 learners).



v) A Training College to deliver part-time provision, apprenticeships and higher level qualifications, which will be tasked with working more closely with the Institute of Health and Social Care Studies and the GTA University Centre in order to maximise opportunities and efficiencies and avoid duplication.



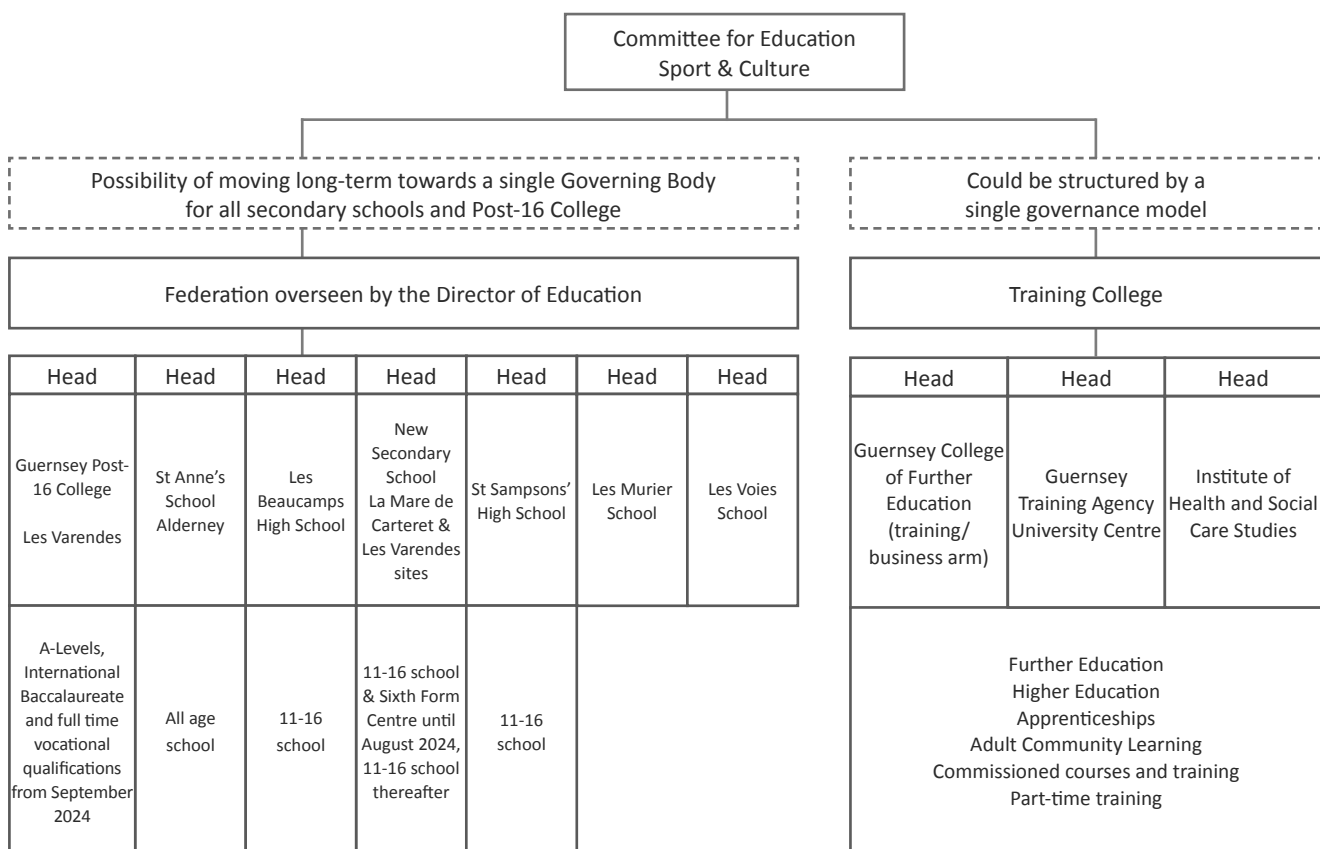
Existing part-time post 16, adult learning, apprenticeship, business and community courses at College of FE – currently offered at 3 sites Les Ozouets, Coutanchez and Delancey

## Governance

vi) In the short to medium term and throughout the period of transition, the Committee would retain the existing collaborative/federation relationship between the three 11-16 High Schools and St Anne’s in Alderney and include the post-16 provision at Les Varendes. Le Murier and Les Voies would also continue to work closely with the federation. Each of the mainstream secondary schools will continue to have its own Headteacher. In the future there is potential for the Post-16 College and secondary schools to be strategically managed by a single governing body.

vii) The business/training arm of the College of Further Education could move towards an LBG (Company Limited by Guarantee) model and greater collaboration with the Institute of Health and Social Care Studies and the GTA University Centre is being explored in order to maximise opportunities and efficiencies and avoid duplication.

These governance arrangements can be summarised in the following diagram. Please note that the dotted lines depict possibilities for discussion, not proposals at this stage.



Our special schools and St Anne’s in Alderney will not be part of the changes although they will be able to benefit from the opportunities provided by the new structure through continued collaboration. Further discussions with Alderney stakeholders will take place regarding when and how Alderney students may access educational provision in Guernsey. Improved collaboration between the special schools and mainstream schools will also be explored.

## La Mare de Carteret Site

viii) To minimise the capital requirement in this States term/capital prioritisation round, the Committee is proposing not to build the community facility or pre-school included in the original plans at this time. It is also considering phasing the build to complete the new secondary school and sports facilities by September 2021 with the external areas and primary school to follow. The Committee considered laying the foundations/pilings for the preschool building as part of the initial groundworks, so that a preschool could be erected relatively quickly in this area if required later, but understands that this would be straightforward to add at a later date and is therefore not necessary at this stage.

## Communication and Autism Base

On the advice of educational specialists, rather than building a separate combined primary and secondary communication and autism base, children and young people with autism or communication difficulties will be supported by bases within each of the secondary schools. The primary base will continue at Amherst.

The Committee is recommending that the enhanced sports facilities are included in the secondary school build for community use.

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Our proposals will provide improved inclusion opportunities for secondary age students with autism or communication difficulties through the establishment of specialist bases in each of our secondary schools.

.....

## Section 4

# How will the transition to the new system work?

### Secondary (pupils aged 11-16)



**St Sampson's High**  
6 form entry school



**Les Beaucamps High**  
5/6 form entry school

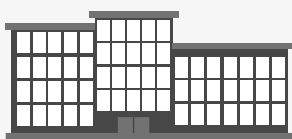


**New Secondary School**  
8 form entry school  
La Mare de Carteret site

### Post-16



**Post-16 College**  
for all full-time post-16 courses on former Grammar School and Sixth Form Centre site.



**Training College**  
at Les Ozouets for all part-time provision, apprenticeships and higher level qualifications

The new structure from September 2024 has been described in section 3 and summarised (left). The Committee has agreed the following transition principles to minimise disruption for staff and learners.

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

.....

All young people who start secondary school between now and September 2018 will remain at their schools until they complete their GCSEs in Year 11.

.....

In order to meet these principles the following transition arrangements are proposed. Further details of what this means for learners and staff are detailed in sections 5 and 6, respectively.

### September 2019

- 11 plus selection ended; this is the first non-selective Year 7 secondary school intake (current (2016/17) year 4 pupils).
- The Grammar School and La Mare de Carteret High merge into one 11 -16 school over two sites. This merger will be apparent in staffing structures for the new school which will work collaboratively with the Sixth Form Centre. It is the intention, however, that all current learners (and those due to start in Year 7 at the Grammar School and Sixth Form Centre in September 2017 or September 2018) will continue to be predominantly based at their current Les Varendes/La Mare sites until their GCSEs are completed.
- All current La Mare de Carteret High pupils (and those due to start in Year 7 at La Mare de Carteret High in September 2017 or September 2018) will continue to be based at the La Mare de Carteret site, although pupils will move to the new school building (on the La Mare de Carteret playing fields) when it opens. This is anticipated to be in September 2021, but a contingency plan will be in place should the build completion be delayed until 2022.
- For the September 2019 Year 7 intake a greater proportion of Hautes Capelles pupils

will go to St Sampson's High. For this year group only (Sept 2019 Year 7s) St Sampson's High will take seven forms of entry and these learners will continue at St Sampson's High until they finish in Year 11. Similarly Les Beaucamps High will take six forms of entry for the Sept 2019 Year 7s. This means that for a period of time St Sampson's and Les Beaucamps High schools would take slightly more pupils than their planned capacity and the Committee is investigating the best way this could be achieved at Les Beaucamps High, including considering whether a small extension or a very small amount of temporary accommodation is required.

- The new Year 7 non-selective intake in September 2019 for the new secondary school will be based at the Les Varendes site for two or three years until the new secondary school buildings are open. This intake will only be six forms of entry to ensure there is sufficient space at the Les Varendes site in 2019. There will be no Year 7 on the La Mare de Carteret site in September 2019.

### September 2020

- The new Year 7 intake in September 2020 (7/8 form entry) for the new secondary school will be based at the La Mare de Carteret site, initially in the old school building until the new secondary school buildings are open. There will be no Year 7 on Les Varendes site in September 2020.

## September 2021-September 2024

- The number of pupils based at Les Varendes will gradually reduce and the number of pupils in the new secondary school buildings will gradually increase as the school moves towards becoming a full eight form entry school.
- The number of pupils across the two sites will remain similar in order to retain continuity of staffing. See Appendix 2.
- Between July 2023 and August 2024, only the Sixth Form Centre will be based on the Les Varendes site and refurbishment work will take place to enable the new Post-16 College to open in September 2024. Prior to this, some refurbishment work will also need to take place in school holidays.

## September 2024

- The new Post-16 College opens at Les Varendes.

.....

Our proposals include a transition plan which will minimise disruption for our staff and learners and which has been designed with their best interests at its core. Year groups will stay together and curriculum and pastoral continuity will be maintained.

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## Section 5

# What will the preferred option mean for learners?

This section explains the implications for pupils by year group in more detail. Three fictional example families are highlighted in Appendix 3 to illustrate the potential implications of the proposals for individual learners.

### **Currently (2016/17) in Years 11-13 or at the College of Further Education (CFE)**

Learners currently (June/July 2017) in Years 11-13 or at the College of Further Education will have left the Grammar School and Sixth Form Centre/CFE before any changes take effect.

### **Currently in Years 7-10**

Learners currently in Years 7-10 will complete their 11-16 education at their current sites and would complete A Level or 2-3 year College of Further Education courses at the Sixth Form Centre (attached to the merged 11-19 school) or the CFE.

### **Currently in Years 5 and 6**

Learners currently in Years 5 and 6 will sit the 11 plus, if entered. Current catchment areas will apply. Those selected for a place at the Grammar School will remain predominantly based on that site and in their selective intake until completion of Year 11 (GCSEs). The current Year 6 will complete A Level/IB within the 11-19 school or attend the CFE. Current Year 5 learners will choose between Sixth Form Centre and CFE courses for year 12, as now but will all be part of the new Post-16 College for Year 13. They will maintain their programmes of study at the Post-16 College.

### **Currently in Years 3 and 4**

Learners currently in Year 4 will be the first non-selective intake at Year 7 in September 2019 with the new partner primary school system and will

also be the first new Year 12 intake to the Post-16 College. All Year 7s in the new secondary school catchment (i.e. transferring from La Houquette, Vauvert, La Mare de Carteret Primary and some from Hautes Capelles) will go to Les Varendes site until the new secondary school building opens. St Sampson's High will take an additional class in this year from Hautes Capelles pupils to reduce the size of the cohort at Les Varendes. Current Year 3 learners in the new secondary school catchment will move into the old La Mare de Carteret High buildings until the new school building opens.

### **Currently in Year 2**

If the new secondary school building opens in September 2021, as planned, then this cohort of Year 7s for the new secondary school will go straight into the new building in September 2021, although a contingency plan will be put in place in case the build does not proceed as anticipated.

### **Currently in Year 1 and below**

By the time the current Year 1 reach Year 7 in September 2022, the new secondary school and new building should be fully operational, construction work for the Post-16 College at Les Varendes should be underway and staff appointments for the Post-16 College should have been made.

Current year groups are based on the academic year starting September 2016.

## Section 6

# What will the preferred option mean for staff?

Workforce planning has been an absolute priority. Not only does the Committee wish to allay any concerns of the workforce and ensure quality and continuity in education provision to safeguard learner outcomes, it also needs to model the financial impact of the restructure.

The following staff transition proposals are provided for illustrative purposes, they set out current thinking and will be influenced by the appointment of the senior leaders. They focus on phase one of the estate optimisation proposals, are strictly provisional and subject to amendment after further discussions with stakeholders. The Committee has also produced a separate document for staff.

### Avoiding Compulsory Redundancy

The Committee will take all reasonable actions to avoid compulsory redundancies. These steps, which are not exhaustive, include (not listed in any order of priority):

- natural wastage i.e. not filling vacant posts
- careful management of future vacancies
- initial restriction of recruitment opportunities to employees affected by the changes, where appropriate. Thereafter, restriction of recruitment to other internal employees, where appropriate
- consideration of non-renewal or non-extension of expiring contracts
- appointing for fixed term periods, where appropriate, to cover interim arrangements and maximise redeployment opportunities for permanent staff

- changes to working practices to increase flexibility
- the redeployment into vacancies which arise or are expected to arise within other service areas

### Staff Transition Phasing

Given that the timescale to implement the estate changes to support the preferred delivery model for education extends over several years, staffing changes cannot be definitively modelled at this time as there are simply too many unknown factors. This includes individual staff decisions about whether they wish to remain living and working in Guernsey.

Staff transition will therefore be managed in three distinct phases:

1. The merger of La Mare de Carteret High and the Grammar School into one 11-16 school operating across two sites (until August 2023) and also working collaboratively with the Sixth Form Centre until August 2024, as is current practice for the Grammar School.
2. The merger of the Sixth Form Centre with the vocational post-16 full-time course provision from the College of Further Education to open the Post-16 College at the Les Varendes site from September 2024.

3. Collaborative partnership working between the training arm of the College of Further Education, the GTA University Centre and the Institute of Health and Social Care Studies.

### **Staff Transition Schedule for Phase One - Merged School**

The school will initially operate across two sites from September 2019 under a single senior leadership team with single faculties. This will be facilitated by recruiting to designate roles on the following provisional schedule ahead of the operational changes commencing in September 2019:

1. Senior Leadership Team by March 2018
2. Heads of Faculty, Pastoral roles, Subject Leaders and Seconds-in-Charge by July 2018
3. Subject teachers by December 2018
4. Support staff by March 2019

### **Staff Transition – Post-16 College**

The new Post-16 College will operate from September 2024. This is phase two of the workforce planning. It is desirable to adopt an approach which again secures early designate appointments to afford continuity in learning and very best career management for the whole workforce engaged in full-time post-16 education.

## Section 7

# Why is the Committee proposing a new structure for post-16 provision?

A new structure is being proposed for post-16 provision to enable educational benefits, potential efficiencies and to ensure equality of opportunity and suitable progression pathways for all learners.

The implications for the estate and financials are considered later in this document. This section focuses on the educational benefits of the Committee's proposals.

The Committee is recommending a Post-16 College, which will offer a range of full-time opportunities primarily for learners aged 16-19 years. This will include:-

- Courses currently delivered by the Sixth Form Centre – A Levels and International Baccalaureate qualifications; and
- Full-time vocational, applied and technical courses which are currently offered by the College of Further Education (CFE).

Based on the current combined number of learners in the Sixth Form Centre and the CFE, approximately 900 learners study this range of courses, including access courses, on a full-time basis. The Post-16 College will also offer Basic Skills support (in English and Maths, plus opportunities to re-sit GCSEs where necessary), together with a programme of enrichment activities for all learners.

### **Educational Benefits of a Post-16 College**

A new Post-16 College structured in this way will offer the following benefits:

### ***Enhanced educational opportunities for learners:***

- Progression pathways are secured as there is greater opportunity to move between levels and across courses within one organisation. Progression pathways from school will also be broadened, for example, through the introduction of an applied science option, or a re-sit GCSE pathway for Year 12 students.
- Bringing together a larger number of students in one organisation will offer the potential to expand the range of subjects and qualifications available, which only become viable where minimum group sizes can be maintained.
- Working more closely and in collaboration with the 11-16 Schools (through a federated model initially overseen by the Director of Education) will help to support a more effective transition for all learners progressing to the Post-16 College. (In the future, the Committee has recognised that there is potential for the Post-16 College and the secondary schools to be strategically managed by a single governing body.)
- The ability to mix and match a vocational qualification/s with academic study. For example, a learner studying a full-time engineering BTEC qualification could also study a Maths A Level, or a full-time learner studying a Health and Social Care BTEC

qualification could also study a Biology A Level, or a BTEC Performing Arts student could also study A Level English Literature, or additional IB Certificate/s. These flexible course pathways will encourage students to choose a range of courses that play to their strengths and interests. Although efforts have been made for this to happen under current structures, the opportunity to do so has been extremely limited as these qualifications are delivered by two different organisations with different timetabling arrangements and across four campuses.

- Research evidence and performance data suggests that students studying Level 3<sup>6</sup> qualifications make more progress, relative to their starting points, when studying at a Sixth Form College. Higher ability students taking A Levels or equivalent Level 3 qualifications at a Sixth Form College have more value added (make more progress to exceed expectations) than those at a school sixth form and further value is added than those taught in Further Education colleges. For lower ability students the effects are the same but are not statistically significant<sup>7</sup>.
- There is the potential for facilities to be designed to meet the needs of Access<sup>8</sup> students, who will benefit from being part of a Post-16 College.

- A Post-16 College will provide a suitable stepping stone for the transition between school and work or university.
- It enables all learners to continue to study Mathematics. There are currently no Level 3 Maths options at the CFE due to the viability of class/group sizes. (UK Government ambition is that by 2020 the great majority of young people will continue to study maths to age 18). This is especially important for those wishing to continue studying in subjects such as Engineering.

***Equality of opportunity:***

- Parity of esteem between academic and vocational courses can be achieved and the perceived “selection” to different institutions at 16 is avoided.
- Bringing all full-time learners together will help to break down the barriers and perceptions between those studying at the CFE and the Grammar School Sixth Form Centre, with all learners sharing the same expectations and aspirations for their study. This will offer a fresh start for all learners entering the Post-16 College on equal terms.
- All Post-16 full-time students will have access to the same enrichment and PSHCE

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Our proposals will broaden progression pathways at 16 and enable all full-time post-16 students to have equality of access to study a broader curriculum and mix and match a range of courses and qualifications including academic, applied, technical and vocational.

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<sup>6</sup> For example, A Levels are a level 3 qualification

<sup>7</sup> Crawford, C. et al (2011)

<sup>8</sup> Access courses are entry level CFE courses for students with learning difficulties

(Personal, Social, Health and Citizenship Education) opportunities, including the Duke of Edinburgh’s Award. At present, students in the Sixth Form Centre benefit from a more extensive enrichment programme compared to full-time learners at the CFE. This also applies to the provision of careers advice and guidance about progression to higher education.

**Benefits for staff:**

- A Post-16 College working closely with the secondary schools will enable teaching staff in all schools to have the opportunity to teach at Key Stage 5 from 2024, maximising teacher abilities and experience. (At present the opportunity to teach across key stages 4 and 5 (GCSE and A level) is mainly limited to members of staff working at the Grammar School).
- The focus of a Post-16 College on teaching at 16-19 will enable some teachers to concentrate solely on their specialist area rather than teaching across a diverse range of phases/ courses thus improving outcomes for learners.

***Economies of scale and efficiencies:***

- Opportunity for more efficient and effective deployment of staff across faculty areas due to economies of scale, with many members of staff teaching across academic and vocational qualifications.
- Strategic oversight across all provision is maintained across the Post-16 College, with funding directed as appropriate. Funding is not diluted across a broader mandate. There is separate and clear delineation between the full-time provision and the part-time, responsive provision.
- A comprehensive overview of the curriculum is maintained. This may lead to some

rationalisation of offering in common areas of provision between what is currently offered by the Sixth Form Centre and the CFE, with the ability to tailor provision to meet the needs of all learners studying at Post-16.

- Minimum group sizes in subject areas are maintained and/or there may be the potential for courses to be combined in their delivery to maximise efficiency of teaching resource;
- Economies of scale are achieved in a leadership structure overseeing around 900 learners and in the operational support services required to run the Post-16 College.

.....

**Our proposals will ensure parity of esteem between academic and vocational pathways.**

.....

These benefits are reinforced from the limited consultation undertaken so far on educational principles, where the advantages in having academic and vocational courses available to all post-16 learners have been recognised.

The teaching union NASUWT has acknowledged<sup>9</sup> that although the governance arrangements were not initially made clear, having a sixth form and the CFE on a shared site allows for a broader provision of education, with learners able to choose from a greater range and variety of courses, and be able to mix and match academic and vocational courses, which is currently extremely limited. It should be noted that Professional Association representatives have not yet been able to consult their wider membership, for confidentiality reasons, and responses from other individual Professional Associations are yet to be received.

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<sup>9</sup> NASUWT Secondary School Reorganisation Preliminary Consultation response May 2017

The Committee considers that there is significant merit in bringing together all full-time learners aged 16-19 in a Post-16 College to broaden the educational opportunities as described and to provide flexibility of movement between academic and vocational pathways. This will require a reorganisation of the CFE.

The CFE currently provides a range of full and part-time training opportunities. The proposals to bring together all full-time courses in a new Post-16 College will enable the remaining training/business arm of CFE to focus on continuing to provide part-time, employment-focused training opportunities to meet the skills needs of the Island.

This Training College will offer a range of part-time opportunities including: -

- Apprenticeships/pre-apprenticeship programmes (including school links)
- Further education
- Higher education
- Part-time courses
- Adult and community learning

The benefits of structuring the training arm of the CFE as a dedicated employment-focused training provider are to:-

- Enable the CFE to offer training opportunities very specifically tailored to meet employers' needs in an increasingly flexible way (evening, weekends, all-year);

- Enable strategic oversight of all employment-focused training and ensure that funding is not diluted across a broader mandate;
- Provide a 'one-stop shop' for employers with provision linked to the skills strategy developed by Skills Guernsey;
- Allow for a more streamlined focus on income generating courses; and
- Enable a responsive approach to change its offering to meet employer needs, becoming entirely business focused and employer driven.

There is a desire for the CFE, GTA University Centre and the Institute of Health and Social Care Studies (IHSCS) to work more closely in partnership together. For example, the Committee considers that there may be merit, in the long-term, in bringing together responsibility for the strategic management of the CFE, GTA and the IHSCS under a single governing body.

This is a longer-term intention, as any changes to the structure of the CFE and the breadth of provision, will not change until September 2024, at which point the full-time courses will be delivered alongside A Levels and International Baccalaureate in the new Post-16 College.

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Our proposals to establish a Training College will help avoid duplication and improve efficiency as well as providing training in response to industry and community needs.

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## Section 8

# What alternative Post-16 Options have been considered and dismissed?

In addition to the Committee's preferred model for Post-16 education – to have a dedicated Post-16 College for all full-time provision and for the CFE to continue to provide dedicated employment-focused training – a number of other options for the structure of Post-16 education have been considered by the Committee. They are as follows:-

### **i) A Sixth Form attached to one or two schools**

The Committee has considered the advantages and disadvantages of a school-based sixth form attached to one or two of the secondary schools. It has concluded that:-

- It will not be cost-effective to deliver a full curriculum across two or more locations;
- If one secondary school retains a sixth form in the long-term, it is more difficult to deliver three secondary schools of broadly comparable size and facilities.
- There will always be a perception of inequality, especially if that sixth form is retained on the current Grammar School site. This is not in the spirit of the proposals.

The Committee acknowledges that a school-based sixth form offers some advantages, including: a formal and structured curriculum environment which is similar to the school-based environment that pupils of this age are used to; it enables older pupils to act as role models and this provides opportunities for peer tutoring; it gives teachers the opportunity to teach in an 11-18 school.

A Post-16 College federated to the three 11-16 schools will offer all these benefits, and more.

### **ii) The Sixth Form Centre and the College of Further Education operating as separate institutions but sharing the Les Varendes site**

Consideration has been given to retaining the Sixth Form Centre on the site at Les Varendes and to make some use of the rest of this site for the CFE. In this option, the CFE would retain its current remit (offering full-time and part-time courses). Some of the facilities it requires would be developed on the Les Ozouets site and the CFE would make use of some space that would become available at the Les Varendes site (currently used by the Grammar School) for CFE learners.

Whilst the Committee acknowledges the importance of maximising the use of its estate, it considers that the practical difficulties of having learners from two institutions sharing the same space – whether this is divided up for use, or shared – would not be feasible on a large scale. Although possible, running the three secondary schools, a Sixth Form, the CFE (across a number of sites), together with the Institute of Health and Social Care Studies and the GTA

University Centre all as separate institutions would be inefficient and would not maximise the opportunities afforded by this project to work in more resourceful and collaborative ways.

Furthermore, a standalone Sixth Form Centre at Les Varendes of just 450 students would potentially be difficult to recruit to and would not offer the efficiencies of a new Post-16 College enabling staff to teach across academic and vocational areas within their faculties.

### **iii) A Tertiary College<sup>10</sup> at Les Ozouets and Les Varendes (or solely at Les Ozouets)**

The Committee has also considered the option of creating a Tertiary College to provide all Post-16, full-time and part-time learning opportunities, including all academic and vocational courses, together with further and higher education.

During the initial round of consultation with the Bailiwick's five States mainstream secondary schools (including St Anne's) and the CFE, the view of Head teachers was as follows:

*"The five headteachers have significant reservations about a tertiary model. They believe that evidence demonstrates it is the least successful model for academic progression and outcomes and that it affords real challenge for a breadth of curriculum offer, staffing and recruitment. We also question the value for money.*

*The Principal for the College of Further Education agrees that there are complexities around a tertiary model, however, in her view, this model offers the best opportunity for all students and key stakeholders. A tertiary model could be viewed in both the eyes of the students and the wider community as a level playing field. In*

*addition and in her view, a tertiary model could potentially afford career progression to a wider number of teachers and lecturers."*

The Committee is mindful of concerns expressed by others about educating students of this age in a predominantly adult environment that is less structured and differs from the school environment which pupils are used to, with questions over pastoral care and enrichment programmes. A single governing body with responsibility for a tertiary college would not offer the same opportunities to collaborate with the secondary schools in a federated model, which is possible with a new Post-16 College. The Governing body of a tertiary college would need to balance the opposing pressures of providing full-time provision within a fixed budget and generating significant income from part-time provision. A highly competitive post-16 landscape in the UK has led to mergers of more successful with less successful colleges. This option is not appropriate to the Guernsey context where the need to ensure that a broad and balanced post-16 offer is maintained is crucial to the local economy and to the needs of our young people.

Other advantages of the tertiary system that have been put forward include the principle of equality, for example it is not fair that some current High School students have to transfer schools at 16, whilst Grammar School students do not; that it is currently difficult for students over 19 to take A Levels; and that some students wish to combine an A Level at the Sixth Form Centre with a course at the College of Further Education.

It should be noted that whilst the Committee's preference is for a Post-16 College federated to the secondary schools and a separate training

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<sup>10</sup> Tertiary College: Educational establishment for the post-compulsory school age group which combines the functions of a further education college and sixth form and which offers further and higher education through a full range of courses, both vocational and academic and full and part-time.

<sup>11</sup> The Structure of Secondary Education – letter from Secondary headteachers dated 19 January 2017.

provider, the broad building requirements for a Tertiary College across the sites at Les Ozouets and Les Varendes, with the Les Varendes site offering all full-time provision, would almost be the same. It is the structures of governance and staffing arrangements that are different in these options. In particular, in the structure of the management team that would oversee a tertiary college compared to two separate organisations and in the experience of the learners as they would offer very distinct cultures.

It is the view of the Committee that a tertiary model does not deliver all of the benefits of a Post-16 College. The Committee remains unconvinced of the educational benefits of a tertiary model and of any positive impact on learner outcomes of this type of structure, particularly in ensuring an effective transition for all learners at age 16 when becoming part of a larger organisation with a broad remit. A new Post-16 College would have all the benefits already described and would address many of the arguments put forward for both a school-based sixth form and a tertiary college.

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Our proposals deliver all the benefits of other options considered with fewer risks and disadvantages.  
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## Section 9

# How can the education estate be used to deliver the Committee's preferred option for post-16?

The build of a new secondary school for learners aged 11-16 will leave the existing Grammar School building at Les Varendes vacant for an alternative use. The Committee's preferred option for a new Post-16 College will cater for around 900 students and will make efficient use of the site at Les Varendes.

The Training College will be delivered on Les Ozouets Campus with some facilities such as workshops added to this site. This means that the Delancey Campus and the Coutanchez Campus of the CFE will be vacated. The Coutanchez site has previously been proposed for housing development. This will result in a significant improvement in the fitness for purpose of the post-16 estate. A 2016 report by Armsons assessed the suitability of the current CFE accommodation for the curriculum it delivers and concluded that 18% of the CFE accommodation overall is unsatisfactory or poor. This includes 55% of the Coutanchez Campus being rated as unsatisfactory or poor.

.....  
Our proposals make  
best use of the existing  
education estate and  
minimise the cost of  
any new-build facilities.  
.....

## Section 10

# When will Post-16 provision change to the new structure?

Due to the timetable associated with building the new secondary school and the need to refurbish the building at Les Varendes, it is anticipated that the Post-16 College will open from September 2024.

The new structure for post-16 education, including the opening of the Post-16 College and a reorganisation of the CFE as a training provider, will therefore fully take effect from September 2024.

This will enable the current 11-16 students studying at the Les Varendes site to complete their education in their selective intake and also to enable much of the school to be vacated to enable significant refurbishment work to take place. The refurbishment of this building is required for two purposes: firstly, minor modifications are needed to accommodate the new Post-16 College and secondly by 2024 the original Grammar School building will be 40 years old and, without significant investment, is nearing the end of its intended life. There is a need to refurbish the building to meet modern standards and extend its functional life.

The sixth form does not only use the Sixth Form Centre on the site for A Level and IB learning, it uses the facilities in the other parts of the school for teaching purposes. Refurbishment will be logistically much easier when only two year groups remain in the building and when the Sixth Form Centre can be used as a base for these remaining students.

The refurbishment work at the Les Varendes site will commence in earnest early in 2022 therefore the decision to release funding will need to be taken by the States in the second quarter of 2021. Some refurbishment would take place in school holidays prior to this. The full-time Post-16 College will then open in September 2024.

## Section 11

# Why do we need to decide the future of Post-16 education now?

It is important that a debate about the future of Post-16 provision in the Island should be had at this time.

From an educational perspective, the future delivery of post-16 provision is one of the key differences between the estate options that have been considered by the Committee, for example whether to continue with a Sixth Form Centre attached only to one school, or to have a separate Post-16 College, as described. This needs to be a significant part of the debate.

In addition the Committee will be seeking funding to plan the work at Les Varendes and Les Ozouets and this needs a decision by the States.

In terms of workforce planning, a decision on the future structure of post-16 education is required by the States now, to enable the Committee to work with staff and plan effectively across the

service. Workforce planning and job security are of paramount importance to the Committee as the main driver of positive educational outcomes is the quality of teaching and learning.

The Committee welcomes further feedback (by September 11th) from teachers and lecturers both individually and through their Professional Associations as part of this engagement process. In addition we would like to hear from other staff groups as our conversations with Teaching Associations so far have focused on discussions of educational principles.

.....  
Our proposals ensure we grasp the opportunity to improve the delivery of post-16 education by doing things differently.  
.....

## Section 12

# Why is the Committee proposing a move to three 11-16 schools?

The Committee is recommending a move to three 11-16 schools for educational and financial reasons and to comply with the previous States direction. It has also taken the Island's projected secondary school population into consideration.

### States Direction

In March 2016 the States resolved that 11-16 education should be provided in three schools.

### Educational principles – The benefits of three schools of broadly comparable size<sup>12</sup> and equality of opportunity

This section sets out the educational benefits and outcomes that will be derived from the establishment of three all-ability secondary schools of broadly the same size with equal opportunity for all. As part of the Secondary and Post-16 Transformation programme the Committee wishes to develop a secondary school system where every young person in Guernsey and Alderney has access to a rich, engaging curriculum that enables them to reach their full potential.

### Curriculum Provision

- Three, slightly larger schools enables a broader and more balanced curriculum.
- All students have access to the same curriculum opportunities.
- The range of options are greater at Key Stage 4 than under the current four school model. This protects minority subjects.

- There are increased opportunities for young people to access a wide, diverse range of extra-curricular activities.

### Teaching and Learning

- There are increased opportunities for professional development among staff.
- More teachers are able to focus solely on their specialist area rather than teaching across a diverse range of subjects, thus improving outcomes for learners.
- There are fewer Departments with a single member of staff providing greater opportunities to develop strengths and share good practice.
- Within school, co-operative and collaborative working is enhanced.
- Modelling of the workforce has shown that this will lead to efficient and effective deployment of staff.
- Succession planning is easier with greater staff numbers in larger schools.
- After 2024 there is the potential for secondary school teachers in all schools to have the opportunity to teach at Key Stage 5, maximising teacher abilities

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<sup>12</sup> Please note that the Committee is recommending two 6-form entry schools and one 8-form entry because timetabling/blocking is more efficient in schools with even forms of entry when the year group can more easily be halved for timetabling purposes.

and experience (if the Post-16 College is federated with the secondary schools with coordinated timetables).

### ***Organising Learning***

- There is greater flexibility for grouping learners including ability grouping to aid personalised learning.
- A partnership with post-16 through a federation between the secondary schools and the Post-16 College will improve progression pathways from 11-19.

### ***Equality of opportunity***

- There are opportunities for young people to interact and learn with their peers and with other children across the Bailiwick.
- There are enhanced opportunities for children to forge relationships and celebrate diversity.
- There are increased options for effective classroom organisation including grouping, targeting and setting.

### ***Outcomes for Learners***

- Foreman –Peck et al (2006) found that exam performance goes up as size increases, with an optimal size of around 650 pupils. When the characteristics of their intake are taken into consideration, schools with sixth forms add less value to those below the sixth form than schools without. This is consistent with schools ‘starving’ GCSE pupils of resources in order to ‘nourish’ sixth formers.
- Research evidence strongly suggests that secondary school size has an optimal level of between 600 and 1000 learners, with smaller schools in this range being better for those from disadvantaged backgrounds. (Hattie, 2008).

### ***Economies/resources***

- Under the Committee’s preferred three 11-16 school option, there will be opportunities to access excellent facilities for all.
- There are economies of scale to support the efficient and effective use and deployment of administrative and other support staff.
- Three schools are more cost effective and therefore resources can be targeted more effectively towards supporting teaching and learning.
- This model will ensure fair and sufficient funding per child to enable all children to reach their full potential, developing provision for the most able and supporting children with additional needs, while making the best use of resources.
- It creates larger more viable and sustainable schools.

### ***Future secondary school population numbers***

Three schools has been determined to be the most viable option in the longer term and will keep each school size in the range of 600-1000, as recommended in the research as the optimum secondary school size (UCL, 2015, Hattie, 2008).

Appendix 4 gives further consideration to the future secondary school population. In summary, it is known that the school population will increase by around 211 pupils by 2027, but it is not yet known whether it will remain at that level or reduce after a peak. The scenario considered to be most likely at present is that it will reduce back to a level similar to current levels by 2037.

Based on current numbers, secondary schools are currently running with a total of 18 or 19 forms of entry per school year. It is believed that 20 forms of entry will be required for about 5-7 years either side of the forecast peak secondary school population in 2027. At the height of the peak there may also be a need to increase average maximum class sizes to 25 or 26, rather than 24, but this depends on the level of transfer from States' schools to the Grant-Aided Colleges between school years 6 and 7. Thereafter either a requirement for 20 forms of entry will be maintained or this will drop back to 18 or 19 forms of entry, as now (June 2017). The latter is more likely. If secondary schools are to be at least 5/6 forms of entry to keep pupil numbers above 600 at all schools, then the three secondary school model will make this achievable in the long term, whereas with four secondary schools this would mean four schools of only 500-600 pupils. As St Sampson's High currently has capacity for 720 (based on current class size policy) and Les Beaucamps High has capacity for 600-660 pupils, four schools would make less efficient use of the existing education estate as well as not achieving the educational benefits of 600-1000 pupil schools, as described in the previous section. Three schools will meet the recommended school size and make more efficient use of the education estate.

Currently St Sampson's High capacity is six forms of entry and Les Beaucamps High is five or six, which leaves a requirement for eight forms of entry at the new school under the Committee's preferred option. It is also important to note here that there is considerable variation in the school pupil numbers from one school year to another (as much as 10%). There are a number of other ways that 19 or 20 forms of entry could be delivered. This is considered in section 11 about alternative options.

## Financials

Keeping four 11-16 schools would require both a rebuild of La Mare de Carteret High and a new College of Further Education building on Les Ozouets campus. Moving to the proposed three school model and using the current Grammar School site at Les Varendes for post-16 provision will significantly reduce the building costs compared to a four school model. Under a four school model: the Grammar School requires refurbishment at an estimated cost of £17m; the College of Further Education rebuild is estimated as £56-57m and the La Mare de Carteret schools would require rebuilding (estimate approximately £60m). A three school model is estimated at approximately £108m-£122m, dependent on which option is chosen. There is also the potential to deliver the curriculum more efficiently in larger schools and therefore make operational efficiency savings due to economies of scale. This is currently estimated at approximately £1.5m-£2m per year in 2024 after transition in the Committee's preferred option compared to the four school model. The detailed financial modelling is being further refined and this figure is subject to change. Further explanation of both the building and operational cost implications is given in Sections 15-18.

## Section 13

# What alternative options have the Committee considered and dismissed?

### **An additional transition at 14**

The Committee considered an additional transition at 14 to give learners a choice of pathways at this age. However, in medium size schools of over 600 pupils, it should be possible to provide suitable pathways within each school and the Post-16 College would ensure pathway progression at age 16. Therefore there is insufficient benefit of an additional transition at 14 and it would be disruptive (for example as seen in Jersey). This option was not popular in the initial feedback received from Deputies, Headteachers or Professional Associations and it would be expensive to implement with the existing education estate.

### **Two 11-19 schools (or two 11-16 schools and separate post-16)**

The Committee considered two 11-19 schools both with sixth forms but, as described in the alternative post-16 options, two sixth forms are either expensive to deliver (as class sizes for some subjects could be very small) or the curriculum would have to be restricted with not all courses offered at both schools. This led to consideration of two 11-16 schools with a separate sixth form or post-16 college. However, the size and site constraints of the current buildings, and in particular the new school building at Les Beaucamps High, makes this option difficult to achieve in practice and fully utilise the new Les Beaucamps High building. Les Beaucamps High is a purpose built 11-16 school and the most recent new-build in the education estate. It is not as suited to post-16 as Les Varendes due to its location and larger classrooms. Therefore to not include Les

Beaucamps as one of the 11-16 schools would be inefficient in the use of the education estate. Les Beaucamps High was designed on the basis of previous States resolutions for a four school model. Some extension at Les Beaucamps High is possible (for example to six forms of entry with 720 pupils, or possibly 750 if class size policy is increased), it would not be possible to extend the current Les Beaucamps High (now that it has been built) to over 800 pupils. This is due to factors such as corridor widths for fire safety purposes and other facilities such as hall space, canteen space, exam facilities etc. This would mean that the other school would have to take at least 1300-1400 pupils which is outside the recommended 600-1000 range and would lead to inequality between the two schools. Therefore the Committee believes that three 11-16 schools with a separate Post-16 College is the best option.

### **Four school model (Three schools of 11-16 and one of 11-19)**

A four school model is counter to the direction already set by States Resolution. In addition, it is one of the more expensive options from both a building and operating cost perspective, as explained in the previous section. The building work necessary would involve both the redevelopment of a high school on the La Mare de Carteret site and the full re-development of the College of Further Education. The running cost of a four school model is currently estimated to be around £1.5m-£2m per year more expensive to operate in 2024 than the Committee's preferred three school option (see section 17), although further financial modelling is required between now and September 2017 to confirm this figure.

## Sixth form at Les Beaucamps

Using Les Beaucamps as a Sixth Form College has been explored. However, it is too large for just the Sixth Form Centre (approx 400-430 learners) and too small to accommodate both the Sixth Form Centre and the full-time College of Further Education courses (approx 900 learners in total) under the Committee's preferred Post-16 College option. This model would therefore require both the larger rebuild of a new secondary school at La Mare de Carteret and full rebuild at Les Ozouets for CFE and is expensive from both a building and operating cost perspective. The financial modelling so far suggests that when operating costs are considered, this option would be similar to a four school model. Whilst the idea of a sixth form college received some positive feedback during initial consultation, it seems more sensible to locate this closer to the facilities at Les Ozouets. The Grammar School/ Les Varendes site is a better size for a full-time Post-16 College and already has smaller rooms more suited to Post-16 provision. Les Beaucamps has recently been designed and built as a purpose built 11-16 school.

## Not building a new secondary school (and either sixth form provision retained at Grammar or a separate sixth form or tertiary college at Les Ozouets)

This is the second option included in the March 2016 States resolutions, which the Committee was directed to explore. This could be an alternative option to the Committee's proposals. It would mean not rebuilding the new secondary School at La Mare de Carteret and either a) extending St Sampson's High School or b) moving the Sixth Form Centre out of Les Varendes, possibly to Les Ozouets.

There are a number of risks associated with these options:

## School population numbers and the Grammar School and Sixth Form site

Based on a secondary school population which requires 19 or 20 forms of entry at secondary school in year 7, possibly reducing to 18 in over fifteen years' time.

The Committee's preferred option is :-

- 6 forms of entry at St Sampson's High
- 5/6 forms of entry at Les Beaucamps High (6 forms from 2019-2032 approx)
- 8 forms of entry at the new secondary school

Under the option of not building a new secondary school the following would be required unless changes are made to the Guernsey curriculum or there is a significant change to class size policy:-

a) Sixth Form Centre on Les Varendes, as now

- 8 forms of entry at St Sampson's High
- 6 forms of entry at Les Beaucamps High
- 5/6 form of entry at Les Varendes/ Grammar School and Sixth Form

b) Sixth Form at LOC/Tertiary College on LOC

- 6 forms of entry at Les Beaucamps High
- 6/7/8 forms of entry at St Sampson's High
- 6 or 7 forms of entry at Les Varendes/ Grammar School (11-16 only)

(Note: An even number of forms of entry is more efficient for timetabling/blocking purposes as the year group can be split in half).

Under Option a) there is a concern about how easily the Grammar School could be adapted for six forms of entry whilst keeping the school operational. The Grammar School was initially

designed for five forms of entry and has operated with five forms of entry in the past, but is currently running as a four form entry school plus Sixth Form Centre. Over time, the Sixth Form Centre has expanded both in terms of numbers and the curriculum offered (e.g. the introduction of the International Baccalaureate) and has increasingly used classrooms in the lower part of the school. Part of the feasibility studies commissioned by the Committee and explained in section 19 will look at what would need to be done to the Grammar School buildings in order to achieve five and six forms of entry.

Under Option b) it would theoretically be possible to move the Sixth Form Centre out of the Grammar School site. This would require a substantial build elsewhere as the Sixth Form Centre currently uses not only the Sixth Form Centre, but approximately a third of the lower school. In addition, the 12 rooms in the Sixth Form Centre and about eight of the rooms in the lower school are not big enough for 11-16 classes, so the school would need a considerable amount of remodelling to remove the sixth form and increase the number of forms of entry at 11-16. This would be a significant challenge whilst keeping the school operational.

The cost of rebuilding the CFE on Les Ozouets plus a facility for the Sixth Form Centre will be more expensive than using Les Varendes as a Post-16 College and building a new secondary school, when the refurbishment and remodelling required at Les Varendes is also taken into consideration.

As already explained, the feasibility studies currently commissioned for the Les Varendes site will be a key factor in determining whether Option 2 is a feasible option.

## **Building costs**

The building costs of Options 1 and 2 are explained in section 16. When the redevelopment costs at Post-16 are taken into consideration, Option 1 is currently estimated to be less expensive (£108m for Option 1 and £122m for Option 2 – see Appendix 7).

## **Educational principles and equality**

The educational advantages of a Post-16 College federated to the secondary schools have been explained in section 7. This model would also provide equality for all students, who would transition to the Post-16 College at the same time and create opportunities for more staff to teach at Key Stage 5 and therefore aid recruitment and retention. There is also flexibility, by using the estate in the way described under this option, for Post-16 education to be delivered either in a Post-16 College or a Tertiary College in the future. Option 2a) retains the unequal position of a sixth form attached to one school and Option 2b) does not allow for the separate full-time Post-16 College, which is the Committee's preferred Post-16 option.

## **Complex transition**

The transition for Option 2 would be as follows, assuming that the students at the Grammar School remain in their selective intake, with La Mare de Carteret High closing in the summer of 2020.

2016/17	2017/18	2018/19	2019/20	2020/21
Current (2016/17) yr 4	Yr 5	Yr 6	Yr 7 to new catchment	
Current yr 5 (Grammar would be filled to 120)		New Yr 7s To Beaucamps/St Sampson's. None at La Mare		New Yr 7s to Beaucamps/St Sampson's. None at La Mare
Current yr 6	Year 7 La Mare	Year 8 La Mare	Year 9 La Mare	Move to Les Beaucamps/St Sampsons in Sept 2020 after yr 9 for years 10 and 11. Year group would split
Current yr 7	Year 8 La Mare	Year 9 La Mare	Move to les Beaucamp/St Sampson's after yr 9 for years 10 and 11. Year group would split	
Current yr 8	Year 9 La Mare	Year 10 La Mare	Year 11 La Mare	
Current yr 9	Year 10 La Mare	Year 11 La Mare	To year 12/13	
		La Mare no year 7	La Mare no year 7,8 or 10 (only years 9 and 11)	No La Mare

Under this model:

**Learners currently (2016/17) in years 8 and 9 at La Mare de Carteret High**

Would complete Year 11 at La Mare de Carteret High in the summer of 2019 or 2020.

**Learners currently in Year 7 at La Mare de Carteret High**

Would move to temporary accommodation at Les Beaucamps or St Sampson's High schools in September 2019 at the end of Year 9 (the year group would be split).

**Learners currently in Year 6 in the La Mare de Carteret High catchment**

Because a States' decision will not be taken until the end of the year when these learners have already started at La Mare de Carteret High, they will stay there until the summer of 2020 and move to Les Beaucamps or St Sampson's High schools in September 2020 at the start of Year 10. Again temporary accommodation may be required.

**Learners currently in Year 5 in the La Mare de Carteret High catchment**

If the States decides not to rebuild La Mare de Carteret High it will have to close. Learners currently (June 2016) in Year 5

would then not go to La Mare de Carteret High in September 2018, but would instead be split amongst the other schools and it is likely that the Grammar School would take a higher percentage of the year group.

#### **Learners currently in Years 4 and below**

Would transfer into Les Beaucamps High, St Sampson's High and the Grammar School at Les Varendes all in non-selective intakes, based on new catchments. These new catchments would need to be determined dependent on the outcome of further feasibility studies for the site at Les Varendes.

This is a complex transition for both pupils and staff that would not meet the Committee's transition principles. It would split existing year groups and risk a decrease in educational outcomes for those pupils affected. There would also be the need for a significant amount of temporary accommodation. In the view of the Committee, this transition model is not acceptable because it is far more disruptive and specifically breaches the transition principles. These issues do not occur in Option 1 where year groups at each school are kept together in their cohorts.

It might be argued that La Mare de Carteret High could be kept open longer, for example whilst an extension was designed and built at St Sampson's High. However, this would mean current Year 5 pupils would have to start at a school destined for closure, and would lead to significant recruitment and retention difficulties, as well as the cost of maintaining the old school buildings. There would be a significant risk to educational outcomes.

The Committee would like to hear of any other suggestions of how this transition could be achieved more effectively.

## Section 14

# Why is the Committee proposing this particular three school option?

The Committee has considered a range of three school options and is in favour of its preferred three school option (Option 1, including rebuilding a new secondary school on the site of La Mare de Carteret playing fields) for a number of reasons:-

### **Educational principles, including equality and flexibility of Post-16**

The educational advantages of a Post-16 College federated to the secondary schools have been explained in section 7. This model will provide equality for all students, who transition to the Post-16 College at the same time and create opportunities for more staff to teach at Key Stage 5 and therefore aid recruitment and retention. There is also flexibility, by using the estate in the way described under this option, for Post-16 education to be delivered either in a Post-16 College or a Tertiary College in the future. The Committee is of the view that there is a distinct advantage in aligning the full-time CFE provision with the current sixth form provision and creating a separate training college for part-time, work-based community learning, apprenticeships and higher education which would be responsive to business needs and work more closely with the GTA University Centre and Institute of Health and Social Care Studies. The Committee's preferred option enables the Post-16 College to be based at Les Varendes and the Training College to be located on Les Ozouets.

### **Transition arrangements and risk to educational outcomes**

The preferred three school option allows all of the Committee's transition principles listed in section 4 to be met. In particular each year group/cohort at each of the High Schools

would stay together throughout their secondary education and the merger of two schools (as opposed to the closure of one) will make the staff transition easier to manage. This has benefits for both staff and learners and will minimise the risk of a detrimental effect on educational outcomes during the transition period.

### **Future secondary school numbers**

This option will allow the Committee to deliver the Bailiwick's curriculum, with minimal increases (if any) to class size policy (currently an average of 24 in secondary) and enable primary schools to partner with secondary schools as previously described. The following table illustrates the projected size of the intakes at each secondary school in the period 2019-2024, based on current primary school numbers, the primary States school admission figures for September 2017 (2795 pupils in total) and the partner primary school system described in section 3.

It would not be possible to operate the primary to secondary school transition system described without some flexibility and this is illustrated by several full year groups in the table, despite the fact that the schools overall may not be full.

The numbers are dependent on the level of feepayers to the Grant-Aided Colleges, amongst other factors. For the last few years this has been approximately 20% between years 6 and 7, made up of 52 special placeholders and around 50-56 fee payers per year. The modelling below

assumes that the total level of feepayers is similar overall - between 90-112 pupils per year on average.

The tables assume that 20% and 16%, respectively, of Year 6 pupils in States' primary schools opt to pay to attend the Grant-Aided Colleges in Year 7. Under the 16% transfer scenario, secondary class sizes in the States sector may need to change to an average of 25 in some year groups and at some schools.

Will be on Grammar/Les Varendes site until new school opens

Blue and red cohorts expected to be full

### 20% Year 6 transfer to GA-Colleges in Year 7 (approx 112 additional feepayers per year in Year 7). Max average class size of 24

Year 7 Intake	2014	2023	2022	2021	2020	2019	Total 2024
Current Year	Pre R**	R	1	2	3	4	
Les Beaucamps (144) as 6 forms of entry	132	127	142	140	141	133	682
New Secondary School (192) (144 yr 4)	184	169	194	175	163	144	884
St Sampsons (144) 168 for yr 4	138	128	142	132	130	166	670
480 places per year, 456 yr 4	454	423	478	446	434	445	2236

\*Admissions estimate for Sept 2017)

### 16% transfer (approx 90 additional feepayers per year in Year 7). Max average class size of 25

Year 7 Intake	2014	2023	2022	2021	2020	2019	Total 2024
Current Year	Pre R**	R	1	2	3	4	
Les Beaucamps (150)	139	133	149	147	148	139	716
New Secondary School (200) (yr 4, stretch to 150 with class size of 25)	193	177	204	183	171	150	928
St Sampsons (150) stretch to 175 for yr 4 with class size of 25	145	134	149	139	137	177	704
500 places per year, 475 yr 4	476	444	502	469	456	466	2348

\*\*Admissions estimate for Sept 2017)

The Committee is considering a reduction in the level of States subsidy to the Colleges as part of the next 7-year funding agreement which is due to start in September 2019. As part of this new agreement all existing special place holders

allocated a place at the Colleges up to and including those selected in September 2018 will continue to have that place fully funded until they complete their school education.

It is important to consider the longer-term secondary school age population, as detailed in Appendix 4. There is likely to be an increase of about 211 pupils between now and the peak 11-16 population in 2027, before a decline back to a similar number as today. This translates to 18/19 forms of entry today, rising to 20 and then declining to 18/19 again. This is based on the central population assumptions, net migration of +100 people across the age spectrum and a total fertility rate of 1.6. The actual secondary age population could vary dependent on States' population policy in the future.

### **Optimal and economical use of current buildings**

The Committee has looked at a number of different ways to organise secondary and post-16 education and in doing so has considered how it can optimise the use of its estate to provide the best education outcomes for learners, whilst being mindful of the need to minimise building and ongoing operating costs. The ongoing function of the Grammar School site as an 11-19 school presents significant logistical challenges in terms of bringing the building to modern day standards whilst continuing to operate as a school and sixth form centre. It is over 30 years old and many of the classrooms are smaller than the building standards used for the development of the newer secondary schools. In addition many of the rooms used for sixth form teaching and in the Sixth Form Centre are too small for 11-16 teaching and are inflexible due to the building techniques used. It would therefore not be straightforward to convert the Sixth Form Centre accommodation for 11-16 use.

The build of a new secondary school on the La Mare de Carteret site as an 11-16 school would enable the existing school building at Les Varendes to be used for post-16 provision. The Committee's preferred option for a new Post-16 College would cater for around 900 full-time students and would make efficient use of the site at Les Varendes.

In considering future options for this building, and in particular whether the site would be suitable for an 11-16 secondary school, it has become clear that the building at Les Varendes with its generally smaller classroom sizes (curriculum requirements have changed over 30 years) would ideally lend itself to Post-16 teaching, which is typically characterised by smaller group sizes. Whilst the building would need to be refurbished to bring it up to modern day standards (required for whatever its future use), the extent of remodelling work to reconfigure the site would be reduced.

In addition, use of Les Varendes for Post-16 would mean that only a fraction of the redevelopment at Les Ozouets would be required (in particular workshop and catering facilities). The Coutanchez and Delancey sites would be vacated and the Coutanchez could be used for housing development. Therefore the cost of building a new secondary school on La Mare de Carteret playing fields would be offset by reduced building costs on Les Ozouets as many of the CFE courses would be delivered as part of the Post-16 College at Les Varendes.

## Section 15

# What is the building programme and capital costs

To deliver the buildings as currently designed at La Mare de Carteret site and the other buildings and refurbishment works required under Option 1 in a single phase there is an indicated cost at present of £108m.

However the Committee has been requested by the Policy & Resources Committee to look at phasing its Capital Programme to spread the building costs over a number of States capital funding periods.

Once approval is given on the future structure of secondary and post-16 education, it will take approximately 7 years to complete all phases of work at all sites (La Mare de Carteret, Les Varendes, Les Ozouets and possibly Les Beaucamps). The next stage is planning and designing the education estate with the first phase of building work starting in 2018 with the new secondary school and sports facilities. To achieve the education site rationalisation (4 secondary schools to 3) an extension or temporary accommodation may be required at Les Beaucamps High School to deliver the required teaching provision across the three secondary schools. Refurbishment will be required at Les Varendes regardless of which option is approved. It is anticipated that phase 1 would complete by Q3 2021 with an indicated total cost of £52.2m.

### Phase 1

- The new secondary school on La Mare de Carteret site, Sports building & some externals
- Les Beaucamps extension or temporary accommodation
- Design and planning of workshop facilities and remodelling/refurbishment design works at Les Ozouets

- Some refurbishment work and planning for Les Varendes

During 2021 phase 2 works would commence and see the completion of the La Mare de Carteret Primary School and external works. At Les Ozouets technical facilities (workshops, catering) would be required with some remodelling and refurbishment work. The remaining refurbishment works is at Les Varendes including any remodelling works required for Post-16 education. The indicated total cost is £55.8m.

### Phase 2

- Les Varendes refurbishment & some remodelling
- New workshop facilities at Les Ozouets (common element of all the options for Post-16)
- Les Ozouets some remodelling/refurbishment for part-time course delivery (hair & beauty etc)
- La Mare de Carteret Primary School & remaining externals
- Release of Coutanchez and Delancey sites

The new secondary school costs are based on Value Engineered (VE) cost savings and cost plan dated 5th June 2017 but pending a VE feasibility review; the other estate costs are pending completion of feasibility studies, as described earlier.

Appendix 6 shows the indicative building programme.

## Section 16

# Would the other options be cheaper?

There is a need to constantly maintain, remodel, refurbish and replace the education estate to ensure it provides the appropriate facilities to ensure the best possible teaching and learning environments.

A significant amount of the education estate had a known, pre-determined design life of 25 years and some of our estate is now 42+ years old, in very poor condition and in some instances is beyond repair. The older buildings are also inefficient and very expensive to heat, ventilate and maintain. Many do not provide appropriate teaching and learning environments and accommodation for today's educational needs.

A number of options have been costed using Building Cost Information Service (BCIS) rates and known local real estate costs. The Committee's preferred education estate Option 1 (rebuilding a new secondary school and using Les Varendes for post-16), is believed to be significantly cheaper to deliver (to the same or better standard as other facilities). Option 1 is estimated at £108m capital cost compared to an estimated £122m for Option 2. It has better educational and professional outcomes and can physically be delivered with the least disruption to teaching and learning. Site feasibilities and cost modelling of options 1 & 2 are ongoing. Please see Appendix 7 for the latest breakdown of the potential building cost of Option 1 versus Option 2.

## Section 17

# How can long-term operational savings be made and how much?

A financial model has been developed to compare the operational costs of the four school model with three of the three school models from September 2024.

There are inherent difficulties in forecasting income and expenditure over extended periods; with increasing uncertainty the further ahead one looks.

The model compares:-

- Using the Les Varendes (Grammar School and Sixth Form site) for a Post-16 College (Option 1)
- Not rebuilding a new High School at La Mare de Carteret but extending the other schools (Option 2)
- Using Les Beaucamps for the Sixth Form Centre (NB: Les Beaucamps would not be big enough for the full Post-16 College proposed so this Option would not include the fulltime courses currently offered by the College of Further Education) (Option 3)
- Four secondary schools (Option 5)<sup>13</sup>

The results of the financial modelling to date suggest the following annual revenue costs for each option (see also Appendix 8).

**Option 1 £26,061,000**  
(preferred option)

**Option 2 £27,439,000**  
(no La Mare de Carteret High build)

**Option 3 £28,259,000**  
(Les Beaucamps Sixth Form)

**Option 5 £28,227,000**  
(current structure, increased numbers in 2024)

This modelling has been and will continue to be subject to amendments as new information emerges; for example, a number of late registrations for reception for this September 2017 will affect projected secondary school numbers for 2024 and have had a small impact on pupil driven costs.

The assumptions used in this model are detailed in Appendix 8 of this paper.

Most significant of the assumptions is that an average pupil:teacher ratio (PTR) of 13:1 has been used for modelling purposes as this is the best estimate of the average PTR over the period 2018 to 2024, created from modelling of year by year staffing requirements for each school. This is more efficient than our current pupil:teacher ratio of 12.6 but it is unlikely that a higher average PTR could be achieved over the transition period in order to manage the associated risks.

It should also be noted that no inflation has been assumed in the modelling.

The majority of costs are wrapped up in teachers' and other staff pay. Gross salary figures have been assumed (that is, including social insurance and pension costs) and all pay and non-pay costs are based on either 2016 actuals or modelled figures used in budget setting for 2017 (based on 2016 actuals).

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<sup>13</sup> Option 4 regarding an additional transition at 14 has not been costed.

The capital costings include an estimate of savings to be had if the College of Further Education/Training College moves from 3 sites to 1 site. Therefore, revenue costings have also recognised the potential for savings if this change occurs.

No detailed assessment of savings which could be made from efficiencies beyond the College of Further Education move from 3 to 1 sites has been included. Costs for the College of Further Education take the 2016 outturn expenditure of £8.2m as the starting point with a deduction for the anticipated future efficiencies relating to the move from 3 to 1 sites.

There is potential to make savings across all sectors of Secondary and Post-16 provision; and as part of the development of the full policy

letter, these financial issues will be further explored to confirm an agreed baseline position across all sectors to incorporate both current and future efficiencies.

Finally, it must be noted that Option 1 models a different approach to Post-16 provision from the current provision as described in Appendix 8. The modelling for this option has been prepared separately to the modelling for Options 2, 3 and 5, and the assumptions used are different from those used for Options 2, 3 and 5. At the time of writing it has not been possible to ensure complete parity of assumptions between the two sets of modelling; there remains much work to do on all models ready for the final policy letter, and particularly on the potential for efficiency savings as noted above.

## Section 18

### What are the transition costs?

### Have these been factored in?

The operational costs for each of the transition years (September 2019 to September 2023 inclusive) are still being developed. These will be finalised by October 2017 for inclusion in the Committee's policy letter.

We know there will be some additional transport costs during transition.

We are hoping to avoid the need for temporary classrooms, but may need one temporary science room at St Sampson's High and, dependent on whether agreement is reached to extend Les Beaucamps High to six forms of entry throughout, some additional or temporary accommodation may be required at that school during the peak school population years.

We are also modelling the staffing numbers through the transition period: pupil:teacher ratios are likely to remain at an average of 13:1, but, staff costs could change.

## Section 19

# What work is still being undertaken in advance of the policy letter?

The Committee still has a considerable amount of work to do before finalising its proposals. This includes engagement with interested parties, including staff, parents, students and the wider community.

The Committee is developing a more detailed financial model both of the 2024 position and to take into consideration the transition arrangements and the operating costs for each of the transition years (September 2019 to September 2023 inclusive). Transport arrangements for the transition period are still being developed.

The Committee has gone out to tender for architectural support in undertaking a feasibility study of the development of an extension at Les Beaucamps High to provide a full six form entry school and a re-modelling at the Les Varendes site. The feasibility study will take place during July with a final report being anticipated in August 2017. This report will then be reviewed in house and

a cost review will be undertaken. The summary report will be considered by the Committee with the information being used to prepare the Committee's policy letter that will be submitted for debate by the States by the end of 2017.

A Value Engineering (VE) feasibility for the new secondary school is ongoing to explore other VE items; to confirm that the value engineered items are deliverable; and to capture the cost savings. This will provide an updated project cost for the build of the new secondary school. This information will follow a similar time line to above and will also be used to inform the Committee's policy letter.

## Section 20

# In summary, what is proposed?

We are proposing that:-

- In the future 11-16 education will be provided on three secondary school sites. It is recognised that under the Committee's preferred option this would not be fully implemented until September 2023 when the last selective intake at the Grammar School complete Year 11.
- Mainstream States secondary schools should be a minimum of 5/6 forms of entry to a maximum of 8 forms of entry.
- Post-16 education only will be provided on Les Varendes site from September 2023, with a new Post-16 College to open on that site in September 2024, subject to further capital funding being agreed by the middle of 2021.
- Funding is provided for the planning of the Les Varendes and Les Ozouets sites and commencement of work at these sites (NB further capital expenditure will be required during phase 2 in the next capital prioritisation round, as described in section 15).
- The development of a new 8 form entry (up to 960 learners) secondary school takes place on the La Mare de Carteret playing fields with a planned opening date of September 2021.
- The enhanced sports facilities should be included as part of this development.
- A specified amount of funding (to be confirmed after the completion of the value engineering feasibility) is released for the development of a new secondary school with enhanced sports facilities from the capital reserve.
- The Grammar School and La Mare de Carteret High should merge to form a new secondary school initially across two sites from September 2019. This will maintain continuity of pupil numbers and aid workforce planning through the transition period. The Sixth Form Centre would be attached to this secondary school until the new Post-16 College opens.
- The rebuild of La Mare de Carteret Primary School should be confirmed in 2021 as part of the next capital prioritisation cycle.
- A small extension or temporary accommodation at Les Beaucamps High to enable provision of a six form entry school in each year group may be required. This will provide capacity to accommodate the transition and the peak secondary school capacity between 2019 and 2032/33. The exact requirements are subject to the outcome of the feasibility described in the previous section.
- The total funding request for phase 1 of the Committee's proposals is likely to be in the region of £52.2m. This will be explained in greater detail in the policy letter in the autumn on completion of the work described in section 19 of this report.

## Section 21

# What is the timetable for a decision by the States?

The Committee is interested to receive views until 11th September 2017, which it will then consider and use to form its policy letter to be published for debate by the States before the end of 2017.

## Section 22

# How do I get involved and give my feedback on the proposals?

The Committee held a workshop with Deputies earlier this year and has also started an engagement process with Headeachers/Principals and union representatives/delegates on the various options it has been considering. The Committee would now like to widen this process to hear from all staff directly or through their professional associations and from parents, learners and the wider community.

Prior to publishing these proposals on 5th July 2017 the Committee held presentations for key stakeholders (e.g. Deputies, Staff). Meetings are arranged for parents and carers, the dates of which are on the website below.. There will also be a meeting at the College of Further Education and one planned for Alderney prior to the end of term. In September, after receiving feedback, the Committee plans to discuss the feedback received with a parent forum and with States' Deputies prior to writing its policy letter.

If you would like to send in your thoughts or questions regarding the Committee's proposals, please go to [www.gov.gg/educationfuture](http://www.gov.gg/educationfuture) where you can find out all the detailed information, meeting dates, and give us your feedback. Or you can email us at [educationfuture@gov.gg](mailto:educationfuture@gov.gg). Please send in your comments by **11th September 2017**.

# Glossary

There are a range of educational terms used in this proposal document. We have tried to provide an explanation of the most commonly used terms.

## **11-16 school**

School providing secondary education to learners aged between 11 and 16

## **11 plus (11+)**

The verbal and non-verbal reasoning exams currently taken during year 6 to determine in which secondary school a student should be placed.

## **Bailiwick of Guernsey Curriculum**

The Bailiwick of Guernsey Curriculum Statement sets out the entitlement to learning for all students in schools maintained by the States of Guernsey. It is designed to give teachers, students, parents, employers and the wider community a clear understanding of the knowledge gained and skills developed by young people during their education.

## **Catchment area**

A defined geographical area from which a school draws its learners.

## **All ability school**

A school providing secondary education which admits learners of all academic abilities.

## **Federation**

A number of schools or colleges working collaboratively in the best interests of all students and staff.

## **Further Education College**

An establishment providing full and part-time education and training for learners over compulsory school age and outside the university sector. Traditionally further education colleges offer vocational and applied courses.

## **Governance**

The systems and processes concerned with ensuring the overall direction, effectiveness, supervision and accountability of an organisation.

## **Grammar school**

A secondary school which selects all its learners by academic ability.

## **High school**

A school providing secondary education.

## **Key Stage (KS)**

The periods in each learner's education to which the stages of the National Curriculum apply. There are six Key Stages, normally related to the age of the majority of learners in a teaching group. Foundation stage relates to ages 3-5, Key Stage 1 relates to ages 5-7, Key Stage 2 to ages 7-11, Key Stage 3 to ages 11-14, Key Stage 4 to ages 14-16, Key Stage 5 to ages 16-18.

## **Post-16 College**

Post-compulsory stage of education, usually for age 16-19, in which students study full-time academic, applied or vocational courses.

## **Setting**

A form of grouping children by ability for their lessons in a particular subject. In other subjects they may be in different sets.

## **Sixth Form Centre**

Post-compulsory stage of education delivered as part of a school, in which students study largely full-time academic courses.

### **Sixth Form College**

Post-compulsory stage of education, usually for age 16-19, in which students study largely full-time academic courses delivered as a separate institution.

### **Special educational needs**

Term used to describe the requirements of children with difficulties in one of the following areas: learning, behavioural or emotional, social, sensory or physical development, which either affect their development or require provision other than that normally made.

### **Streaming**

A form of classroom organisation in which learners are put in classes according to their general ability. They are then taught in those streamed classes for most subjects.

### **Tertiary College**

Educational establishment for the post-compulsory school age group which combines the functions of a further education college and sixth form and which offers further and higher education through a full range of courses, both vocational and academic, full and part-time.

### **Training College**

Employment focused training provider offering part-time training opportunities to meet the local skills needs.

### **Value Engineering**

Promotes the substitution of materials and methods with less expensive alternatives, without sacrificing functionality.

### **Years 1-13**

Terms used to denote a year of schooling from September of one year to July of the next year. Year 1 is the first year of compulsory schooling for age 5 following Reception; Year 6 is the last year of primary schooling for age 10-11; Year 7 is the first year of secondary schooling for age 11-12; Year 11 is the last year of compulsory schooling in Guernsey for age 16.

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Shields, R. and Masardo, A., 2015. Changing patterns in vocational entry qualifications, student support and outcomes in undergraduate degree programmes.

UCL Institute of Education: Review for Guernsey Education Department 2015.

## **Appendices**

Appendix 1: Previous States Resolutions

Appendix 2: Transition to the new secondary school

Appendix 3: Personas

Appendix 4: Population Projections

Appendix 5: Comparison of options 1 and 2

Appendix 6: Proposed education estate plan

Appendix 7: Comparison of capital costs of options

Appendix 8 (a and b): Operational financial modelling and assumptions



Committee *for*  
Education, Sport & Culture

## **Population Projections**

The Guernsey Economic Modelling (GEM) system has been utilised to provide population forecasts to inform the secondary school (and Post-16) population projections.

In June 2017 the Policy and Resources Committee agreed a set of core assumptions to be used as standard in the analysis of policy. Those relative to population projections were:

- Fertility rate 1.6%
- Net migration +100

The Policy and Resources Committee also agreed that these assumptions should be reviewed periodically to ensure that they remain valid. The original intention was that these would be reviewed on an annual basis.

Education projections over the medium to long term are particularly sensitive to fertility rates. Given the current debate regarding secondary education and the heavy reliance that these place on very specific information about pupil numbers, a review of fertility rates was brought forward in order to ensure that the assumptions used for forecasting school population projections are as valid as possible.

Following this review it was recommended, and the Policy and Resources Committee agreed that the standard assumption of fertility be revised upwards to a rate of 1.7.

The increase in the fertility rate assumption does not affect the projected peak in demand – these pupils are already in the education system. It does significantly delay the long term reduction in pupil numbers, keeping the secondary school population higher for longer. Indeed the projected peak secondary school population has reduced slightly as the data and analysis unit has also identified a few individuals per school year who were previously flagged in the electronic census as present in the Island but who have either left or are not educated on island. The latter had led to a very slight overestimate in the peak in the previous school population data (less than 15 pupils per year). Provided that the proportion of students attending the Grant-Aided Colleges remains the same, this decrease is likely to be sufficient for the Committee to recommend 19 forms of entry at year 7 going forward, rather than the 20 previously proposed.

The graph below shows a comparison of pupil numbers without allowance for any spare capacity and assuming the current proportional buyout to the private system continues. Using the revised assumption of a fertility rate of 1.7 the period over which the pupil numbers would exceed the capacity of an 18 form entry school (where the

average size for these forms of entry is a maximum of 24 per school under current education policy) would be significantly extended.

Figure 1: Projection of State funded secondary school population assuming no spare capacity and a continuation of historic proportional buyout to private schools

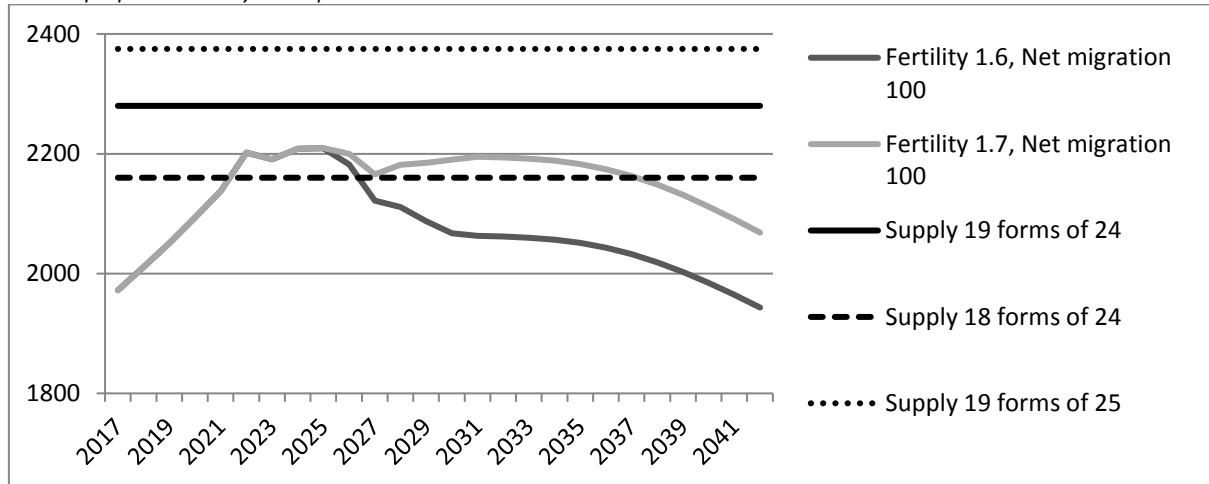
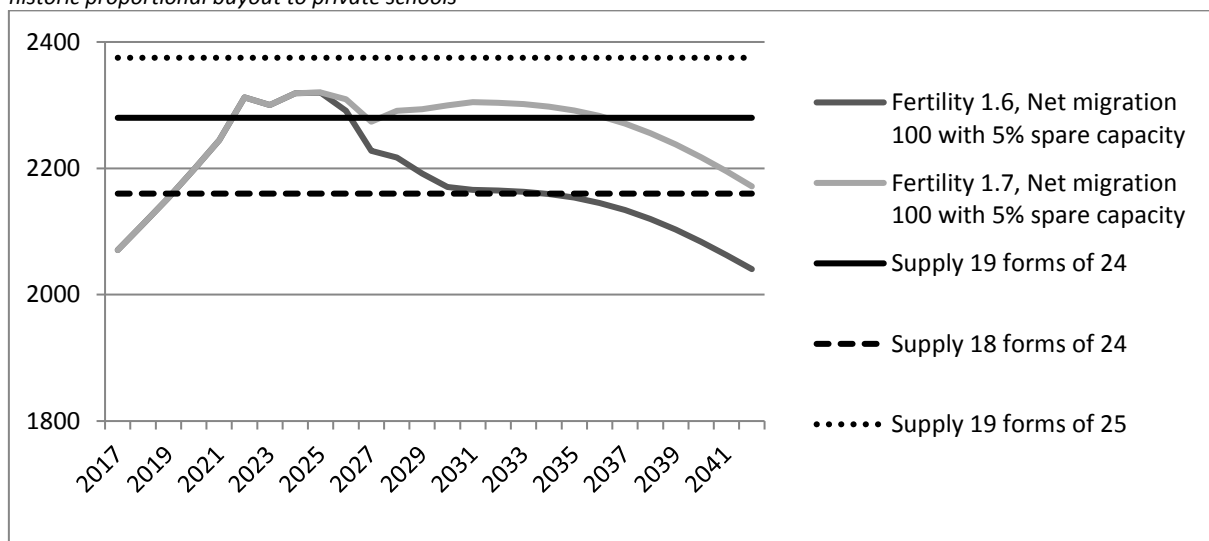
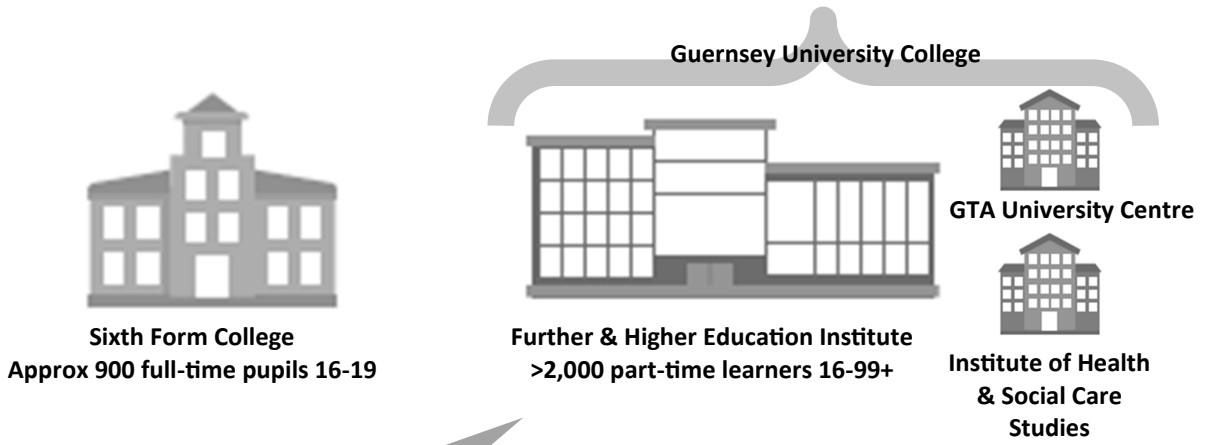


Figure 2 below displays the same data but with an allowance of a need for a full 5% spare capacity to provide the flexibility needed to manage the school population effectively (e.g. year to year variations, variations in population numbers by catchment and children moving into and out of the Island). This shows that while there is spare capacity within the 19 form entry model at a form size of 24, it is not sufficient to meet the full 5% under an assumption of fertility of 1.7 and there is a manageable risk that with 19 forms of entry, the average form size at some schools may need to increase to 25 or 26 or possibly 27 in one year at one school. There is also a need to consider contingencies (for example a possible reduction in the proportion of learners moving out of the States sector to the Grant-Aided Colleges) or a change to future population policy and migration.

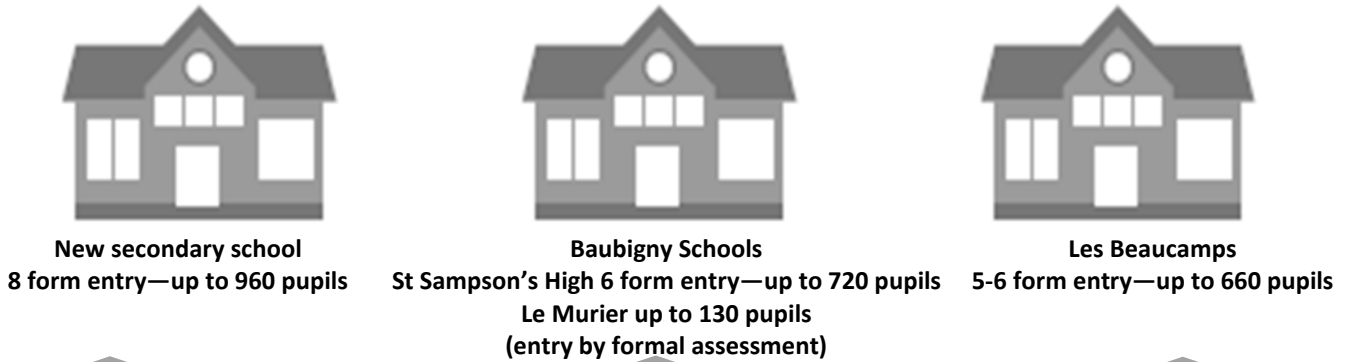
Figure 2: Projection of State funded secondary school population assuming 5% spare capacity and a continuation of historic proportional buyout to private schools



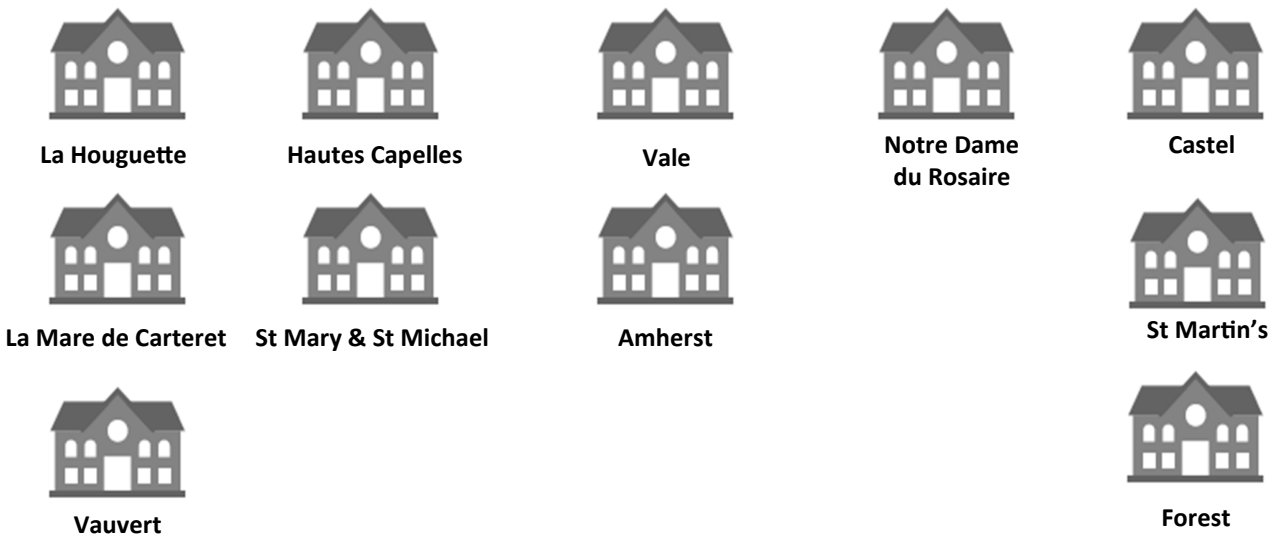
The above analysis has led the Committee *for* Education Sport and Culture to recommend that the secondary education estate proposals should be based on 19 forms of entry at year 7 for 11-16 education spread across the education estate, assuming that the current percentage of 11-16 year olds attending the Grant-Aided Colleges continues (approximately 30% in total made up of approximately 10% attending the private primary schools and approximately an additional 20% moving out of the States sector at age 11).



**NO SELECTION AT 16**



**NO SELECTION AT 11**



- ✓ Fair
- ✓ Inclusive
- ✓ Deliverable
- ✓ Public Acceptance
- ✓ Improved Educational Outcomes
- ✓ Best Value
- ✓ Breadth of Curriculum
- ✓ Evidence-based
- ✓ Lifelong Learning
- ✓ Equality of Opportunity
- ✓ Ease of Transition

Comparison of Education Sites Development - Option Costs

APPENDIX 6

Schools / Facilities	Existing Education Estate		Option 1 - Phase 1			Option 1 - Phase 2			Option 2		
	Forms of entry	Classrooms Existing	Forms of entry	Classrooms Existing + New Build	Cost (£m)	Forms of entry	Classrooms Existing + New Build	Cost (£m)	Forms of entry/ Student Numbers	Classrooms Existing + New Build	Cost (£m)
	4 Schools & 3 CoFE Sites		3 x 11-16 Schools, Les Varendes Sixth Form College, LOC Further & Higher Education Institute - Workshops, Catering, Hair & Beauty			3 x 11-16 Schools, Les Varendes Sixth Form College, LOC Further & Higher Education Institute - Workshops, Catering, Hair & Beauty			3 Schools: 2 x 11-16, 1 x 11-19 (including 6th Form) at Les Varendes, CoFE at Les Ozouets & LMDC Primary		
LMDC Primary	2	17				2	19	8.823	2	19	8.823
LMDC High School	5	45	8	58	22.541						
LMDC Sports Hall	N/A	685 (m2)	N/A	2266 (m2)	6.333						
LMDC External areas, sports & ground works - Phase 1			N/A	N/A	8.153						
LMDC External areas, sports & ground works - Phase 2 & Primary Only						N/A	N/A	4.42	N/A	N/A	4.42
LMDC Land to east			N/A	N/A	0.18						
LMDC Design Fees & Surveys (to date)			N/A	N/A	2.68				N/A	N/A	2.68
LMDC Design Fees & Surveys to complete			N/A	N/A	3.58	N/A	N/A	1.87	N/A	N/A	1.87
LMDC FFE & ICT			N/A	N/A	2.544	N/A	N/A	0.622	N/A	N/A	0.622
LMDC Design, Pricing, Change & VE Risk			N/A	N/A	3.497	N/A	N/A	1.278	N/A	N/A	1.278
St Sampson High	6	42							8	59	5.921
Les Beaucamps High	5.5	39							6	45	3.222
Les Varendes	4	57	Sixth Form College	57	21.334				5 (11-16) + 6th Form - 450-500	75	31.969
CFE Les Ozouets	2803 students full & part time	26				Further & Higher Education Institute	area (m2)	16.979	Consolidated CFE 2803 students	area (m2)	46.631
CFE Delancey		31									
CFE Coutanchez		27									
Temp. accommodation									N/A	Temp acc.	2.918
Programme/Project Management Cost (2016-24)			N/A	2016-2020	2.003	N/A	2021-2024	1.851	N/A	2016-2024	3.854
			<b>Sub-Total 72.845 *</b>			<b>Sub-Total 35.843 *</b>			<b>Sub-Total 114.208 *</b>		
LMDC community sports			N/A	250m2 + ext. lighting	1.026						
			<b>Total 73.871</b>			<b>Total 35.843</b>			<b>Total 114.208</b>		
			<b>Option 1 Total 109.714</b>			<b>Option 2 Total 114.208</b>					

Appendix 6 notes overleaf

#### **Appendix 6 Notes:**

LMDC Primary - classroom count includes gym, sports hall & the learning resource areas (LRA's)

CFE student numbers fluctuate, this is actual figure and is not counted as students enrolled on courses as this would be significantly higher

Further delays to deliver part of the LMDC project may require additional spend on the existing estate to maintain operational building beyond 2020/2021

Existing LMDC High sports area includes the main hall which is extensively used for sports

Existing CFE rooms are taken from plans held centrally. The CFE may have made some slight alterations since occupying these sites

CFE, Les Varendes, LBHS and SSHS - project briefs at feasibility stage. Briefs require additional work and confirmation of exact requirements, to be developed in future design stages

Option 1 & 2 rooming requirements for the high schools are from the curriculum modelling data (10<sup>th</sup> May 2017) based on current curriculum offer

Option 1 & 2 CFE, LBHS, Grammar, SSHS & temp.acc costs taken from QS costing assessment dated 17th Oct 2017

**Option 1 & 2 Les Varendes, no costs are included should/if sports fields (OI's & OE's) need to be purchased for long term protection of use**

Option 1 LMDC costs (QS cost report received 31st October 2017) include: High & Primary schools, Sports and externals to present day costs excluding inflation & assumes all VE 1&2 is achieved.

Option 1 LMDC enhanced sports saving from VE schedule (£858,000 + £168,000) = £1.026m

Option 1 LMDC not all external sports provision can be delivered in phase 1

Option 1 Les Varendes - swimming pool area remodelled into teaching accommodation

Option 2 Les Varendes - rooming requirement from the curriculum modelling data (10<sup>th</sup> May 2017) based on current curriculum offer

Option 2 LMDC - Primary (only) costs include externals works, external sports & demolition of all existing buildings

Programme costs - Programme Cost data 3rd Nov 2017

No allowances made for transition costs (staff, transport etc)

All costs are present day excluding inflation

\* Like for like costs

2017.11.06 - V10

EDP - AD

**Option 1 Programme - The Future Structure of Secondary & Post 16 Education**  
**SSHS, LMDC, LBHS, Les Varendes VI Form College & LOC Further & Higher Education Institute**

Task Name	Start	Finish	Capital Prioritisation 2017-2020				Capital Prioritisation 2021-2024			
			2017	2018	2019	2020	2021	2022	2023	2024
Estate Evaluation	03/01/17	29/09/17	█							
Future Structure of Sec & Post 16 Education	03/01/17	28/11/17	█							
LMDC VE Feasibility	12/05/17	25/08/17	█							
Les Varendes Land Legals Option to lease/purchase	04/10/17	29/12/17		█						
States Debate (Future Structure Education)	13/12/17	13/12/17		•						
Les Varendes scope	02/01/18	09/02/18		█						
LOC/GTA/Health Studies consolidation working party	02/01/18	31/03/19		█	█					
LMDC VE Design	22/01/18	20/04/18		█						
LMDC EIA massing & update reports	22/01/18	19/03/18		█						
Les V Design Team Tender & Appointments	02/01/18	29/06/18		█						
LMDC EIA Submission	19/03/18	18/06/18		█						
LMDC Planning Approval (ending end Sept)	09/07/18	22/10/18		█	█					
LMDC Tender & Approvals (ending mid Oct)	09/07/18	12/11/18		█	█					
Les V Design & Planning Approvals - refurb/remodel	02/07/18	29/12/18		█	█					
Last selective intake (year 7) to Grammar School	04/09/18	04/09/19			•					
LMDC CAP PRI Approvals	13/11/18	11/02/19			█	█				
LOC Masterplanning	01/12/18	31/03/19			█					
Les Varendes Tender & Approvals	02/01/19	29/03/19			█					
LMDC High School & Sports Project (960) inc. fitout	04/03/19	02/07/21			█	█	█			
Les Varendes CAP PRI Approvals	01/04/19	28/06/19			█					
Les Varendes (phased works - holidays)	01/07/19	01/09/19			█					
LOC Scope	01/08/19	30/11/19			█					
Y7 LMDC + Y8-13 Les Varendes	05/09/18	05/09/19			█					
LOC Design Team Tender & Appointments (Feb - Jun)	01/12/19	30/06/20			█					
Poss. resubmit of CAP PRI remaining projects/parts	01/04/20	30/06/20			█					
Les Varendes (phased works - holidays)	01/07/20	01/09/20			█					
LOC Design	02/07/20	30/06/21			█	█				
Y8 LMDC + Y9-13 - Les Varendes	01/09/20	01/09/20				█				
LMDC Primary Tender & Approval	01/01/21	30/06/21				█				
LOC EIA massing & reports	01/07/21	30/09/21				█				
LMDC Primary - CAP PRI	01/07/21	30/09/21				█				
Les Varendes (phased works - holidays)	01/07/21	01/09/21				█				
Delancey Decant	09/08/21	03/09/21				█				
Existing LMDC High building vacant	01/09/21	01/09/21					█			
LMDC High School & Sports Opens	01/09/21	01/09/21					█			
Les Varendes Post 16 Fulltime College Opens	06/09/21	06/09/21					█			
Y10 -13 - Les Varendes	01/09/21	01/09/21					█			
LMDC Primary Project	18/10/21	09/06/23					█	█		
LOC EIA Submission	01/10/21	31/12/21					█			
LOC Planning Approval	02/01/22	15/04/22					█			
LOC - Tech Tender	18/04/22	15/07/22					█			
Les Varendes (phased works - holidays)	01/07/22	01/09/22					█			
LOC - CAP PRI Approvals	18/07/22	14/10/22					█			
LOC - Tech Project	01/11/22	31/01/24					█	█		
LMDC Primary decant	12/06/23	07/07/23						█		
LMDC Primary demo	10/07/23	27/10/23						█		
Les Varendes (phased works - holidays)	01/07/23	01/09/23						█		
LMDC Primary opens	01/09/23	01/09/23						█		
LMDC Primary External Sports and site completion	02/10/23	22/12/23						█		
Coutanchez Decant	17/07/24	31/08/24							█	
Les Varendes (phased works - holidays)	01/07/24	01/09/24							█	

Key:  
 Task █  
 Milestone •

2017 - 2020 Capital Cost £73.87m

2021 - 2024 Capital Cost £35.84m

LMDC dates - LMDC 06 Sept 2017 programme + delay for States debate  
 Costs - Gardiner & Theobald 17 Oct 2017 & 31 Oct 2017  
 Programme management costs included in capital cost total

Costs - Present day, excludes inflation as requested by P&R



## Miss Ogier

Lives by Beaucette Marina in the Vale.

### Her Children



## Mary

Is currently in Year 2 at Vale Primary School



## Jane

Is currently in Reception at Vale Primary School

### Under the Committee's Proposals as of November 2017

**Mary** will transfer to the secondary school that pupils feed into from her primary school when she starts Year 7 in September 2022. In Mary's case, pupils from Vale Primary feed into St Sampson's High School. Mary will be taught in ability 'sets' for some subjects where beneficial. This will ensure young people are stretched and challenged and also provided with additional support, if needed.

She will not sit the 11+ selection tests.

If Mary wants to go to The Ladies' College or Blanchelande for her secondary and/or post-16 education, her family will need to pay the fees.

If Mary wants to continue in full-time post-16 education in 2027 she will attend the new Sixth Form College on the Les Varendes site where a wide range of qualifications, courses and enrichment opportunities will be available. If she wants to do an apprenticeship or other part-time training course she will attend the new Further and Higher Education Institute on Les Ozouets site.

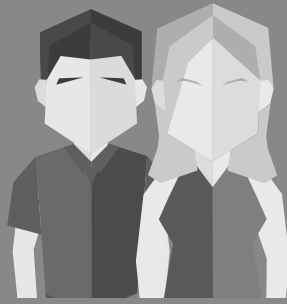
**Jane** will transfer to the secondary school that pupils feed in to from her primary school when she starts Year 7 in September 2024. In Jane's case, pupils from Vale Primary feed into St Sampson's High School.

Jane will be taught in ability 'sets' for some subjects where beneficial. This will ensure young people are stretched and challenged and also provided with additional support, if needed.

She will not sit the 11+ selection tests.

If Jane wants to go to The Ladies' College or Blanchelande for her secondary and/or post-16 education, her family will need to pay the fees.

Jane will have the same options for post-16 education as Mary.



## Mr and Mrs Le Page

Live by the Cup and Saucer in La Houquette Primary School catchment.

### Their Children



#### Tim

Is currently in Year 8 at the Grammar School & Sixth Form Centre



#### John

Is currently in Year 5 at La Houquette Primary School



#### Joanna

Is currently in Year 2 at La Houquette Primary School

### Under the Committee's Proposals as of November 2017

**Tim** will continue to be taught in his selective year group on the Grammar School site until he completes Year 11 (GCSEs) in July 2021.

If he wants to study a full-time course (A Levels, IB or BTEC/ applied/vocational) he would attend the Sixth Form College. If he wants to do an apprenticeship or other part-time work-related course he will go to the Further and Higher Education Institute

**John** is part of the first year group not to sit the 11+ selection tests and will be allocated a place at his catchment High School – this will be the new secondary school.

When he starts his secondary education, John will attend the Les Varendes site for Year 7 and stay there for Year 8 with all the children from the partner primary schools that feed into the new secondary School.

John and all the other pupils will move into the new secondary school due to be built on La Mare de Carteret site and opened in September 2021. John will be taught in ability 'sets' for some subjects where beneficial. This will ensure young people are challenged and also provided with additional support, if needed.

If John wants to go to Elizabeth College or Blanchelande for his secondary and/or post-16 education, his family will need to pay the fees.

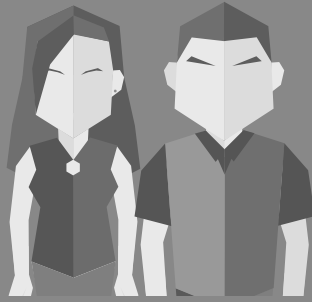
If John wants to continue in full-time post-16 education he will attend the new Sixth Form College on the Les Varendes site where a wide range of qualifications, courses and enrichment opportunities will be available. If he wants to do an apprenticeship or other part-time work-related training course he will attend the new Further and Higher Education Institute on Les Ozouets site.

**Joanna** will not take the 11+ selection tests and will transfer to her allocated secondary school to start Year 7 in September 2022. This will be the new school due to be built on the La Mare de Carteret site. The new buildings should be completed by the time Joanna moves into secondary education.

Joanna will be taught in ability 'sets' for some subjects where beneficial. This will ensure young people are stretched and challenged and also provided with additional support, if needed.

If Joanna wants to go to The Ladies' College or Blanchelande for her secondary education, her family will need to pay the fees.

Joanna will have the same options as John for post-16 education.



## Mr Smith & Ms Brown

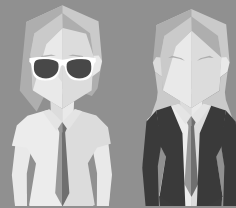
Live in the Castel by Vazon beach. Both have children from previous marriages who split their time between parents. Mr Smith and Ms Brown have parental responsibility for their children.

### Their Children



#### Andrew

Is currently in Year 9 at Les Beaucamps High



#### Rachel and Emma

The twins are currently in Year 6 at Castel Primary

### Under the Committee's Proposals as of November 2017

**Andrew** will complete his GCSE or equivalent courses at Les Beaucamps High. Once he has his results in August 2020, he will be able to choose whether to continue in post-16 education, attending Les Varendes site if he wants to study A levels, or International Baccalaureate or the College of Further Education for a full-time BTEC course, apprenticeship or other part-time training.

If Andrew is studying a full-time BTEC or other applied, technical or vocational course he will become part of the new Sixth Form College in September 2021 after completing the first year of his course. Staff from the College of Further Education would also be employed at the Sixth Form College.

If he is studying for an apprenticeship or other part-time work-related course then this would continue either at Les Ozouets or the Coutanchez campus.

**Rachel and Emma** will sit the 11+ selection tests in January 2018 when they are in Year 6 (if their parents wish them to) and will be allocated a place at either The Ladies' College/Blanchelande College, The Grammar School or their catchment High School – Les Beaucamps High - depending on how they score in the 11+ selection process.

They will start Year 7 at their new school(s) in September 2018. If Rachel and/or Emma are selected for a place at the Grammar School they will continue to be taught in a selective year group until they complete Year 11 (GCSEs) in July 2023. From September 2021 Years 10 and 11 at the Grammar School will be part of the new Sixth Form College which will operate as a 14-19 institution for these two years. If Rachel and Emma want to continue in full-time post-16 education they will continue at the Sixth Form College. If they want to do an apprenticeship or other part-time work-related training course they will move to the Further and Higher Education Institute.

If Rachel and/or Emma are selected for a place at The Ladies' College or Blanchelande College then this place will be funded by the States until they complete their education either after completing Year 11 or completing Year 13 (NB at this time Blanchelande does not have a sixth form).

<b>25 Year period of review - 2019 - 2043</b>	<b>Option 1</b>		<b>Option 2</b>	
	3 Schools, Sixth Form College, Further and Higher Education Institute at Les Ozouets Campus		3 Schools (1 with attached 6th Form), CFE moving to 1 site (Les Ozouets Campus)	
<b>NPV - Financials</b>				
<b>CLASSIFICATION</b>	<b>TOTAL COSTS</b>	<b>NPV</b>	<b>TOTAL COSTS</b>	<b>NPV</b>
<b>COSTS</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Revenue Running Costs:	644,694	427,653	668,151	442,185
Capital Expenditure Costs:	110,000	101,761	114,500	102,946
<b>Total Costs - NPV:</b>	<b>754,694</b>	<b>529,414</b>	<b>782,651</b>	<b>545,131</b>

<b>25 Year period of review - 2019 - 2043</b>	<b>Option 1a</b>		<b>Option 2a</b>	
	3 Schools, Sixth Form College, Further and Higher Education Institute at Les Ozouets Campus - but with PTR of 15:1 post transition		3 Schools (1 with attached 6th Form), CFE moving to 1 site (Les Ozouets Campus) - with PTR 15:1 post transition	
<b>NPV - Financials</b>				
<b>CLASSIFICATION</b>	<b>TOTAL COSTS</b>	<b>NPV</b>	<b>TOTAL COSTS</b>	<b>NPV</b>
<b>COSTS</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Revenue Running Costs:	609,419	406,296	635,882	422,626
Capital Expenditure Costs:	110,000	101,761	114,500	102,946
<b>Total Costs - NPV:</b>	<b>719,419</b>	<b>508,057</b>	<b>750,382</b>	<b>525,572</b>

**Notes: Comparison of annual revenue costs**

The comparators in the following table will help to assess overall savings OR investment required per annum to be able to support the underlying revenue cost estimate.

Should any of the options result in savings or additional costs within ESC but outside of secondary and further education (e.g. additional 'central' costs or 'costs that impact on 'leisure') then those relevant costs / budgets must also be included below to ensure costs are compared on a like for like basis.

<b>Detail</b>	<b>2016 Actual</b>	<b>2018 Secondary Baseline</b>	<b>4 Schools at 2024</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Secondary Schools (excl Special / Voluntary / Alderney):	£18,449	£18,100	£19,672
Further Education (CFE):	£8,212	£8,000	£7,795
<b>Comparative Total:</b>	<b>£26,661</b>	<b>£26,100</b>	<b>£27,467</b>

**Financial modelling assumptions (October 2017)****Scope of this document**

This document includes the costing assumptions for Options 1 & 2 post transition. A separate transition assumptions document is available to accompany the transition costs.

**Assumptions**

The following assumptions apply to all schools/organisations for Options 1 and 2:

**Inflation**

Inflation has been set at 0%.

**Transport and Implementation**

Post transition it has been assumed there is no change to current transport costs for either option.

**Central Costs**

It is assumed that central costs remain the same, unless stated. There has been no contingency built into these cost assumptions.

**Income**

It is assumed there is no income from community use.

No redundancy or compensation payments have been included in the financial modelling for either Option 1 or Option 2.

**Table 1: Square Metre (“sqm”) areas for Option 1 and 2**

For financial assumptions based on square meterage, the following measurements has been used for each building. All square metre measurements are based on the Gross Internal Area (GIA).

<b>Total sq. metre per building</b>	<b>Option 1</b>	<b>Option 2</b>
New School (“NS”)	10,451	0
St Sampson’s High School (“SSH”)	10,440	11,798
Les Varendes (“LV”)	11,289	13,880
Les Beaucamp High School (“LBH”)	9,881	10,476
Les Ozouets Campus (“LOC”)*	3,800	12,000
Performing Arts Centre (“PAC”)	2,128	2,128

\*New square metre data for the new LOC campus excludes any designated space for the Youth commission and the Music Services

**1. Secondary School Transformation including Sixth Form College (“SFC”)****Pupil Numbers**

The pupil numbers for 2025 onwards have been based on the GEM population data for Guernsey and Alderney for year 7 pupils assuming 100 migration and 1.7 fertility rate. A downwards adjustment has been made for pupils known to have left the Island and for Alderney. Data until 2024 is based on those pupils currently attending primary

school. The year 7 population data includes a reduction in pupil numbers for pupils attending the Grant Aided Colleges (where pupils attend the Grant-Aided Colleges, this is referred to as, “buy-out”). The buyout to colleges is approximately 10% at primary and a further 20.7% at secondary. In addition approximately 2% of pupils attend the special schools.

Pupils have been split over the sites assuming that the number of forms of entry would be as follows:

#### Option 1

- New School (NS) – 8 forms
- Les Beaucamp High (LBH) – 5 forms
- St Sampson’s High (SSH) – 6 forms

#### Option 2

- Les Varendes (LV) – 5 forms
- SSH – 8 forms
- LBH – 6 forms

Pupil teacher ratios (PTRs) have been set at **11.47:1** for schools teaching years 7-13 and **12.50:1** for schools teaching years 7-11. All teaching staff have been included in this PTR calculation except for the Head teacher and Head of Sixth Form. These PTRs are current averages.

Post transition financial modelling has also been completed on target PTRs of **15:1** for school years 7-11 and **10:1** for school years 12 and 13. Schools with a sixth form therefore have a weighted PTR of **12.43:1**.

Post 16 student numbers have been kept at the following baseline levels due to multiple variable factors, in addition to population fluctuations, which affect these numbers.

- Year 12 – 227 pupils
- Year 13 – 187 pupils
- Number of current College of Further Education (COFE) full time students to be accommodated by SFC– 467 pupils

### **Teaching Salaries**

Teacher salaries have been calculated using gross teacher salaries (not including head teachers, deputy head teachers or assistant head teachers) which have been calculated from September 2017 actuals. Gross salaries include basic salary, management allowances, pension and social insurance costs (the latter 2 costs are known as “on costs”). A standard percentage of 20.7% is added to basic pay and pensionable allowances for “on costs”.

Average gross salaries are £59,222

### **Senior Management Team Salaries**

It is assumed that all secondary schools will have:

- 1 head teacher
- 1 deputy head teacher
- 3 assistant head teachers

For Option 2 there is an additional deputy head (Head of Sixth Form) because it has an additional key stage.

Salaries have been calculated using gross salary averages which includes basic salaries and on costs at 20.7%:

Average gross salaries for Head Teacher, Deputy Head Teacher and Assistant Head Teacher have been used.

### **Established Staff**

Established staff includes administrative staff, premises manager, subject technicians/assistants and library manager. Costs are gross and have been based on weighted average costs for the 4 secondary schools based on the 2016 actuals, using pupil numbers as the cost driver. St Sampson's High School costs are within the Baubigny cost centre; therefore, Les Murier has been excluded using the calculation pupil numbers multiplied by the average cost per pupil.

Established staff costs are £615 per pupil.

### **Lunchtime Supervision**

These numbers include gross costs for lunchtime supervision and teacher midday supervision for the 4 secondary schools from the 2016 actuals. Pupil numbers (years 7-11) have been used as the cost driver and weighted average used. They have been applied to all school pupils up to year 11 (students over the age of 16 do not attract lunchtime supervision costs).

Lunchtime Supervision costs are £125 per pupil.

### **Supply teachers**

Supply teacher costs have been based on the average from the 2016 actuals for the 4 secondary schools using FTEs (excluding SLTs) as the cost driver.

Supply teaching costs are £1,243 per FTE.

### **Learning Support Assistant Costs**

Learning support assistant costs have been based on gross weighted averages from 2016 actuals for the 4 secondary schools using pupil numbers (years 7-11) as the cost driver. This is not a perfect cost driver because learning support assistant costs increase as learning needs increase rather than in relation to the number of pupils; but it is a reasonable model given the difficulty in predicting learning needs in the future. There is approximately 1 LSA for every 96.65 students in years 7-11: it is assumed under Option 2 that sixth form pupil numbers do not attract LSA costs. The SFC has a reduced need for LSAs and the ratio is assumed to be 1 LSA for every 128 students (3 Progress Coaches are also included in the SFC).

LSA costs are £223 per pupil for years 7-11 and £168 for the SFC.

### **Training**

These costs have been based on the budget model for 2017, which is £100 per learning support assistant, £360 per teacher, £700 per head teacher and a lump sum of £4,500 per school.

Central training costs have been estimated at £600 per FTE where FTE numbers increase/decrease. This does not take into consideration additional higher education training costs which may increase due to an additional need for teachers and possible increase in on-island teacher training.

This formula has been used for all secondary schools. The SFC also uses this formula but it has been adjusted to be more representative of 2016 actual costs for the CFE (SFC element).

### **Supplies**

These are based on the model for the 2017 budget which has been used to calculate direct supplies such as books and curriculum supplies; however it has been increased to incorporate other pupil driven costs such as postage, telephone, medical supplies and some ICT costs. Cost is weighted according to the pupil age/Key Stage, and this has been averaged to be a weighting of 2.50 for a school which does not include a sixth form and 3.25 for a school with a sixth form. The cost per unit is £85 and the driver for this is pupil number. A lump sum is also given to the school of £15,000 for a school without a sixth form and £18,000 for a school with a sixth form.

The schools supplies formula has been used for the current sixth form courses which will form part of the SFC using current year 12 and 13 student numbers.

### **ICT**

The printing costs have been estimated at £40 per pupil for secondary school pupils and the current sixth form year 12 & 13 students which form part of the new SFC, as this is reflective of 2016 actual spend.

For central ICT costs (hardware and software) additional teaching staff attracts an additional device at £500 per FTE. In the future it is anticipated that IT costs will be reduced due to students bringing their own devices and the use of cheaper devices; however this is a reasonable assumption at the present time.

Any additional central ICT service/maintenance costs or additional capital costs have not been included.

### **Exam fees**

Exam fee costs are based on a formula:

‘No. of pupils applicable to the year and option’ multiplied by ‘average number of exams’ multiplied by ‘Weighted average cost’

**Table 2: Average no. of exams sat and weighted average cost per exam for Option 2**

<b>Qualification</b>	<b>Year</b>	<b>Average sat per pupil (Inc. resits)</b>	<b>Weighted Average Cost per exam</b>
GCSE/BTEC	10	1.75	45.23
GCSE/BTEC	11	9.3	45.23
IB	12/13	1	521
A LEVELS	13	3	127.24*

For Option 1, SFC and the schools additional exam types are added to the calculation.

**Table 3: Average no. of exams sat and weighted average cost per exam for Option 1**

Qualification	Year	Average sat per pupil (Inc. resits)	Weighted Average Cost per exam
GCSE/BTEC	10	1.75	45.23
GCSE/BTEC	11	9.3	45.23
BTEC 1 Year Course		1	£135.19
BTEC 2 Year Course		1	£57.60
LINKS		1	£55.80
Basic Skills		1	£30.73
IB	12/13	1	£521
A LEVELS	13	3	£127.24*

\*This also includes weighted costs for the proportion of those students who sit the additional optional qualification EPQ and AQA core maths.

It is assumed 11% of year 12 sixth form students sit the International Baccalaureate (IB) qualification, with all other sixth form students sitting A Levels. To run the IB programme an annual fee of £6,990 is also incurred.

It is assumed that the split between A-levels, IB and BTECs remains the same as current.

### Utilities

This includes the following costs:

- Rates
- Electricity
- Gas
- Water
- Oil

An average utilities cost of **£15.19** per square metre (“sqm”) has been used for the secondary schools and the SFC in option 1.

This has been calculated using 2016 actual costs for all the secondary schools except for La Mare de Carteret High School which is an old building and so does not incur the comparable utility costs to the newer builds.

St Sampson’s High School costs are within the Baubigny cost centre; therefore Le Murier has been excluded using the calculation of square metres multiplied by the average utility cost per square metre.

Under Option 1 utility costs for SFC have been adjusted to allow for the longer day (11 hours rather than 9 hours).

### Property Related Costs

These include the following:

1. Routine maintenance and cyclic contracts (contracts that happen year on year)
2. Defect maintenance (reactive work, repairs, breakages etc.)
3. Planned improvements or discretionary type work (one-off small projects planned on a condition priority basis).

An average property related cost of £31.37 per square metre has been used based on the 2017 budget (and informed by current managed expenditure) and varies in part according to the square metres in use for the various options under consideration. This is not an ideal or recommended benchmark and excludes any routine or other capital expenditure that is either progressing, planned/approved or anticipated in the future, or the age and condition of any site.

### **PSE Staff**

These costs are based on average costs of the 4 secondary schools from the 2016 actuals with square metre as the cost driver. St Sampson's High School costs are within the Baubigny cost centre; therefore Les Murier has been excluded using the calculation square metres multiplied by the average PSE staff cost per square metre.

## **2. Sixth form College (SFC)**

### **Option 1:**

The financial modelling for the Sixth Form College uses a bottom up approach to model anticipated staffing costs. A number of assumptions have had to be made about the anticipated requirement for staff for this new organisation. In an effort not to understate this cost, remuneration for all staff has been assumed at the top respective pay point for each post. A standard percentage of 20.7% is added to basic pay and pensionable allowances for "on costs".

Other than a figure for staffing, all of elements of the cost associated with modelling of the Sixth Form College have been applied in the same way as the other options, i.e. for PSE staff, central costs, property fees, utilities, exam fees, supplies and training, as outlined above. In addition to Established Staff support, calculated using the same formula as for the High Schools, additional Progress Coach staffing has been costed within the staffing figure for the SFC to ensure the right level of support is available to all learners.

Direct and indirect supplies for the COFE element of the SFC have been taken from the COFE workbook version 45 – see FHEI for allocation. A small amount of income and bad debts have been allocated to the SFC if it relates to a faculty wholly within the SFC. The modelling for the proposed Sixth Form College is based on continuing to offer all full-time courses at A-Level, International Baccalaureate and other applied general and technical qualifications (levels 1, 2 and 3), based on the curriculum offer in the 2016-2017 academic year. There has not been any rationalisation of the provision where similar courses may be offered in the same faculty areas in both academic and vocational routes. This is to ensure comparability with the other options as far as possible.

The provision of Basic Skills support is also provided for within the modelling, together with provision for Access students.

### 3. Further and Higher Education Institute (FHEI)

#### Option 1

The financial modelling for the FHEI uses a bottom up approach to model the anticipated staffing costs. A number of assumptions have had to be made about the anticipated requirement for staff for this new organisation. In an effort not to understate this cost, remuneration for all staff has been assumed at the top pay point for each post. A standard percentage of 20.7% is added to basic pay and pensionable allowances for “on costs”.

Anticipated staffing requirements relate only to those areas of part-time, work-related provision, which is currently delivered by the COFE. This includes apprenticeships, further and higher education and part-time work related courses and Adult Community Learning. Based on provision for the 2016/2017 academic year, these areas accounted for 43% of the number of course hours offered by the COFE and 47% of the total cost.

This modelling does not include any provision currently delivered by the Institute of Health and Social Care Studies and the GTA University Centre.

The figure for the FHEI is based on vacating COFE’s Delancey site in 2021. For costing purposes, it has been assumed that the FHEI would operate from Les Coutanchez and Les Ozouets Campus until September 2024. (The ability to vacate Les Coutanchez is subject to the allocation of capital funding to replace the workshop/technical facilities at Les Ozouets Campus.)

As such, additional staffing costs associated with operating across these two sites has been included in the FHEI modelling during the transition years until 2024.

As all income raised by the COFE is generated by these areas, income based on 2016 actual figures is removed from the cost of the Further and Higher Education Institute to provide a net figure.

The costs used were 2016 actuals and have not been inflated for the forecasted figures. The learner hours and enrolment numbers were based on workbook version 45.

**Table 4: Assumptions used to cost the new Further and Higher Education Institute**

Income	Income was assumed to be training college related unless the income relates to a subject area wholly within the new SFC.
Staff Costs	A ‘bottom-up’ model of staff costs was built for the FHEI based on salary scales. This model excluded the provision of PSE staff which has been calculated under ‘Property Costs’
Direct Supplies	Direct supply costs were calculated using the average cost per learner hour by subject area at the current COFE and the number of learner hours by subject area that will take place at the FHEI. The balance cost is attributed to the SFC. The exception is 'Learner Support' which is allocated based on the number of 16-22 enrolments.
Indirect Supplies	Indirect supply costs were allocated based on the average cost per learner hour at the COFE. The balance cost is attributed to the SFC.

Exam Fees	Exam fees were calculated using the average cost per enrolment by subject area at the current COFE and the No. of Enrolments by subject area that will be taught at the FHEI. The exception is for costs contained within the cost centre 'COFE Admin' which has been allocated on the proportion of total learner hours that will take place at the FHEI.
Staff Training	Training costs were allocated based on the average cost per FTE at the COFE and the new number of FTE for the FHEI.
Utilities (See section 1 for type of costs included)	Utilities were calculated using the sqm of the current site and the average cost per sqm of both the Coutanchez site (for workshops area) and the LOC site (for Hair & beauty and general classrooms area). See table 5 below for average cost per sqm of each site.
Property Costs (See section 1 for type of costs included)	Properties were calculated using the sqm of the current site and the average cost per sqm of both the Coutanchez site (for workshops area) and the LOC site (for Hair & beauty and general classrooms area). See table 6 below for average cost per sqm of each site.
Business Costs	Business costs were allocated based on the number of learner hours by subject area that will take place at the FHEI. No business costs currently incurred by the CFE are included in the SFC modelling.
Bad Debts	Bad Debts have been allocated using the percentage split of the income costs between the FHEI and SFC.
Supply Teaching Costs	Supply teacher costs have been based on gross weighted averages from the 2016 actuals for the 4 secondary schools using FTEs (excluding SLTs) as the cost driver.

## **ICT**

Currently the CFE manage much of their ICT costs in-house and it is assumed there would be no additional costs or savings.

## **Option 2**

Under Option 2, the College of Further Education (COFE) would remain as it is, however there would be a need to rationalise the number of sites across which the COFE operates from 3 to 1. A requirement for capital funding is identified in the proposals to support rationalisation of all of the CFE on the Les Ozouets Campus (resulting in the closure of the Delancey and Les Coutanchez sites).

Budget 2018 has been used as the starting point for CFE costs with a reduction in operating costs based on the rationalisation of sites.

## **Property and Utility Costs**

The average cost per square metre of the current College of Further Education sites used to project future property and utility costs is as follows:

**Table 5: the average utility cost by sites based on 2016 actuals**

Coutanchez	Les Ozouets	Delancey
£19.73	£9.27	£9.35

**Table 6: the average property cost by sites based on 2016 actuals**

Coutanchez	Les Ozouets	Delancey
£58.37*	£25.83*	£33.11*

\*These costs also include PSE Staff

**Capital Costs**

*Source:* Costs for both options came from the latest estimates from the Capital ESC team as at 1st November, including estimated timings of major expenditure.

*Capital Receipts:* No capital receipts have been included.

*Other contingencies:* Increased asset maintenance or rolling capital requirements over the 25 year period have not been included. However, costs for **Option 1** and **Option 2** do include contingencies totalling £7.4million and £8million respectively.

**Transition Assumptions (October 2017)**

**The transition period runs from 2019/20 to 2023/24**

**Pupil Numbers**

Current primary school population data has been used to allocate the number of students to the appropriate secondary school for the transition modelling. The buyout to colleges has been deducted from the school pupil numbers based on current buy out levels at individual schools.

Pupil movement is as per transition arrangements discussed in the policy letter for Option 1 and consultation document for Option 2 although it is likely that the transition for Option 2 will take place a year later than originally planned and that is reflected in the areas used in this model.

**Pupil Teacher Ratio (PTRs)**

The PTRs used in the transition model for **Option 1** are:

11-16 schools – **12.5:1** – This is for the full transition period

11-18 school – **11.47:1** – This is for the years 2019/20 and 2020/21

For **Option 2**:

11-16 schools – **12.5:1** – This is for the full transition period

11-18 school – **11.47:1** – This is for the full transition period

**Senior leadership Teams (SLT)**

It is assumed that the SLT of the secondary schools will include the following during and post transition:

**Option 1**

New School – September 2019 – August 2021

- 1 designate head teacher

New School - From September 2021

- 1 head teacher
- 1 deputy head teacher
- 3 assistant head teachers

Sixth Form College – September 2019-August 2021

- 1 designate head teacher

It is assumed that any efficiencies in teaching staff costs across the 3 school model, SFC and FHEI will not be realised until post transition.

**Option 2**

It is assumed that all secondary schools will have:

- 1 head teacher
- 1 deputy head teacher
- 3 assistant head teachers

The Les Varendes site with a 6<sup>th</sup> form there is an additional deputy head because it has

an additional key stage. LMDCH will cease to have a SMT from 2021/22.  
No redundancy or compensation payments have been included in the financial modelling for either Option 1 or Option 2.

### **Uniform Allowance**

It has been assumed that the cost of the uniform for the new school will be centrally subsidised by a one off payment of £50 to each student.

### **Option 1**

This will include school year 8 at Les Varendes in 2020/21 moving to the new school in 2021/22.

### **Option 2**

This will affect students in school year 9 in 2019/20 and 2020/21 moving from LMDCH to either SSHS or LBHS.

### **Property Costs**

The following site sizes are applicable during the transition period. Property costs (direct and central), PSE staff costs and utility costs have been based on these sizes:

#### **Option 1:**

#### **Area of Buildings (sq. metres) / years**

<b>Building</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>
SSHS	10,440	10,440	10,440	10,440	10,440	10,440
LBHS	9,881	9,881	9,881	9,881	9,881	9,881
LMDC HS (existing)	5838	5838	0	0	0	0
New Build (LMDC)	0	0	10451	10451	10451	10451
Les Varendes	11,440	11,440	11,289	11,289	11,289	11,289
LOC	4,755	4,755	4,755	4,755	4,755	3,800
PAC	2,128	2,128	2,128	2,128	2,128	2,128
Delancey	5,182	5,182	0	0	0	0
Coutanchez	4,601	4,601	4,601	4,601	4,601	0
<b>Total area by year</b>	<b>54,265</b>	<b>54,265</b>	<b>53,545</b>	<b>53,545</b>	<b>53,545</b>	<b>47,989</b>

Last update 2017.11.01

- Existing building area taken from Estates measured data except LBHS & LMDC new build which is from Architects area.
- New build (LMDC) area from "LMDC High School 960 Area doc." dated 2015.09.28 less Community and Autism Service, Community Rm, Pre-school.
- Delancey decanted summer 2021. 0 area from Sept 2021 as assumes

building no longer required.

- Dates taken from Option 1 Development Programme delayed LOC (draft) dated 18th Oct 2017

## Option 2:

### Area of Buildings (sq. Metres)/years

Building	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
SSHS	11,460	11,460	11,798	11,798	11,798	11,798	11,798
LBHS	9,881	10,476	10,476	10,476	10,476	10,476	10,476
LMDC HS (existing)	5,838	5,838	6,858	6,858	5,838	5,838	0
New Build (LMDC)	0	0	0	0	0	0	0
Les Varendes	11,440	11,440	11,440	11,440	13,880	13,880	13,880
LOC (CFE)	4,755	4,755	4,755	4,755	0	0	12,000
PAC	2,128	2,128	2,128	2,128	2,128	2,128	2,128
Delancey	5,182	5,182	5,182	5,182	5,182	5,182	0
Coutanchez	4,601	4,601	4,601	4,601	4,601	4,601	0
<b>Total area by year</b>	<b>55,285</b>	<b>55,880</b>	<b>57,238</b>	<b>57,238</b>	<b>53,903</b>	<b>53,903</b>	<b>50,282</b>

Last update 2017.11.01

- Existing building area taken from Estates measured data except LBHS which is from Architects area.
- SSHS temporary accommodation assumes availability of 60 m<sup>2</sup> & 90 m<sup>2</sup> huts. 11x60 m<sup>2</sup> + 4x90 m<sup>2</sup> = 1020 m<sup>2</sup>. Area for years 2019/20 & 2020/21 includes this temporary accommodation.
- SSHS temporary accommodation delivered all at same time although some is required for 2020/21.
- 2021-2023 Les Varendes temporary accommodation transferred from SSHS. 1020 m<sup>2</sup> placed at LMDC. LMDC use for Les Varendes assumes enough capacity with larger SSHS and LBHS now delivered, and LMDC including extra 1020 m<sup>2</sup> of temporary accommodation.
- 2021-2023 Les Varendes assumes continued use by 6th Form only alongside redevelopment, could be problematic but otherwise need significantly more temporary accommodation at LMDC. Not all 11440m<sup>2</sup> required for this period.
- SSHS & Les Varendes temporary room requirements by year taken from curriculum

modelling data, dated May 2017

- 2023-2025 LMDC HS used for LOC accommodation during LOC development (assumed temporary accommodation to be removed summer 2023, only if not required for CFE use)
- 0 area for LOC for years 2023-2025 as whole site is in development
- Transition years taken from Option 2 Development Programme (draft) dated 16th Oct 2017

### **ICT Costs**

The transition from 4 secondary schools to 3 and the overall reduction in sites for both options 1 & 2 would bring some efficiencies, however these are too minor to quantify, so have not been included.

### **Transport Costs**

£120,000 per year has been allocated for each of the transition years for both Options 1 & 2.

### **Workforce Planning and HR Costs**

Additional costs have been estimated at £1.38m for Option 1 and £1.4m for Option 2. Under Option 1 this is to cover additional staff training and backfilling of posts during the transition phase 2019-2021 plus central HR costs for managing the staffing transition. Under Option 2 this is predominantly central HR costs. £5,000 has been allocated to Option 1 for external counsel.

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

**COMMITTEE FOR EDUCATION, SPORT & CULTURE**

THE FUTURE STRUCTURE OF SECONDARY AND POST-16 EDUCATION IN THE BAILIWICK

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

10<sup>th</sup> November, 2017

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 requests that the attached propositions be considered at the States' meeting to be held on 13<sup>th</sup> December 2017.

The Committee is requesting that the Policy and Resources Committee prioritises this policy letter for debate on 13<sup>th</sup> December. If a decision is not made by the States of Deliberation in December 2017 then it is unlikely that the new secondary school and the Les Varendes refurbishment will be complete for September 2021. This would also enable the community sports facilities, if approved by the States of Deliberation, to be available for the Guernsey Island Games in June 2021 and any future Games.

Yours faithfully

P R Le Pelley  
President

C P Meerveld  
Vice-president

D de Garis De Lisle  
A C Dudley-Owen  
N R Inder

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

**COMMITTEE FOR EMPLOYMENT & SOCIAL SECURITY**

**LONGER WORKING LIVES**

The States are asked to decide:-

Whether, after consideration of the Policy Letter entitled 'Longer Working Lives', dated 10<sup>th</sup> November, 2017, they are of the opinion:-

1. To support the strategic aims of Longer Working Lives outlined in section 5 and the progression of the plan of action by the Committee *for* Employment & Social Security outlined in section 8 of this Policy Letter.
2. To agree that the Committee *for* Employment & Social Security will use its annual Benefits and Contribution Rates uprating Policy Letter to report on the progress of the plan of action outlined in section 8 of this Policy Letter.
3. To agree that the Committee *for* Employment & Social Security will return to the States with detailed proposals for the enactment of legislation to provide employees in Guernsey with a right to request flexible working as outlined in section 6.3 of this Policy Letter.
4. To agree that the Committee *for* Employment & Social Security will return to the States with detailed proposals for the enactment of legislation to prevent age discrimination in Guernsey under the Prevention of Discrimination (Enabling Provisions) (Bailiwick of Guernsey) Law, 2004 as outlined in section 6.4 of this Policy Letter.

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 EMPLOYMENT & SOCIAL SECURITY**

LONGER WORKING LIVES

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

10<sup>th</sup> November, 2017

Dear Sir

**1 Executive Summary**

- 1.1 People experience barriers which prevent or discourage them from staying in work up to or past retirement age. They would like to have more opportunity to continue to work and options about how and when they retire. The projected changes in the population age profile will have a significant impact on our workforce, economy and revenue. Longer life expectancy may also present challenges to people hoping to fund long retirements. If people work for longer this will help to mitigate the impact of these demographic changes, help to maintain the workforce, and help to sustain public and household finances.
- 1.2 In response to a resolution “to investigate measures aimed at supporting Longer Working Lives”<sup>1</sup> the Committee *for* Employment & Social Security has examined barriers that may prevent or discourage older people from working. Much work is already being done that will help people to work for longer through, amongst other services and strategies, the Job Centre, the Skills Strategy, the Supported Living and Ageing Well Strategy, the Disability & Inclusion Strategy, and the Supporting Occupational Health & Wellbeing Project.
- 1.3 More can be done. The Committee recommends that action is taken in a number of key areas. Further work should be undertaken to improve the islands’ occupational health and wellbeing. The use of retirement ages in contracts is a concern; employment decisions should be based on a person’s ability to do a job, not their age. To support change in this area, developing age

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<sup>1</sup> Personal Tax, Pension and Benefits Review; Billet d’État IV of 2015

discrimination legislation was suggested in the Longer Working Lives consultation, 77% of respondents supported this suggestion<sup>2</sup>, and its introduction is included in the recommended actions in section 8. To help people to balance family responsibilities with work, flexible working should be promoted, including via a legal right to request flexible working. Culture and attitudes towards older people, carers and flexible working can be biased and need to be engaged with. Employers should be supported to share best practice to prepare for an ageing workforce. Better access to information and advice on career change, retirement income, health and care is important for people in mid-life so that they can make good decisions and plan. In addition, further thought needs to be given as to whether there could be any adjustments to the pensions and benefits system to support those most affected by changes, and whether subsidised re-training can be provided to a targeted group.

- 1.4 All of these actions will need to be subject to prioritisation. Longer Working Lives is not currently one of the prioritised workstreams identified in the Policy & Resource Plan and so it is anticipated this will mean medium to long term implementation. Given this is a long-term strategy the Committee is happy to proceed on this basis. The Committee asks for States support to take the programme forward, and, in particular, endorsement for the in principle development of detailed proposals on the legislative elements – a right to request flexible working and age discrimination legislation.

## **2 Background**

- 2.1 The Personal Tax, Pension and Benefits Review<sup>3</sup> was brought forward by the Treasury and Resources Department and Social Security Department in March 2015 to address the long-term sustainability of public finances in the face of future pressures on income and expenditure, particularly due to the ageing population. As part of these proposals it was agreed that the State Pension Age would increase at a rate of two months per year from 2020 to reach the age of 70 by 2049. The report recognised that some older workers experienced barriers to working and may need support to work up to the higher pension age, and so there was also a States Resolution:

To direct the Social Security Department, in consultation with all other relevant Departments, to investigate measures aimed at supporting longer working lives and assisting older people who wish to work to remain in the workforce, and to report to the States of Deliberation with

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<sup>2</sup> See Longer Working Lives Consultation on Draft Proposals: Summary of Findings – Appendix 1

<sup>3</sup> Billet d'État IV of 2015

its findings no later than December 2017.

This Policy Letter is a response to that resolution.

- 2.2 In addition, regarding population policy, the Policy Council's Maintaining Guernsey's Working Population report<sup>4</sup> highlighted that due to population ageing "...without some sort of intervention, by 2035 Guernsey's workforce could be 13% smaller than it is today, albeit the overall population numbers would be similar to those seen in 2014..."<sup>5</sup>; and suggested that there was a need to focus on maintaining the island's working population. It was recognised one way to do this was to increase labour market participation rates of the existing population (thus reducing the need for immigration), including supporting more older people to stay in work. As a consequence there was a resolution coming from that report:

To direct all States Departments to consider how best to support and encourage employees to remain in the workplace until retirement age is reached.

- 2.3 Work is being undertaken by the States as Employer to further this resolution in alignment with the work undertaken by the Committee *for* Employment & Social Security (which focuses on the whole island). More information on the States as Employer workstream is included in section 9.

### **3 Why Longer Working Lives?**

#### *Demographic change*

- 3.1 The populations of Guernsey and Alderney are ageing. In the past the working age populations have increased (see figure 3.1 and 3.2). In Alderney the working age population has already begun to decrease (figure 3.2). However, it is expected that in the next 50 years there will be a lower proportion of the populations in both Guernsey and Alderney under the age of 65. This is because of increased life expectancy, lower birth rates and the fact that the generation currently moving into retirement is larger than the generations following. This anticipated future change is illustrated in Figure 3.3, where it can be seen that the overall population remains over 60,000 but the mid-grey bars representing the population aged 16-64 begin to decrease<sup>6</sup>.

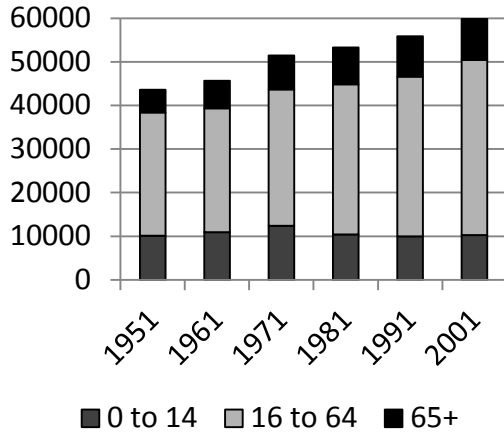
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<sup>4</sup> Billet d'État XXIV of 2015

<sup>5</sup> Para 2.1, Billet d'État XXIV of 2015

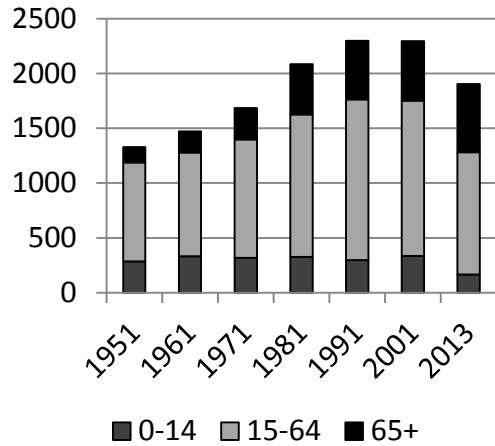
<sup>6</sup> N.B. In the projections we can show the proportion of the population expected to be between 65-69 – some of these people will be gradually affected by the increase in the pension age from 65 to 70 between 2020 and 2049.

**Figure 3.1 – Historic population growth Guernsey**



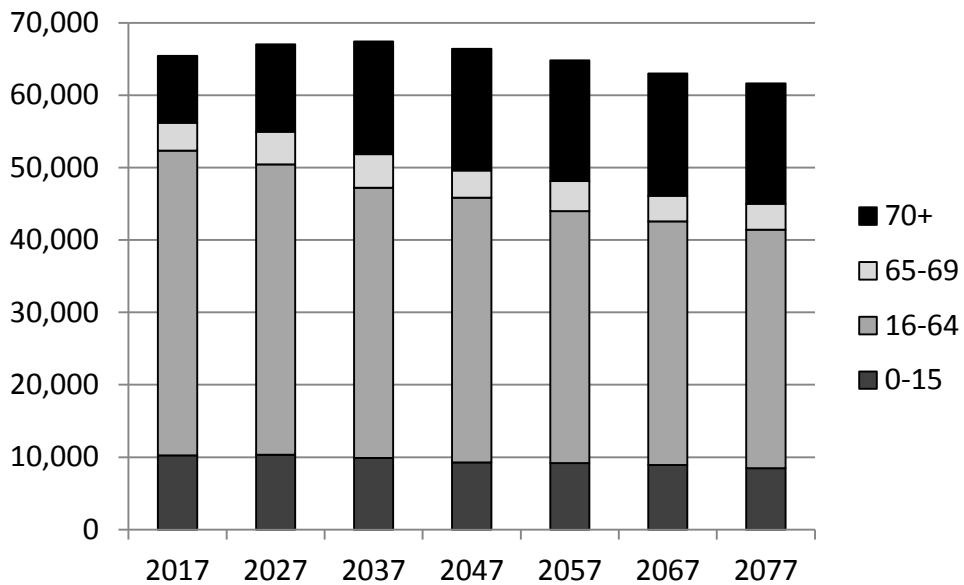
Source: States of Guernsey Censuses

**Figure 3.2 Historic population growth and ageing in Alderney**



Source: Alderney Census Report 2013

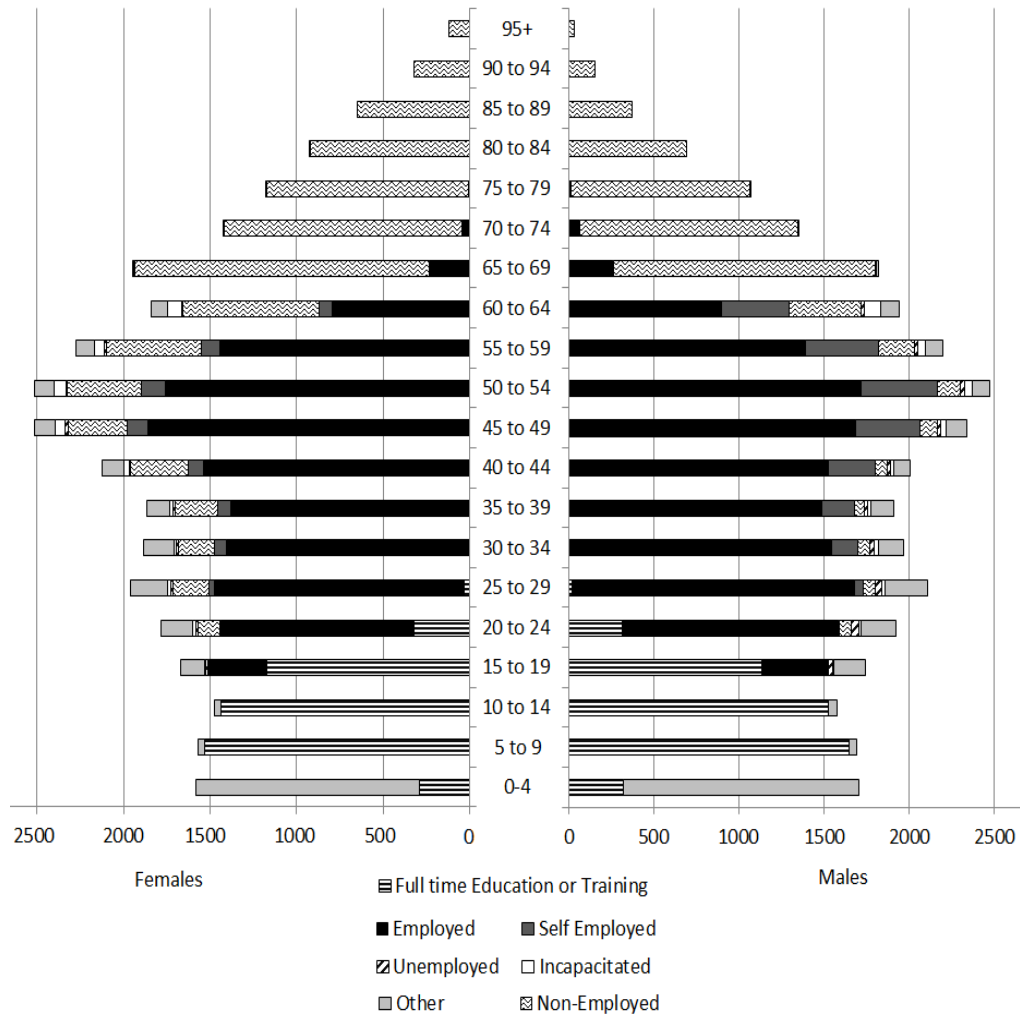
**Figure 3.3 – Population projection, Guernsey and Alderney**



Source: Government Actuary Department projections, 2016; Projections based on +100 net migration

3.2 At present (as illustrated in figure 3.4 below), labour market participation rates start to decrease when people are in their 50s.

**Figure 3.4 Population of Guernsey by economic status and age (at September, 2016)**



Source: States of Guernsey Data and Analysis, as published in the Guernsey Quarterly Population, Employment and Earnings Bulletin

\*N.B. we do not currently have data on numbers of self-employed people over the age of 65, they will appear 'non-employed' but may be self-employed

### *Strategic reasons to promote longer working*

- 3.3 The ageing population gives rise to five key strategic reasons why it is important to consider how to support and enable people to work for longer:
- 3.4 Firstly, it is important to the wellbeing of older people themselves. Some older people would like to work but they experience barriers which discourage or prevent them from working (outlined in section 6.1). They may feel that being able to work is important to help them to keep active, meet people, have a sense of purpose or maintain their finances. They would like more choice about when to retire<sup>7</sup>.
- 3.5 Secondly, being able to work longer can help people to have a better income in retirement<sup>8</sup>. As well as this having benefits for people's personal finances, with more retirees in the population in future, good retirement income will be key to maintaining consumer spending, which supports our economy. People who have better retirement incomes will also be less likely to require supplementary benefit in later life, which could help reduce the pressure on public finances. Whilst the Committee is seeking to support improvements in retirement income through the Secondary Pensions project<sup>9</sup>, the effects of this project will take some time to have an impact, and earned income will remain important to a person's ability to save. More opportunity to work and save aligns with the Policy & Resource Plan<sup>10</sup> aim to "Encourage personal responsibility among individuals and families in planning for the future, including retirement".
- 3.6 Thirdly, it is important to maintain our workforce. As illustrated in figure 3.3, the current 'working-age' population may decline. If the number of people working is to be maintained (without resorting to high immigration), this will mean that the islands will need some of the people who are currently not working to do so – older people will be a significant group who may wish and be able to work but do not. Many of the barriers that might discourage or prevent older people from working (which are discussed in section 6.1) may also be experienced by younger people, so addressing these barriers will support more older people to stay in work but may also support greater workforce participation across all age groups – thereby helping to maintain the

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<sup>7</sup> See Longer Working Lives Consultation on Draft Proposals: Summary of Findings - Appendix 1

<sup>8</sup> See examples in section 6.1: Department for Work & Pensions (2017) Fuller Working Lives Evidence Base 2017. Available at: <https://www.gov.uk/government/publications/fuller-working-lives-evidence-base-2017> [accessed 6th Sept 2017].

<sup>9</sup> Billet d'État III, v.III of 2016

<sup>10</sup> Billet d'État XXVIII of 2016

working population (a key aim of the Policy & Resource Plan<sup>11</sup>).

- 3.7 Fourthly, the Policy & Resource Plan<sup>12</sup> also recognises that maintaining a balanced public sector budget is key. People who are over State Pension Age usually pay different rates of tax and Social Insurance Contributions<sup>13</sup>. People who retire ahead of State Pension Age often have a lower income than when they were working. If we see a higher proportion of people retired and/or past State Pension Age, then this will be likely to reduce both tax and social insurance contribution income. At the same time, demand for public sector services (particularly healthcare) and pensions are likely to increase. Consequently, the population ageing presents a significant challenge to the structure of public finances. However, if people work for longer, the effect on public finances of the population ageing will be reduced.
- 3.8 A decision was made as part of the Personal Tax, Pensions and Benefits Review<sup>14</sup> that in order to improve the sustainability of the Guernsey Insurance Fund, the State Pension Age would increase at a rate of two months per year from 2020 to the age of 70 by 2049. However, increasing the State Pension Age will only be truly effective in improving public finances if more people work up to the age of 70. If we see significantly increased claims for unemployment or incapacity benefits from people in their late 60s this will also draw on the Guernsey Insurance Fund. Additionally, it is possible that if people are unable to work until pension age and do not have full contribution records, that this would imply further claims on supplementary benefit<sup>15</sup>, and, therefore, increased General Revenue costs. The effectiveness of the increase in the State Pension Age at improving the sustainability of the Fund is directly related to people's ability to continue to work. It is vital, therefore, to address barriers which prevent or discourage older people from staying in work.
- 3.9 Lastly, aside from the above points, it is likely the workforce in coming years will be older, simply because the population is ageing. It is important that both the States of Guernsey and employers start to consider what this means and plan to adapt to a situation in which there are more older people in work to ensure that, in the context of this demographic shift, the needs of older employees, and the needs of others, are met.

#### *Strategic concerns about longer working*

- 3.10 The three most frequent concerns that have been raised during our

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<sup>11</sup> Billet d'État XXVIII of 2016

<sup>12</sup> *Ibid.*

<sup>13</sup> See <https://www.gov.gg/tax> and <https://www.gov.gg/non-employedcontributions> for detail.

<sup>14</sup> Billet d'État IV of 2015

<sup>15</sup> Supplementary benefit will in future be called 'income support'

consultation about the aim “to support and enable people to work for longer” are:

- 3.11 Firstly, that people working for longer will mean that there will be fewer jobs available for younger people. There are two responses to this. One response is that there is not a limited number of jobs available. At a very simple level (and the picture is of course more complex) we might expect that if more people work, they will earn more, spend more and create demand for goods and services which will mean more jobs will be created. So more older people working may mean more jobs available. (In economics the idea that there is a limited number of jobs is called “the lump of labour fallacy”; internationally we do not see a pattern of higher youth unemployment in countries with higher labour market participation of older people<sup>16</sup>). Older and younger people are not necessarily in direct competition for a limited supply of jobs. The other response to the concern that younger people will not be able to find work is that we are expecting that the number of people retiring will still exceed the number of people coming into the jobs market from school or university, so there may be challenges in maintaining the workforce at its present size (see figure 3.3 above). Even with the increase in pension age to 70, we anticipate that our ‘working age’ population will be slightly smaller in ten years’ time and more than 10% smaller in 50 years’ time. During this time period we expect more people will be retiring than entering the workforce, though the age at which individuals begin and end their working lives varies, we know that the younger generation is predicted to be smaller than the generation retiring. In ten years’ time (2027) we are expecting around 660 islanders to turn 16 where we expect around 900 people to reach State Pension Age.
- 3.12 The second and third common concerns are related - that not everyone will be able to work for longer; and that if more older people worked this would mean that older people would be less available to care for grandchildren, family members or volunteer in the community. Whilst recognising that there may be some impacts on people needing to work for longer associated with the increase in pension age, the Committee’s focus in this Policy Letter is on removing barriers to work. It is recognised that some people may have health conditions, other priorities or responsibilities and will not be able to, or will choose (and be able to afford) not to work.

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<sup>16</sup> See for example Banks, Blundell, Bozio and Emmerson (2008) “Releasing Jobs for the Young? Early Retirement and Youth Unemployment in the United Kingdom”, Institute for Fiscal Studies Working Paper W10/02, available at: <http://www.ifs.org.uk/publications/4785> [accessed 12th Sept 2017]. or Section 3c of Department for Work & Pensions (2014) “Fuller Working Lives – Background Evidence”. Online. Available at: <https://www.gov.uk/government/statistics/fuller-working-lives-background-evidence> [accessed 6th Sept 2017].

- 3.13 Having considered both the reasons to promote Longer Working and the concerns, it is clear to the Committee that supporting people to work for longer is of strategic importance.

#### **4 Method and consultation**

- 4.1 Four stages were undertaken in the development of the proposals in this document.
- 4.2 Following an initial discussion about the aims of the project, a ‘discovery’ phase was undertaken in which small group discussions were held with a wide range of stakeholders in order to explore in-depth what their thoughts were on working in later life and what barriers to working they were aware of. These discussions included employees from a range of different roles and sectors, interested members of the public who came forward in response to a news article, self-employed people, employers, third sector organisations, recruitment agencies, HR professionals, benefit claimants, and unions. Key documents and research papers on the topic from the UK and elsewhere were also reviewed.
- 4.3 Secondly, a series of sessions were held with a sub-committee of the Committee *for* Employment & Social Security, chaired by Deputy Shane Langlois, to discuss the barriers to working which had been identified in the first phase and the opportunities to take action. The sub-committee prioritised the actions to identify those which it felt were most important to take forward and formulated these into a set of ‘draft proposals’.
- 4.4 Thirdly, the sub-committee’s ‘draft proposals’ were agreed with the full Committee and then used as a basis for consultation. Meetings were attended with the Committee *for* Economic Development, the Committee *for* Education, Sport & Culture, the Committee *for* Health & Social Care, the Policy & Resources Committee, the Supported Living and Ageing Well Strategy (SLAWS) Supervisory Group; and externally with a group of business and employer representatives, HR professionals, and Ageing Well in the Bailiwick. An evening session was held with people who had been engaged in the first ‘discovery phase’ to feedback their thoughts on the developments. A public consultation was issued online from 15<sup>th</sup> June, 2017 to 14<sup>th</sup> July, 2017 to which 248 responses were received, a summary of these responses is included in Appendix 1.
- 4.5 Lastly, the proposals were modified in light of the feedback received during consultation and drafted into this Policy Letter. Further discussion was undertaken with key relevant contacts during the drafting process.

## 5 Strategic framework

5.1 Longer Working Lives is underpinned by the following Policy & Resource Plan goals:

<p><b>Our Economy</b></p>	<ul style="list-style-type: none"> <li>- Focus on maintaining an appropriately-sized working population</li> <li>- Look to remove barriers that are discouraging or preventing some people from pursuing or remaining in paid employment and provide additional support to those who need it to find and sustain employment</li> <li>- Achieve and maintain a balanced budget in the short-term and surplus in the medium-term</li> </ul>
<p><b>Our Quality of Life</b></p>	<ul style="list-style-type: none"> <li>- Focus on the prevention of, early intervention in, and protection from negative health outcomes, supporting the ongoing transformation work being undertaken in health and social care provision</li> <li>- Encourage active lifestyles for the benefit of the community's health and mental wellbeing</li> </ul>
<p><b>Our Community</b></p>	<ul style="list-style-type: none"> <li>- Provide support to informal carers</li> <li>- Encourage personal responsibility among individuals and families in planning for the future, including retirement</li> <li>- Ensure everyone in our community has the fullest opportunity to develop the knowledge and skills needed to pursue happy, healthy and fulfilling lives meeting the needs of our economy today and in the future</li> <li>- Provide and encourage opportunities for continuous personal development to all in our community</li> <li>- Improve digital and financial literacy across our community, for young and old</li> </ul>

5.2 The strategic aims of Longer Working Lives can be articulated as follows:

<b>Purpose</b>	To support and enable people to work for longer		
<b>Primary desired outcomes</b>	People have more opportunity to work until pension age, and choose how and when to retire	Maintain workforce	Sustainable benefit expenditure
<b>Secondary desired outcomes</b>	Improved opportunities for work/life balance and support for carers	Higher levels of savings and private pensions on retirement	Better opportunities for finding employment or changing career in later life
	Workplaces that support health and wellbeing with better access to occupational health advice	Employment decisions based on performance and aptitude, not age. Misperceptions about older employees addressed.	

5.3 In order to monitor the impact that changes are having it is recommended that the following Key Performance Indicators (outlined in more detail in Appendix 2) are gathered and reviewed by the Committee *for* Employment & Social Security annually:

- KPI 1 Increase in labour market participation rate amongst those aged between 50<sup>17</sup> and State Pension Age ('SPA' - currently 65, gradually increasing to 70)
- KPI2 Increase in median earnings amongst those aged 50-SPA
- KPI3 Decrease in the proportion of people aged 50-SPA claiming benefits related to unemployment
- KPI4 Shorter claim length for all unemployment related benefits amongst those aged 50-SPA
- KPI5 Decrease in proportion of those aged 50-SPA claiming long-term incapacity benefits

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<sup>17</sup> At present age 50 is around the point at which we begin to see a decrease in workforce participation.

- KPI6 Shorter claim length for those within ages 50-SPA claiming incapacity benefits
  - KPI7 Lower proportion of those aged 50-SPA persons claiming supplementary benefit
  - KPI8 Smaller (lower cost) claims for supplementary benefit amongst those aged 50-SPA
- 5.4 A number of decisions have been made which have influenced which actions were prioritised for inclusion in this Policy Letter.
- 5.5 The Committee has focused on how to remove barriers that may discourage or prevent older people who want to work from working. The focus of the project has been on barriers to work and not to alter the intentions of people who make a positive choice to retire. A decision was also made to focus primarily on supporting those who will be under (the increased) State Pension Age to work, and only secondarily those who wish to work beyond State Pension Age.
- 5.6 This Policy Letter has been written within a context where there is already significant work underway which is relevant to the aims of this Strategic Framework. The recommendations made focus on actions which are not already being pursued through other workstreams.

## **6 Addressing the barriers to working in later life**

### **6.1 Barriers to working in later life**

6.1.1 Through both the desk-based research, and in-depth conversations (see section 4) project staff identified a number of barriers to older people staying in work.

6.1.2 Different people can experience different barriers to work, these can include:

- health conditions or starting to feel 'worn out', which mean that people struggle or are unable to continue with the kind of work that they had previously been doing
- difficulty balancing work with caring for older relatives, their partner, children or grandchildren
- 'retirement' ages written into contracts of employment where people are asked, or feel they have to, leave work at the specified age
- leaving work and experience difficulty getting back into work once they have left (due to a range of factors such as attitudes, job search skills, out-of-date qualifications and so on)
- finding that the jobs market changes so that their skills are no longer in demand or relevant and experiencing difficulty finding opportunities to retrain

6.1.3 We know that people's attitudes about age can also affect people's job opportunities. This includes both employers' attitudes (for example, thinking that people close to State Pension Age are not worth hiring because they will not stay with the company long) and people's own attitudes (people thinking that they are too old to learn new skills).

6.1.4 There is a lot of work already happening which can help people to overcome these barriers. However, there are also opportunities to do more to support people. This section reviews a range of topics to identify what work is already being done and propose further action. The areas discussed will be:

- Working with employers
- Supporting people with family responsibilities
- Ageism
- Back-to-work support and preventing job loss
- Career change and training
- Self-employed people and small businesses
- Retirement planning, access to pensions and other financial support
- Monitoring progress

### **6.2 Working with employers and employees**

6.2.1 While government can take some action to support people to work for longer,

it is line managers and employers whose day to day interactions with their employees, and employees themselves, who can make the most difference.

*What is already being done?*

- 6.2.2 Some local employers have established HR policies that demonstrate aspects of best practice in managing older workers. Professional and employer organisations at both the national (for example CIPD) and local level, often facilitate discussions around best practice in management. The Employment Relations Service routinely advises businesses and employees on a number of areas including retirement and changing working hours<sup>18</sup>. Social Security has also engaged with employers around the Supporting Occupational Health and Wellbeing Project<sup>19</sup>, including hosting events in March and July 2017 on workplace wellbeing.

*What more could be done?*

- 6.2.3 This foundation can be built on. The ageing workforce will bring about changes which the island will need to adapt to. Improving the management and retention of older workers can help to prepare for a future in which we expect fewer younger people will be available in the workforce; where more consumer spending will come from older people; and where retaining older staff may have a new importance in helping businesses to cope with an uncertain international labour environment. There are benefits - staff retention can reduce recruitment costs<sup>20</sup> and help to retain organisational knowledge, skills, experience and professional networks. We know that there will also be challenges to overcome – for example, in how firms manage succession planning.
- 6.2.4 The island will not make the most of the opportunities we have without raising awareness of the issues. Part of what is required is cultural change and good communication will be an essential component of addressing this. It is important to encourage conversations within business communities about how to adapt to a new demographic context. Government has a critical role to play in sharing information, challenging misconceptions and raising the profile of issues related to an ageing workforce. It may also have a role in working in partnership with business organisations to facilitate the sharing of best practice and look for opportunities to encourage conversations within the business

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<sup>18</sup> see [www.gov.gg/employmentrelations](http://www.gov.gg/employmentrelations) of particular relevance, there are guides on “Dealing with Retirement” and “Varying Terms & Conditions of Employment”

<sup>19</sup> see [www.gov.gg/fittogether](http://www.gov.gg/fittogether)

<sup>20</sup> For information on recruitment costs see CIPD (2007) “Recruitment, retention and turnover” Available at: <http://www2.cipd.co.uk/NR/rdonlyres/746F1183-3941-4E6A-9EF6-135C29AE22C9/0/recruitmentsurv07.pdf> [accessed 6th Sept 2017].

community around finding solutions to the challenges. Raising awareness about the changing context amongst employees will also be important.

- 6.2.5 It is proposed in section 8 that the Committee *for* Employment & Social Security undertake a programme of engagement with employers and employees and seek to work with them to adapt to change.

### 6.3 Supporting people with family and care responsibilities

- 6.3.1 Many grandparents care for their grandchildren in order to support parents to remain in the workforce<sup>21</sup>. We know that many people in their 50s and 60s also provide support to older family members<sup>22</sup> (we refer to people who support family members as ‘carers’). Some people are simultaneously supporting children or grandchildren and their parents. As our population gets older, there are likely to be more older people who need support and we might expect that there will be more people providing care or support to one or more older family members in future than we see now.

- 6.3.2 People who support family members or friends in the years approaching retirement undertake important roles and should be supported in these. Many people will wish to combine work with their care responsibilities but may encounter difficulties doing so.

- 6.3.3 Parents of young children may also struggle to combine work and caring for their children. Whilst parents’ ability to manage care will link to how much demand there is on grandparents to provide support, there are also some direct effects to consider when thinking about Longer Working Lives. Parents who leave work to support children (who have historically been largely women) can encounter challenges returning to the workforce after a career break<sup>23</sup>. This can have long lasting impacts on their career paths which could impact decisions about remaining in work later in life. In their own right, enabling more parents to work would also help to maintain the on-island workforce, alongside supporting older workers to remain in work.

- 6.3.4 In order to support carers, parents and grandparents to participate in the workforce, the Committee believes that the States should seek to make work and care responsibilities more compatible.

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<sup>21</sup> States of Guernsey Childcare Needs Survey 2009/2010

<sup>22</sup> States of Guernsey Public Health (2013) Healthy Lifestyle Survey. Available at: <https://gov.gg/article/154885/Healthy-Lifestyle-Survey> [accessed 6th Sept 2017].

<sup>23</sup> See for example, research PWC (2016) “Women returners” available at: <https://www.pwc.co.uk/services/economics-policy/insights/women-returners.html> [accessed 18th October 2017].

*What is already being done?*

- 6.3.5 Community care services can and do help to support people with care and support needs in the community. Through the Supported Living and Ageing Well Strategy<sup>24</sup> (SLAWS) the States has already agreed to further develop community care services, reablement services and to develop the coordination of care services to make care easier to navigate. By supporting people with care and support needs, these services are crucial to assisting carers in managing their caring role and will also help carers to balance care and work better. SLAWS also included a resolution to develop a Carer's Strategy; this Strategy will look in more detail at how to support carers better in all aspects of their roles.
- 6.3.6 In Social Security, Carer's Allowance<sup>25</sup> was amended in 2014 so that working carers could receive the Allowance if they met the eligibility criteria. The Job Centre also supports carers who are able to work to find work and people whose care responsibilities have come to an end to get back into work.
- 6.3.7 The Disability and Inclusion Strategy<sup>26</sup>, agreed by the States in 2013, included the development of disability discrimination legislation which will "prevent discrimination against disabled people and carers and provide for equality of opportunity". This should help to challenge discrimination against people because of their caring roles. A website 'signpost.gg' was also developed as part of the Disability and Inclusion Strategy work to provide better information about services and benefits for carers and people with care and support needs. As part of the Longer Working Lives work, information was added to this website on 'Working and Caring'.
- 6.3.8 The Committee *for* Education, Sport & Culture introduced free pre-school placements for 3-4 year olds for up to 15 hours per week, 38 weeks a year<sup>27</sup>. This may help to support parents or grandparents to work.

*What more could be done?*

- 6.3.9 There are many things which could be explored to help to support carers and grandparents to stay in work. The Committee has discussed a number of avenues, including leave arrangements for carers, best practice in supporting carers in employment, accreditation schemes for employers relating to carers, advice for carers on balancing work and care, and has also discussed with the

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<sup>24</sup> Billet d'État III v.II of 2016

<sup>25</sup> Decision made by States in Billet d'État XVII of 2011

<sup>26</sup> Billet d'État XXII of 2013

<sup>27</sup> Billet d'État XX of 2015

Committee *for* Education, Sport & Culture its intentions around reviewing the structure of the school day. However, it is felt that out of all that the Committee *for* Employment & Social Security could do, promoting flexible working was a priority.

6.3.10 Flexible working incorporates a range of ways in which working patterns and work locations can be varied to provide a better balance between personal and business needs. This includes but is not limited to part time working, working from home and remote working, job shares, flexitime (flexibility in when employees start or finish), annualised hours (a set number of hours a year but with different intensity at different periods in the year), compressed hours (full-time hours but over fewer days); only working during school terms; phased retirement (where someone may reduce hours as they approach retirement) and more. To give one example, an employee caring for their elderly parent may need to routinely help them to get up in the morning and help them to prepare lunch. In order to support the employee to do this an employer might offer slightly adjusted working hours (a later start and a longer lunch but working later in the day to maintain hours).

6.3.11 Flexible working is a priority because of the number of people it could assist: most people have care responsibilities for children or other family members at some point in their lives. As well as supporting older workers with care responsibilities, better access to flexible working might help people who want to ease into retirement, or manage health conditions also. Flexible working might help younger workers manage childcare responsibilities (which could, in turn, reduce pressure on grandparents to provide care).

6.3.12 It is clear that many employers already offer some kind of flexible working<sup>28</sup>. At its best, flexible working can help to improve staff loyalty and productivity. However, it is recognised that some employers, due to the nature of their business, could not offer certain kinds of flexible working. Consequently, the strategic focus for change is on making sure that requests for flexible working are considered sufficiently by employers who are able to implement flexible working, but perhaps, are too quick to dismiss an idea which they are unfamiliar with.

6.3.13 While there is not a representative study to illustrate the difficulties employees might experience, it is noted that 20% of the carers interviewed in the second

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<sup>28</sup> Commerce and Employment Department (2009) "Results of a survey on workforce participation"  
CIPD and Mind Guernsey (2017) "Employee Outlook, Guernsey: Mental health in the workplace"

part of the Disability Needs Survey<sup>29</sup> reported that they had been unable to change their working hours to fit with their caring duties (and within this survey this was the most common barrier to work carers experienced). The survey reported that “These findings suggest that certain employers’ attitudes towards employees who are carers needs to change”<sup>30</sup> and the authors of that report were of the view that “Supporting carers in employment should be a relatively high policy priority”<sup>31</sup>. 81% of respondents to the Longer Working Lives consultation<sup>32</sup> agreed or strongly agreed that flexible working would help people to overcome some of the challenges which prevent them from working for longer. The Committee believes that there is a case to promote flexible working.

6.3.14 This leaves a challenge around how to promote flexible working. In the Longer Working Lives consultation consultees were asked whether they thought the Committee should promote flexible working through communications and sharing best practice or whether the Committee should consider introducing a legal right to request flexible working. 82% of respondents thought that an approach to promoting flexible working which incorporated a legal right to request flexible working would ‘work best’<sup>33</sup>.

6.3.15 Both Jersey<sup>34</sup> and the UK<sup>35</sup> have already implemented a legal right to request flexible working. The principle behind this legislation is not to force employers who really are unable to provide flexible working to do so against their business interests; but to require employers to seriously consider requests for flexible working and, where it is not possible to support their staff with flexible work arrangements, to explain why it is not possible. The UK originally introduced this right only for parents<sup>36</sup>, then extended it to carers<sup>37</sup> and has since extended it to all employees<sup>38</sup>. Respondents to our consultation suggested that singling out carers for special treatment may be counter-productive, as it may leave other team members feeling like carers are receiving special treatment which could increase bullying or reduce the number of carers willing to make

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<sup>29</sup> BMG Research and the University of Nottingham (2012) Disability Needs Survey – Stage Two. Available at: <https://www.gov.gg/article/154882/Disability-Needs-Survey> [accessed 7th Sept 2017].

<sup>30</sup> *Ibid.* pg.114

<sup>31</sup> *Ibid.* pg. 115

<sup>32</sup> See Appendix 1

<sup>33</sup> See Appendix 1

<sup>34</sup> Employment (Jersey) Law 2003; Part 3A

<sup>35</sup> Employment Rights Act 1996; Part 8A (as amended)

<sup>36</sup> Employment Act 2002; Section 47

<sup>37</sup> Work and Families Act 2006; Section 12

<sup>38</sup> Children and Families Act 2014; Part 9

requests<sup>39</sup>. There may be a range of legitimate reasons for requesting flexible working. Therefore, it is recommended (in section 8) that the Committee *for* Employment & Social Security develops detailed proposals to introduce a legal right to request flexible working for all employees in Guernsey, along similar lines to the UK and Jersey legislation. Good quality guidance for employers will need to be issued whilst the legislation is being drafted.

6.3.16 A change of practice amongst some employers will be needed if more people are to be able to work flexibly. A legal change will help to encourage a cultural change but will not be sufficient in itself. It is, therefore, also proposed that further information is provided to employers on flexible working and how flexible working can be implemented and that this be incorporated into wider communications around the Longer Working Lives project.

#### 6.4 Ageism

6.4.1 During the initial discussions undertaken as part of Longer Working Lives, staff encountered a number of people who were concerned about the fact that they believe they were being asked to leave work, or that their employer moved them onto a different contract, once they reached 'retirement age' as specified in their contract of employment (this specified retirement age was sometimes lower than State Pension Age).

6.4.2 During the research, staff also encountered people who believed that they had witnessed discrimination in recruitment practices on the basis of age. In addition, there were concerns that people's attitude about age (both from the employee and employer) could mean that older and younger staff are managed in different ways and that less attention is paid to older staff's performance and training due to an assumption that they are 'winding down' to retirement. This does not help to support older workers who are good at their job, wish to maintain their skills and stay in work and can create resentment amongst younger staff.

6.4.3 The Committee *for* Employment & Social Security believes that age is not a good predictor of productivity, skills or capability to undertake a role. The Committee believes that, if the States is to encourage longer working, there is a need to move towards a culture where employment decisions and management practices focus on an individual's competency, aptitude and skills and not their age.

*What is already being done?*

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<sup>39</sup> See Appendix 1

- 6.4.4 The States resolved as part of the Supported Living and Ageing Well Strategy<sup>40</sup> to investigate the impact of ageism in Guernsey and Alderney; though this work has not yet begun, this investigation has a wider remit than employment and is intended to consider ageism in social care settings also.
- 6.4.5 There is no Default Retirement Age in Guernsey at present. The Employment Relations Service provides advice to employers on managing retirement<sup>41</sup>.
- 6.4.6 Under existing legislation, whilst many employers may follow sound procedure, if an employee is retired in a way which they believe to be unfair and they qualify for the right not to be unfairly dismissed, they may make a claim for unfair dismissal. The employer would then need to demonstrate that there was a fair reason for dismissal and a fair procedure was followed. Some employers currently include a retirement age in contracts which may provide some support to a defence in the event of a Tribunal. However, the legal force of a contractual retirement date has not been fully tested at a Guernsey Employment Tribunal<sup>42</sup>. In cases where employers have reason to pursue a dismissal, other routes may be followed, for example through capability procedures.
- 6.4.7 The Disability & Inclusion Strategy<sup>43</sup> included a resolution to establish an Equality & Rights Organisation which, if established, could raise awareness about ageism amongst other forms of prejudice and discrimination.

*What more could be done?*

- 6.4.8 The Committee has reviewed different options to address the issues of ageism (and particularly issues of contractual retirement ages which was of significant concern to some people). Ageism is a cultural issue and requires people's attitudes and misconceptions about older people (and people of other ages) to be challenged, this must involve communication. However, the Committee believes that if a standard of behaviour is to be set by which employers cannot unreasonably 'force' people to retire or change their contracts once they reach a certain age, then the introduction of age discrimination legislation will be necessary (as recommended in section 8 below). This aligns with the response to the Longer Working Lives consultation, where 77% of respondents expressed

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<sup>40</sup> Billet d'État III v.II of 2016

<sup>41</sup> Employment Relations Service (2016) "Dealing with Retirement". Available at: [www.gov.gg/employmentrelations](http://www.gov.gg/employmentrelations) [accessed 7th Sept 2017].

<sup>42</sup> Examples of the use of constructive unfair dismissal with regards age discrimination from the UK are available here: [http://www.agediscrimination.info/search?q=constructive%20unfair%20dismissal&f\\_collectionId=5799e43f8419c26c922dbda2](http://www.agediscrimination.info/search?q=constructive%20unfair%20dismissal&f_collectionId=5799e43f8419c26c922dbda2)

<sup>43</sup> Billet d'État XXII of 2013

support for the introduction of age discrimination legislation<sup>44</sup>.

6.4.9 Many other countries globally have introduced age discrimination legislation. Some consultees commented that they felt that it was good for Guernsey's international image to have comparable discrimination legislation to other jurisdictions<sup>45</sup>. By introducing such legislation we would be following in the footsteps of other jurisdictions and not breaking new ground. The US first introduced federal age discrimination legislation in 1967; from the late 1970s it was introduced in all Canadian provinces; in Ireland and New Zealand legislation was in place from 1993; the UK from 2006 (now replaced by the Equality Act, 2010)<sup>46</sup>; and in Jersey from 2016<sup>47</sup>. Whilst some of this legislation did originally allow for a Default Retirement Age at which it was acceptable for companies to 'retire' staff, most of these countries now only permit mandatory retirement where objectively justifiable and by exception rather than as a rule. Legislation in Jersey is being phased in with the legislation initially permitting all employers to set a retirement age at or over State Pension Age. This provision will be removed from 1<sup>st</sup> September 2018<sup>48</sup>.

6.4.10 The UK and Jersey models have a number of exceptions outlined in their age discrimination laws. It is still permissible in the UK, for example, in goods and services provision to offer discounts for pensioners or to organise 'under 30s' group holidays. Certain financial products, such as insurance, are allowed to vary premiums on the basis of age. In the realm of employment a concept of an 'employer justified retirement age' is used whereby some employers can set a retirement age for their staff if they can provide objective evidence that this is a proportionate means of achieving a legitimate aim within their business context (this could be on grounds of safety in certain professions, for example). Defining a set of exceptions to the rule of non-discrimination may be part of the development of any proposals in Guernsey and this is an area which can be consulted upon during the development work recommended in this Policy Letter.

6.4.11 The majority (52%) of employers who responded to the Longer Working Lives consultation supported the introduction of age discrimination legislation<sup>49</sup>. However, some employers are concerned about the introduction of age

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<sup>44</sup> See Appendix 1

<sup>45</sup> *Ibid.*

<sup>46</sup> Hornstein, Encel, Gunderson and Neumark (2001) "Outlawing age discrimination legislation: Foreign lessons, UK choices." Policy Press and Joseph Rowntree Foundation. Available at: <https://www.jrf.org.uk/report/age-discrimination-legislation-choices-uk> [accessed 7th Sept 2017].

<sup>47</sup> Discrimination (Age) (Jersey) Regulations 2016

<sup>48</sup> Discrimination (Age) (Jersey) Regulations 2016; paragraph 31

<sup>49</sup> See Appendix 1

discrimination legislation because they feel that this will increase 'red tape'; and would mean that older staff who previously would have been asked to retire may have to be 'managed out' through capability procedures if they under-perform. They are concerned that this may be less dignified for individuals than retiring. There are also concerns that knowing when a person is going to retire helps firms with succession planning and considering the promotion and careers of younger staff within their firms. Some firms who also operate in the UK or Jersey have already adapted their HR practices to comply with age discrimination in order to maintain the same employment standards across jurisdictions. Other companies in Guernsey have removed the use of contractual retirement ages from their working practices and have explored alternative ways of working and agreeing retirement dates with their staff. The fact that some local firms are already examples of good practice suggests that the concerns and problems raised by some employers can be overcome if this best practice is shared.

6.4.12 It is worth bearing in mind that age discrimination is often experienced by young people as well as older people<sup>50</sup>. The development of the legislation will need to take into account all forms of ageism, not just ageism experienced by older workers. Good quality guidance on the legislation will need to be made available to employers before any law is introduced so that they can begin to adapt.

## 6.5 Back-to-work support and preventing job loss

6.5.1 We know that there are some issues which are experienced more frequently amongst older jobseekers. We also know that a higher proportion of older jobseekers than younger jobseekers come to the Job Centre from incapacity benefit claims rather than directly from the labour market<sup>51</sup>. Older jobseekers can need specific kinds of support in the Job Centre (help with contemporary job search skills, for example); but creating change may also involve considering how the States of Guernsey, health professionals and employers can better prevent people from losing work due to health conditions in the first place, and how we can support people back into work following illness or injury.

### *What is already being done?*

6.5.2 The Job Centre provides support including advice and guidance; matching

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<sup>50</sup> Abrams and Swift (2012) "Experiences and Expressions of Ageism: Topline Results for the UK from Round 4", European Social Survey. Available at: [http://www.europeansocialsurvey.org/docs/findings/ESS4\\_gb\\_toplines\\_experiences\\_and\\_expressions\\_of\\_ageism.pdf](http://www.europeansocialsurvey.org/docs/findings/ESS4_gb_toplines_experiences_and_expressions_of_ageism.pdf) [accessed 7th Sept 2017].

<sup>51</sup> Internal Social Security Data

people to job vacancies; work experience placements; voluntary work placements (providing jobseekers will give this work up if they find paid work); and one-to-one work rehabilitation to provide more intensive support to people that have significant barriers to employment.

- 6.5.3 The Job Centre can also offer short-term and basic skills training; work trials where a person can be taken on for a trial basis whilst continuing to receive benefits for up to two weeks; the Community and Environmental Project Scheme (CEPS) which provides work and training opportunities for people who are not working, the person works under contract to Social Security and receives minimum wage; Kick Start – where people receive training on-the-job with an employer for up to thirteen weeks, the person works under contract to Social Security and receives minimum wage; and Work2Benefit, a mandatory work and training scheme for unemployed people in receipt of supplementary benefit. Placements are tailored to address an individual’s specific barriers to work and participation is intended to be a work rehabilitation tool. Placements on the Work2Benefit scheme are unpaid but benefit remains in payment.
- 6.5.4 In addition there is some financial support and incentives available. Recruitment grants are available to employers who recruit someone who has been claiming unemployment benefit or sickness benefit for more than six months. A back to work bonus is available to a person who has been unemployed for six months or longer (payable only once they have stayed in work for four weeks and not more than once in twelve months); longer term claimants may also be able to apply for support with the expenses associated with starting a job if this would otherwise be a barrier to them working.
- 6.5.5 Alongside the Job Centre, the Guernsey Employment Trust supports disabled people to secure and maintain work. GROW Ltd also provides training, employment and occupation for people with learning disabilities.
- 6.5.6 As part of the Disability and Inclusion Strategy<sup>52</sup>, Disability Discrimination Legislation is being developed. The introduction of this legislation should help the island move towards a culture where reasonable workplace adjustments can be made and discrimination against disabled people can be challenged. This will help people (including older people) to be supported with workplace adjustments which enable them to take up work or continue in work when they would not otherwise be able to.
- 6.5.7 The Employment Relations Service provides advice and guidance about stress in the workplace and bullying and harassment at work (amongst other things)<sup>53</sup>. This can support people to resolve difficulties before leaving a job.

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<sup>52</sup> Billet d’État XXII of 2013

<sup>53</sup> [www.gov.gg/employmentrelations](http://www.gov.gg/employmentrelations)

- 6.5.8 The Health & Safety Executive regulate workplace health and safety in Guernsey and Alderney including providing advice, undertaking workplace inspections, investigating accidents and incidents and taking action to enforce Guernsey Health & Safety legislation. The Executive will be reviewing current legislation in order to update it.
- 6.5.9 The Supporting Occupational Health and Wellbeing project aims to examine how the States of Guernsey can maximise the Island's workforce by ensuring there is better occupational health and wellbeing advice for employers and employees. If more people are supported in work, at an earlier stage, this will also have a secondary benefit of reducing the duration of some incapacity benefit claims. The first phase of the project focused on medical certificates from GPs for sickness benefit. Certificates were adapted to provide opportunities for medical practitioners to give advice on an employee's present work capability, including the obstacles that may prevent an employee from returning to work. Space is now provided on the certificate for practitioners to also make basic recommendations about reasonable adjustments which may make an earlier return to work more likely. The second phase of SOHWELL is underway and has involved communicating with employers about managing sickness absence, return to work, and accessibility and experiences of using occupational health providers. The project has also seen the launch of the FitTogether<sup>54</sup> initiative.
- 6.5.10 The Primary Care Mental Health and Wellbeing Service provides support and individual and group therapy sessions free to those referred by their GP. It was established with the aim of providing early intervention and treatment to try and help people (with a mental health condition) stay in work. A service improvement plan has been implemented to make the service even more effective.
- 6.5.11 Recreation Services will ensure that access to its sports and leisure facilities will continue to be as accessible as possible to all, through the provision of a variety of initiatives, including LifeFit Exercise on Referral. It is the intention of this Service Area to continue working closely with other agencies in developing this provision as much as it is able.
- 6.5.12 The Committee *for* Health & Social Care has a number of strategies in place to help people to stay healthy. There are a number of island wide Public Health Strategies (including smoking, obesity and drug and alcohol) as well as screening programmes<sup>55</sup>. The Health Promotion Unit also undertakes work to promote healthy lifestyles with the general public. The 2020 vision included a

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<sup>54</sup> [www.gov.gg/fittogether](http://www.gov.gg/fittogether)

<sup>55</sup> [www.gov.gg/healthyliving](http://www.gov.gg/healthyliving)

strategic focus for Health & Social Care on early intervention and prevention.

6.5.13 Person centred enabling care is part of the aim of the Supported Living and Ageing Well Strategy<sup>56</sup> and a number of projects are underway to help people to maximise their wellbeing and support their ability to do what they want to do. This includes a 'reablement' project which helps provide therapeutic support to return someone to the community after a health crisis.

*What more could be done?*

6.5.14 Through its routine work, the Committee will seek to support ongoing improvements in the way that the Job Centre functions to support people back to work. More can also be done to improve the way that incapacity benefits claims are managed.

6.5.15 The Committee believes that there is potential to build on the first two phases of the Supporting Occupational Health and Wellbeing project to further improve the chances of people staying in work or returning to work earlier.

6.5.16 Three issues have arisen from both the discussions coming out of Longer Working Lives and from the second phase of SOHWELL:

- the need for access to early interventions for back pain and other musculo-skeletal injuries, in the form of physiotherapy and occupational health advice (this is the second largest cause of sickness absence after mental health and is more common amongst older claimants);
- access to occupational health advice and support – particularly for self-employed people and small businesses. More than 80% of employers in Guernsey employ 10 people or less<sup>57</sup>.
- negative beliefs about or attitudes towards Occupational Health from employees and/or managers and employers (for example, some employees seem to see Occupational Health negatively as a management tool rather than a potential source of support).

6.5.17 Further work will need to be undertaken to determine what changes could be made or work could be undertaken to address these issues effectively. The next step for SOHWELL, therefore, will be to further investigate all three of these areas and to test the feasibility of different approaches to addressing them.

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<sup>56</sup> Billet d'État III v.III or 2013

<sup>57</sup> States of Guernsey (2017) Guernsey Quarterly Population, Employment and Earnings Bulletin. Available at: <https://gov.gg/population>

## 6.6 Career change, planning for the future and training

6.6.1 It is likely that we are moving towards a situation where it is normal for people to change career several times during their lifetimes. The Committee is pleased that the Committee *for* Education, Sport & Culture has recognised this – the new Bailiwick of Guernsey Curriculum Teacher Handbook notes in the Careers section that “Developing a young person’s career management skills is essential preparation for a changeable future with transitions throughout their working life”. Whilst some people will have some choice about how and when to change career; others may find that they simply cannot continue doing what they are doing due to health reasons or because their work is not compatible with their family care responsibilities. Unplanned and unavoidable changes in career may be difficult to navigate.

6.6.2 The Committee has considered how to support people who are unable to continue in their original role. It has concluded that changing career is an individual process where the best outcome depends on a clear understanding of an individual’s skills and life experience and the opportunities in the labour market at the time.

### *What is already being done?*

6.6.3 The Job Centre already supports jobseekers and can fund training to improve the chances of a person’s employability. This can include general and basic skills (such as IT skills training) but can also include support to get into particular sectors (for example, the Job Centre has recently run a ‘Getting into Care’ course which has successfully supported a number of jobseekers to find employment in the care sector).

6.6.4 The Committee *for* Education, Sport & Culture provides adult career guidance through Careers Guernsey which is open to all on appointment via the Careers Service. There is some funding for courses available through their Student Financing team (currently limited to people under 55) for on and off island training courses or degrees.

6.6.5 The College of Further Education, the Institute of Health and Social Care Studies, the Guernsey Training Agency and BPP professional education provide on island training opportunities for adults who are looking to obtain skills which will help them in their careers. Some employers also offer degree level training opportunities for other career paths, for example KPMG working with the Digital Strategy has developed an on-island digital apprenticeship in association with the University of Exeter. Online and distance learning courses are also becoming increasingly available, though these are more relevant to some careers than others.

6.6.6 The States recognises the need to develop islanders' digital skills across the population. Digital skills will be key to the economic success of all sectors and ensuring that everyone has a minimum standard of digital skills will become increasingly important as job search resources, public services and work environments increasingly rely on a universal basic ability to use computers and the internet. Part of the Framework for Public Service Reform<sup>58</sup>, SMART Guernsey, focuses on moving towards effective digital service provision within the States of Guernsey. In the context of 'going digital' it is important that people are not left behind, both in terms of those who currently are less confident using online services or working online, and that the younger workers keep pace with changing technology over the coming years. The Committee for Economic Development's Digital Sector Strategy Framework<sup>59</sup> contains an aim to develop 'the digitally skilled workforce of the future' and one of the action points being pursued is 'developing best in class digital skills, education and training'. An action plan for this point is under development at the time of writing this Policy Letter.

6.6.7 There are some existing services to support people with digital skills. The Digital Greenhouse undertakes a core role to 'improve the skills, knowledge and experience people and business have with technology and digital services'<sup>60</sup> and runs a series of events, clubs and special interest groups to support this aim. It has also developed online resources through their app and website for digital career pathway information with Careers Guernsey, with specific advice around digital opportunities for all ages. The College of Further Education currently provide basic IT skills training courses through their adult education programme. The Guille-Allès Library run a range of community groups around digital inclusion including 'First Click' training and 'Cyber Seniors'. The University of the Third Age have also run a group via the Digital Greenhouse to support the older generation with digital skills. These kinds of initiatives will be important in ensuring people have the skills they need to work, but also that they have the skills they need to find information and find work.

*What more could be done?*

6.6.8 Two areas might be further developed – one providing people with support and information to help them to better plan their later careers; and secondly to ensure that there is good access to training which can help people to change to a different career when they become unable to continue.

6.6.9 Sometimes people may face situations where they know that they need to

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<sup>58</sup> <https://gov.gg/change>

<sup>59</sup> <https://gov.gg/article/159650/Digital-Sector-Strategic-Framework-published>

<sup>60</sup> <http://www.digitalgreenhouse.gg/about/overview/>

make changes to plan for their later life but struggle to access information or advice that they need to help them to think through their situation. The Longer Working Lives 'Draft Proposals' outlined the idea of introducing 'mid-career reviews' which would be marketed at people in their 40s or 50s to provide a structured way of thinking through their plans for later life. This could help to support people to plan effectively for their retirement and also to make career changes, where needed, before a crisis point is reached. These reviews could cover career development and career change but could also provide an opportunity to think about health, pension and retirement finances, managing care responsibilities and more. There were some concerns from the Longer Working Lives consultation respondents that any 'mid-career review' should be voluntary and it was important that the advice provided needed to be reliable<sup>61</sup>.

6.6.10 In considering how best to meet the need for information and advice identified it is suggested that the most effective starting point would be to develop a web-based resource that works through the challenges people might face, provides basic information and case studies, and signposts people to sources of more in-depth, specialist information (in order to maintain a high quality of information and advice). Since not everyone will find interacting with text-based information on the internet easy, it is suggested that other ways of communicating the information are also considered, including a face to face drop in opportunity or a series of presentations people can attend if they choose. One-to-one follow up with existing specialist advisers would be possible. This should be run on a trial basis and reviewed based on customer feedback.

6.6.11 The second point of action follows from the consultation on the Draft Proposals for Longer Working Lives: many respondents felt that more should be done to ensure that people who were no longer able to continue in the work they were doing had access to subsidised training to support them to retrain into a new kind of work<sup>62</sup>. The Committee *for* Education, Sport & Culture's Skills Guernsey Group have been reviewing workforce skill gaps to inform the development of training provision on the island. The Committee *for* Employment & Social Security believes that any retraining options should be linked to the Committee *for* Education, Sport & Culture's provision. The two Committees will work together to identify whether it is possible to improve access to on-island training opportunities for those who are unable to continue in their roles due to their health or due to care responsibilities. The Committee *for* Employment & Social Security will further investigate whether there is a 'spend to save' opportunity to invest in retraining for individuals who have not yet lost their jobs but have to change career when they otherwise might be at risk of

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<sup>61</sup> See Appendix 1

<sup>62</sup> See Appendix 1

becoming long-term benefit claimants.

#### 6.7 Those unable to continue working until 70

- 6.7.1 It is clear that there will be some people who will not be able to continue working until the age of 70 for a variety of reasons (including health and care responsibilities). Whilst it is true that not everyone is able to work until the age of 65 at present, the Committee is aware that the increase in the State Pension Age will disadvantage some people more than others, particularly those who are in low-paid work (who have been less able to save pensions throughout their lives), who are in contract work (not from choice), who are in work which depends heavily on physical fitness, who are in work which doesn't permit any flexibility in hours worked, who do not have private or occupational pensions or savings to enable them to retire early, and who do not have partners who can support them.
- 6.7.2 At present, if someone is unable to work until State Pension Age, depending on their contribution record and how much income and savings they have they may be able to access incapacity benefits, unemployment benefit or supplementary benefit. Some respondents to the consultation felt that the existing system of working-age benefits provided sufficient support to those who would be unable to continue working<sup>63</sup>. The Committee intends to give further consideration as to whether existing benefits suffice or whether adjustments are needed.

#### 6.8 Monitoring progress

- 6.8.1 As outlined in Appendix 2 the Committee intends (through the key performance indicators) to monitor developments in the labour market so that action can be adapted as necessary as the situation changes in order to meet the overall aims. Recent developments in data, such as the Rolling Electronic Census, will, with time, provide new kinds of data which will help to better understand how people move in and out of the labour market as they approach retirement age. However, it is clear that there are some significant gaps in the information the States of Guernsey currently have available about what work people are undertaking. In particular, we do not have information on how many hours people work or what occupation they work in. This can be significant for a number of policy aims, including understanding how people change career as they approach retirement, understanding the average wages of different professions, but also in helping us to understand pay gaps between different demographic groups to help us to develop equality policy, and to help us to monitor how many people work on the minimum wage.

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<sup>63</sup> See Appendix 1

6.8.2 The Committee is reviewing whether it will be possible to incorporate into wider system changes a way to gather this information through our routine processes to allow for greater analysis of the labour market in future.

6.9 Topics considered but not recommended for further action

6.9.1 Some further topics were raised in the consultation, which have not been addressed in this outline of action.

6.9.2 Pension deferral (the ability to postpone taking the State Pension until a later date in return for a slightly larger amount each week when it was eventually claimed) was suggested as a potential way to both encourage people to work for longer and improve people's retirement finances. Whilst not denying that this may be a useful option for some people, the Committee feels that this is not a priority for Longer Working Lives compared to the other proposals presented (in section 8 below). Convincing evidence that pension deferral significantly increases the number of people who continue to work past State Pension Age has not been identified. The Committee also feels that demand for pension deferral will likely decrease as the State Pension Age increases to 70. As with any proposal, there would be costs attached to making such a change and resources directed to the strategic aim of supporting more people to work up to the new State Pension Age, would be more effective if used elsewhere.

6.9.3 It has also been suggested that people be allowed to access their State Pension earlier at an actuarially reduced rate – i.e. that people be able to claim their pension before they reach State Pension Age, but that the weekly amount is actuarially adjusted so that they receive less per week over the course of their retirement in response to having opted to do this. The Committee is concerned that allowing people to claim their pensions earlier in this way, whilst it could be calculated to be cost-neutral to the pension fund, would mean that people's annual retirement income would be lower which could mean that they may be more likely to need supplementary benefit later in retirement.

6.9.4 It is recognised that there might be wider issues around people who are (involuntarily) undertaking contract work. People who are working on contracts may have less access to benefits such as sick leave, paid leave, employer pension schemes or health insurance. They also live with higher levels of job insecurity. This is an issue which might affect some older workers. However, the Committee believes that support for contract workers needs to be looked at more generally and that the proper place to consider contract working is not within the Longer Working Lives programme.

6.9.5 The Committee has considered financial incentives, such as tax or contribution breaks, for people who are past pension age and continuing to work. Of course,

there are implicit costs associated with tax or contribution breaks. The feasible options for tax breaks tend also to be for people who have already passed State Pension Age. The Committee believes that the priority of these proposals should be on supporting people to work up to the new State Pension Age and removing barriers to work rather than providing incentives to work to those past State Pension Age. These options have not, therefore, been included.

- 6.9.6 Work was undertaken during the course of this project to consider how older people may relate to self-employment and whether self-employment might offer a route to continue working for some people. The Committee felt that there were substantial financial risks associated with starting up as self-employed or starting a small business. People may sometimes take risks with their pension savings in order to start a small business. Failure rates for start-up companies are high. This means that people could stand to lose substantial sums of money if they are not successful. The Committee, therefore, does not believe it is prudent to actively encourage people to go into self-employment in later life. It is important that if people wish to pursue self-employment that they receive the appropriate advice and support. Start-up Guernsey does currently offer advice to people starting small businesses.

## **7 Alderney**

- 7.1 Alderney residents will face many of the barriers that Guernsey residents face to accessing work in later life. There are also some differences in the Alderney context which need to be taken into account.
- 7.2 During the first phase of consultation around Longer Working Lives a Public Meeting was held in Alderney and some in-depth discussions were undertaken to better understand residents' feelings on the barriers to working for longer. During the summer of 2017, the States of Alderney were also asked to comment on the Longer Working Lives Draft Proposals.
- 7.3 In terms of the general policy direction, the States of Alderney Policy and Finance Committee expressed "broad support for encouraging and empowering people to work past the current retirement age, if they are able to do so." However, they also expressed concern about the effect of an increase in pension age on manual workers in Alderney.
- 7.4 It is suggested that the proposed actions could be applied to Alderney as follows:
- 7.5 Working with employers and employees - Employers in Alderney may already have valuable experience of adapting to an ageing workforce, but it will be important to engage with and include employers in Alderney in discussions around the issues of the ageing workforce, and age-friendly employment to

ensure that best practice is shared on the island and between islands.

- 7.6 Supporting people with family and care responsibilities - Some Alderney residents will also struggle to combine working and caring for grandchildren and family members or friends who need support. The States of Alderney indicated that it does not wish to implement legislation around flexible working at this time. Some employers in Alderney already offer flexible working. It may be possible to promote this further in Alderney through engagement with employers.
- 7.7 Ageism – Whilst some employees in Alderney may encounter ageism, the legal context in Alderney is substantially different. Whilst Guernsey residents have reported challenges around the inclusion of retirement ages in contracts, there is not yet an existing legal right to a contract of employment, in Alderney. Without a foundation of employment legislation, the policy mechanisms to address the challenges of ageism must be different.
- 7.8 Having discussed employment legislation with the States of Alderney, the Policy & Finance Committee has advised that “there is total support for employees having the basic right to a written contract setting out the terms of employment”. The Committee for Employment & Social Security would encourage the States of Alderney to make progress in working towards realising this.
- 7.9 This has wider relevance to the provision of unemployment benefits and supplementary benefit to Alderney, as well as to the Equality and Rights Programme. If workers in Alderney are not properly supported by local employment and discrimination legislation this can impact demand for provision of social insurance and supplementary benefit, which Employment & Social Security have statutory responsibility to provide. A right to a written contract would be a fundamental first step.
- 7.10 In terms of addressing wider cultural issues around ageism, it may be possible to do so through engagement with employers.
- 7.11 Back-to-work support and preventing job loss – Alderney have been included in the first phases of the Supporting Occupational Health and Wellbeing Project, including work around medical certificates (as outlined in 6.5.9. above). It is the intention to seek to include Alderney in the next investigative stage.
- 7.12 Career change, planning for the future and training – Any information resources developed to support ‘mid-career reviews’ should also include information relevant to Alderney. Further consideration of potential subsidies for re-training opportunities should incorporate consideration of opportunities for Alderney residents.

- 7.13 Those unable to continue working until 70 and Monitoring Progress – the pensions and benefits available to Alderney residents are the same as those available to Guernsey residents, so any consideration of these will include Alderney. The Social Security data systems also incorporate data on Alderney residents and employers, so any adjustments to these systems will also apply to Alderney.
- 7.14 With some adjustments, it should be possible to include Alderney residents when taking forward these proposals.

## **8 Proposed plan of action**

- 8.1 Following the policy discussion in section 6, it is recommended that the following key actions are taken forward if the States wish to address the strategic challenges (outlined in section 3).
- 8.2 In November this year the States agreed a set of priorities as part of the Policy & Resource Plan. For the Committee *for* Employment & Social Security these priorities included:
- Social and affordable housing policy
  - Disability and inclusion policy
  - Supported Living and Ageing Well Policy (for Employment *and* Social Security this includes consideration of Long-term Care Insurance)
  - Social welfare policy (which includes both the development of the recommendations of the Social Welfare Benefits Investigation Committee and the development of secondary pensions)

Progress on these four areas of work will be the priority of the Committee. Any work on the recommendations of Longer Working Lives, which does not fit into these priorities, will need to be taken forward around these priorities if possible, and/or will need to await prioritisation by the States.

- 8.3 The resources required to take forward this work will largely be staff time within Employment & Social Security. Rather than seeking new resource, it is intended that these actions will be taken forward by existing staff if and when it is possible around work on the priorities in 8.2. In order to give an indication of the amount of resource required, an estimate of the staff time required to implement the actions, and an estimated cost, are indicated (see Appendix 3 for further detail). It should be noted that these indications are Full Time Equivalent (FTE) estimates – i.e. the amount of time it would take a staff member to implement if this was all they were working on. If someone is working on the project as part of a larger workload, it will take longer than the time indicated to deliver. The cost estimates should not be read as funding bids – they indicate the estimated equivalent cost of existing resources (as at 2017), and are included for the sake of transparency only.

8.4 This approach to resourcing may mean that some actions will not be taken forward immediately. The Committee is satisfied that the objectives for this project are in the medium to long term. So, even if delayed, actions should have a positive impact. The timescale for the implementation of actions has not been specified for a number of reasons. Firstly, available resources will need to be allocated strategically to have the greatest impact towards the overall aims. For example, engagement with employers around age-friendly working practices could have a more immediate positive impact ahead of any legislative developments, so if limited resources become available this may be pursued earlier than other actions. Secondly, the order in which workstreams are developed may be influenced by the availability of specific staff resources and skill sets. Thirdly, the timescales for the implementation of some workstreams depends on other developments – for example, for discrimination legislation, disability is the highest priority for development, age following closely after. The form the age discrimination legislation takes and the date by which it can be implemented will be shaped by the disability discrimination legislation work. All of these factors indicate some judgement will be needed about how and when it is best to progress work; consequently, implementation timescales have not been specified.

8.5 Further detail on the intended scope of the actions outlined is included in Appendix 3.

8.6

<b>Action</b>	<b>Estimated staff resource required</b>
1. Communication and engagement with employers and employees around the ageing workforce, age-friendly employment and flexible working ( <i>section 6.2 above</i> )	Initial 8 months FTE <i>including some admin costs equivalent to approximately £39,000</i>
2. The development of detailed proposals for a right to request flexible working to be returned to the States ( <i>section 6.3</i> )	6 months FTE <i>equivalent to approximately £34,000</i>  (ongoing: may impact demand on Employment Relations Service)

<p>3. The development of detailed proposals for age discrimination legislation to be returned to the States (<i>section 6.4</i>)</p>	<p>1 year FTE <i>equivalent to approximately £67,000</i>  (ongoing: may impact demand on Employment Relations Service)</p>
<p>4. Providing information and advice to people mid-career about career change, career development and other relevant issues such as retirement income, health and caring for family members (<i>section 6.6.9</i>)</p>	<p>8 months FTE to set up. <i>Including some admin costs equivalent to approximately £39,000</i>  Potential ongoing 1 month per year to maintain</p>
<p>5. A third phase to the SOHWELL project investigating access to Occupational Health (especially for small businesses), attitudes to Occupational Health and early intervention for musculo-skeletal disorders (<i>section 6.5</i>)</p>	<p>It is intended that this is resourced as the continuous improvement element of the business as usual work of the Benefits Section. If, having undertaken further investigation, it becomes clear that additional resource is required this will be raised at a later date.</p>
<p>6. The Committee will work with the Committee <i>for</i> Education, Sport &amp; Culture to investigate whether there is a 'spend to save' opportunity to provide subsidised training to a targeted group. (<i>section 6.6.11</i>)</p>	<p>2 months FTE for initial investigation <i>equivalent to approximately £10,000</i></p>
<p>7. The Committee will review whether the pensions and benefits system could be adjusted to support those most impacted by the pension age changing (<i>section 6.7</i>)</p>	<p>2 months FTE for initial investigation <i>equivalent to</i></p>

	<i>approximately £10,000</i>
8. The Committee will explore whether it will be possible to gather data on working hours and occupation through changes planned in existing workstreams ( <i>section 6.8</i> )	n/a - integrated into existing project
<b>Total resource estimate</b>	Just over 3 years FTE staff time plus admin costs (not necessarily consecutively)  <i>Equivalent to approximately £199,000</i>

8.7 Updates on the progress of these actions can be provided annually via a short summary in the Benefit and Contribution Rates Up-rating Policy Letter.

## 9 States as Employer

9.1 The States of Guernsey (SOG) is the largest single employer in the Bailiwick employing approximately 5,500 Full-Time Equivalent's (FTE's) across a range of services including Health and Social Care, Education, Uniformed Services, Civil Servants and Public Service Employees. The Policy Council Review of the Public Sector Pension Schemes (PSPS), which was debated in April 2015, acknowledged that any increase in the State Pension Age and proposed PSPS changes would result in the employment of an older workforce. To consider this further the SOG as employer has been working with the Office of the Committee for Employment & Social Security during a discovery phase to understand the issues as employees see them; this approach enabled both the Office of the Committee for Employment & Social Security and the SOG as employer to undertake joint focus groups to gather what essentially may have been the same information for both parties.

9.2 Following the publication of the Committee for Employment & Social Security's proposals, the SOG as employer will be consulting with its employees and Trade

Unions both in response to the Committee *for* Employment and Social Security proposals and on its own position as an employer and measures it could take to support its employees working up to the increased State Pension Age.

*SOG as employer – current position*

9.3 Like all employers in the Bailiwick the SOG as employer adheres to local employment legislation and statutory provision; as the deliverer of public services and the largest employer in the Bailiwick it is arguably well placed to be able to consider and share best practice in changing processes to support Longer Working Lives. There are a number of areas in which the SOG is already delivering or working towards as follows:

9.4 Flexible Working for States' employees: There are lots of models of good practise across all staff groups where employees have a flexible working pattern to suit their particular needs such as:

- Compressed hours –working full time hours but over a shorter amount of days
- Variable working hours - particularly to suit caring responsibilities
- Part-time hours
- Term time only hours
- Shift patterns
- Job share
- Formal non-office locations
- Agile working
- Phased and flexible retirement

The SOG will consider these further to see if the options could be made available to more staff.

9.5 Occupational pension scheme – The SOG moved to a Career Average Revalued Earnings (CARE) model within the pension scheme in 2015 for all new starters, this is linked to the increase in State Pension Age. More information will be provided to employees to be able to understand their personal benefits in a timely manner and to be able to make informed decisions about the financial impact of retirement. Annual benefit statements will be issued this year for CARE and there is work underway on developing annual statements for those who have a mix of CARE and Final Salary Scheme benefits. Some investigation is being undertaken in to whether this could be made even more accessible electronically for employees.

9.6 A review of the States of Guernsey Occupational Health service has been undertaken so that it is more accessible to all SOG employees; this will change the model of the service to be a proactive partner to the organisation.

- 9.7 The SOG is implementing a Happy and Healthy Workforce Strategy which will have a number of strands:
- Supporting the Public Health Strategies i.e. Tobacco Control Strategy and Healthy Weight Strategy which has specific resolutions for the SOG as employer to provide
  - Reviewing Attendance Management policies and processes to change the culture to a supportive rather than punitive model
  - Building an intranet site for all employee groups to support their health and wellbeing
- 9.8 The SOG aims to make it easier for employees to consider their skills and other roles that they may be able to do by having conversations as part of the Personal Impact Programme and regular 1:1's. This will help to encourage career changes across the various staff groups.
- 9.9 More employees could be enabled to take a phased retirement option; this can address several of the barriers identified in Longer Working Lives, i.e. to support caring responsibilities; or to enable those working with health conditions to work for longer.
- 9.10 Retirement ages in contracts – the SOG will review these in line with possible legislative changes; early conversations with employees regarding their retirement plans enable SOG to plan for employee retirements or to extend the contract beyond the state pension age.

*SOG as employer – future position*

- 9.11 The impact of Longer Working Lives as a longer term project will require further consultation by the SOG with its employees and unions and will be developed over the coming months. There are likely to be further considerations that are specific to the SOG as employer.
- 9.12 Whilst a limited amount of budget has been secured (for a number of HR projects) the cost implications of changes/proposals have not yet been fully modelled.

## **10 Conclusion**

- 10.1 People face barriers to working in later life. The States of Guernsey need to address these barriers in order to support more people to work up to or past the new State Pension Age. While this is important for the sustainability of public finances, it is also important for maintaining the workforce, for people's retirement income in a context of longer life expectancy and, perhaps most importantly, for people themselves not to be unnecessarily excluded from

work, potentially to the detriment of their wellbeing.

- 10.2 The Committee recommends that further work is undertaken to support islanders' occupational health and wellbeing; that age discrimination legislation is introduced to ensure that people are treated fairly and not asked to retire too soon; that a legal right to request flexible working is introduced so that people's needs to balance work and other responsibilities in later life are given reasonable consideration by employers; additional information and advice should be provided for people in mid-career about career, health, finances and more; access to training and financial support for those no longer able to continue in work should be further explored and a programme of engagement and communication with employers and employees around the issues should be undertaken in recognition of the important role that employers, line managers and employees themselves play in supporting people to continue in work.
- 10.3 Whilst there are implementation costs, the actions proposed should help the islands to adapt to a future in which it will be easier for more of the population to be economically active. If people continue to be discouraged or prevented from working, this will generate costs for the States, so there are also costs implicit in not taking action.
- 10.4 The Committee asks the States to support the programme of action outlined in section 8, and, in particular, for in principle support to develop age discrimination legislation and a legal right to request flexible working.

## **11. Compliance with Rule 4 of the Rules of Procedure**

- 11.1 As outlined in section 4, when developing draft proposals, the Committee sent a representative to attend a meeting, or wrote to all of the principal Committees. During the drafting of the Policy Letter the Committee has sent representatives to attend meetings of the Policy & Resources Committee and the Committee *for* Education, Sport & Culture as well as writing to the Committee *for* Health & Social Care and the Committee *for* Economic Development.
- 11.2 Whilst there are no legislative drafting requirements directly following from this Policy Letter, the Committee has consulted with the Law Officers regarding the propositions contained within this Policy Letter and, should the States support the development of detailed proposals on a right to request flexible working and age discrimination, will work with the Law Officers when developing these proposals.

11.3 The Committee has set out its proposals for supporting Longer Working Lives throughout this Policy Letter, and seeks the States support for the propositions, which are based on the Committee's purpose:

To foster a compassionate, cohesive and aspirational society in which responsibility is encouraged and individuals and families are supported through schemes of social protection relating to pensions, other contributory and non-contributory benefits, social housing, employment, re-employment and labour market legislation.

11.4 The propositions contained within this Policy Letter are aligned with the Policy & Resource plan, as outlined in paragraph 5.1 above. They are aligned with the priorities and policies set out in the Committee's Policy Plan, which was approved by the States in June 2017 (Billet d'Etat XII, Article 1).

11.5 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 above have the unanimous support of the Committee.

Yours faithfully

M K Le Clerc  
President

S L Langlois  
Vice-President

M J Fallaize  
J A B Gollop  
E A Yerby

M J Brown  
Non-voting Member

A R Le Lièvre  
Non-voting Member



# Longer Working Lives

Consultation on Draft Proposals:

Summary of Findings

# Executive Summary

Longer Working Lives aims to support people who want, or need, to continue to work up to or past State Pension Age to do so. There was support for this aim. However, many respondents were concerned about the pension age increasing, and whether this would impact some more than others. Whilst some respondents advocated longer working for economic reasons; others supported the project because they felt that choice about when to retire was important and that working could support people's health and wellbeing. Some respondents were concerned that supporting people to remain in work would impact opportunities for younger people to get into work or progress.

## Feedback on the proposals

There was a range of views but for the most part respondents were broadly supportive of the proposals.

There was significant support for promoting flexible working and introducing age discrimination legislation. There were also concerns about both the compliance burden on businesses and the potential for there to be unintended consequences associated with introducing new legislation – for example, employers may avoid employing older people or use contracts more frequently.

There was support for the idea of mid-life reviews but concerns that they be implemented in a way which was accessible and that any information or advice given should be reliable. There was demand for improved information about retirement finances and pensions to support people to make good decisions about when to finish work.

With regards reviewing financial support for those most affected by pension age changes, some felt this was vital; others felt that the existing benefit system was sufficient; whilst others felt that there should be a transitional arrangement in place to support people who had not prepared sufficiently for the higher pension age, but that any arrangement should not be permanent.

## Other points to consider

Some felt that more needed to be done or that there were other priorities not covered in the draft proposals and suggested areas for further investigation. These included, amongst other things, suggestions to review: financial incentives for employing older

workers; access to Sickness Benefit for those over State Pension Age; encouraging people into self-employment; legal and financial intervention to support people to change career or retrain in later life; and allowing people to defer taking the State Pension for an actuarial increase when claimed at a later date.

#### Related issues

A number of other related policy issues were raised, particularly around pensions, but also including other topics relating to economic development, health and education.

# Introduction

In 2015 the States asked the Committee *for* Employment & Social Security to investigate measures aimed at supporting Longer Working Lives.

During 2016, through in-depth discussion groups, the Project Team talked to people from a range of backgrounds including recruitment agencies, HR professionals, employers, employees, self-employed people, and people claiming benefits. The Committee drew on these discussions to identify what seemed to be people's key concerns about working for longer and formulated a set of Draft Proposals in response. These proposals included actions to:

- Continue to develop the Island's Occupational Health and Wellbeing to support people at work with health conditions and disabilities and to prevent people from developing work related illness or injury in the first place
- Promote flexible working and part time work options
- Consult on the possibility of introducing age discrimination legislation
- Provide information and advice to support people to undertake 'mid-life reviews' to think through where they are with their career, health and finances
- Work with businesses to help them to take action by providing information on why adapting to an ageing workforce is important and by helping businesses to share good practice around supporting older workers

Through June and July 2017, the Committee has asked for feedback on these draft proposals. This document summarises the feedback received.

The feedback will be used to help the Committee to agree a final set of proposals to return to the States in December 2017.

## Who was consulted and how?

The purpose of the consultation was to provide an opportunity for the public to give feedback on the draft proposals before any proposals are finalised.

The consultation included:

- An online survey which received 248 responses
- Email submissions
- Evening discussion session for people already engaged in the project
- A meeting with key business representatives
- A meeting with HR professionals
- Meetings with other Committees
- A meeting with Ageing Well in the Bailiwick Executive Committee

The consultation launch was publicised via local TV, radio and newspapers; on the States of Guernsey gov.gg website; via a mailing list of people who had already engaged with the project; and via the States of Guernsey social media accounts. Contact was also made with particular groups in order to encourage responses from a range of sectors and interested parties.

The response is not from a representative sample and should be read as an opportunity for interested people to raise pertinent points and not as an accurate opinion poll or survey. Similarly, it is worth noting that a range of views have been represented and these are views of members of the public, and should not be read as the views of the Committee *for* Employment & Social Security.

# General comments on Longer Working Lives

Comments were received supporting the general direction of travel outlined in the proposals.

## Support for the principle of working longer

### CHOICE

*“Give more people a choice and chance of working”* - some respondents supported the idea that people should have more choice when to retire and supported the removal of unnecessary barriers to this choice. They valued *“being able to retire when it is right for the person”*

### ECONOMIC

Some strongly supported the idea of working longer for reasons that seemed to be associated with their economic outlook: *“Everyone should work as long as possible”*  
And supported workforce maximisation in order to *“reduce the taxation burden”*

### WELLBEING

Others were keen to work for longer for personal reasons and felt they gained from the social interaction and activity as well as the finances:

*“because I need to keep my brain active”*

*“working I believe keeps you young and healthy longer”*

### GOOD RETIREMENT INCOME

If Guernsey’s population is ageing then ensuring that people have good income in retirement is key to maintaining the island’s consumer economy. Working longer may help people to choose when to retire when they have enough savings.

### CONDITIONAL SUPPORT

Some respondents seemed to support all or some of the proposals outlined but were concerned about the overall aim and about the changes in pension age.

## Concerns about working longer

### DISADVANTAGED GROUPS, NOT FEASIBLE FOR ALL

Some felt that manual workers and self-employed people would be particularly disadvantaged by changes in the State Pension Age and that the proposals did not do enough for these groups. Some felt that the increase in Pension Age was unfair for these groups *“it is important that those people are not marginalized and left disadvantaged”*

Others shared their personal circumstances outlining the fact that their health conditions and care responsibilities meant that they could not work until 70.

### TIMING

*“Having proposals is fine but change doesn’t happen overnight and people are being affected now”*

### CONCERNS ABOUT PENSION AGE

As outlined later in this document many people were concerned about the pension age increase

### FUTURE UNKNOWN

There were concerns about *“the speed of technology and the change of pace in the world”* - technological and cultural change could mean workforce issues in 2049 would be different than those the proposals seek to address which are based around people’s current concerns.

### CONSULTATION

One respondent felt that policy development should be more participatory: *“This needs to be a decision with people at the focus of the discussions”*

### EFFECT ON YOUNGER WORKERS

Some respondents believed that if people worked for longer there would be less jobs available for younger people, less promotion opportunities, and therefore less motivation for young people to move back to, or stay, in Guernsey. One respondent suggested that *‘there are a finite number of jobs’*

### SECTOR BASED APPROACH

There was a suggestion that more detailed proposals should be brought forward based on specific economic sectors and types of work.

### VOLUNTEERING

There were concerns about the impact of having more people of this age group working on the availability of volunteers. It was suggested *“support local charities to offer pay for some of their voluntary positions.”*

### PROFIT MOTIVATIONS

Some were concerned businesses would not change their attitude towards older workers if older workers were not value-for-money *“these priorities will not make a shred of difference... simply because the employer will do what they want”*

### FAMILY CARE AND CHILDCARE

There were concerns that if older workers were encouraged to stay in work for longer this could make childcare more complicated for families on the island who relied on grandparents. It was also highlighted that some people relied on the State Pension to support them to provide care, and there were concerns that increasing pension age and encouraging more people to work would limit the supply of informal care, creating costs for the public and third sector.

## Priorities

There was a comment that legislation should be a priority and some felt that it would be necessary to implement age discrimination legislation as soon as possible to ensure that employees were not discriminated against in the context of other changes.

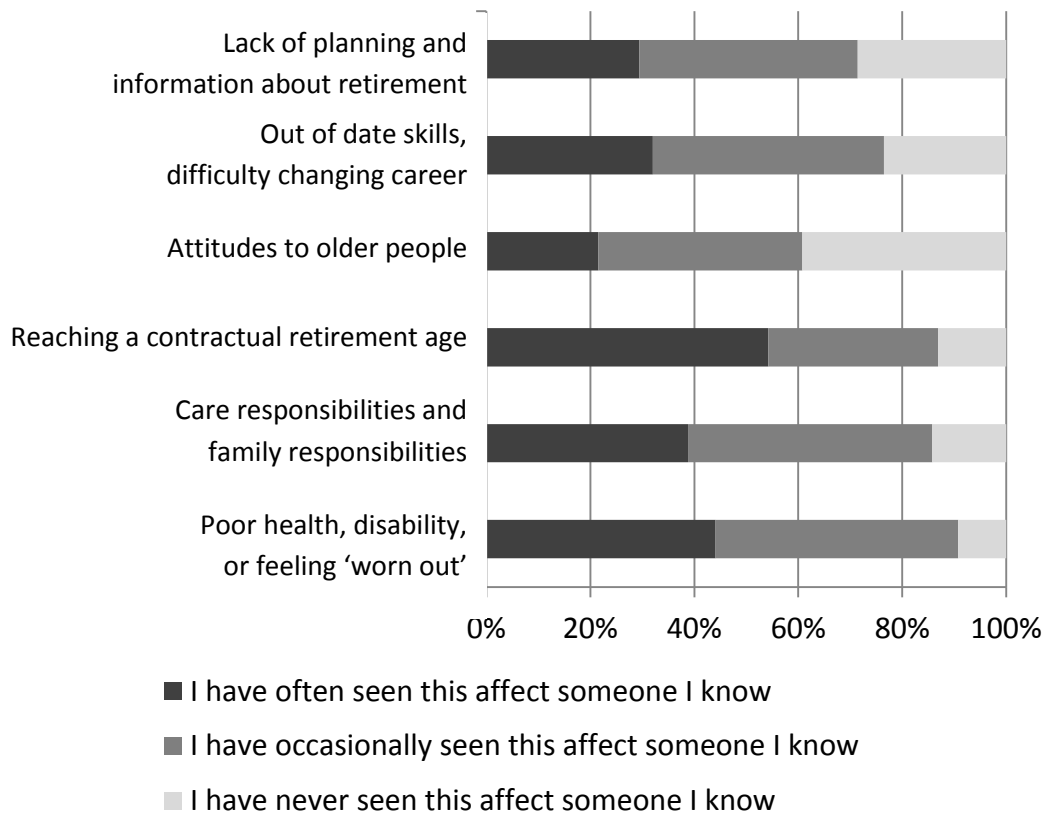
Others felt that the project should avoid using legislation and that social change was more fundamental.

# Identified causes for leaving labour market

Many of the online consultation respondents recognised the issues identified, with 'poor health disability and feeling 'worn out'', 'care responsibilities and family responsibilities' and 'reaching a contractual retirement age' receiving the highest levels of recognition.

## Have you seen any of these affect someone's decision to work or not?

(246 responses)



Other comments on the causes for early labour market exit included (comments from individual respondents unless stated otherwise):

- Unexpected redundancies
- Wanting to retire at the same time as a partner who was older
- Lack of availability of pension deferral
- Not getting sick pay / sickness benefit once you have passed retirement age
- Financial necessity (4 respondents)
- Lack of part time or flexible options
- Older staff being [seen as] less productive and more expensive to employ, especially in manual labour
- Desire to do voluntary work
- Difficulty finding well paid work when older
- Lack of appropriate jobs available
- Lack of work/life balance due to demanding work and long hours
- Work related stress, workplace bullying, poor management
- The need to treat people as individuals
- Older people viewing themselves as too old to work.
- Difficulty using new technology, lack of confidence
- The risk of causing danger to others due to health problems
- Younger respondents were concerned about keeping up with technological change *“As someone in their mid-thirties who already struggles with technology, then care needs to be given to ensuring that we can all still work in a digitally place world.”*

Other comments on these barriers:

- Some factors are within the individual’s control, others are not
- Sometimes attitudes need to be changed to enable people to change career

# Suggested actions not included in proposals

## Issues which could be further considered

At present, some workers are moved onto short term contracts or only offered contracts of up to a year once they are approaching or past State Pension Age. Contract workers can face particular challenges when trying to stay in employment. As a way of working it often leads to less security, and less access to employment rights and pension schemes. Questions were raised about whether more could be done to support people undertaking contract based work.

*“many Guernsey employers adopt short term fixed contracts for employees once they reach retirement age. These contracts are detrimental with regard to pay and terms & conditions. They also offer no security.”*

## Suggested actions

The following actions and changes were suggested by respondents:

### CHANGES TO PENSIONS AND BENEFITS

- **Pension deferral** – it was suggested that the option of being able to defer taking the State Pension when a person reached State Pension Age in return for an actuarial increase when the pension is claimed at a later date be introduced.
- **Early access to State Pension** – it was suggested people should be able to claim their pension sooner but receive less per week if they chose to.
- **Sickness benefit and sick pay** – it was suggested that people should be able to claim sickness benefit past State Pension Age
- **Contributions based access** – some respondents suggested people should be able to access pensions once they had made a certain number of contributions.

### JOB CREATION

It was suggested that some work be undertaken to create jobs suitable for older people to undertake.

### PHASED RETIREMENT

It was suggested that the States promote phased retirement.

### CAREER BREAKS

It was suggested that more people be offered career breaks if their working lives were going to be longer

### INTERVENTIONS IN MANAGING JOB CHANGE

- One respondent suggested legally requiring employers to find employees, who were unable to continue in their current role, **a new job within the organisation** which paid them an equal or greater salary to their previous role.
- A service which could step in to **support employers/employees when someone is unable to continue** in the same capacity.
- A **resource for finding work** specifically targeted at those over 55
- Encouraging employers to **make allowances for age** and retain people.
- A back-to-work benefit **subsidy for employers taking on older jobseekers**
- New language – need to talk about working for longer in terms of opportunities to pursue new **career directions people are passionate about**

### TRAINING

- Promote services that **help people to develop computer skills** (one person suggested via the third sector)
- **Subsidised retraining** for people who can't continue in their original role
- Provide **vouchers for training** targeted at a particular age group
- Legally **requiring employers to release staff to undertake training**, whether or not relevant to their current role.
- A **careers event** for older people
- **Free training** when employers take on older workers
- A **grant to employers to retrain older workers** into new roles in the construction sector
- In order to encourage employers to invest, it was suggested that the States implement a **pay back scheme** so that all employees reimbursed their employer for the cost of training if they left soon after having completed the training.
- **Funding for retraining** should be available dependent on an occupational health assessment showing a person cannot continue in their current role.
- **Work experience and secondment** opportunities

### ALTERNATIVE WAYS OF MAXIMISING WORKFORCE

It was suggested that other ways of maximising the workforce be explored, such as younger workers working longer hours to avoid working later in life.

### PRIVATE PENSIONS

It was suggested that it be made mandatory for private pension providers to **provide annual statements** to clients.

### CARERS

**Care banking or time banking** was suggested as an option that might help.

#### TAX AND CONTRIBUTION INCENTIVES

- Provide or subsidise **Permanent Health Insurance** for older employees
- Review **tax and contribution rules** for people past State Pension Age

#### PLANNING FOR RETIREMENT COURSES

It was suggested that a planning for retirement course be run.

#### CAREER BREAKS

It was suggested that work should be undertaken to promote sabbaticals and action should be taken to provide a legal right to career breaks

#### FUNDING FOR PEOPLE WITH DISABILITIES AND HEALTH CONDITIONS

It was suggested that the Committee investigate introducing a Guernsey equivalent to the UK 'Access to Work' Fund which provides funding to support people with health conditions and disabilities overcome barriers to work

# Responses to specific proposals

## Continuing to develop Islands' Occupational Health and Wellbeing

This proposal was mentioned in the consultation but was not covered in depth. This is due to the fact that the action is likely to be progressed through the Supporting Occupational Health and Wellbeing (SOHWELL) project; consideration of what action to prioritise will be based on data gathered through the SOHWELL work, knowledge of services, and evidence from causes of sickness absence, incapacity claims and Public Health data. Depending on what is proposed, there may be further engagement at a later date. There were, however, a few comments.

Some people highlighted that they felt that workplace wellbeing was important and it was vital to take a preventative approach to stop people from needing to change role, leave work or claim benefits in the first place. The importance of employers in supporting wellbeing was highlighted.

One person raised concerns about the effect of shift work on older workers. Some felt that the focus should not only be on manual workers and that sedentary office jobs were also of concern.

Concerns were also raised about stress being a factor that led people to want to leave work sooner. It was felt that budget cuts could lead to increases in stress.

It was suggested that coaching people to help them find purpose was key to wellbeing. Reference was made to the recent *Journey to 100* event.

The idea of providing medical assessments for manual workers to ensure that they were fit to continue working and would not make themselves ill by doing so was suggested.

Where it was possible, some employees felt it to be better to keep a person within a role, or at least within the same organization, through adaption rather than finding them a new job.

It was felt that if there were additional costs to keeping someone in work these should be met in preference to that person claiming sickness benefit.

## Partnership approach – working with businesses

It was suggested that one way to encourage employers to adopt age-friendly policies would be to introduce an accreditation scheme comparing firms to their peers in order to provide motivation for adopting suitable policies. It was also suggested that there be an award for outstanding practice when it came to employing an age diverse workforce.

Several respondents commented that they were supportive of this proposal *“It is important that employers see the benefits of adapting to people working longer”*.

Some respondents commented that they felt that employers should not just treat older people equally but should pay special attention to including different age groups by adapting jobs to their needs in order to demonstrate social responsibility towards an ageing population.

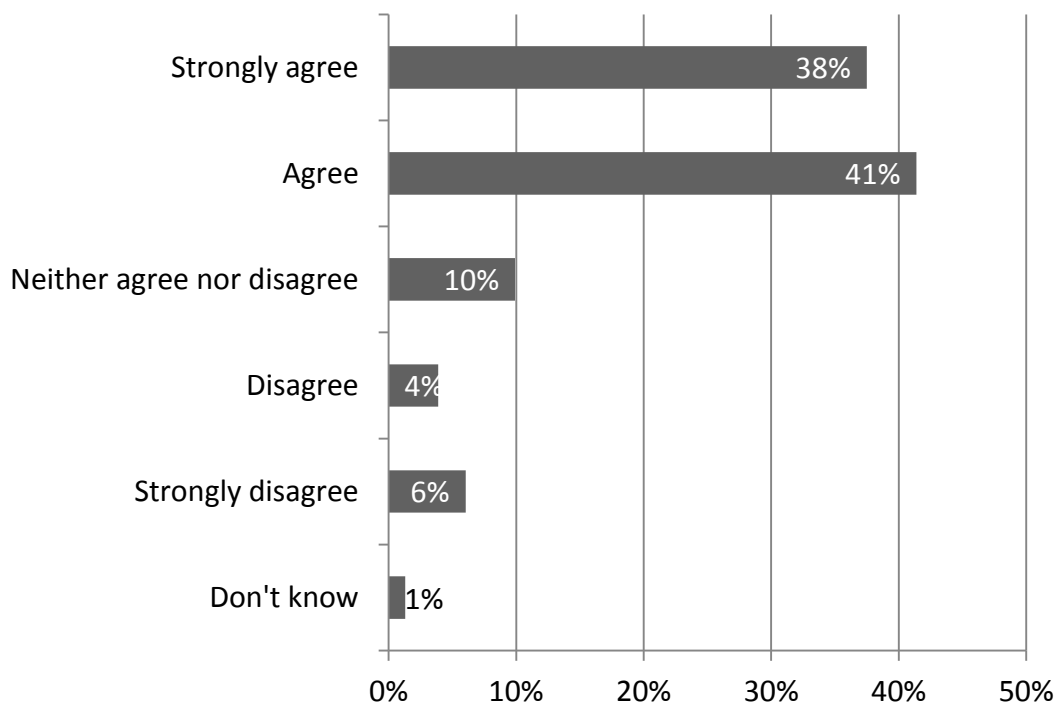
It was noted that cultural change within businesses, not just policy change, was needed – though the two could influence each other.

## Flexible working

The majority of respondents to the consultation (79%) agreed or strongly agreed that flexible working could help people to work for longer.

**“We think more part-time and flexible working will help people to overcome some of the challenges which prevent people from working for longer.” Do you agree or disagree with this statement?**

*(232 responses)*



Broken down by respondent type we can see that of the people that responded there is significant agreement amongst managers, employers and employees. HR professionals and people who support family members or have childcare responsibilities agreed more strongly. It should be noted, however, that the sample size for these groups is small and that this is not a representative survey.

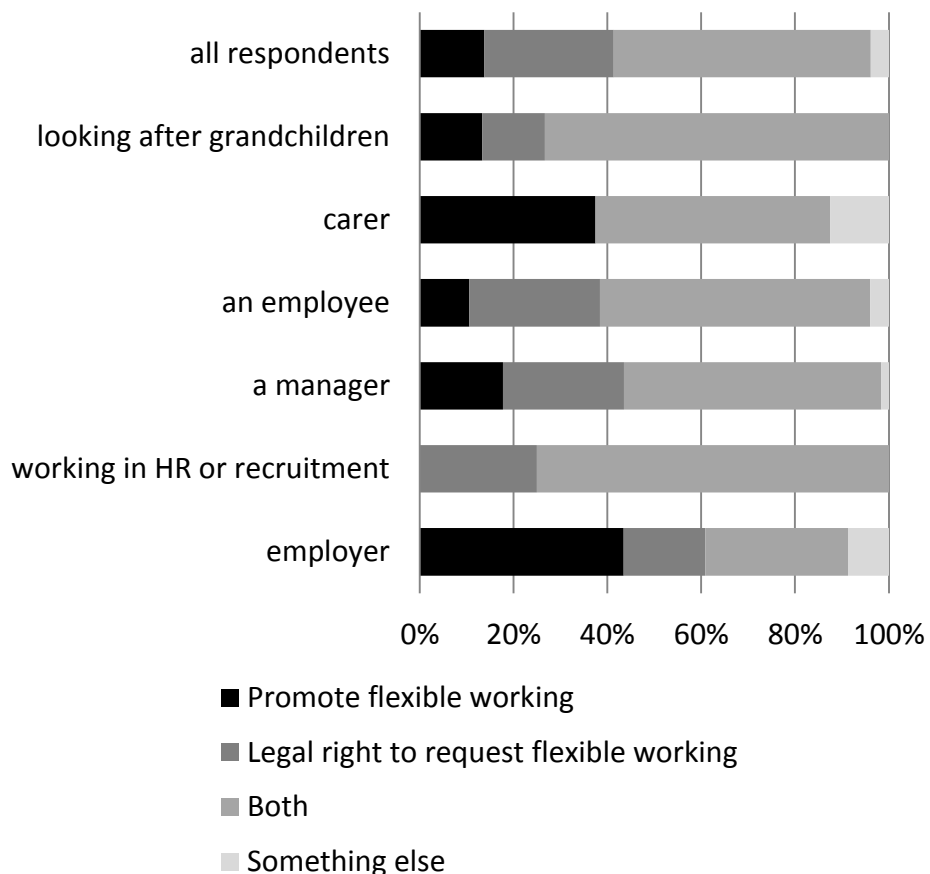
**Broken down by respondent type:**



The majority of respondents (82%) were in support of the idea of introducing a legal right to request flexible working. Whilst these groups were small and may not be representative, the group most in support of a legal right was HR professionals, and least supportive were employers and carers (carers seemed to be concerned that a right to request flexible working would lead to discrimination against them as employers would see them as 'risky'; employers were concerned about business costs).

## The following could be used to promote flexible working – which do you think would work best?

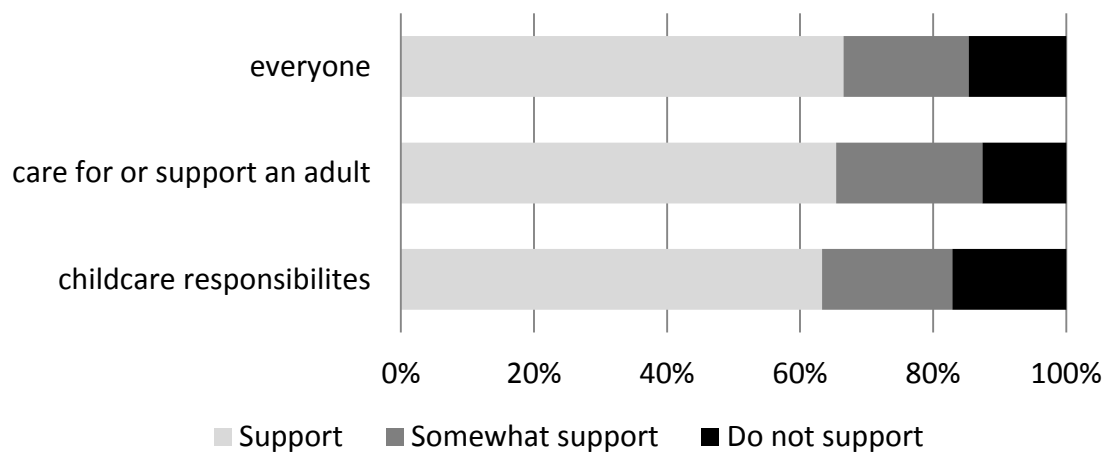
(232 responses)



There was not a lot of variation amongst respondents about *who* should have a right to request flexible working – i.e. a legal right to request flexible working would not be significantly more popular if access to the right was limited to a certain group.

## If a legal right to request flexible working were introduced, do you feel this should be available to particular groups of people or available to everyone?

(225 responses)



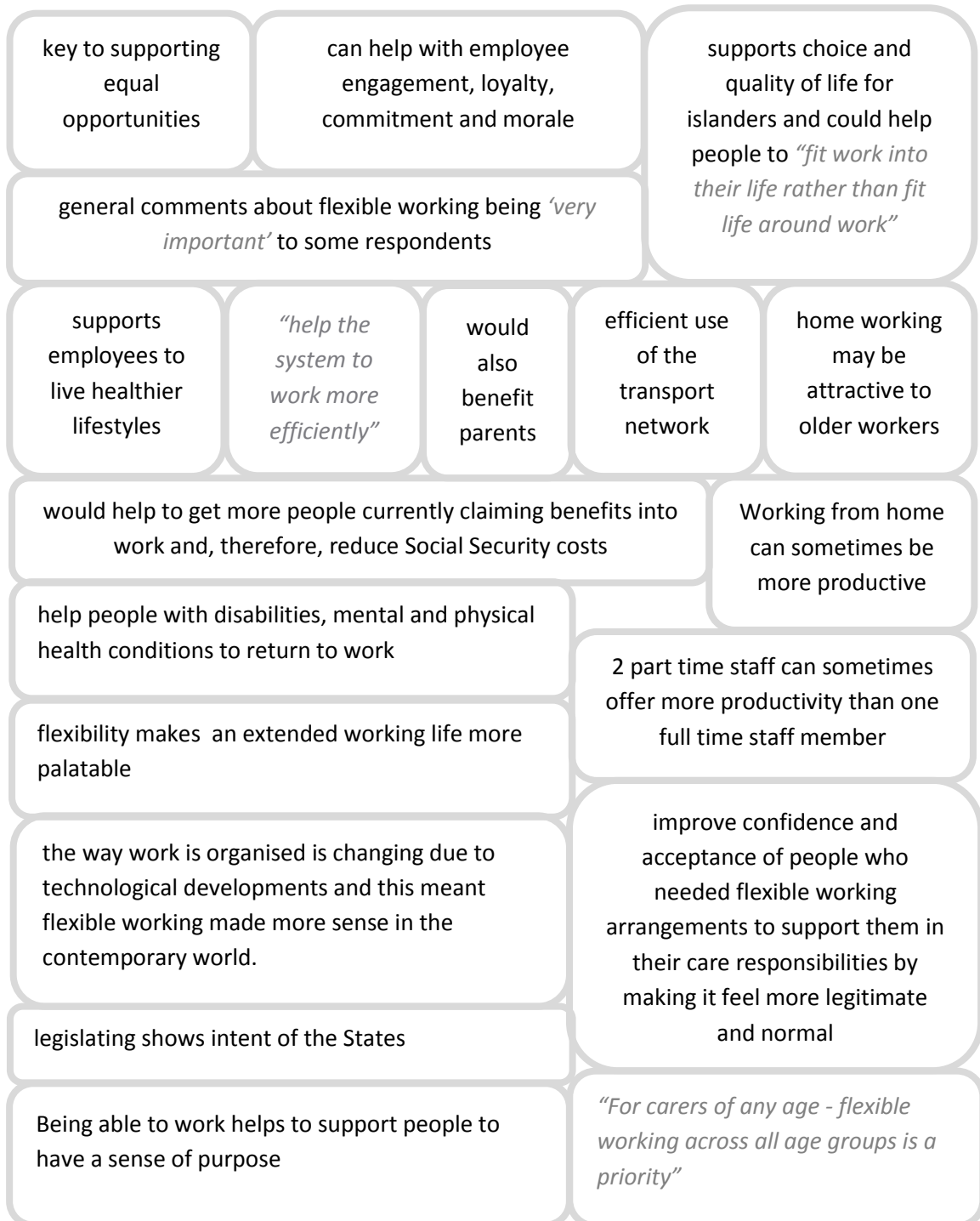
In terms of groups of respondents, HR and recruitment professionals were most positive about a legal right and seemed to be more keen that the right to request flexible working be extended to everyone equally than to a particular group (e.g. carers).

In line with the above, employers were slightly less positive about the legal right being extended, but this did not vary significantly based on who it should be extended to.

## Further discussion around flexible working

Some people made comments in favour or against the principle of promoting flexible working.

### *Points in favour of promoting flexible working:*



*Concerns about promoting flexible working:*



### *Legislation or best practice?*

Many thought that legislation was necessary for change:

*“A legal right... will be absolutely essential for any headway to be made in this area”*

There was a feeling that employers would not seriously consider flexible working requests unless they were required to.

Some felt that best practice was a better option.

*“I do not support the use of legislation to force employers to listen to employees. Our community is small and we have an entirely manageable number of employers for promotion of flexible working to come from government and the third sector.”*

It was suggested this was better for smaller businesses. It was suggested that there should be public recognition of firms that are supportive of flexible working hours because this would promote good behavior whilst employers may otherwise discriminate against carers or others in recruitment in order to avoid receiving, and needing to consider, flexible working requests. Others felt that employers were already often offering flexible working because this may be necessary to attract staff.

It was felt that ability to offer flexible working varied by sector and depended on the nature of the business.

### *Do some groups have more claim on a right to request flexible working than others?*

A significant number of respondents expressed a strong feeling that if a right to request flexible working were introduced it should be available for everyone and not just for particular groups. Reasons for this included:

- A general feeling that rights should be universal and equal, and that people may have different but equally valid reasons for making requests that a law should not try to pre-empt.
- There were concerns that there was a risk of singling out particular groups (e.g. carers) because this could make them less attractive to employers thus leading to discrimination against the group.

- There were also concerns that legal rights for particular groups would increase incidence of workplace bullying and resentment from colleagues against those individuals, whereas a universal right would reduce this effect.
- There was a suggestion that the right be available to everyone but that flexible working for particular groups be incentivised.
- A feeling that most people had care responsibilities at some point in their lives so this was a universal need and not the need of a particular group.

Some felt that employees should have to offer some kind of justification, but there might be other reasons which were valid as well as care responsibilities. Others felt that given you generally were paid less for working fewer hours people did not request flexible working unless they needed it for a genuine reason.

There were some concerns that higher-economic-status individuals had more access to flexible working at present and that there would be benefits in trying to extend this to all people.

One respondent felt that they would support people having flexible working for family responsibilities but not if they were supporting a friend.

One respondent felt that people with care responsibilities should have priority access to flexible working.

A few people supported the idea of flexible working for all people who were close to, or continuing to work past, State Pension Age.

A few respondents felt that people should not be given special working arrangements to help them manage childcare as having children was a personal choice and not the employer's responsibility. A few respondents felt that families should be given a priority and that flexible working was important for parents given the financial pressure for both parents to work.

### *Implementation*

The following points were raised that would need to be considered if flexible working were implemented:

- Suggestion that a right to request flexible working should be dependent on length of service with a particular employer
- Ensuring that good, clear guidance is available for employers about how to manage requests, what process to follow, how to evaluate requests, whether requests can be prioritised and what were good reasons for refusing requests.

- Consider whether flexible working arrangements could be reviewed annually rather than agreed on a permanent basis.
- Consider whether flexible working arrangements could be offered on a trial period and then reviewed.
- It was suggested that very small businesses not be required to implement flexible-working arrangements.
- One respondent suggested that employers be allowed to pro-rata benefits as well as pay – i.e. only covering half the health insurance costs of part time staff.
- It was suggested that the States could have a role in developing best practice *“Illustrating how flexible working can work for employers is important; this could be an area for ongoing involvement, to work with employers, run pilots, review where it works well and where not (for employers and employees), to better understand different working models, and continue to inform advisory information and associated initiatives”*.

#### Other Comments

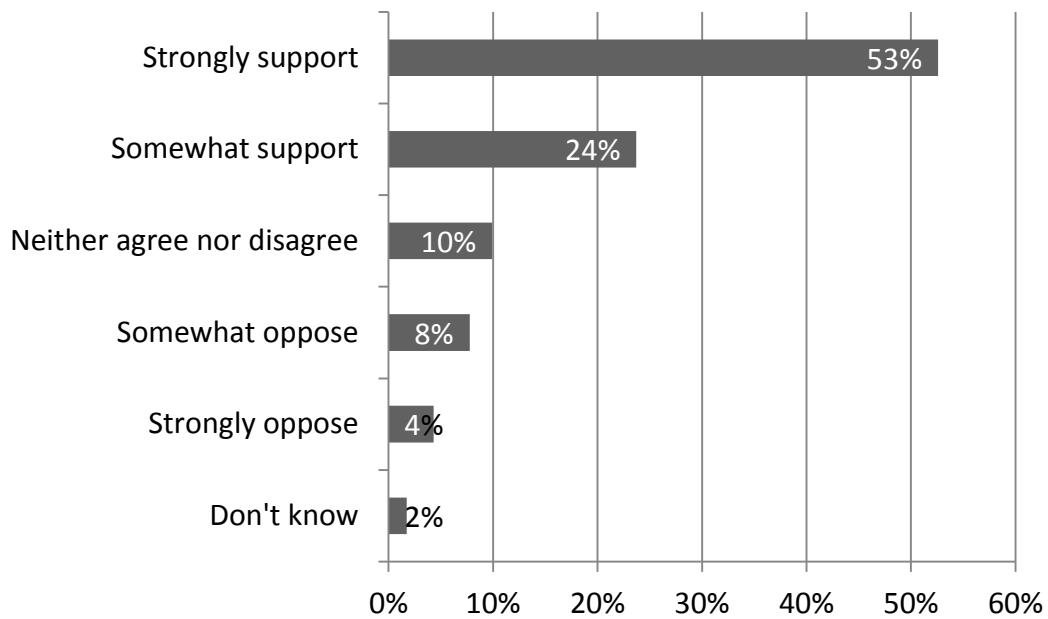
- Flexible working as a measure by itself was felt to be insufficient support for working carers, social care support for the person they were caring for, information and advice were also important.
- The gendered dimension of flexible working was mentioned. Often women were taking on caring roles and family responsibilities.
- Some people felt they were unable to afford to work flexibly, or reduce hours as this entailed lower income and they, for various reasons, had been unable to save for retirement.

## Age Discrimination Legislation

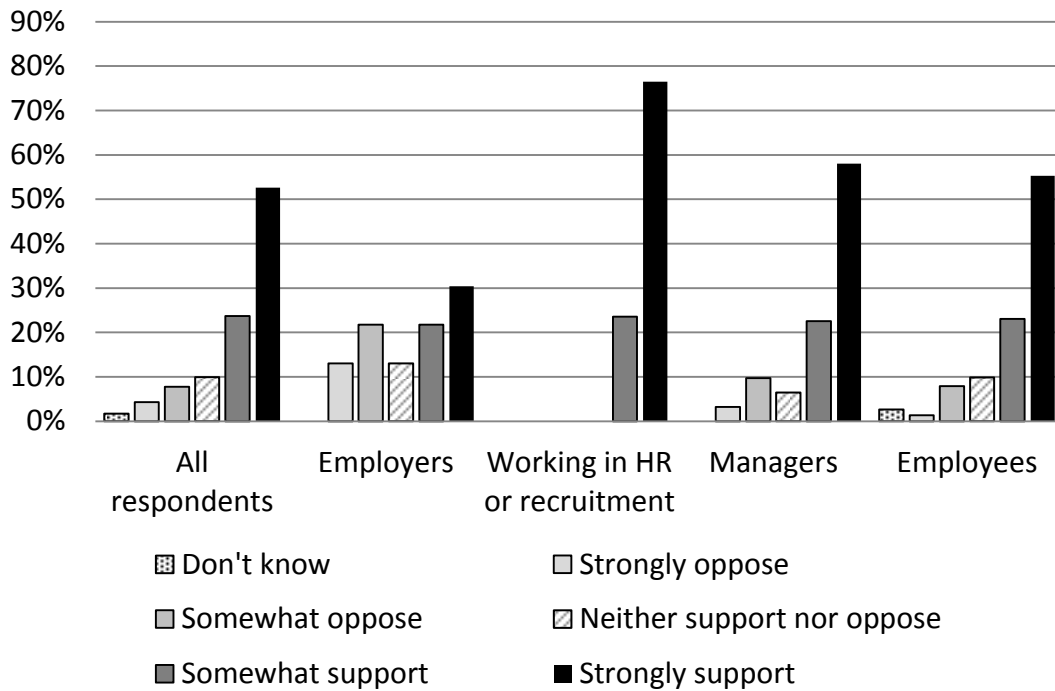
The vast majority of respondents seemed to agree that age did affect employment decisions including, but not limited to, the use of contractual retirement ages. There was more debate around whether age discrimination legislation was an effective way to address this, with 77% of respondents supporting legislation but concerns and debate raised in comments.

### Would you support the introduction of Age Discrimination Legislation?

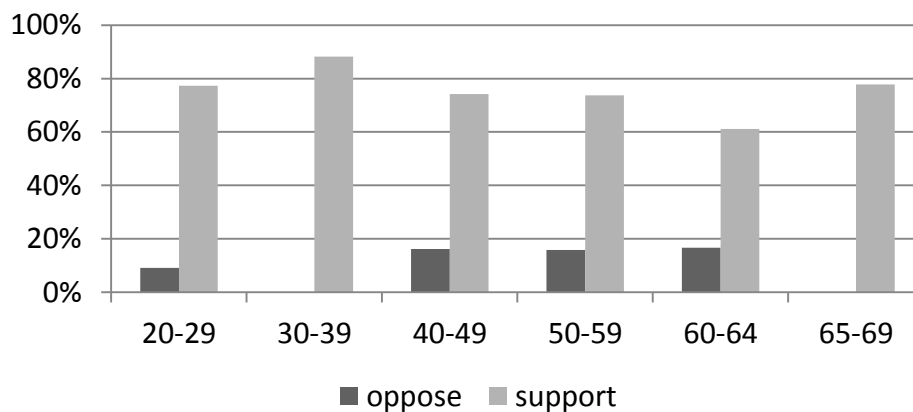
*(232 responses)*



There was more opposition and less support amongst employers compared to other groups, though 52% of employers who responded supported the introduction of age discrimination legislation.



There was majority support in all age groups though this was not as strong in respondents approaching state pension age.



## Equality law

One respondent suggested developing an overarching piece of equality legislation for all protected characteristics rather than focusing only on age discrimination.

## Retirement age

There was a division amongst respondents. Some felt strongly that people should be able to choose when they wanted to retire - whether this was earlier or later than State Pension Age. A small but significant minority suggested that they felt that a fixed retirement age (at State Pension Age or higher) was helpful as it helped people to plan retirement, helped employers to plan succession and gave a clear date for a performance review and discussion about continuing with the possibility of contractual working being offered from this date forward. There were concerns that in the absence of a specified retirement age there were overtones of *'work until you die'* and that a set retirement age in some way protected a person's ability to retire and was *'almost an excuse to leave work'*.

Some of those that were supportive of the idea of a fixed/default retirement age were also supportive of legislation which prevented people under the State Pension Age being discriminated against on the basis of age.

As an alternative to retirement ages specified in contracts, some companies already used incentive systems to encourage employees to give good notice about when they intended to retire so that they could use this when planning their workforce. Honest conversations could also help to plan around individual's retirement or progression into new roles or careers. If there was concern that these conversations would make employees suspicious that employers were trying to dismiss them, then it could help to develop a practice of having conversations from an early point in a person's career.

## Redundancy and discrimination

There were concerns that age discrimination legislation would not protect older workers from redundancy.

Some felt that discrimination was likely to happen through other routes if age discrimination legislation were introduced *"no policy, regulation and assistance will stop older workers being discriminated against"*.

## Insurance

There were concerns that Permanent Health Insurance and other forms of insurance were more expensive for older employees, or were not provided by insurers for people beyond a certain age. This meant that to provide the same benefits package to older staff would not be possible or would be more expensive. Some felt that older people should be provided with the same benefits, others felt that it would be against the interests of older employees to require employers to provide the same insurance for them, as this would likely incentivise discrimination.

## Dependent on sector

Some respondents felt that the issues associated with age discrimination were very sector-specific as age-related conditions had little effect on the ability to perform in some roles, and more effect on others.

Points respondents made AGAINST introducing age discrimination legislation:

*“having a fixed retirement age also ensures a turnaround in staff and vacancies”*

concerns about job availability for younger workers, concern about career progression, the need for people to step into different or less demanding roles as they approach the end of their career

Concerns around the dignity of employees being managed out on grounds of performance. For example:

*“I think big issues will arise with older workers no longer being able to do the job. This can result in problems for both the worker (anxiety about technology, performance issues), and the employer who will have to potentially end peoples career on a low point by using performance as a reason to terminate a contract rather than a planned retirement at a younger age.”*

*“a bitter end to a long and fruitful career”*

There were concerns that an individual would not be able to accurately judge whether or not they were continuing to perform well.

Concerns about ‘red tape’ and business costs associated with legislation:

*“Before we introduce age discrimination legislation I would like to see some meaningful statistics of incidents. Additional laws increase costs to doing business - Guernsey needs to avoid replicating the complex red tape in other jurisdictions”*

*“must not be too restrictive upon small employers”*

*“excessive burden of legislation”*

*“Legislation simply leads to cost to the employer, employee and State”*

some job roles take a significant time to train someone into and recruiting older people into these roles would mean that the cost of training would never be recuperated

organisations that discriminate will continue to do so but offer alternative explanations to mask their treatment of older workers: *“no policy, regulation and assistance will stop older workers being discriminated against”*

*“their salaries and perks built up over many years far outweigh what a new younger staff member would earn. The younger staff member would often reach the level of competency quickly”*

some job roles take a significant time to train someone into and recruiting older people into these roles would mean that the cost of training would never be recuperated

Concerns, from the employee’s perspective, about the quality of performance management and the potential, if performance management became more of a focus, for this to be used to ‘get rid of staff’

age discrimination legislation would allow younger people to challenge decisions made which favoured older workers

legislation would make short term contracts and zero hour contract working arrangements more attractive to employers in order to avoid performance management

older people may benefit from different kinds of roles so there should be a focus on initiatives specifically targeted at older workers rather than a focus on equalising different treatment

employers will be more confident about employing older people on contracts – legislation could lead to unintended consequences

Where contractual retirement ages are used, it was noted that both parties choose to sign the contract

*“larger organizations will find ways around this with no problem at all for instance a fixed term contract”*

Points respondents made FOR introducing age discrimination legislation:

Some people mentioned incidences of people being asked to leave because they had reached a contractual retirement age. *"I constantly see valuable resources being forced to retire at 65".*

*"age discrimination would also protect younger workers"*

*"Guernsey wants to sell itself as a progressive powerhouse where new industries evolve. Our out of date discrimination laws directly oppose this."*

Many respondents felt that using age to make employment decisions was arbitrary and the important factor was performance:

*'arbitrary cut off date of 65 seems nonsensical to me'*

*'I know 90 year olds who look after their 65 year old neighbours'*

*'Dad is 72 years old and he is fitter than me'*

legislation was necessary as employers would not follow best practice guidance without it

*"I cannot see attitudes changing quickly enough without legislation in place."*  
Attitudes were felt to be important in making sure that opportunities were available to older people and it was felt that legislation was important in driving attitude change.

Some respondents were positive about age discrimination but were cautious about the need for there to be good performance management alongside this to ensure that people who stayed on were capable of doing their work. *"something included in the legislation to say that an Employer has rights if someone was to continue working but ended up not being capable"*

Some supported all discrimination legislation and fundamentally believed in equal treatment

access to work is vital to help to support wellbeing - legislation is necessary on these grounds

There were concerns about a myth many employers believed about people 50+ having 'less years' left compared to younger workers, when younger workers may leave their jobs for other employers, to relocate, or for family reasons.

*“the more choice the better”*

age discrimination legislation would offer more choice for both employees and employers with regards employment decisions.

*“Mature people have a lot to offer in the workplace”*

*“older person is better placed to deliver in certain sectors”*

Some felt that attitudes needed to change towards ‘retirement age’: *“I have already encountered an attitude from some colleagues that I will ‘be retiring soon’ despite the fact I have never mentioned it. I would like to work to age 70 and feel capable of it, and have kept up all my skills in anticipation of this”*

Some suggested that the legislation was necessary to deal with the public financial situation and the need to support people to have good income post State Pension Age.

*“no protection for individuals”* without legislation

Legislation would assist older employees to gain access to training

Doesn’t affect employers who have already adopted best practice, it would level the playing field.

Could save money on health and welfare and lead to long-term economic expansion.

Other comments:

- *“Don’t consult just introduce the law”*
- Employees were concerned that older staff members may not receive the same sick pay or health insurance as younger workers.
- There were concerns that people were being kept on by the same employer but moved from a permanent position to a short term contract in which the remuneration package offered was less even though the work and hours undertaken was the same.

- It was suggested that employers be given the right to reduce a person's contracted hours once they reached a certain age.
- There was a concern about timing and that if the pension age were introduced gradually and age discrimination legislation were not introduced before 2020, this would give employers the opportunity to dismiss older members of staff before the legislation is introduced.
- It was requested that if legislation was introduced, good quality guidance was issued to employers about how to manage changes. A source of ongoing guidance and a place to direct enquiries would also be helpful.
- It was suggested that employers and employees did not understand the current position on using ages in contracts well, and that education on this could help employers to manage the process better.
- If legislation is not introduced it was suggested that there would be need for significant change to culture and attitudes.
- It was noted that there were special rules around judiciary at the moment and the use of peer reviews to determine competency was discussed.
- It was queried whether, if a law was introduced, this would have implications for existing contracts with ages in or whether it would apply only to new contracts.
- It was felt that if an employer wanted to retain an employee at present they would extend a contract when they reached retirement age. Consequently, it was felt that this was not a priority compared to other proposals.

## Mid-life reviews

### Overall reaction to mid-life reviews

Many people showed support for the idea of a mid-life review and thought that having this information and option available would help.

Some respondents raised concerns about mid-life reviews, the following points were made:

- mid-life reviews are a good thing but not enough on their own to support people to change career when they need to
- may be effective to provide more mid-life training opportunities and apprenticeships rather than promoting mid-life reviews
- a State-funded Careers advice service which was specifically targeted at older people would be more effective than mid-life reviews
- concerns about the cost of providing mid-life reviews and concerns about the service being contracted to the private sector
- concerns that the reviews not offer specialist information from people who were not qualified to give this information as this may give the government a liability for people making poor decisions if this was based on poor advice, recipients also needed to be able to trust the advice they were given.
- concerns that the reviews would need to meet such a diverse range of needs in order to be effective that they would not be workable
- some people may '*adopt the "ostrich" position*' and not engage with planning for their future. Some felt that there needed to be a clear reason or incentive for people to participate.
- mid-life reviews would not help people who had 'golden handcuffs' (i.e. mortgages, and other financial commitments that require them to earn a higher salary).
- some felt the concept was patronising
- there were concerns about the cost implications of creating a facility that people actually wanted to use.
- There was a suspicion that mid-life reviews would be seen as an 'HR tool' and people would avoid them, believing that they were not in their best interests.

- It was felt that the mid-life review was not necessary as the information and advice was already available if people went looking for it and it did not need to be formalised.
- There were concerns that family responsibilities meant people could not change career in mid-life

### Age of review

There were a number of comments that suggested that there should be information and advice about pensions, savings, finances and career planning from school upwards – particularly given the expectation that people may change career several times in their lifetimes.

It was suggested that an online pension calculator be provided to help people to work out how much they needed to save in order to have a comfortable retirement. It was also suggested that the amount the States pension pays out should be more widely publicised in order to highlight that this was not enough to live on.

Others suggested that the reviews start at a younger age, with suggestions about 30 being an important age; that two reviews be offered one earlier and one later; or that reviews be offered every 10 years from age 30.

### Content

With regards the content of the reviews the following comments were received:

- It was suggested that the reviews include career guidance with referral to the Careers Service but was noted that it was perceived that the Careers Service tended to focus on school-aged people and graduates at the moment.
- It was suggested that the review could help people to create a plan focusing on what a person would need to do to achieve their goals and when.
- Several people highlighted the importance of a financial element and thought this should include:
  - Pensions advice
  - Mortgages
  - Equity-release
  - Access to pension statements
  - Costs of long-term care to plan for
  - Financial changes to plan for (e.g. loss of health insurance when you leave employment)

- Savings schemes
- It was suggested that the different types of flexible working could be considered in a review
- Care and support options for relatives
- Helping people to transform 'bad habits'
- 'peaceful parenting workshops'
- How to change career
- Health - Current health and how to keep healthy in old age; occupational health advice if needed
- Writing a will
- Capacity legislation
- Access to training courses
- The projected cost of living was requested
- Job satisfaction *"let's try to make people HAPPY in work"*

#### Who should deliver?

There was some discussion about the idea that employers provide the service for their staff. Some felt that employer-led mid-life reviews would be a helpful way to manage performance. Others were concerned that this would be inappropriate as the advice provided would not be impartial.

Some respondents were concerned about the idea that private sector firms could offer mid-life reviews but not provide impartial information, which could lead to people making bad decisions. An accreditation was suggested, which people needed to earn to prove that their service was a particular standard in order to be able to offer reviews.

#### Delivery

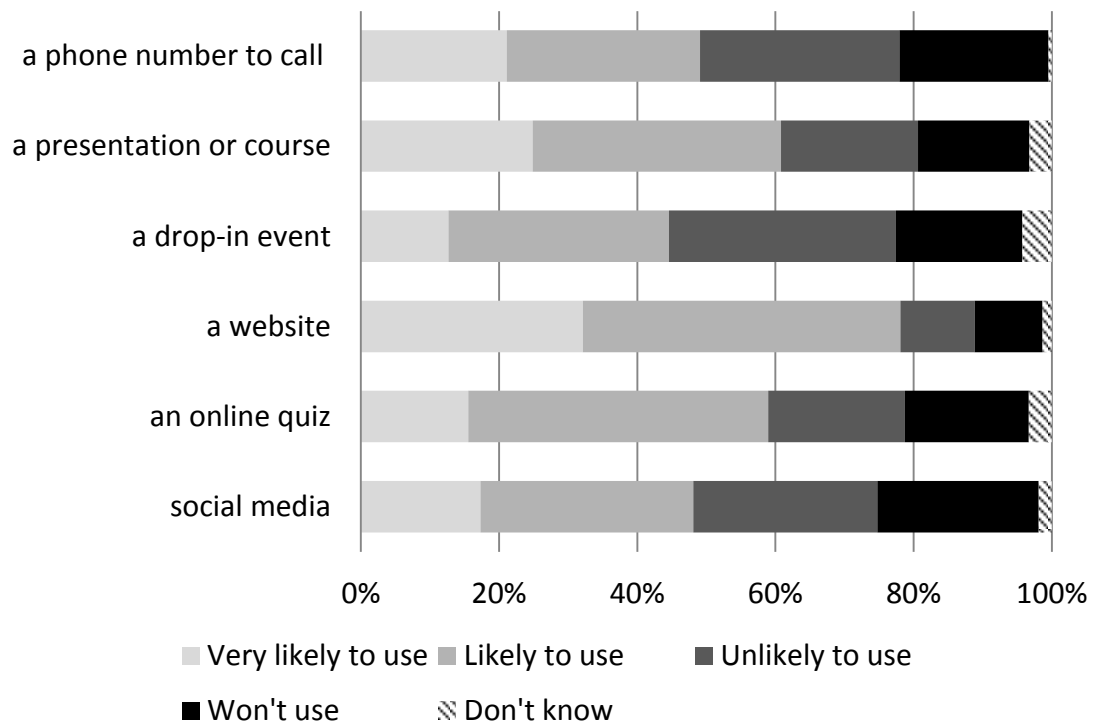
- Several people commented that they would prefer to see someone one-to-one and face-to-face than to use a group or web or phone based delivery.
- Involving people in their 60s to give advice in mid-life reviews was suggested.
- It was suggested that case studies should be publicised around islanders who had successfully made changes in their career, and how.

- A number of respondents suggested that a website would be insufficient and there would need to be some post/e-mail/ phone-call contact in order to engage people.
- It was suggested that having a few different options of how to engage with the information would be important (e.g. a website, a presentation, a hotline)
- Some suggested a questionnaire which could be analysed and then discussed.
- Some felt it should be mandatory, others voluntary.
- Could be marketed through tax returns
- It was important that it be personal, relevant, independent, objective, approachable
- It was suggested that there might be trigger points at which someone could be directed for a review – e.g. becoming a carer, divorce/relationship breakdown
- Some felt there should be the option for follow ups after a review
- Multimedia presentation of information was thought to be helpful as it made the information more accessible. Some preferred a printed format.
- It was highlighted that there needed to be inclusive options as not everyone had numeracy or literacy skills to read through complex information themselves.
- It was suggested that GPs could socially prescribe mid-life reviews.
- Need to ensure there are not issues with waiting times.

In terms of format, of those listed the website seemed to be by far the most popular option across all age groups.

## If you were undertaking a mid-life review, which format would you be most likely to engage with?

(229 responses)

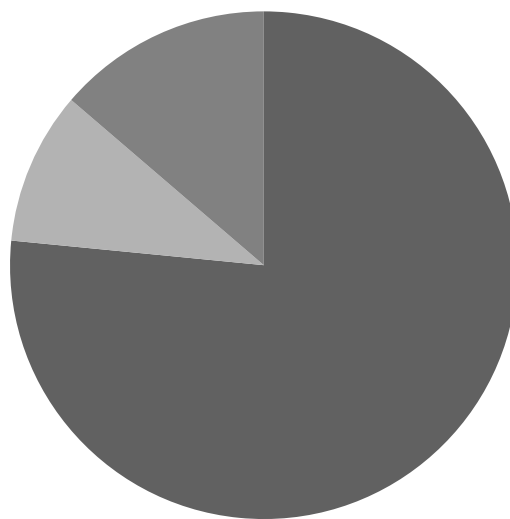


## Financial impact on those unable to continue

Most respondents supported the idea of reviewing whether there was a possible way to limit the financial impact for those who will be most affected by the change in the State Pension Age.

### **Would you like to see us review whether it is possible to limit the financial impact for those who will be most affected by the change in the State Pension Age?**

*(226 responses)*



- Yes, I would like to see you review this
- No, I do not think there should be any additional support
- Don't know

## Be proactive in making people aware of support available

It was suggested that there was a need for Social Security to be proactive in making people aware of the support available – both for people who were at risk of leaving the labour market early, but also for old age pensioners who have been unable to save for a second pension.

## Support for a review

- There were some concerns raised about the pension age increase being too high.
- Some felt that the increase in pension age adversely affected some more than others and that the States should compensate for this.
- Some felt there was a need for a transitional arrangement to support people as people got used to the new, higher, pension age.
- Some respondents felt that it would be unfair to ask a person to re-train to a different career if they had become unable to continue in their original career.
- Several respondents were clear that they would only support financial assistance for people who were genuinely in need and were below a means-test threshold.

## Arguments against undertaking a review

- Some felt that people in this age group should not be treated any differently from other benefit claimants if they were in need of support and could have access to invalidity benefit or other incapacity benefits if they were unable to continue to work. Benefits should provide a 'safety net'.
- There were concerns about the costs of investigating this option.
- There were also concerns about the cost of delivering this option given the existing sustainability issues with public finances.
- There were concerns that benefits could impact a person's incentive to save if too generous.
- One respondent was concerned about universal benefits giving money to those who do not need it.
- Some felt strongly that people should be re-employed wherever possible before considering providing benefits.

It was suggested that support for people unable to work up to State Pension Age should include alternative employment, voluntary work, community service or 'time banking'.

There was a suggestion that it would be better to focus on prevention of people ending up in the situation where they were unable to work than to need to provide support for people through benefits.

Some respondents felt strongly that financial support for those most affected and unable to continue working should be a priority.

One respondent suggested lower retirement ages for manual workers.

There were concerns about the current rate of benefits paid being insufficient.

Some respondents suggested their support would depend on which options were being reviewed and for whom.

One respondent suggested that: *"There needs to be a much wider review of welfare/pension reform that also includes the impact of technology on employment and the health consequences of a penal welfare system. We need to have a more generalised basic income pilot and a huge focus on how we can use things like the sharing economy to reduce cost of living to tackle this in a much more progressive way than this. The challenge is much bigger than we realise."*

## Retirement Planning

There were comments suggesting that an easier way to access pension statements should be made available, preferably via the internet. It was suggested that a good time of year to publish statements would be just before most people completed their tax returns.

Pension education for people throughout their lives was felt to be key as well as better public understanding of how the UK and Guernsey pension systems interact.

There were some comments about people not understanding their social security contributions.

## Self-employment

There were concerns that self-employed people had less access to health insurance or private pension schemes and were often less able to save for their retirement. This means they could be disproportionately affected by increases in State Pension Age and could face challenges if the State Pension were not sufficient to live on.

One respondent felt that *“The big issue is the penal rates of tax/social security self-employed face post retirement (if before statutory OAP age) should they try to work on their own account.”*

There were suggestions that there should be more support for people going into self-employment and support for older people to start-up businesses.

# Comments and concerns about other policy areas and workstreams

These concerns connect to other work that is underway and have been grouped approximately according to Committee mandate.

## Committee *for* Economic Development

### Economic Development

**Job creation** - Some respondents highlighted the needs for more of the 'right kind' of jobs to be available for people to work in if people were to continue to work into their late 60s.

The need to address the **cost of living** in order to ensure that services and housing were affordable was highlighted as being important to enabling people to retire comfortably.

The general **need for a strong economy** to allow for growth and job creation was highlighted.

There was some concern that the ageing workforce would affect some industries more than others, and **industries which could not attract younger people** into them would suffer.

## Committee for Employment & Social Security

### Financial education

The need for good quality **financial education**, not only about pensions, but also about mortgages, taxation, social insurance, credit cards and banking was suggested as being important and it was suggested that there was a lack of impartial advice and guidance at present.

### Secondary Pensions

Supporting people to **take out pensions** in order to support them to have a better retirement income and have more choice over when to retire was suggested (N.B. the Committee is currently developing a Secondary Pension scheme – [www.gov.gg/secondarypensions](http://www.gov.gg/secondarypensions)).

Good information about the secondary pension scheme and about additional contributions were thought to be key.

#### Upper income limit for the State Pension

One respondent suggested introducing an **upper income limit for the State Pension** which would mean that people with annual income over a certain threshold could not receive the pension.

It was also suggested that people be given the opportunity to **permanently waive their right** to a State Pension if they did not need the income.

#### Workforce maximization and unemployment

Some suggested that they would like the States to focus on getting **unemployed people (under 65) into work** rather than trying to maximize the workforce by increasing pension age.

#### Claiming benefits

There were concerns about the stigma associated with claiming benefits. There was also a feeling that people unable to work beyond 65 should **not be judged** and that *'unfortunately Social Security has a poor reputation and are seen to look down on people out of work'*.

#### Contribution period for full State Pension

Some respondents commented on the fact that the **45 years of contributions** made it difficult for people to get a full State Pension. It was suggested that at the least there needed to be wider public understanding of this and the ability to make up missed contributions.

There were some concerns that more people did not **start paying** in to the insurance scheme until later than in previous years (due to spending longer in education) and that this had an impact on the sustainability of the scheme. Some suggested that people who started paying into the scheme earlier should be able to stop paying into the scheme sooner. One respondent suggested that people should be expected to work 50 years and those starting sooner should be able to finish sooner.

There were concerns raised about the difference between the employee and **self-employed contribution rate**.

There were concerns raised about whether **refunding contributions** to those who were working in the island temporarily was appropriate.

There were suggestions that the Social Insurance system should be opt-in and that **contributions should be voluntary**.

Equality and Rights organization

*“there have been no programmes by the States to train / raise awareness of diversity initiatives with local employers. This is fundamental. Until people can see and understand how a diverse workforce might look, feel, behave and perform, there is no perceived need to change. And until change happens there will remain a significant and useful chunk of the population which is underutilised.”*

Sufficiency of State Pension

It was suggested that older pensioners had been led to believe that the State Pension would provide sufficient income to live from and that they may need **additional support** due to lack of preparation for retirement.

There were general concerns raised about the State Pension being **insufficient to live on** and that this would leave people feeling that they were required to continue working, even after State Pension Age.

It was noted that **not being able to afford health insurance or private pensions** was common and it was argued that this was not the fault of individuals, but that the increase in the State Pension Age gave them less choice about when to retire.

Primary Care and Health insurance

**Health insurance costs for people over 65** were a concern, particularly given the impact this had on employers remuneration packages and the perceived costs of employing older workers.

The cost of access to Primary Care was suggested to be a barrier to the continuation of working. There was felt to be a contradiction in messages coming from the Committee due to the discussion to simultaneously suggest that they wished people to work for longer alongside speaking about **the removal of the consultation grant**.

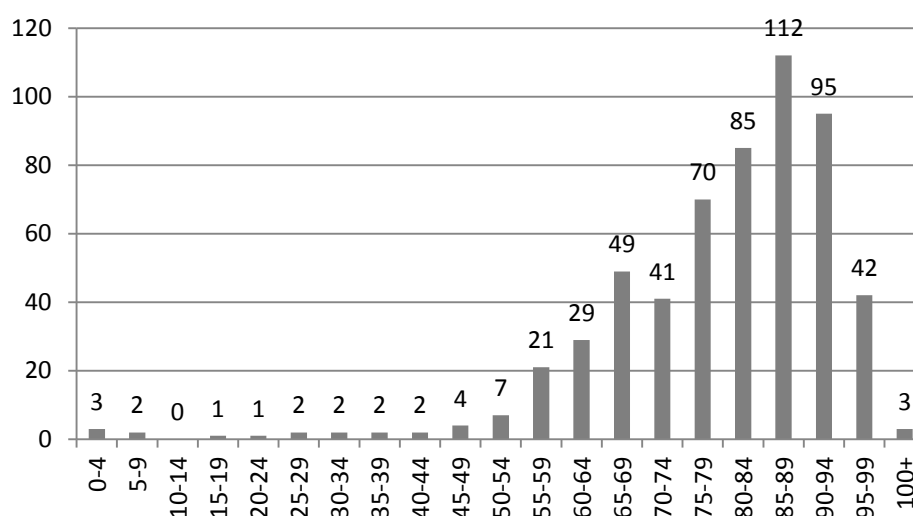
It was suggested that the States stop funding health care provision where people are being treated for **illness related to smoking or drinking**.

Pension age

A number of respondents commented on the previous decision to increase the State Pension Age which the States has legislated for. Comments included:

- A feeling that people were **entitled to a reward for working long and hard** and that this was being taken further away.
- Concern that by increasing the State Pension Age the States was **transferring cost to private business**
- Concerns that increasing the pension age was **not fair on younger islanders** if the deficit in the fund was caused by older islanders not having paid in enough over their life-times.
- It was suggested that **increasing pension contributions** would be preferable to increasing pension age.
- General objections towards the increase in pension age
- Objections that pension age was being increased and that a **perception that this was to subsidise life choices of people who were claiming benefits**. Suggestions that benefits be stopped or cut in order to protect the pension.
- Concerns that **not everyone would be able to continue** until 70.
- Concerns that increasing the pension age would **reduce morale** which would affect health and productivity.
- *“70 would make retirement age in Guernsey the oldest in Europe”*
- It was suggested that pension age be made *“20 years below Guernsey’s life expectancy”*
- Concerns about **people dying before they reach pension age**. This included a request for data on age of death. Of the 573 deaths of Guernsey residents who died in Guernsey registered at the Greffe in 2016 the age profile was as follows:

**Age at death, 2016 -  
Guernsey residents who died in Guernsey**



It should be noted that the following caveats apply.

- This is only one year's data and may not be representative.
- The profile of age at death may change significantly by 2049 when the pension age reaches 70. It is difficult to take all factors into account to do this accurately (changes in lifestyle, developments in medicine etc.).
- Retirement age may sometimes influence age of death.
- Deaths of people resident in Guernsey is not the same as deaths of people eligible for a State Pension – some people may be resident without being eligible for a pension, others may live elsewhere in the world and be eligible for a Guernsey pension.

#### Information for people who have pensions in other jurisdictions

It was felt that there should be better information about how pensions worked for people who had spent some time working in the UK, Jersey or elsewhere.

Concerns were also raised about the fact that some women expected to retire at 60 in Guernsey and their pension age had now been raised beyond 65 – more than a five year increase. It should be noted that the state pension age for men and woman has always been the same in Guernsey (it was originally 70, was reduced to 65 and is being gradually increased from 2020 to return to 70). It used to be different in the UK where women could retire at 60 and men at 65. Women who have spent some of their working lives in the UK may have their UK pensions, administered by the Department for Work and Pensions, affected by the decisions on state pension age made by the UK

government. This might mean that women who have moved to Guernsey from the UK may have a more complicated picture with regards to accessing their pensions.

You can find further information about UK State Pension age here:

<https://www.gov.uk/state-pension-age>

The pensions team can assist with enquiries around how the UK and Guernsey state pension link (01481 732506; socialsecurity@gov.gg).

#### Equality and Rights Programme

Some consultees noted the importance of **Disability Discrimination** Legislation in supporting people to work for longer.

Some consultees felt that there was a need for comprehensive anti-discrimination legislation to be brought forward.

#### SLAWS / Long-term Care insurance

Some respondents objected to the fact that if they worked hard for longer they may then have to use their savings or property assets **to pay for long-term care** and would not benefit because the States would meet the cost otherwise.

One respondent raised concerns about the profit levels of care homes on the island.

#### Policy & Resource Committee

##### Cost of government

There was the suggestion that the States could **operate more efficiently** to reduce tax spending. It was suggested that by efficiency savings enough could be gained to prevent the need for a pension age increase to sustain the pension fund.

Others felt **tax increases** were necessary to support public services.

There were concerns raised about the States of Guernsey **employee's pension scheme** being more generous than those available in the private sector.

A **Guernsey University** was suggested as a way to bring more younger people onto the island.

##### Revenue impact of career change

There was some concern that if people were changing career more frequently in their working lives then this would **affect tax revenue** as they were likely to go through periods of earning less.

#### Tax on pension contributions

It was noted that under the current system people contributing to a pension fund must claim from that fund and ceased to be eligible for tax-relief on contributions at the age of 75. It was queried whether, in future, this age would be too low.

#### Carers Strategy

One person who had experience of being a carer highlighted that flexible working was not enough to prevent a carer from approaching burn out and that there was a need for more professional/social care support. They also highlighted that *“I was in no state to search out [support] by the time I was in most need”*.

One person queried whether there should be a *‘top up on the pensions contributions of someone who leaves work to become an unpaid carer’*. In response – it should be noted that if that carer claims Carers Allowance from Social Security, they will receive a credit towards their pension at present.

### Committee *for* Health & Social Care

#### Diet

It was suggested that to support people to live longer healthier lives the States should **increase the cost of unhealthy goods** and encourage people and communities to **grow and share food**.

#### Mental Health

It was suggested that Guernsey **trial using psychoactive drugs** to treat mental health conditions.

## Committee *for* Education, Sport & Culture

### Childcare provision

Some respondents highlighted the **high cost of childcare** and its impact on the workforce availability.

### Technological capability

It was felt that the issues to do with **older workers struggling with new technologies** were likely to be ongoing and not necessarily limited to this generation of older people as technology was constantly developing. Ongoing support for people to keep their tech skills up to date was suggested. It was also highlighted that many older workers had good skills when it came to using smart phones and it would be helpful for training to build on this.

It was suggested that it was worth finding ways to use the skills that older people do have in ways that complement the skills of younger workers.

## Committee *for* Environment & Infrastructure

It was suggested that **public transport links** were key to support people to work for longer.

### Overseas Aid Commission

One respondent was concerned about the fact that money was allocated to the Overseas Aid Commission and was not used in the local community.

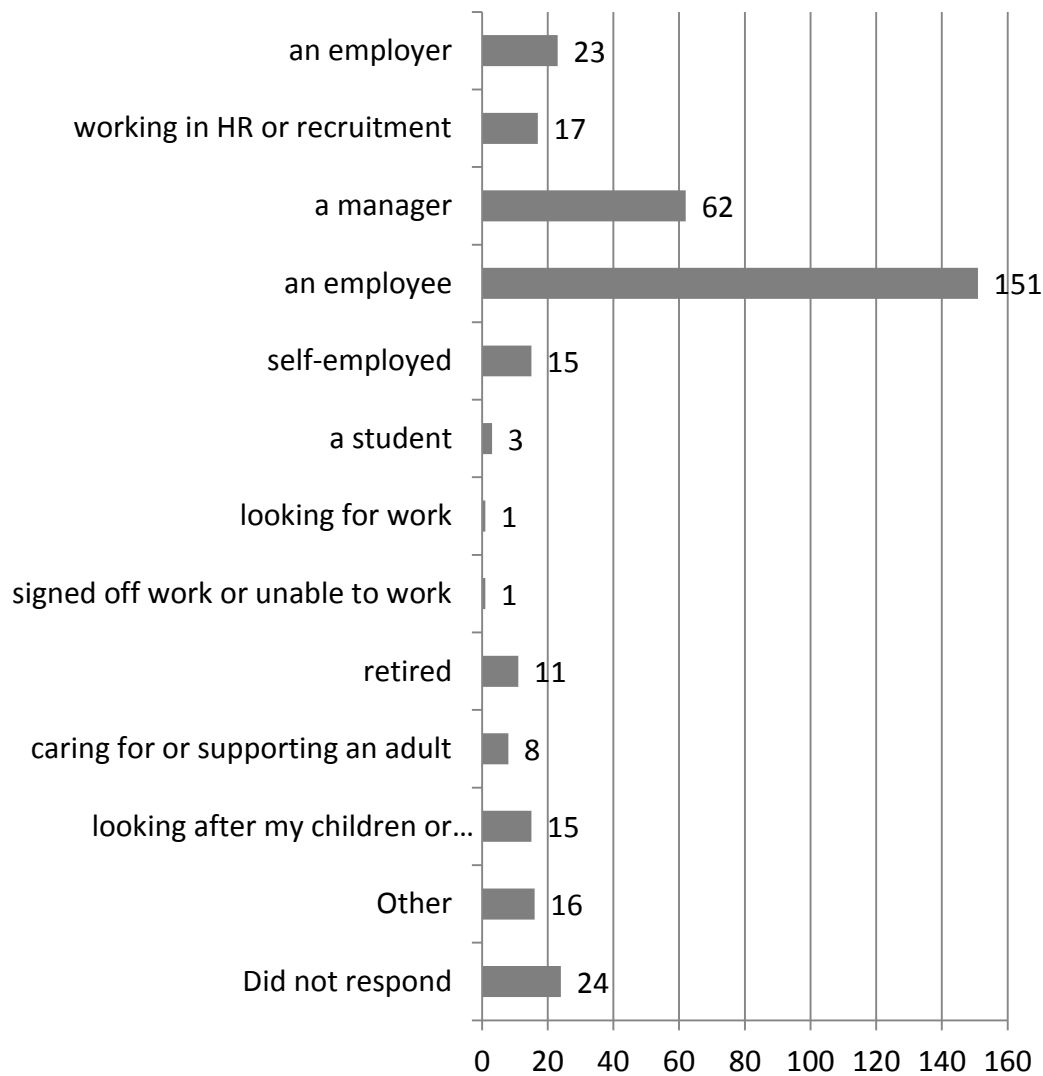
# Profile of online respondents

The majority of online respondents were middle-aged employees who work primarily in offices, but responses were received from a range of others.

## Economic activity of respondents

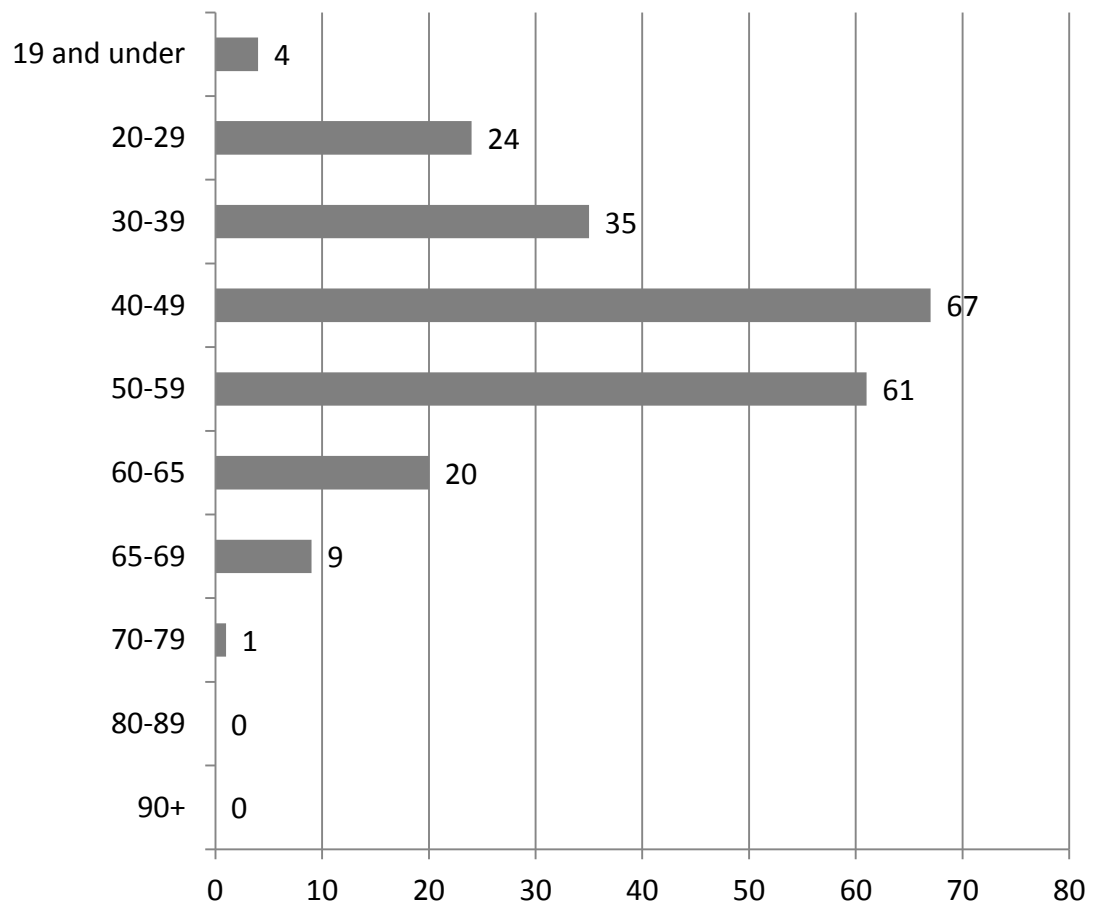
*Respondents selected all that applied.*

*(no. of respondents out of 248)*



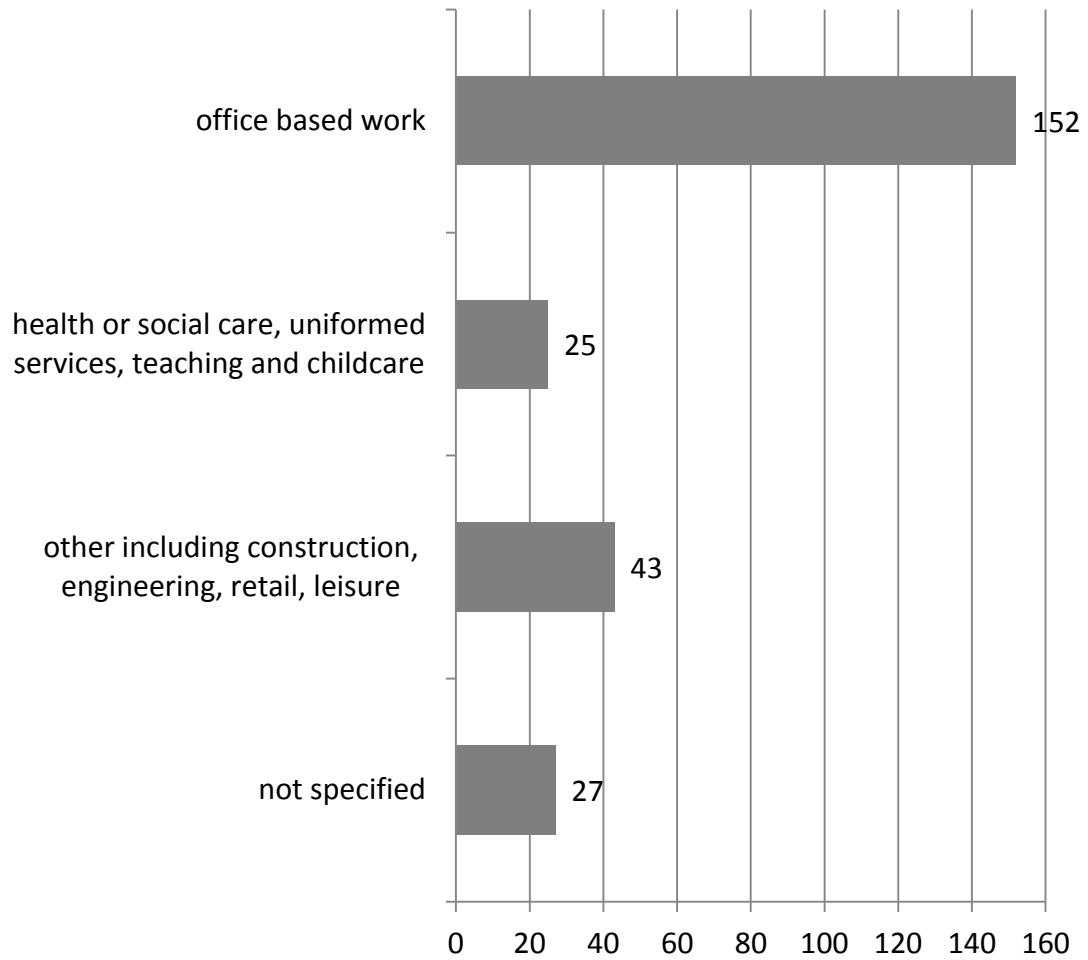
## Age of respondents

(no. of respondents out of 248)



## Type of work

(no. of respondents out of 248)



**Key Performance Indicators**

It is intended that the Committee will review these Key Performance Indicators annually to help to understand how the situation is changing.

Trends have been included where available, but it was not possible to generate a historic data series for all indicators. It is worth noting that, whilst, for the most part, the KPIs are either stable or already trending in the desired direction, once the State Pension Age starts to rise in 2020, it may become more challenging to keep trends stable.

As the pension age is rising at a rate of 2 months per year, it is not clear yet whether it will be possible to break data down to align with the State Pension Age as it increases. This is because, for example, people in the five year age bracket before pension age could be 63 and 4 months – 68 and 4 months, which may be more complex (or impossible) to extract from the data systems compared to the relatively easy 60-64 age bracket. As the pension age is moving, it will also mean that people who are 5 years younger than the current pension age during the transitional period will not actually be able to claim their State Pension in 5 years' time (rather, it will be in 5 years and some months' time). It may be that five year age bands will need to suffice if more detail is not available - the age bands should at least give an impression of how trends are changing.

<b>KPI 1:</b>	Increase in labour market participation rate amongst those aged 50-State Pension Age
<b>Data source:</b>	<i>States of Guernsey Data and Analysis (gov.gg/data): from internal data (as published in Facts &amp; Figures), after 2016 participation numbers are from the Guernsey Quarterly Population, Employment and Earnings Bulletin; after 2015 Population number in the age group are taken from the Guernsey Annual Electronic Census Reports</i>
<b>Islands covered</b>	<i>Guernsey, Lihou, Herm, Jethou</i>
<b>Explanatory notes:</b>	This is the total number of people employed and self-employed according to Social Security data, divided by the total number of people in the age group (as per the Electronic Census). Figures are used for the end of March each year.

<b>Data:</b>	<b>March</b>	<b>Employed aged 50-64</b>	<b>Self-employed aged 50-64</b>	<b>Total population aged 50-64</b>	<b>%</b>																								
	<b>2006</b>	6721	1405	11508	70.6%																								
	<b>2007</b>	7005	1429	11789	71.5%																								
	<b>2008</b>	7197	1427	12139	71.0%																								
	<b>2009</b>	7380	1441	12353	71.4%																								
	<b>2010</b>	7447	1437	12522	71.0%																								
	<b>2011</b>	7678	1502	12790	71.8%																								
	<b>2012</b>	7679	1443	12642	72.2%																								
	<b>2013</b>	7766	1439	12768	72.1%																								
	<b>2014</b>	7913	1450	12852	72.9%																								
	<b>2015</b>	7848	1556	12946	72.6%																								
	<b>2016</b>	8036	1591	13162	73.1%																								
	<b>2017</b>	8327	1597	<i>available Jan 2018</i>																									
<b>Graph</b>	<p style="text-align: center;"><b>Labour market participation rates of 50-64</b></p> <table border="1"> <caption>Labour market participation rates of 50-64</caption> <thead> <tr> <th>Year</th> <th>Rate (%)</th> </tr> </thead> <tbody> <tr><td>2006</td><td>70.6%</td></tr> <tr><td>2007</td><td>71.5%</td></tr> <tr><td>2008</td><td>71.0%</td></tr> <tr><td>2009</td><td>71.4%</td></tr> <tr><td>2010</td><td>71.0%</td></tr> <tr><td>2011</td><td>71.8%</td></tr> <tr><td>2012</td><td>72.2%</td></tr> <tr><td>2013</td><td>72.1%</td></tr> <tr><td>2014</td><td>72.9%</td></tr> <tr><td>2015</td><td>72.6%</td></tr> <tr><td>2016</td><td>73.1%</td></tr> </tbody> </table>					Year	Rate (%)	2006	70.6%	2007	71.5%	2008	71.0%	2009	71.4%	2010	71.0%	2011	71.8%	2012	72.2%	2013	72.1%	2014	72.9%	2015	72.6%	2016	73.1%
Year	Rate (%)																												
2006	70.6%																												
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2012	72.2%																												
2013	72.1%																												
2014	72.9%																												
2015	72.6%																												
2016	73.1%																												
<b>Trend:</b>	Ten year trend suggests a gradual increase in labour market participation amongst 50-64 year olds.																												

<b>KPI 2:</b>	Increase in median earnings amongst those aged 50-State Pension Age					
<b>Data source:</b>	<i>States of Guernsey Data and Analysis (internal data)</i> <i>States of Guernsey Data and Analysis RPI used for reflation.</i> <i>Figures at 31<sup>st</sup> Dec each year</i>					
<b>Islands covered</b>	<i>Guernsey, Lihou, Herm, Jethou</i>					
<b>Explanatory notes:</b>	We cannot currently determine the number of hours people work. Consequently, an increase in earnings could indicate that more people of that age group are working more hours, rather than that they are being paid more per hour. If working hours data becomes available this KPI will need to be reviewed.					
<b>Data:</b>	<b>Age band</b>	<b>Median earnings (£ p.a.)</b>				
	<b>Year</b>	<b>2014</b>		<b>2015</b>		<b>2016</b>
		<b>2016 prices</b>	<b>NOMINAL</b>	<b>2016 prices</b>	<b>NOMINAL</b>	
	<b>50-54</b>	34,172	33,412	35,181	34,778	35,971
	<b>55-59</b>	32,223	31,506	32,381	32,010	33,002
	<b>60-64</b>	27,806	27,187	28,448	28,122	29,002
	<b>65-69</b>	21,388	20,912	20,265	20,033	20,551
<b>Trend:</b>	There have been real increases in the median earnings of 50-64 year olds in the two year period between 2014 and 2016.					

<b>KPI 3:</b>	Decrease in the proportion of people aged 50-State Pension Age claiming benefits related to unemployment					
<b>Data source:</b>	<i>States of Guernsey Social Security – Monthly data published by Job Centre</i> <i>Total population figures from States of Guernsey Data and Analysis, Annual Electronic Census Bulletin.</i> <i>All figures at end of March each year</i>					
<b>Islands covered</b>	<i>Guernsey, Lihou, Herm, Jethou</i>					

<b>Explanatory notes:</b>	This covers all people 50-64 who claim unemployment benefit or supplementary benefit and are unemployed, including those who have undertaken a small amount of work during the week but are still looking for work (i.e. 'Total registered unemployed' rather than 'ILO definition unemployed').					
<b>Data:</b>		<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
	50-59	1.2%	1.4%	1.3%	1.2%	1.4%
	60-64	1.4%	1.1%	1.2%	0.8%	1.1%
	50-64	1.2%	1.3%	1.3%	1.1%	1.3%
	Total registered unemployed all working age	1.9%	2.0%	2.6%	2.4%	2.4%
<b>Trend:</b>	Trend seems to be steady with some fluctuation and has remained lower than the all working age figure.					

<b>KPI 4:</b>	Shorter claim length for all unemployment related benefits amongst those aged 50- State Pension Age
<b>Data source:</b>	<i>States of Guernsey Social Security – Monthly data published by Job Centre</i> <i>Snapshot at last week in the year each year</i>
<b>Islands covered</b>	<i>Guernsey, Lihou, Herm, Jethou</i>
<b>Explanatory notes:</b>	Includes people claiming unemployment benefit and jobseekers claiming supplementary benefit.

<b>Data:</b>		<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
	0 days	1	3	0	0	0
	1-3 days	0	1	1	0	1
	4-7 days	0	0	0	0	0
	1-2 weeks	4	3	1	1	3
	3-4 weeks	9	9	10	4	8
	5-8 weeks	10	19	3	15	17
	9-13 weeks	13	10	17	16	21
	14-26 weeks	28	21	21	27	19
	27 weeks-1year	12	14	18	16	18
	1 year-3 years	21	20	5	14	11
	3-10 years	6	7	7	2	3
	estimated mean claim length per claimant (years)	1.01	1.02	0.98	0.72	0.68
<b>Graph:</b>	<p>As we can see the longer claim lengths have a trend to shift towards the right, this means that the proportion of claims (of 50-64 year olds) being dealt with which are long-term is decreasing.</p>					
<b>Trend:</b>	<p><i>Claim length for unemployment related benefits have been decreasing in this age group.</i></p>					

<b>KPI 5:</b>	Decrease in proportion of those aged 50-State Pension Age claiming invalidity benefit		
<b>Data source:</b>	<i>States of Guernsey Social Security – internal data Population figures from Guernsey Annual Electronic Census and Alderney eCensus reports Both figures taken for end of March each year.</i>		
<b>Islands covered</b>	<i>Guernsey, Alderney, Lihou, Herm, Jethou</i>		
<b>Explanatory notes:</b>			
<b>Data:</b>		<b>2016</b>	
	50-54	3.1%	
	55-59	3.2%	
	60-64	6.5%	
	50-64	4.1%	
<b>Trend:</b>	[Historic data series not available]		

<b>KPI 6:</b>	Shorter claim length for those aged 50-State Pension Age claiming invalidity benefits		
<b>Data source:</b>	<i>States of Guernsey internal data – Social Security Data snapshot 1<sup>st</sup> February 2017</i>		
<b>Islands covered</b>	<i>Guernsey, Alderney, Lihou, Herm, Jethou</i>		
<b>Explanatory notes:</b>			

<b>Data:</b>		<b>2017</b>
	3-4 weeks	1
	5-8 weeks	0
	9-13 weeks	0
	14-26 weeks	12
	27 weeks – 1 year	44
	1-3 years	115
	3-5 years	83
	6-20 years	135
	11-20 years	139
	estimated mean claim length per claimant (years)	7.2
	<b>Graph</b>	<p>2017</p> <p>0% 20% 40% 60% 80% 100%</p> <p> <input type="checkbox"/> less than 13 weeks    <input type="checkbox"/> 14-26 weeks    <input type="checkbox"/> 27 weeks - 1 year  <input type="checkbox"/> 1-3 years    <input type="checkbox"/> 3-5 years    <input type="checkbox"/> 6-10 years  <input type="checkbox"/> 11-20 years </p>
<b>Trend:</b>	<i>[Historic data series not available]</i>	

<b>KPI 7:</b>	Lower proportion of people aged 50-State Pension Age claiming supplementary benefit					
<b>Data source:</b>	<i>Supplementary benefit claim figure from internal Social Security Data- snapshot at year end</i> <i>Population figures from Guernsey Annual Electronic Census and Alderney eCensus reports – using the figure for March the following year</i>					
<b>Islands covered</b>	<i>Guernsey, Alderney, Lihou, Herm, Jethou</i>					
<b>Explanatory notes:</b>	<i>This covers all categories of claim</i>					
<b>Data:</b>		<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
	<i>50-54</i>	<i>142</i>	<i>148</i>	<i>160</i>	<i>167</i>	<i>170</i>
	<i>55-59</i>	<i>135</i>	<i>137</i>	<i>139</i>	<i>130</i>	<i>140</i>
	<i>60-64</i>	<i>150</i>	<i>149</i>	<i>141</i>	<i>151</i>	<i>152</i>
	<i>50-64</i>	<i>427</i>	<i>434</i>	<i>440</i>	<i>448</i>	<i>462</i>
	Total population 50-64	13,291	13,381	13,459	13,669	
	Proportion of age group	3.2%	3.2%	3.3%	3.3%	
<b>Trend:</b>	Proportion of age group may be seeing a very small increase but relatively stable  (number of claims is increasing because the age group is increasing)					

<b>KPI 8:</b>	Smaller (lower cost) claims for supplementary benefit amongst those aged 50-State Pension Age		
<b>Data source:</b>	<i>Internal Data – States of Guernsey Data &amp; Analysis</i>		
<b>Islands covered</b>	<i>Guernsey, Alderney, Lihou, Herm, Jethou</i>		
<b>Explanatory notes:</b>	<i>Real prices calculated based on RPIX as published by States of Guernsey Data &amp; Analysis based on December figure each year.</i>		
<b>Data:</b>	Average weekly claim amount for supplementary benefit claimant aged 50-64:		
		nominal	Real (2016 prices)
	2016	£139p.w.	£139p.w.
	2015	£133p.w.	£135p.w.
	2014	£134p.w.	£138p.w.
<b>Trend:</b>	[Historic data series not available]		

**Further detail on proposed workstreams**

This appendix provides further detail on what work is intended to be undertaken in the proposed actions outlined in section 8 of the Policy Letter. The proposed actions are:

1. Communication and engagement with employers around the ageing workforce, age-friendly employment and flexible working (section 6.2)
2. The development of detailed proposals for a right to request flexible working to be returned to the States (section 6.3)
3. The development of detailed proposals for age discrimination legislation to be returned to the States (section 6.4)
4. Providing information and advice to people mid-career about career change, career development and other relevant issues such as retirement income, health and caring for family members (section 6.6.9)
5. A third phase to the SOHWELL project investigating access to Occupational Health (especially for small businesses), attitudes to Occupational Health and early intervention for musculo-skeletal disorders (section 6.5)
6. The Committee will work with the Committee *for* Education, Sport & Culture to investigate whether there is a 'spend to save' opportunity to provide subsidised training to a targeted group. (section 6.6.11)
7. The Committee will review whether the pensions and benefits system could be adjusted to support those most impacted by the pension age changing (section 6.7)
8. The Committee will explore whether it will be possible to gather data on working hours and occupation through changes planned in existing workstreams (section 6.8)

Please note, as above, that where the length of staff time required is estimated this is based on Full Time Equivalent (FTE). This means that even if the right staff resources are available, if the staff member is undertaking several projects at once this will take longer than the stated time to deliver.

1. Communication and engagement with employers around the ageing workforce, age-friendly employment and flexible working (section 6.2)

<p><b>Desired outcome:</b></p>	<p>More employers and line managers adopting and implementing best practice in HR procedures for flexible working, managing older workers, supporting carers and supporting Occupational Health and Wellbeing. More employers innovating around phased retirement options, workplace wellbeing, and recruiting career changers. More employees aware of the increased pension age and what this might mean for them.</p>
<p><b>Options considered:</b></p>	<p>This work is likely to involve development and sharing of information with employers in written (and possibly multi-media) formats and the arrangement of meetings and events to discuss issues with relevant key stakeholders, working with partner organisations where possible and appropriate. It is felt that the exact methods of communication and engagement would need to be considered as part of the work by the officers taking the work forward.</p> <p>It would be possible to undertake some communications work through existing routes (for example the Employment Relations Service webpage, the Health Promotion Unit, the Health &amp; Safety Executive and, if established, the Equality and Rights Organisation). Whilst these organisations can be involved, some central coordination of key messages and engagement with employers is recommended.</p>
<p><b>Scope:</b></p>	<p>Developing a 'business case' around why businesses in Guernsey should be interested in Longer Working Lives and the ageing workforce.</p> <p>Promoting improvements in occupational health and wellbeing at work.</p> <p>Addressing misconceptions about older people.</p> <p>Discussing issues that arise from the proposed introduction of age discrimination legislation – the performance management of older people, managing retirement and succession planning.</p>

	<p>Promoting phased retirement, sabbaticals, and flexible working. Offering case examples of arrangements that have worked well.</p> <p>Raising awareness of the issues carers face, and ways in which employers can support carers.</p> <p>Promoting entry-level opportunities for career changers in mid to late life.</p>
<b>Resourcing:</b>	<p>If this were taken as a stand-alone project it is estimated that this would require 8 months FTE staff time. However, it will also be explored as to whether it is possible to integrate this work with communications work from other projects underway within Employment &amp; Social Security.</p>

## 2. The development of detailed proposals for a right to request flexible working to be returned to the States (section 6.3)

<b>Desired outcome:</b>	<p>A higher proportion of people able to combine work with family responsibilities</p>
<b>Options considered:</b>	<p>Promoting flexible working through communications was considered and consulted on but there was significant support for also introducing a law in the consultation.</p>
<b>Scope:</b>	<p>Develop a code of practice on flexible working and advice for employers.</p> <p>Develop the legislation for a legal right to request flexible working, modelled on the UK and Jersey legislation and issue guidance to employers.</p>
<b>Resourcing:</b>	<p>If largely following the existing UK and Jersey model it is anticipated this would take 6 months FTE staff time to introduce. There would potentially change in demand in the form of further queries for the Employment Relations Service to respond to (though they already do manage some queries in relation to flexible working).</p>

3. The development of detailed proposals for age discrimination legislation to be returned to the States (section 6.4)

<p><b>Desired outcome:</b></p>	<p>To address issues around people being ‘retired’ prematurely. To address other issues associated with age discrimination including around recruitment and training.</p>
<p><b>Options considered:</b></p>	<p>There are a number of options in terms of how this could be addressed. It would be possible to try to influence employer behaviour through communication. More research could be done before taking action. Neither of these would move towards providing protection to people who are at risk of being discriminated against.</p> <p>Legislation could be introduced covering only employment (not goods and services). Whilst this would meet immediate concerns raised in Longer Working Lives, it would be beneficial to other workstreams (for example the Supported Living and Ageing Well Strategy) to consider ageism in the provision of goods and services, and makes sense to take this work together.</p> <p>It was felt that age discrimination legislation covering employment, goods and services would be the preferred option.</p>
<p><b>Scope:</b></p>	<p>To introduce a law protecting people against age discrimination in employment, goods and services, to adjust the tribunal system to enable the enforcement of such a law and to produce guidance on the law for employers.</p>
<p><b>Resourcing:</b></p>	<p>It is estimated that this would require around 1 year FTE of an experienced Policy Officer’s time, not including legal drafting resources.</p> <p>Some input would be needed from the Employment Relations Service, so the work would depend on some capacity to contribute to the workstream from that team.</p> <p>There will be ongoing costs associated with answering queries</p>

	and administering the tribunal. It is hard to predict what additional ongoing demand this will place on the Employment Relations Service. However, in some cases this will not be 'new' cases as the Service already provide some advice to enquiries about ageism and retirement.
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4. Mid-Career Reviews (section 6.6.9)	
<b>Desired outcome:</b>	<p><i>Primarily:</i> To prompt people who are at risk of not being able to continue in their career until retirement age to be able to take action to change career before a crisis point is reached.</p> <p><i>Secondarily:</i> To provide people with other useful planning information which can improve their retirement income and help them to stay in the workforce; to help people to recognise and address emerging lifestyle and health issues; to support motivation, personal development and purpose at work.</p>
<b>Options considered:</b>	<p>There are a range of different ways that could progress towards the outcomes identified. These range from low-intensity interventions like boosting the advertising and awareness of existing information and advice providers at the target age group, through to providing one-to-one sit down reviews to discuss individual concerns. It seems sensible to trial something that balances the need for improved information, against managing the resource costs of one-to-one intensive support. Consequently, it is suggested that web-based information is developed which provides a structured way to think through common issues and signposts people to sources of support whilst simultaneously running an event or series of events which can provide an opportunity for face to face contact.</p>
<b>Scope:</b>	<p>The information is not limited to career change, but should help to prompt people to think through planning their later career and transition to retirement.</p>

<b>Resourcing:</b>	It is estimated that the creation of a source of web-based information would take 6 months FTE and a further 2 months FTE would be required to arrange an event(s); some of this work could be administrative level. Further costs might be incurred in printing, advertising and room hire. If the event(s) were taken forward annually this would be a further 1 month FTE per year.

5. SOHWELL 3 (section 6.5)	
<b>Desired outcome:</b>	To maximise the workforce by increasing the number of people staying in work or returning to work earlier, after an illness or injury.
<b>Options considered:</b>	<p>The possibility of prioritising only one of these workstreams to progress was considered. However, as all three have connections to other work underway and since attitudes and access to occupational health might be investigated and/or addressed simultaneously; it makes sense to take all three of these actions forward.</p> <p>It is felt that with the professional connections of the Benefits team and Social Security's Medical Adviser it will not be necessary to hire external consultants to investigate these areas in the first instance, but that work can be done by staff.</p>
<b>Scope:</b>	<p>This work should include engagement, consultation and research with employees, employers and partner organisations; analysis of available in-house statistics; and review of the success of trial interventions in the UK and further afield.</p> <p>The following three issues should be investigated further:</p> <ul style="list-style-type: none"> <li>- the need for access to early interventions for back pain and other musculo-skeletal injuries</li> <li>- access to occupational health advice and support – particularly for self-employed people and small businesses.</li> <li>- addressing negative beliefs about or attitudes towards</li> </ul>

	Occupational Health from employees and/or managers and employers Different options for addressing each issue should be assessed.
<b>Resourcing:</b>	It is intended that this is resourced as the continuous improvement element of the business as usual work of the Benefits Section. If, having undertaken further investigation, it becomes clear that additional resource is required this will be raised at a later date.

6. The Committee will work with the Committee <i>for</i> Education, Sport & Culture to investigate whether there is a 'spend to save' opportunity to provide subsidised training to a targeted group. (section 6.6.11)	
<b>Desired outcome:</b>	To come to an agreement between the Committee <i>for</i> Employment & Social Security and the Committee <i>for</i> Education, Sport & Culture around whether or not there is an opportunity to provide an effective subsidy for (re)training opportunities that will support people to change career in order that they can stay in work for longer; and, if there is an opportunity, what might the next steps be in moving towards implementing this.
<b>Options considered:</b>	This is essentially envisaged as Policy Officer work to support the Committees to identify what options there might be for further stages if this work is taken forward.
<b>Scope:</b>	This is intended to focus specifically on training opportunities for people who, for reasons of health or care responsibilities, are no longer able to continue in their existing role in the long term and may need training to transition to an alternative.  It is intended that the training will be made available through on-island provision.  The aim is to create an intervention which is cost-effective in the long-term.
<b>Resourcing:</b>	It is estimated that an initial investigation will require 2 months FTE of a Policy Officer's time (spread over a period longer than two months amongst other aspects of an officer's

	workload). It is not anticipated that further costs (such as advertising or room hire) would be needed for this work.
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**7. The Committee will review whether the existing pensions and benefits system is sufficient or whether modifications are needed to support those most impacted by the pension age changing (section 6.7)**

<b>Desired outcome:</b>	To identify whether or not it is necessary or fair to offer additional support to those most affected by the pension age increase.
<b>Options considered:</b>	The work essentially involves supporting the Committee to give due consideration to the financial impact of the pension age increase on individuals. This could include the use of a consultant, a public consultation or desk-based research by a Policy Officer. Whilst a consultant may offer additional independence, a Policy Officer would likely offer better value for money for an initial investigation. It is likely to be necessary to review options before deciding on whether a public consultation is required.
<b>Scope:</b>	Work will include examining whether the pension and benefits system is sufficient or whether it needs to be adapted to better support those most impacted by the increase in the State Pension Age. At this stage, work is limited to an initial investigation, options appraisal and costing of any viable options. If changes to benefits are thought to be necessary this would need to be returned to the States.
<b>Resourcing:</b>	It is estimated that an initial investigation will require 2 months FTE of a Policy Officer's time (spread over a period longer than two months amongst other aspects of an officer's workload). It is not anticipated that further costs (such as advertising or room hire) would be needed for this work.

8. The Committee will explore whether it will be possible to gather data on working hours and occupation through changes planned in existing workstreams (section 6.8)

<p><b>Desired outcome:</b></p>	<p>The desired outcome is to have a better evidence base for making policy decisions in relation to both Longer Working Lives, the equality and rights programme and wider policy in relation to the labour market. This data would allow us to understand part-time working and career change in later life and would also allow us to benchmark against international data on wages and the labour market, which we cannot currently do.</p>
<p><b>Options considered:</b></p>	<p>Several options were considered, including surveys and initiating a stand-alone project. However, it was decided that the most effective way to collect ongoing data on what occupations people work in and what hours they work would be to explore whether it would be possible to incorporate a request for this data into existing data submissions from employers which are used for States of Guernsey's tax and social security contributions systems.</p> <p>The Contributions and Tax Services (CATS) project is examining options for creating efficiencies by combining Income Tax and Social Security contributions operations. The Committee is exploring how this might be taken forward and whether changes which would allow the collection of this data could be worked into any wider system changes associated with the CATS project.</p>
<p><b>Scope:</b></p>	<p>This work focuses on identifying working hours and occupation for all of Guernsey's working population. There are other gaps in Labour Market data, but these are considered the most useful.</p>
<p><b>Resourcing:</b></p>	<p>No separate resourcing has been allocated to this as it is currently incorporated into another workstream.</p>

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

**COMMITTEE *for* EMPLOYMENT & SOCIAL SECURITY**

**LONGER WORKING LIVES**

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

10<sup>th</sup> November, 2017

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* Employment & Social Security requests that the Longer Working Lives Policy Letter be considered at the States' meeting to be held on 13<sup>th</sup> December 2017.

The original States resolution on Longer Working Lives from Billet d'État IV of 2015 directed the Committee "to report to the States of Deliberation with its findings no later than December 2017". Interested parties in the public, based on this resolution, will be anticipating that the Policy Letter will be debated in December.

However, the Committee also recognises that the implementation timescale for the propositions is long-term, so a delay would not be critical should the Policy & Resources Committee feel either that other matters are more pressing, or that, due to the agenda being too substantial, a delay is required in order not to rush consideration of the item.

Yours faithfully

M K Le Clerc  
President

S L Langlois  
Vice-President

M J Fallaize  
J A B Gollop  
E A Yerby

M J Brown  
Non-States Member

A R Le Lièvre  
Non-States Member

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

**COMMITTEE *for* ECONOMIC DEVELOPMENT**

**GUERNSEY ECONOMIC VISION: INVESTMENT, GROWTH AND HIGH VALUE EMPLOYMENT**

The States are asked to decide whether, after consideration of this Policy Letter, titled "Guernsey Economic Vision: Investment, Growth and High Value Employment", dated 13 November 2017, they are of the opinion:

1. To support the proposals set out within this policy letter in accordance with Rule 17(9) of the Rules of Procedure. The Committee is of the opinion that these proposals are of general policy and that this Proposition should be considered by the States without amendment on the understanding that if it is accepted the Committee will return with detailed proposals which could be accepted or rejected with or without amendments.
2. To agree that administration and control of the Future Guernsey Economic Fund shall be immediately transferred to the Committee *for* Economic Development in support of the delivery of the proposals set out in this paper.

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* ECONOMIC DEVELOPMENT**

GUERNSEY ECONOMIC VISION: INVESTMENT, GROWTH AND HIGH VALUE  
EMPLOYMENT

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

13 November 2017

Dear Sir

**1 Executive Summary**

- 1.1 The States of Deliberation’s vision of Future Guernsey emphasises that it requires “*a successful, diverse economy*<sup>1</sup>.” This is essential to provide jobs, growth and investment, which in turn provide the general revenue for investment in public services. Such a successful and diverse economy will not happen without active encouragement and material initial investment by the States of Guernsey (“the States”), given its policy making role and controlling stakes in key areas of infrastructure, property and landholdings.
- 1.2 The Committee *for* Economic Development (“the CfED” or “the Committee”) has a wide ranging brief to support Guernsey’s economy. It is responsible for promotion and development of all sectors of business, securing and promoting air and sea links, competition and regulation, broadcasting and media and living marine resources.
- 1.3 This Policy Letter sets out the next level of detail in the delivery of the high level economic development ambitions which are set out in phase 2 of the Policy & Resource Plan<sup>2</sup>. Since approval of this plan the CfED has sought to refine its policy plans in order to create a vision of the actions required to deliver the envisaged

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<sup>1</sup> Future Guernsey – Policy & Resource Plan – Phase 1. Approved by the States on 16 November, 2016.

<sup>2</sup> Billet d’Etat XII – 21 June 2017, Policy & Resource Plan Phase 2

success for the Island's economy. As such, the following accords with the prioritised policy initiatives approved by the States of Deliberation ("*the Assembly*") in November 2017<sup>3</sup>. This Policy Letter focuses on Guernsey but the CfED will also seek to work wherever possible with the representatives of the other Islands within the Bailiwick.

- 1.4 This Policy Letter is presented under Section 17.9 of the Rules of Procedure of the Assembly and their Committees. This states: "*Where a Committee originating a matter for debate before the States is of the opinion that the proposals it is submitting to the States are of general policy, and where it is desirable that the principles of that policy should be considered, the Committee may have its propositions considered by the States without amendment on the understanding that if the propositions are accepted the Committee would return with detailed proposals which could be accepted or rejected with or without amendments. Where a Committee invokes the provisions of this paragraph it shall make express reference to it in its propositions.*" The CfED will, over the forthcoming months, bring a series of detailed proposals to the Assembly in each of the areas set out below for their consideration, and Section 10 of this Policy Letter summarises the approximate timetable for such actions.
- 1.5 The Guernsey economy has been remarkably successful in recent decades with the standard of living enjoyed by its residents reflecting its success in providing a location where business has been able to trade which is safe, tax efficient and resilient. At its best, the Guernsey economy has encouraged innovation by being flexible to new developments and supported them appropriately through legislation and policy.
- 1.6 However, over recent years the Guernsey economy has, at best, appeared to tread water. Real Gross Domestic Product (GDP) has only grown by 0.47% in total over the last three years for which full year information is available (subject to potentially significant revision), real median wages have recently fallen, construction is at an historically low level, and all anecdotal evidence is that business confidence remains low<sup>4</sup>. In addition, the States investment in infrastructure has consistently been below international norms and the Island has to address the instability posed by Brexit to its international relationships and customer base.
- 1.7 Over recent months a series of local stakeholders have raised concern over the Islands current and future economic performance. In short, the economy is not in

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<sup>3</sup> Billet d'Etat XX – 2018 Budget Report

<sup>4</sup> The States has limited evidence on the performance of the local economy, hours worked, productivity and business confidence, so precision on these issues is difficult.

the position that it once was (in real terms) or should be and this is a pivotal point for the economic future of the Island. However, the CfED believes that all the characteristics of a successful Guernsey economy still remain, and with appropriate stimulus the economy can once again deliver the performance that is critical for the Island and its population.

- 1.8 This Policy Letter identifies a series of initiatives which, when taken together, provide the potential to substantially increase economic activity within Guernsey, delivering the investment, growth and high value employment that will be required to ensure the prosperity of the Island over forthcoming years.
- 1.9 There are, however, only limited areas where the CfED can influence the direction of economic activity through its own actions, and where these exist the Committee has already begun to act. In a number of other areas the CfED could support activities that will help deliver the approaches outlined in this Policy Letter, given the financial ability to do so. To this end the Policy & Resources Committee (“P&R”) set out in the budget<sup>5</sup>, that the control and governance of the Future Guernsey Economic Fund (FGEF) should be considered by the States in relation to this Policy Letter. More details of this fund and its potential uses consistent with this Policy Letter are set out in Section 9.
- 1.10 However, the vast majority of the actions outlined in this Policy Letter need to be conducted in partnership with other Committees of the States and the private sector. The role of the CfED is to set out the direction of travel and then work alongside other stakeholders to ensure their delivery. Such a proactive stance, whilst remaining in partnership, will be the key to the successful delivery of the proposals presented below.
- 1.11 The CfED has set out this Policy Letter across seven core areas for action:
  - i. Improving strategic transport links.
  - ii. Improving digital connectivity, infrastructure and skills.
  - iii. Developing the Island’s physical resources.
  - iv. Promotion of the Island.
  - v. Developing the right labour force for economic success.
  - vi. Supporting the finance sector.
  - vii. Supporting the real economy.

In each of these areas the direction of policy is outlined, alongside the actions that will need to be followed and, where possible, approximate timescales.

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<sup>5</sup> Billet d’Etat XX – 2018 Budget Report

1.13 The States are asked to decide whether, after consideration of this Policy Letter, titled "Guernsey Economic Vision: Investment, Growth and High Value Employment", dated 13 November 2017, they are of the opinion:

1. To support the proposals set out within this policy letter in accordance with Rule 17(9) of the Rules of Procedure. These proposals are of general policy and that this Proposition should be considered by the States without amendment on the understanding that if it is accepted the Committee will return with detailed proposals which could be accepted or rejected with, or without, amendments.
2. To agree that administration and control of the Future Guernsey Economic Fund shall be immediately transferred to the Committee *for* Economic Development in support of the delivery of the proposals set out in this Policy Letter.

## **2 Improving strategic transport links**

### **2.1 Air and sea infrastructure review**

2.1.1 The provision of effective transport linkages are critical to the operation of the economy as well as having a wider impact upon society. Whilst the CfED has an overall responsibility for the development of strategic air and sea links, to and from, the Bailiwick, a series of States Committees have a role in the provision and financing of these services today and in the future.

2.1.2 Following a resolution of the Assembly<sup>6</sup>, a comprehensive review of the approach to the provision of sea and air infrastructure has been launched. This is a major initiative which will be co-ordinated by P&R and actively involve the CfED, States Trading Supervisory Board ("STSB") and the Committee *for the* Environment & Infrastructure ("CfE&I"). They will work together through a working party (the air and sea infrastructure group) to assess the findings from the review, taking recommendations to their Committees and then to the States during 2018.

### **2.2 Sea transport**

2.2.1 The goals of the CfED for ferry and freight services can be summarised as:

- i. A frequency of service and schedule that meets the needs of freight users, Islanders and visitors to the Island / the tourism trade, and industry. Recent years have seen a reduction in the scheduled sailings for ferry passengers to, and from, Guernsey, the UK, inter-island and France.
- ii. Fleet configuration and capacity to provide a service that has sufficient resilience and reliability.

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<sup>6</sup> Billet d'Etat XII, June 2017, Amendment 29

- iii. Fares which are reflective of the cost of the service and limited to a reasonable economic return to the provider, in order not to discourage the use of the service.
  - iv. Customer service of appropriate professional standards.
- 2.2.2 There have, over recent years, been widespread concerns as to the extent to which these goals have been met. The reconfiguration of the ferry fleet has been at the core of this issue and mistakes appear to have been made on all sides in this regard. The CfED is continuing with discussions with Condor and the States of Jersey to seek to identify an operating model which can deliver these goals both now and over the longer-term.
- 2.2.3 However, there is no guarantee that these discussions will result in a solution that is acceptable to all parties. As such, the air and sea infrastructure group is conducting a strategic review of the way in which Guernsey is served in both the ferry and freight markets. This review will consider all alternative ways in which the services provided to the Island may better meet its goals. Work has started on this issue and terms of reference issued for additional advisors to be in place in the New Year.
- 2.2.4 It is not possible to comment further on this work at this stage due to commercial sensitivities but the intention of the air and sea infrastructure group, and the respective Committees they represent, is to place recommendations before the Assembly by mid-2018. The CfED emphasises it will consider all options to best deliver the goals set out above for the Bailiwick in the shortest possible period.
- 2.2.5 In the shorter term the CfED has, in conjunction with the States of Jersey recently conducted an exercise to judge the interest of the market in providing an inter-island passenger ferry service. The service will create a net positive economic benefit to the Island, primarily through island-hopping tourism, as well as delivering social benefits to Guernsey residents. The CfED is hopeful that a service will be operational for the 2018 season based on the responses to the recent expression of interest.

## 2.3 Air transport

- 2.3.1 The air and sea infrastructure review will consider the strategic, economic and financial case for any:
  - i. Form of airport commercialisation. At present Guernsey and Alderney airport is one of the few fully State-owned airports in the British Isles (alongside Cardiff and Jersey).
  - ii. Investment into Guernsey airport and its infrastructure, including issues such as low visibility landing systems and the extension of the runway. It is important that these questions are professionally addressed rather than

being discussed in a court of public opinion with no outcome.

2.3.2 More widely, the goals of the CfED for air transport can be summarised as:

- i. Maintaining and expanding air links so that Guernsey is well connected with the UK, the other Channel Islands and Europe.
- ii. Reliable, sustainable and affordable air links for all parts of the population.
- iii. Air links which enable existing business to function appropriately and support the expansion of all types of economic activity.
- iv. Providing residents access to specialist healthcare and emergency evacuation services when their medical needs cannot be catered for on-Island.

2.3.3 The framework for air transport licensing is set by the CfED with decisions on individual applications made by the Transport Licensing Authority.

2.3.4 The CfED will shortly propose a new air licensing framework for the States' consideration which is designed to best meet the above goals for air transport. This framework will be based on a "quasi open skies" approach, where there is a presumption of competition on routes but with a recognition of the requirement to provide a different approach on key lifeline routes, where required, given the scale of the Island's population and its need for sustainable air traffic. The proposed framework will define in more detail three categories of route:

- i. Lifeline routes are those which are critical for the economy, residents' health and/or residents' social welfare. Due to the size of the Bailiwick's market, these routes must be protected and provided by a single operator, for a defined period and at an agreed service level.
- ii. Strategic routes are those which are important for one or more of the above reasons. It is expected that these routes will be provided by commercial operators (including Aurigny) and, where sustainable, that competition should be encouraged. Should it not be possible to provide sustainable services on strategic routes under these conditions the CfED will consider alternative models of provision.
- iii. Development routes are those which provide additional connectivity to the Island. It is expected that these routes will be provided by commercial operators. Where start-up support is requested for a given route, the CfED will consider providing this for a limited period, subject to a positive economic cost-benefit analysis. It is intended that the FGEF is used for this approach (see section 9 below) and that the fund would be topped up assuming these routes delivered the expected economic benefit.

2.3.5 The CfED will propose initial classifications of routes within this framework. At this time, two lifeline routes are envisaged (Guernsey – Gatwick and Guernsey –

Alderney), with three strategic routes from Guernsey to Southampton, Manchester and Jersey. All other routes will initially be defined as development routes although the CfED will ensure that these classifications are subject to continuous review and update. Further discussions are, in particular, continuing with the States of Alderney with respect to the Alderney – Southampton route.

- 2.3.6 Connectivity to London, primarily now only available via Gatwick following Aurigny's decision to remove the City service, is critical to the operation of the Island's economy and therefore worthy of further discussion in this Policy letter. The Gatwick route is run by Aurigny and is understood to be profitable. As such, this route could potentially attract a number of commercial operators interested in providing a service, either in competition or as a sole provider.
- 2.3.7 However, given the criticality of this link for the Island, the CfED has concluded that it would not be appropriate to seek competition on this route at a time where there is considerable uncertainty with Brexit and the development of European air linkages. The CfED will therefore recommend to the States that Aurigny should continue to be the sole operator of the lifeline route to Gatwick for a time-limited period of five years, but will review this position before the end of this period to ensure that this is still the best approach to fulfil the Island's needs.
- 2.3.8 The CfED has, however, at the same time strongly encouraged the STSB to consider whether during this five-year period this route could be run more effectively through a leading international airline providing services through one of a number of forms of 'wet' and 'dry' lease arrangements commonly adopted within the industry. Such approaches would protect the slots themselves, whilst increasing the potential for better economic returns from their operation and therefore the economic development of the Island.
- 2.3.9 It is important to provide plurality of air routes to London where additional routes meet the needs of consumers and business and will therefore increase air travel (and its convenience) to, and from, the Island. As such, the CfED is carefully considering approaches from airlines seeking to re-establish the London City, or any alternative London routes, which have the potential to provide a positive economic cost-benefit.

### **3 Improving digital connectivity, infrastructure and skills**

- 3.1 Guernsey's economy is, and will increasingly be, reliant on our telecommunications infrastructure to support its current position within the global economy. Good digital connectivity is the key enabler to the delivery of virtually all sectors of the economy. Ensuring world class telecommunications connectivity will be a requirement to maintain, never mind expand, the Island's economic footprint. The requirement to establish a flexible and world class digital infrastructure was, at a high level, articulated in the Committee's Digital Sector Strategic Framework ("the Digital Framework") and has subsequently been recognised as one of the policy objectives in the recent P&R plan.
- 3.2 Guernsey currently has a level of digital connectivity which is broadly sufficient for its current needs. The Island has basic broadband penetration to 97% of residential homes at 4 Mbps (the second highest in the world), three suppliers of 4G mobile connectivity and a range of connectivity services for small and medium sized businesses.
- 3.3 However, the speed of progress of digitally enabled business means that the Island cannot stand still. There is a pressing need to enhance the Island's connectivity so that it can maximise the benefits of digital from both a social and economic perspective. The CfED is therefore committed to delivering ongoing world class telecommunications and digital connectivity to Guernsey's businesses and consumers.
- 3.4 The CfED will shortly propose a telecommunications sector policy statement which has four key objectives:
- i. All defined geographic business areas will be connected by fibre to the premises within two years.
  - ii. All homes across the Island will be provided with connectivity allowing access to superfast broadband providing in the order of 100 Mbps connectivity within three years.
  - iii. A commitment to the development and deployment of a single 5G mobile network allowing such services to be marketed at least as soon as in the UK and preferably earlier.
  - iv. Ensuring all telecommunications costs are proportionate, including residential, business, mobile and off Island connectivity.
- 3.5 Taken together, these objectives will provide the level of connectivity which ensures that homes and businesses ongoing telecommunications needs are supported for a substantial number of years, allowing the use of home offices and enabling consumers to enjoy the economic and social benefits of high speed broadband. It is,

however, based on plans which can be achieved through a mixture of technologies and which is not reliant on a very costly and heavily disruptive programme of laying fibre to every house on an Island without the base duct structure to support this.

- 3.6 Discussions with the Island's telecommunications companies suggest that the vast majority of homes and all defined business areas should be able to receive this level of connectivity through the acceleration of commercially justified roll out plans over this period. For the remaining minority of homes, where costs of such connections do not fully provide a commercial case for such connectivity, a universal service fund will be proposed to cover the incremental cost of providing the levels of broadband described above to ensure that all homes on the Island are able to reach these levels of connectivity within the next three years.
- 3.7 The opportunities provided by the development of mobile superfast broadband, or 5G, will be significant but so is the change required to mobile networks. The current expectation is that 5G will require smaller but vastly more masts, requiring greater financing and therefore a different approach for deployment. The CfED will propose that Guernsey moves to a single network provider for 5G infrastructure, thereby reducing overall costs to telecommunications companies, and eventually the consumer, whilst ensuring multiple service providers can still provide a competitive market. It is likely that the States will provide physical and network resources to this operator in order to ensure the roll out of this network and in return will take a minority stake in this provider of wholesale services.
- 3.8 The CfED has begun, and will continue, to work with the Channel Islands Competition and Regulatory Authority so that they can regulate effectively in accordance with this policy direction. The CfED is also working with the Island's telecommunications companies to develop detailed plans for the delivery of these objectives.
- 3.9 The four key objectives are a commitment to ensuring that Guernsey remains in the top 10% of digitally connected jurisdictions. Where funding for the delivery of the objectives is required, and if appropriate, the Medium Term Financial Plan has already identified digital connectivity as a medium scale project<sup>7</sup>. The CfED will be working closely with P&R to ensure that any such capital funding is used in a proportionate and appropriate manner.
- 3.10 A world class telecommunication infrastructure is a required step for digital provision but is not, in itself, sufficient. A series of developments are required to provide the infrastructure and skills in the workforce to maximise the potential of communication networks. Work has begun across different States' bodies and in connection with the private sector to support the development of Guernsey as a digital centre.

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<sup>7</sup> Billet d'Etat XX – 2018 Budget Report

- 3.11 The Digital Framework identified the role the States can play in directly supporting the digital, and wider, economy. P&R has commenced a substantial piece of work looking at the way technology is delivered to the States of Guernsey, its service delivery areas and ultimately customers. Alongside delivering improved public services this project has been structured so that potential strategic partners will need to demonstrate how they can provide a significant contribution to the Island's digital value chain and its economy. The CfED welcomes and encourages the manner in which this project is being implemented.
- 3.12 The CfED has reviewed the Digital Greenhouse and will shortly announce a new strategic, operational and financial plan. Whilst the concept of the Digital Greenhouse as an incubator for firms, developer of skills and centre for digital enablement in our economy is sound, the execution of this concept needed development and improvement. The revised plan will set out how the Digital Greenhouse will deliver against these key roles, and at the same time achieve a break-even financial position over the next period, as opposed to the current levels of support from the FGEF. The CfED has received three-year commitments of significant financial and operational support from several private sector companies allowing this development of the Digital Greenhouse.
- 3.13 A more structured approach has already been adopted to the Digital Guernsey steering group, the forum where stakeholders from across government and industry seek to work together to ensure the Island's digital offering is appropriate. This group focuses on ensuring the "product" is correct in terms of connectivity, infrastructure and skills, alongside the accompanying legal structures required. The CfED, supported by the Digital Guernsey steering group, will release an update on the Digital Framework in the near future.
- 3.14 A particular focus is being paid to legislation and instruments which will enable electronic commerce to thrive from the Island. The importance of such legislation is demonstrated by the decision of Northern Trust to base their innovative blockchain technology in Guernsey, which (alongside other factors) was significantly influenced by the Island's leading Electronic Transactions Legislation<sup>8</sup>. Legislative requirements in this area are developing rapidly and the CfED, in liaison with P&R and the Guernsey Financial Services Commission ("GFSC"), are currently considering the potential to further develop this, and other connected legislation, in order to keep Guernsey at the forefront of a range of sophisticated electronic trading approaches.
- 3.15 The eGaming sector has developed successfully based on the development of a strong and internationally well respected regulator in Alderney, alongside effective promotion. This industry has attracted a significant stream of licence income to the

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<sup>8</sup> Electronic Transactions (Guernsey) Law, 2000

States of Alderney. Whilst Guernsey has benefited in the past from the location of eGaming businesses which are licensed in Alderney, the level of such business and the subsequent benefit to Guernsey has reduced in recent years. The CfED, alongside the States of Alderney and other States Committees, are considering how they can work together to promote Alderney licenses and increase the attractiveness of Guernsey as a location for such firms.

- 3.16 It is critical that Guernsey has the skills to succeed as a digitally-based economy. Employers have identified a lack of suitably qualified students coming into the workplace. In the longer term, the provision of digital skills on Island is key. To this end, the CfED and the Committee *for* Education, Sport & Culture ("CfES&C") has developed a digital skills strategy, which forms an integral part of the wider skills strategy for the Island (see section 6 below).
- 3.17 Whilst the strategy for the development of digital skills is too wide to discuss in detail in this Policy Letter, it includes developing and expanding a number of key programmes. The Digital Internship program is aimed at pre-degree students and will now be extended following its success in its initial year with 12 students. At degree level, the CfED and KPMG are supporting the first on-Island digital degree local placement student in Guernsey attached to the University of Exeter. This model of delivery has the potential, if successful, to create sustainable and effective digital graduate skills on-Island. In the shorter term it will be critical to attract to the Island individuals with digital skills which are not available in Guernsey. The CfED is working with a series of parties on ways in which to improve the attraction of such skills to the Island, and will work alongside the Committee *for* Home Affairs ("CfHA") in order to prioritise the recruitment of individuals meeting these critical skill gaps through the population management work-permit system.
- 3.18 Finally, in addition to providing world class connectivity, creating the infrastructure and encouraging local industry to thrive, it is important to seek to attract existing digital businesses to move to the Island. Locate Guernsey, which has previously been reactive to business relocation, will shortly be announcing a revised strategy which includes focusing on the proactive attraction of businesses to the Island with a focus on particular types of digitally enabled businesses.

#### **4 Developing the Island's physical resources**

- 4.1 Guernsey's size demands that the most is made of its limited landmass to support and foster economic activity. To an extent, this can be aided by attracting high value, low footprint businesses. The Island has struggled to achieve this due to a combination of planning policies which, although only recently adopted, are based on older strategies of the States. These extant strategies no longer reflect the economic realities faced by the Island, and encourage government hoarding of land resources in

an inefficient manner and a general reluctance to embrace change. The environment, look and feel of Guernsey is critical to Islanders and potential investors but development conducted in an appropriate and sympathetic manner can enhance the Island, protect and showcase its heritage as well as enable economic activity.

- 4.2 The States owns or controls approximately 5,060 verges (8,291,633 square metres) of land excluding roadways. Whilst a good proportion of this is actively employed, there is a question over whether it is being used as effectively as it could be, and there are many large and valuable land packets which should be released and used to stimulate investment, growth and employment.
- 4.3 The States have now recognised this and the STSB and P&R are leading a review of the States estate. The CfED welcomes this work and expects it to be delivered expeditiously. The CfED has, separately, liaised extensively with a series of developers to capture their views of what developments could be commercially conducted on the land which may be made available, as well as considering which of these potential schemes could have the greatest economic impact upon the Island. This information has been provided to the STSB.
- 4.4 The effective release of the States' estate has the potential to create economic development (starting with construction and then subsequent economic activity) in a manner which few other policy measures will be able to achieve. The CfED will assist in a proactive manner, under the leadership of the STSB and P&R, but remains concerned that this programme does not yet have the appropriate levels of professional support to fully succeed.
- 4.5 The application of the States' planning policies is the mandate of the Development and Planning Authority ("DPA"). There is a check and balance which rightly exists in the planning system between economic development and protection of the Island's built heritage, natural environment, and infrastructure. However, the CfED has become concerned that a series of recent planning decisions have limited development unnecessarily and that the scope of planning decisions has had the effect, whether intentional or not, of straying into an interpretation of economic decisions. The CfED will seek to work within the planning process in a far more proactive manner to support economic development, building on the presumption within the Island Development Plan ("IDP") that development should proceed unless there are sound reasons to the contrary. This process has recently begun and will continue further.
- 4.6 The CfED is responsible for shaping a number of the economic development policies of the States which are used in the formulation and updating of the Strategic Land Use Plan ("SLUP") and the IDP. Historical strategies, dating back to the previous Commerce and Employment Department, notably in the tourism and retail sectors,

have had the effect, in planning terms, of restricting development opportunities in a manner which are not consistent with reasonable commercial intentions. The CfED will be proposing changes to this guidance (see section 8 below) which will be presented to the Assembly for their consideration. Taken together these changes will have the potential to create significant construction opportunities and economic development.

- 4.7 There has been considerable discussion of the redevelopment of the St Peter Port harbour area in recent months. The CfED believes that unlocking the St Peter Port harbour area can create significant commercial opportunities and could enable the largest-scale development the Island has seen for a century. It has the potential to lead to, for example, land reclamation, retail, office and hotel developments, provision of a range of housing types, harbour-related infrastructure, cultural and leisure developments, car parking, and public realm improvements.
- 4.8 The CfED has proposed a work programme which will lead to the:
- i. Delivery of a clear vision for the redevelopment of the St Peter Port Harbour Action Area which can be considered by the Assembly and the wider community.
  - ii. Creation of a master plan for this development that can form the basis of wide consultation, a single planning inquiry, and an investable proposition for public and private capital.
  - iii. Establishment of an independent funding vehicle which can ensure the delivery of this development. This funding vehicle is likely to need to combine both private and public sources of funds for a development of this importance, size and nature.
- 4.9 The Presidents of four of Guernsey's Committees (P&R, CfED, CfE&I and the STSB) have met to co-ordinate the approach to the enhancement of the Harbour Area, one of the States 23 prioritised policies. As a result, the air and sea transport infrastructure group has issued terms of reference for professional advisors on the first stage of this work programme and the Committees represented expect to come back to the Assembly with the results of this work in 2018.
- 4.10 It is critical that all parts of the community are able to help shape this project, but at the same time the States must set out a vision for this development and ensure that, once accepted, its delivery will not be limited by political revisions in the manner which has, in recent years, stymied other large projects that span electoral cycles.
- 4.11 The St Peter Port Harbour Action Area has the potential to revitalise the town and significantly enhance Guernsey's attractiveness as a place to invest, live and spend leisure time, while remaining sensitive to Guernsey's architectural

heritage. Further, it has a unique potential to increase economic activity in a manner that will sustain long after the construction phase and result in a larger, stronger and more successful economy. The CfED believes this project must be progressed with due alacrity.

## **5. Promotion of the Island**

5.1 Guernsey currently has three promotional agencies, each focused on different markets with different relationships to the States and funding:

- i. Finance: Guernsey Finance ("GF") is the promotional agency for the sector and is an executive agency with the shareholding equally split between the States and the Guernsey International Business Association. The total budget for Guernsey Finance is c.£1.9m of which £1.2 is provided by the States through different forms of funding. It employs 13 people.
- ii. Tourism: The Marketing and Tourism ("M&T") service area of the CfED is responsible for tourism promotion under the banner Visit Guernsey ("VG"). This service area has a core budget of £2.6m, with additional grants provided for defined activities from the FGEF. It employs 13 full time equivalents directly within M&T and another three in the tourist information centre.
- iii. Inward Investment: Locate Guernsey is funded by the FGEF under the direction of the CfED. It has an annual budget of c. £400K and employs four people focused on the attraction of high-net-worth-individuals to the Island, and corporate relocations.

5.2 The performance and structure of these promotional agencies has recently been subject to a review by the CfED considering:

- i. The levels of effectiveness of the three agencies in the delivery of their respective roles.
- ii. Whether public money was being utilised in the most efficient possible manner.
- iii. The coherent overall promotion of Guernsey, as a location for business, with three agencies developing separate but related views of Guernsey.
- iv. Whether the current approach, based on three promotional agencies, allows for the wider promotion of business on the Island.

5.3 This review has identified a series of areas in which the promotional activity of each of the promotional agencies could potentially be improved. These recommendations have been provided to the board of GF and the CfED for their consideration and implementation. The review has also suggested the potential for these promotional agencies to work together in a manner which can provide coherence in the marketing of the Island and to take advantage of the considerable

economies of scale that appear available in terms of digital marketing, other promotion and marketing, IT and back office and other support facilities.

- 5.4 The CfED has a core role to support the promotion of further business (of whatever type) to be attracted to the Island. The CfED is clear that the level of promotional activity for business in Guernsey is far lower than that of a series of competitor jurisdictions. Whilst it is not always necessary to match the levels of expenditure of others, this level of discrepancy is too high. The nature and level of promotional support will need to increase given the levels of change in international markets from which Guernsey is seeking to attract business of all types.
- 5.5 Alongside this, the CfED is keen to ensure that all promotional spend is focused on the market, as opposed to duplication of resources. The CfED will support further financial support for the Island's promotional agencies but in doing so believes it is critical that such public expenditure is spent in the most effective manner possible.
- 5.6 As such, the CfED is working with stakeholders to agree a better structure for the promotion and attraction of the Island. The proposed model will be configured with the following design principles at its centre:
- i. The ability to respond to rapidly developing markets for finance, tourism and inward investment.
  - ii. The ability to promote other developing parts of the Island's economy, e.g. digital business opportunities.
  - iii. Organisational efficiency such that promotional funding is best focused on the market.
  - iv. Provision of a coherent view of the Island.
  - v. Ensuring staff with specialist skills in one sector continue to focus in that area and that such specialisation is further encouraged.
  - vi. A framework such that more focused and sophisticated marketing is encouraged.
  - vii. Encouraging the ongoing input of industry into financing the promotion of their own activities. In particular, the CfED welcomes the role the finance sector play in this regard and encourages other parts of the economy to contribute in a similar manner.
- 5.7 In the meantime, the existing business promotion and attraction agencies continue to promote the Island to their respective audiences. Within the CfED, the M&T service area is working on the development of a new tourism strategy as well as marketing tourism to the Island in conjunction with the release of the film of the book *The Guernsey Literary and Potato Peel Pie Society* (see section 8 below). Similarly, Locate Guernsey will shortly announce a revision of its approach to the proactive attraction of businesses (see section 3 above) as well as the development of an advisory group to assist in its continued marketing of the Island to high net

worth individuals. Locate Guernsey currently has a higher level of quality leads reflecting economic conditions elsewhere and are actively marketing the lower tax caps for the open market<sup>9</sup> and the helpful recent clarification from the CfHA's in relation to the requirement for investor visas.

- 5.8 Finally, the CfED is actively considering alternative ways in which Guernsey can best demonstrate its attractiveness to potential inward investors and customers of existing businesses. To this end, initial discussions have been held with business groups, stakeholders and exhibition organisers as to the potential for a Guernsey EXPO and a formal business case is under development for consideration and, if required, support from the FGEF will be considered.

## **6. Developing the right labour force for economic success**

- 6.1 The delivery of economic success for Guernsey is critically dependent upon ensuring the Island has the appropriate workforce both today and in the future. The CfED has the responsibility to develop and implement policies that lead to appropriate skills existing in our workforce to support the ongoing operation and development of the economy. In order to deliver upon this requirement, the CfED, working in conjunction with the CfES&C, have restarted Skills Guernsey in order to identify skills gaps in the economy, ensure that providers of education and training address these problems, and coordinate ongoing monitoring and actions in this area.
- 6.2 In recent years three major audits of the skills gaps in the local economy have been conducted by consultancy companies and the firm who conducts such surveys for the UK Government. Each of these studies has identified a gap in softer skills in the workforce, whilst the latest and largest exercise in 2014 also focused on an increasing lack of a number of technical skills. Whilst many have noted the importance of this issue, this evidence base has not led to any effective action. Rather than repeat these exercises, Skills Guernsey has collated the previous work and sought to confirm / extend the analysis through extensive discussions with employers, business groups and providers of training and education.
- 6.3 These consultations have proven to be very consistent in confirming the previously identified skills gaps and have also identified developing challenges in terms of the digital agenda and the development of outsourcing. Skills Guernsey is now working to develop a set of clear recommendations to address a number of key themes and these are summarised below. Skills Guernsey, via the CfED and CfES&C, will report back to the States more fully on the work conducted and the recommendations that follow.

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<sup>9</sup> Billet d'Etat XX – 2018 Budget Report

- 6.4 Digital skills are essential for all sectors of the economy. Technology is now universal amongst industry but local businesses are struggling to find individuals with the level of digital skills required. Consistent with the requirement of the Digital Framework (see above), the CfED and CfES&C are committing to develop the digitally skilled workforce of the future. This work is combining the attraction of digital skills to the Island alongside education and training.
- 6.5 Short term actions are being taken alongside the development of longer term digital educational roadmaps which outline how training will be provided for children throughout the educational process, and for older workers seeking to develop new skills. An update on the approach to digital skills will be produced shortly and has been supported by firms throughout the economy. This work focuses on growing future digital skills, inspiring the future workforce, developing industry partnerships and the specialist skills that will need to be brought onto the Island. The core outcomes of this strategy are that business demand for a skilled digital workforce is identified and can be met, leading to an increase in the number employed in key digital roles. In the longer-term, the Guernsey education and training system will need to deliver graduates, apprentices, specialist, generic and vocational skills (this includes retraining), and ensure that graduate and post-graduate level qualifications can be offered with a focus on digital and cyber courses.
- 6.6 As with all major economies, outsourcing in Guernsey has become a reality in the finance sector as well as in selected other areas of the economy. Interviewees were clear that the motivation for such outsourcing is not just lower costs but also the quality of the labour obtained in some cases. The initial work for Skills Guernsey is to document and build a fuller understanding of the roles being outsourced, in order to understand whether there is opportunity to address these skill gaps with local resources, and to consider if training or other policy responses can address this trend.
- 6.7 A consistent theme of the studies of skills in Guernsey is that attitudes and employability skills are a concern for employers. This conclusion continues to be strongly presented by industry with specific concerns on employability skills, productivity and attitudes, as well as communication and business skills. There are specific steps already being taken by the CfES&C to increase the 'employability' of school leavers via the curriculum and further specific work-streams are being considered.
- 6.8 The role of apprenticeships and work-based learning is critical to the Guernsey economy where a large number of smaller firms are responsible for substantial levels of employment. There is clear evidence that in terms of return on investment, over time, government's contribution to skills development through

such schemes as apprenticeships repays investment several times, in terms of high earnings, economic activity and tax returns. Industry is clear that there is considerable appetite for apprenticeships to provide deeper levels of skill and cover a wider range of the economy than present. The development of 'modern apprenticeships' are therefore essential and encouraged as part of the review of the States' Apprenticeship Scheme. Further work-based learning options, as well as flexible training provisions and support for small businesses will be reviewed in addition to funding mechanisms which could be employed to offer a much wider 'modern apprenticeship' approach across the economy.

- 6.9 In line with other economies, there is an industry shift in Guernsey to seek to recruit people with higher-level qualifications. Discussions with Industry suggests a shift away from recruitment of school leavers in a number of sectors with an increasing focus on more qualified and graduate qualified labour and fewer GCSE appropriate posts. Skills Guernsey will work with the Guernsey Careers Service and CfES&C to monitor developments in this area and consider if there are better ways in which to encourage Guernsey graduates back to the Island.
- 6.10 Finally, there is a clear demand for Guernsey's workforce to be innovative and for greater entrepreneurial growth. Interviews across all types of firms, from the most sophisticated to more basic operations, reported the opportunity for further innovation in their sector, as well as a demand for more entrepreneurship. Guernsey is not unique in this challenge and Skills Guernsey will consider what can be learnt from others in how to further foster and encourage innovation in the workforce and schools.
- 6.11 Moving forward, the CfED will work closely with the CfES&C to create a robust and sustainable engagement framework between Industry and Skills Guernsey. The creation of a Guernsey Enterprise Agency ("GEA", see section 8 below) will form a focal point for the activity that has been missing. This has been welcomed by educational and training providers.
- 6.12 There are, however, a series of gaps in the amount of people with requisite skills on the Island today and the continued growth of the economy will expose further skill gaps. The CfED's current understanding is that there is a need for net immigration of at least 200 people per annum to keep the working age population at its current level, irrespective of any need to increase it. As such there is a need to look further afield. It has already been acknowledged by the States that "*...there will always be a need to import key skills and labour in order to grow the economy, stabilise public finances and sustain our quality of life*<sup>10</sup>." It is also accepted that there is a need to focus on developing and maintaining Guernsey's workforce at a size and make-up

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<sup>10</sup> Billet d'Etat XVII, 2015

consistent with achieving the States' strategic economic, social and environmental objectives.

- 6.13 This work directly supports the strategic outcomes in the P&R plan of being a centre of excellence and innovation as well as a strong, sustainable and growing economy, and, consequently, it is not incompatible with existing strategic population policy if it results in more people relocating to Guernsey for employment purposes. The CfED will, in any event, work closely with P&R and the CfHA in respect of their work on strategic population policies and, between the Committees, will ensure the balance needed to grow the working population against other factors.

## **7. Supporting the finance sector**

- 7.1 The finance sector remains Guernsey's primary source of employment, export earnings and tax revenues: combined, the sector comprises the economic sectors of finance and business services. Current informal estimates suggest, subject to the potential revision of national accounting data that is ongoing, that the sector generates in the region of £1.5bn in economic value added, i.e. generating in the region of half of the Island's economic output, a third of all employment and accounts for a significant proportion of tax revenues. Securing a sustainable future for the sector is clearly the most critical activity for the economy of Guernsey.
- 7.2 Despite demonstrating resilience in the face of the global finance crisis, the sector has faced more challenges over recent years. Whilst some institutions have been very successful, aggregate growth has largely been absent. Only in the insurance sector, which has demonstrated product and technology leadership, has there been demonstrable growth. Relative to some of our competitors there are some challenging comparisons in terms of growth, the delivery of a clear financial services strategy and framework, and effective promotion of the sector.
- 7.3 To address these issues the role of government is to:
- i. Create the conditions for investment by the private sector.
  - ii. Ensure a clear vision and a collaborative framework where all parties (private companies, regulator and government) work together in a clear and understood manner.
  - iii. Ensure that such a framework has leadership and direction and that a clear coherent strategy is followed.
- 7.4 In recent years a sense of direction has been missing. The CfED will shortly propose a policy framework that reaffirms the States' commitment to the finance sector, a commitment to creating a supportive environment for the sector, and one that sets out a clear set of principles, priorities, way of working and a series of actions to

reinvigorate growth and innovation in the sector. This policy framework will be a first step in the delivery of a strategy to boost growth and the competitiveness of the sector.

- 7.5 The framework will also set out a revision to the fora through which effective and focused co-ordination between industry, government and regulator is achieved and which is required to provide the leadership needed to focus and harness the efforts of stakeholders on delivery.
- 7.6 Guernsey has maintained a policy commitment over time to being a well-regulated tax-transparent jurisdiction. However, being well-regulated and tax-transparent is a necessary but not sufficient condition for growth. Setting and maintaining a proportionate risk and regulatory environment is pivotal to growth of the sector and proportionate compliance with international standards is a route to secure trade and market access.
- 7.7 Central to successfully creating growth and supporting the policy framework will be a clear development strategy. This will not be a long strategy but an action-focused plan to create the conditions for success.
- 7.8 Guernsey's proven route to economic success has been to build on its strengths, areas of comparative advantage and, in particular, being the first to develop and capture new markets, as demonstrated by the development of Protected Cell Companies and Guernsey's ongoing role as a leader in this area. Key to growth is the creation of a supportive and collaborative environment for firms and industry, and co-ordinating and driving action when opportunities arise. The strategy is to build on existing strengths, 'extend from the core', to move first to develop and secure new markets and products where Guernsey has real, or perceived, sources of comparative or competitive advantage.
- 7.9 To summarise, the policy framework sets out how the CfED, in conjunction with industry, the regulator and other States Committees, will seek to create the right environment for the sector. The development strategy seeks to catalyse and kick-start sector growth.
- 7.10 Initial action areas include funds (including green finance), fintech (including blockchain and smart contracts), fiduciary services (including family offices), wealth management and brokerage services, and global passporting. Action plans will be the subject of confidential development and dialogues and work streams are already underway with industry. The results of this work will be communicated to members in due course in an appropriate form.

- 7.11 Geographically, the focus will recognise changing patterns of global wealth generation and as such pivot to a handful of priority target markets will be absolutely necessary.
- 7.12 Sitting within the overall strategy for the finance sector is a Brexit strategy (including World Trade Organisation entry). In this area the CfED, alongside P&R, are seeking to leverage better trading relationships with both the UK and EU by contributing to the regulatory recognition debate in the UK to improve market access, and by focusing on the complementary economic role Guernsey plays supporting the City of London.

## **8. Supporting success across the real economy**

- 8.1 Guernsey has a broad economy outside of the finance sector, often referred to as the real economy for simplicity. The CfED has been working with representatives from across Guernsey's real economy to develop strategic approaches to supporting their success. The remainder of this section summarises the work and initial conclusions together with the next steps that will be adopted.
- 8.2 Guernsey Enterprise Agency ("GEA")
  - 8.2.1. The lifecycle of businesses can be summarised into three phases: start up, growth and exit. In Guernsey, support for firms across this lifecycle has been limited and there is widespread academic and practical business literature showing the ways in which such support can increase the productivity of firms, their ability to survive over the critical first three years of their lifetime, and then to grow and become substantial employers. The CfED will invest in the development of an effective GEA, which encompasses and extends the activities currently performed by Start-Up Guernsey, to support this development path for businesses of all types.
  - 8.2.2. The GEA, which will be an Agency outside of the States with a private sector-led board, will form a centre for firms from across all sectors of the economy and provide a one stop shop for all matters for businesses of all types and all stages of their development. The terms of reference for the GEA will shortly be published, alongside the key performance indicators that the CfED will expect them to deliver against. The GEA is expected to be funded by a combination of existing funds and the FGEF for three years and over this time will be expected to prove its worth for ongoing support by the CfED. The key roles of, and therefore opportunities from, the GEA are discussed below.
  - 8.2.3. There are numerous requirements for setting up a business and its ongoing management in Guernsey which the GEA can guide firms through. The GEA will be the source for businesses providing information on all regulations that impact

businesses, and ensuring these are readily available and shared through a variety of media to reach all parties. The CfED will also ask the GEA to work with firms from across the economy to audit and make recommendations for the simplification of these requirements.

- 8.2.4. Firms require access to effective advice and mentoring throughout their lifecycle. The CfED has conducted a series of discussions with business organisations, successful businesses, and individuals who have succeeded in the creation, growth and exit of businesses, and who have indicated their willingness to act as sources of advice and mentoring. Similarly, the ability to talk to peers, sources of business, and individuals who can add to the development of a business are key to all types of businesses. Guernsey has a series of business organisations and networks which seek to address some of the requirements in this regard, however, representations to the CfED have identified many other opportunities in this area. The GEA will work alongside existing networks in a collaborative fashion and develop further fora as required.
- 8.2.5. As discussed above, there are challenges facing Guernsey businesses in obtaining the skills they require to be successful both immediately and in the future. A series of short and longer terms measures to address skills gaps are proposed through Skills Guernsey, which will work in collaboration between the CfED, CfES&C, training providers and industry. The GEA will be the focal point for industry, ensuring that their needs are captured and ensuring that the delivery meets these requirements.
- 8.2.6. Businesses of different types and in different phases of their lifecycle require different types of finance. For some business owners this can be a daunting prospect and the GEA will work actively with these firms to help them with advice on the appropriate form and sources of financing. The development of more active angel investment networks (locally and in London) and the recently agreed Guernsey Innovation Fund provide just some of the potential sources of finance alongside more traditional forms of finance. The GEA will also review and report to the CfED whether sufficient sources of financing exist for smaller firms in Guernsey and, if there are market failures in the provision of capital to businesses with appropriate business plans, work with the CfED to consider how this issue may be addressed.
- 8.2.7. The size and nature of the economy in Guernsey means that many businesses will need to export to succeed. Working alongside a series of related organisations in the UK and elsewhere, the GEA will work to proactively support firms seeking to export their goods / services. The GEA will work closely alongside the digital development team within the CfED and the revitalised Digital Greenhouse will form a hub for such activity.

8.2.8. Whilst the GEA will be an organisation primarily focused on working with businesses to overcome challenges to their development, it will be important to make sure that Guernsey firms remain suitably informed of market developments and opportunities. The GEA will seek to make use of both physical and digital approaches to delivering this role, ensuring that where on-island events are used, the focus is on quality rather than quantity, and on opportunities for doing business with the world.

### 8.3 Tourism

8.3.1 Tourism is in the blood of Guernsey and it has been a key part of the economy for many years. Whilst measuring the economic impact of tourism is an imprecise science, in direct terms the hospitality sector contributes c. 2% of the GDP and employs c. 2,000 people. However, tourism has a larger indirect footprint due to the expenditure created in retail and other sectors of the economy. The sector also has critical externality effects on the economy, for example, tourists' use of air and sea links creates additional traffic on routes and hence increases their viability. As such, tourism will continue to be part of a balanced economy for Guernsey. There have, however, been falls in visitor numbers to the Island over an extended period, leading to significant questions being posed both within the sector and outside about the cost of travelling to, and from, Guernsey and the tourism product itself.

8.3.2 The CfED has set itself the task to undertake a challenging review of the sector and policy adopted to support it. The review has consulted with tourists, visitor accommodation providers, hospitality providers, attraction owners, and other key stakeholders. The key areas and preliminary policy direction are set out below. Following the finalisation of work in these areas the CfED will set out its proposals to the Assembly for its consideration early next year.

8.3.3 The CfED currently intends to return to the Assembly with proposals to remove the particular restrictions placed on the entry and exit of visitor accommodation from the Guernsey market over, and above, other uses of land. At present, guidance provided to the SLUP and IDP means that new visitor accommodation is limited to the main centres of St Peter Port and St Sampson/Vale and to the sites already in visitor accommodation use. Visitor accommodation seeking a change of use away from the visitor accommodation 'Use Class' have to meet strict policy criteria and pass a viability test. The guidelines applied by the DPA also require a property to have been marketed in the UK / Guernsey for at least two years.

8.3.4 The conditions put in place to limit exit from the sector were an attempt to protect bed stock should the number of tourists increase to numbers seen a number of decades ago, in line with the tourism strategy adopted by the Commerce & Employment Department but not put before the States for

endorsement. However, the average full-year level of visitor accommodation annual occupancy / utilisation in 2016 was 52%. The lower levels of utilisation faced by some visitor accommodation means that they are essentially committed to the sector even if their business becomes commercially unviable and unsustainable. This has resulted in challenges to the quality of some visitor accommodation, due to inability to invest and a number of properties have already been closed for business with the risk of additional closures.

- 8.3.5 In removing these restrictions, visitor accommodation will be able to apply for change of use with proposals being assessed against the other policies of the IDP. The CfED will confidentially consult further with hotel owners to understand which business owners want to exit or expand their operations and whether any transition measures might be needed to ensure that the Island's bed stock meets market demands. Alongside exit from the sector it is important that new investment into visitor accommodation is encouraged from those operators who wish to develop the type of facilities necessary to meet the expectations of today's tourist. The CfED is therefore proposing to remove the particular restrictions placed on the entry and exit of hotels from the Guernsey market over, and above, other uses of land.
- 8.3.6 The nature of the Island's attractions is broadly unchanged from that of three decades ago. Guernsey's attractions are predominantly based on heritage and the outdoors. The early conclusions from a consultancy study of the attractiveness of these attractions is that whilst they appeal to the target audience for the Island, they are not unique and do not have the appeal to this audience that marks Guernsey out as a special destination to visit. As a result, work is being conducted to understand the way in which the attractions of the Island may be better enhanced, and if there are alternative attractions that could contribute to Guernsey's appeal to its target tourist markets. This work is at an early stage but indications are that developments of the type envisaged are likely to require the States to invest in the tourism product alongside private capital. Assuming this is the case, the CfED will consider the extent to which this can be supported from existing funding sources or, if necessary, approach the Assembly to consider any such investments.
- 8.3.7 The tourism strategy will also need to consider how the Island is best promoted. As identified above, the CfED is considering the best approach for the delivery of the promotion of the sector and it would appear appropriate that the industry moves to a position where it invests alongside the States in its own promotion in a similar manner to the finance sector. In the meantime, the CfED is working to continue to best promote the tourism product and has agreed with P&R to invest up to £337,000 from the FGEF to back a series of tourism marketing activities to

capitalise on the release of the major film of the book *The Guernsey Literary and Potato Peel Pie Society*. This support will include both advertisements that can be run in the cinema and online, events on and off Island, as well as public relations and promotional work with the Island's tourism sector. This investment will be made gradually as the plans of the film's producers crystallise beyond the known Spring release date. Levels of investment will also depend on the success of the film.

8.3.8 Clearly tourism is impacted by how people can get to the Island. The work identified above in relation to air and sea transport is expected to help address the challenges the sector faces in this regard. However, it is important that strategies are developed and implemented that are not reliant on major infrastructure developments occurring in short order. As such, the CfED is working with tourism stakeholders to seek to understand how it can better maximise tourism spend in the period prior to transport infrastructure decisions being made. This includes defining the promotional target consumer in a better manner and working with the retail and other sectors, as described further below, in a proactive manner.

#### 8.4 Retail

8.4.1 Retail and wholesale activities employ c. 4,000 people in Guernsey and are a key part of business and community life. However, the current Retail Strategy for Guernsey, endorsed by the former Commerce & Employment Department but not the States as a whole, is now almost five years old, and the research which informed it dates from as long ago as 2009. More importantly, this strategy does not place the views of consumers themselves at its centre. The CfED has reviewed this strategy and the policies resulting from it, to ensure that the approach reflects the needs of today's consumers, enables the retail sector to operate without unnecessary barriers, and creates the conditions to enable retailers to offer the best possible customer experience. This review has already included a survey of the opinions of 700 consumers, discussions with retailers and developers, and a review of international trends and actions. Following further consultation in forthcoming months the CfED will formally set out a new retail strategy to the States for its consideration early next year.

8.4.2 The CfED intends to return to the States with proposals aimed at removing restrictions placed on the location of retail that limit accessibility and convenience. The present retail strategy sought, via the retail-related planning policies of the IDP, to broadly limit many types of retail development (in particular the sale of non-essential goods) outside of St Peter Port and the Bridge to protect these main retail centres. Initial feedback from consumers has suggested this has not met many consumers' preferences and developers have indicated some developments have been halted as a result of these policies.

- 8.4.3 Making retail a career of choice and equipping employees with the skills for success is critical to the success of the sector and the development of employees. At present many people do not see retail as a viable, attractive career option, however, the sector offers significant opportunities to employees who wish to develop a career in a variety of roles. Appropriate training is required to equip individuals with the skills they need to fulfil their potential and access progression opportunities, and to make people aware of the opportunities available in this diverse sector. The work of Skills Guernsey (see above) has identified the potential for the introduction of a retail apprenticeship and the CfED are working alongside the College of Further Education and industry to consider the best format for such a modern apprenticeship, how it may be financed and best suit the needs of the sector.
- 8.4.4 In order to maximise expenditure from both local consumers and tourists, the retail sector needs to work in the most effective manner possible with the hospitality / tourism sector. The manner in which retail and leisure activities have combined has developed over recent years in both Guernsey and other jurisdictions. The CfED is therefore launching a series of workshops with stakeholders from the retail, hospitality and tourism sectors to understand the best ways in which they may work together to maximise consumer value and therefore spend.
- 8.4.5 There is a need for the retail sector to promote itself in a positive and joined up manner for the benefit of retailers, stakeholders and the community. The evidence of other jurisdictions, and indeed in Guernsey, is that retail benefits most when various parties combine to promote the offering and increase activity in the area. The CfED is actively considering how the sector may work together to promote and enhance retail across the island, learning from how bodies in other jurisdictions are structured and financed. A single promotional group would also provide a way for a currently fragmented sector to achieve a regular, cohesive, two-way dialogue with government in a manner beneficial to the sector and the community. This approach requires collaboration with retailers and the CfED is working with various parties to establish in which way this may be best achieved.
- 8.4.6 The basis of retail has changed completely with the development of the Internet and e-commerce becoming a key (or in some cases only) way to market for many retailers. The CfED believe it is critical to encourage and support retailers in Guernsey to work with, alongside and also compete with the online retail offering. Retail is a rapidly developing competitive activity where Island based companies must compete not only with alternative local providers, but also with online competitors and off Island locations. Retailers' responses will, primarily, be based on the profitability of their options, therefore the CfED has commissioned consumer research to understand what influences Guernsey consumers' decisions

whether to shop online or in store. As well as threats, online retailing presents opportunities for local stores in terms of local customer reach, new markets internationally and working as part of the fulfilment chain. These form a specific focus of this research and will be shared with retailers to inform their business decisions.

8.4.7 Finally, it is important to consider concerns about parking and access to the main retail centres in both the short and the longer term. Survey evidence commissioned by the CfED suggests that the availability of parking in St Peter Port is an important criteria for consumers as to whether they shop in St Peter Port or elsewhere, but less so in the decision of whether to shop online or physically. A working party has been established with the CfE&I to consider shorter term opportunities to improve parking and access to town as well as informing the work being carried out by the air and sea infrastructure group to develop a master plan for the redevelopment of the St Peter Port Harbour Action Area (see above). The redevelopment of St Peter Port Harbour has the potential to deliver longer term comprehensive solutions to the issues of accessing and parking in town for retail, leisure and work purposes, but should this project not proceed at the pace envisaged it may be necessary to consider alternative approaches.

## 8.5 Golden Guernsey

8.5.1 The CfED is seeking ways to support the promotion of Guernsey produce, services and goods. One method of achieving this is to recognise that produce, services and goods come from, or have substantial use of, Guernsey goods and labour in the form of a “marque” of origin. Internationally, there are many examples of such schemes which suggest that such recognition can:

- i. Encourage local consumers, proud of the Island, to purchase locally.
- ii. Be a basis for tourist expenditure on unique Guernsey goods.
- iii. Highlight our production legacy.
- iv. Be built into a brand which wider markets begin to recognise as championing the uniqueness and quality of the produce, services and goods Guernsey produces.

8.5.2 The CfED will be bringing forward proposals for a “Golden Guernsey” scheme that seeks to recognise goods from Guernsey-resident businesses where at least one of the following criteria applies at a significant level:

- i. Ingredients are produced, reared, grown or caught in Guernsey and its surrounding waters; or
- ii. The manufacturing process is conducted in Guernsey; or
- iii. Creativity and/or professional skill is applied within Guernsey.

8.5.3 The Golden Guernsey scheme need not be burdensome or bureaucratic, rather it can be developed in conjunction with industry and producers, and aim for them to take on its ongoing management and administration. As such, discussions are being held with employer groups to understand how this can be achieved.

## 8.6 Construction

8.6.1 The construction sector within Guernsey has faced demand based challenges in recent years as larger projects have not sustained the levels of activity enjoyed by the sector previously. This Policy Letter has focused on the creation of investment and growth in many areas of the Island's economy. This will create construction activity at both the larger scale and, if effective, flow through the housing stock of the Island as the economy grows. This should create the activity to support the development of the sector, particularly when combined with a series of States' building projects brought forward by other Committees, and the States recognising the importance of investing in infrastructure and allocating 3% of GDP per annum to this.

8.6.2 It is important that the relative economic impact of the provision of large scale construction activity from on Island providers and their labour forces is considered when letting such contracts. This is not to unduly favour local providers or seek to discriminate against off Island providers who may be able to provide appropriate quality at lower costs, but simply to appropriately recognise the economic multiplier effects that exist from local profits, employment and expenditure. The States' procurement approach has a recognition of local input but the CfED will work with them to look at ways this may best reflect economic impact. It is also important that, where possible, States building activity is phased in a manner to avoid an immediate glut of activity followed by another fallow period. The CfED will work with all States Committees to find practical ways in which such phasing can be best achieved. Finally, support from the States to allow previously approved housing schemes to progress, provides an important route through which the CfED would encourage the States to support the construction sector as well as wider economic development goals. The CfED also believe it is important that the States act upon, recommendations provided within, the KPMG report in their Guernsey Housing Market Review.

8.6.3 The provision of skills within the construction sector is important. The likely revision of the apprenticeship model from the CFE will provide opportunities for the sector but may also reduce the financial incentives they receive. The CfED will work with employers within the sector, through its role within Skills Guernsey (see above) to best support businesses to continue to invest in, and obtain the required skills for, the sector to flourish.

## 8.7 Continuing economic diversification

- 8.7.1 The scale and success of the finance industry has over recent decades dominated the Guernsey economy, in a way in which horticulture and tourism have in past periods. Whilst the CfED is committed to the ongoing success of our primary sector it remains critical to support ways in which the economy can be further diversified.
- 8.7.2 The scale and nature of Guernsey means that any industry that will succeed within the Island must have the ability to succeed with a limited scale of labour force and land. The CfED is currently working with a series of different parties who have approached the States with opportunities that meet this criteria but to date there is no progress that can yet be announced. The CfED is of the view that its key role is not to pick any such winners but rather to create the conditions where such firms may prosper. This Policy Letter has focused on policies to create just such conditions, i.e. digital connectivity, transport connectivity, skills in the workforce, land for industry, promotion of economic activity and the support for firms through their lifecycle.

## 8.8 Brexit

- 8.8.1 There has been considerable discussion of the economic effects of Brexit on the finance sector given the unknowns in relation to trading patterns following the UK's exit from the EU. In the real economy the questions are, in the main, clearer and have been central to the ongoing debate between the UK and the EU, e.g. the movement of people, any additional tariffs and requirements on the movement of goods and non-tariff barriers to trade that may develop. The CfED, alongside the external relations team in P&R, will continue to work with representatives of each part of the real economy to understand the specific requirements within Guernsey and to best advance this in representations to the UK Government.
- 8.8.2 The fishing sector is likely to be particularly impacted by the changes that will accompany Brexit in relation to fisheries management, access arrangements and trade in fisheries products, as has already been seen with UK serving notice on the London Fisheries Convention. The interests of this sector are, and will remain, central to the concerns of CfED.

## 9 **Future Guernsey Economic Fund**

- 9.1 The FGEF is a fund that was created by the States to provide investment into areas where the potential exists for economic growth, and therefore taxation revenue, but where commercial investments would not currently invest due to market failures or the need to invest as a jurisdiction being greater than the return to an individual investor. To date this fund has been administered by P&R and it has invested in:

- i. Additional support for Guernsey Finance.
  - ii. Additional support for marketing campaigns for Visit Guernsey.
  - iii. Support to the promotion of the film of the book The Guernsey Literary and Potato Peel Pie Society.
  - iv. The establishment of Locate Guernsey.
  - v. The establishment of the Digital Greenhouse.
  - vi. Route support for the Cardiff to Guernsey air route.
  - vii. A study on the establishment of a Guernsey University.
- 9.2 The FGEF currently has £4.7m remaining for investment. The States has agreed to top up the FGEF based on the provision of half of any additional tax revenue obtained that is over and above each investment made. To date, no formal calculation of the impact of these activities has been made and the CfED will be conducting this in the next few months to understand the return from these past investments.
- 9.3 The CfED has proposed a series of actions within this Policy Letter. In many cases these actions will not require investment from government over and above the time of staff within the CfED. In other cases a source of funding, such as the States' Capital Reserve, has already been identified. However, for a number of the proposals made, investment will be required from the FGEF.
- 9.4 In particular, the use of the FGEF has been identified as the source of funding for the following initiatives:
  - i. Support for air routes to the Island which can be confidently expected to have a positive economic impact upon the Island. In particular, the CfED is already involved in a series of discussions in relation to alternative air routes to London airports.
  - ii. Establishment and operation of a proposed GEA which will support firms of all types through their lifecycle and form a hub for the development of skills in the economy.
  - iii. Further promotional support for business on the Island.
  - iv. Support, if required, for an Inter-Island ferry service.
  - v. Support, if required, for a proposed Guernsey EXPO.
- 9.5 Each of these investments is expected to have a positive impact on the Guernsey economy over the longer term but will need to be conducted in a fashion to obtain the maximum possible return.
- 9.6 In the budget<sup>11</sup>, P&R set out that the control and governance of the FGEF should be considered by the States in relation to this Policy Letter.

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<sup>11</sup> Billet d'Etat XX – 2018 Budget Report

## **10. Timetable for further States consultation**

- 10.1 In presenting this Policy Letter and associated propositions to the States, the CfED has invoked the provisions of Rule 17.9 of the Rules of Procedure of the Assembly and their Committees, which allows for propositions to be debated and approved without amendment on the basis that more detailed proposals will be brought to the States for approval. The CfED will, over the forthcoming months, bring a series of detailed proposals to the States in each of the areas set out below for their consideration.
- 10.2 The timing of the following actions is an estimate at this stage and will reflect both the feedback from stakeholders and the ongoing workload of the CfED.
- i. Air Transport Licensing Policy Letter: January 2018.
  - ii. Telecommunications sector policy statement: February 2018.
  - iii. Updated digital framework: February 2018.
  - iv. Skills strategy: February 2018.
  - v. Tourism strategy: March 2018.
  - vi. Retail strategy: March 2018.
  - vii. Conclusions and recommendations on air and sea transport: Mid 2018.
  - viii. Conclusions and recommendations for St Peter Port Harbour development: Mid 2018.

## **11. Propositions**

- 11.1 The States are asked to decide whether, after consideration of this Policy Letter, titled "Guernsey Economic Vision: Investment, Growth and High Value Employment", dated 13 November 2017, they are of the opinion:
1. To support the proposals set out within this policy letter in accordance with Rule 17(9) of the Rules of Procedure. The Committee is of the opinion that these proposals are of general policy and that this Proposition should be considered by the States without amendment on the understanding that if it is accepted the Committee will return with detailed proposals which could be accepted or rejected with or without amendments.
  2. To agree that administration and control of the Future Guernsey Economic Fund shall be immediately transferred to the Committee *for* Economic Development in support of the delivery of the proposals set out in this Policy Letter.
- 11.2 These 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 Assembly and their Committees.

## **12. Committee Support for Propositions**

12.1 In accordance with Rule 4(4) of the Rules of the Procedure of the Assembly and their Committees, it is confirmed that the propositions above have the unanimous support of the Committee.

Yours faithfully,

PTR Ferbrache  
President

J Kuttelwascher  
Vice President

A Dudley Owen  
J Merrett  
J Mooney

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

**COMMITTEE *for* ECONOMIC DEVELOPMENT**

LAND FOR INDUSTRIAL AND STORAGE USES

The States are asked to decide:-

Whether, after consideration of the Policy Letter dated 13<sup>th</sup> November, 2017 they are of the opinion:-

1. To note that the Committee *for* Economic Development is of the opinion that the States should facilitate the use for industrial and storage purposes of any of the following areas of land owned by the States of Guernsey: Mont Crevelt/the Longue Hougue reclamation site, Griffith's Yard, Brickfield House industrial area (as described in section 5.3 of the Committee's policy letter, and excluding the field where the pump house is located), and/or Pitronnerie Road.
2. To direct the States Trading Supervisory Board to make available any of the areas of land listed in Proposition 1, to provide:
  - a. basic open yard facilities for the purposes of open storage of plant, materials, and equipment principally for the construction industry; and
  - b. land for heavy industrial purposes.
3. To agree that the provision of these facilities should be in line with the policy framework set out in section 4.2 of this policy letter.
4. Subject to the approval of Proposition (1), to direct the Committee *for* Economic Development to review, by no later than 13<sup>th</sup> November, 2022, the provision of these facilities by the States of Guernsey.

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* ECONOMIC DEVELOPMENT**

LAND FOR INDUSTRIAL AND STORAGE USES

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

13<sup>th</sup> November, 2017

Dear Sir

**1 Executive Summary**

- 1.1 The Committee *for* Economic Development (“the Committee”) is required by Resolution of the States to set out its opinion, in a policy letter, on whether the States should facilitate the use for industrial purposes of any of the following areas of land, all of which are owned by the States: Mont Crevelt/the Longue Hougue reclamation site, Griffith’s Yard, Brickfield House (excluding the field where the pump house is located), and Pitronnerie Road.
- 1.2 The Committee is of the opinion that although the Island Development Plan (“IDP”), which came into effect last November, now provides much greater flexibility for the private sector to bring forward sites for industrial and storage uses, these policies are yet to fully deliver in terms of meeting the immediate commercial premises needs of two broad categories of business as described elsewhere in this policy letter.
- 1.3 The Committee would ordinarily wish for the delivery of commercial premises to be left to market forces, and is of the opinion that there is no case for providing a financial subsidy for any such accommodation. However, the Committee recognises that the States is in a position to increase the availability of premises suitable for these types of business, and would support making any of the above sites available for this purpose but on commercial terms and with no form of subsidy.
- 1.4 The Committee recognises that if the States resolves to make such land available for commercial use, the States Trading Supervisory Board (“STSB”) would be responsible for giving effect to this resolution. The Committee understands that the STSB would require a policy framework within which to establish and administer any such facility. This policy letter therefore proposes a policy framework which would, subject to States’ approval, provide the STSB with the direction to carry out this function.

- 1.5 The Committee also proposes that if the States resolves to direct the provision of land for this purpose, that decision should be reviewed after five years by the Committee.

## **2 Background**

- 2.1 The relevant background is set out in the policy letter dated 25<sup>th</sup> April, 2017 by the Development & Planning Authority (“DPA”) and the Committee *for the Environment & Infrastructure* (“E&I”), hereafter referred to as “the DPA/E&I policy letter”, which the States considered at their meeting on 7<sup>th</sup> June, 2017 (Billet d’État XI of 2017).

- 2.2 This policy letter therefore does not repeat that background, other than to add that at the aforementioned meeting, after consideration of the DPA/E&I policy letter and further to an amendment by Deputies L B Queripel and M J Fallaize, the States resolved *inter alia*:

“To direct the Committee *for Economic Development*, in accordance with its policy and advisory responsibilities "to advise the States and to develop and implement policies on... the promotion and development of all sectors of business", to submit a policy letter to the States by no later than December 2017 in which it shall set out its opinion on whether the States should facilitate the use for industrial purposes of any of the areas of land listed in Proposition 1 [of the propositions submitted by the DPA/E&I with their policy letter of 25<sup>th</sup> April, 2017, namely: Mont Crevelt/Longue Hougue reclamation site, Griffith’s Yard, Brickfield House (excluding the field where the pump house is located), and Pitronnerie Road]”.

## **3 The Committee’s opinion**

- 3.1 The Committee recognises that the IDP provides flexibility for the private sector to bring forward sites for industrial and storage uses, but is of the opinion that these policies, which came into effect in November last year, are yet to fully deliver in terms of meeting the immediate commercial premises needs of the following broad categories of business:

### **3.1.1 Category 1 businesses**

Businesses which require basic open yard accommodation, principally for the storage of construction-related equipment, plant, and materials. The primary requirement of these businesses is for basic and secure ‘lock up and leave’ storage accommodation, rather than for workshop and office accommodation, though some may benefit from the provision of some basic covered storage.

### **3.1.2 Category 2 businesses**

Businesses which require open yard accommodation for the storage of construction-related equipment, plant, and materials but which would also benefit from the ability to undertake heavy industrial activities on-site, such as the screening of rubble and the processing of inert waste.

- 3.2 Nearly all of the tenants currently accommodated at the States-owned Fontaine Vinery temporary open storage compounds would fall within Category 1. A much smaller number of tenants fall within Category 2.
- 3.3 In interviews conducted in 2015 and 2016 with tenants of the temporary open storage compounds at Fontaine Vinery, the principal concern reported was lack of availability of suitable sites in the private market and the impact this had on the affordability of sites which did become available. Tenants reported that open storage sites rarely became available, and storage premises on the commercial market tended to be built warehouse-style structures, which were unsuitable for these businesses, as smaller buildings may not have sufficient internal height to accommodate plant and equipment, and larger premises were often too expensive for these businesses to rent wholly and would need to be subdivided into smaller units, again affecting the cost of these premises.
- 3.4 A small number of tenants also reported that they would also benefit from being able to carry out heavy industrial activities relating to the processing of inert waste (e.g. stone, metal, and timber from construction sites) at the site of their accommodation if they had suitable premises with the necessary planning permission to carry out these activities, but that options in the commercial premises market were limited because of the high impact of these heavy industrial activities on neighbouring uses.
- 3.5 Further, in late 2016/early 2017, the Committee carried out a survey of businesses requiring industrial and storage accommodation. The majority of respondents (59% of 56 businesses) agreed that availability of suitable premises was a limiting factor for their growth. Though the survey sample was small and may not be fully representative, these findings would appear to reinforce the concerns relating to availability of premises as expressed by the tenants of Fontaine Vinery.
- 3.6 The DPA/E&I policy letter refers to an island-wide oversupply of industrial and storage premises. However, the Committee understands that this oversupply principally relates to built industrial and/or storage premises rather than the type of open yard accommodation required by businesses in both categories. This being the case, the Committee does not consider that an oversupply of built industrial and/or storage accommodation represents an immediate and pragmatic solution for the particular needs of the Category 1 and 2 businesses described above. Further, the Committee notes the findings of the most recent IDP Quarterly Monitoring Report (for Quarter 2, 2017), which reported that there was no land (as opposed to built premises) available on the general market for rent or sale for employment uses during that period. This underscores the point that despite a reported over-provision of built industrial and storage and distribution premises, there does not appear to be sufficient market provision of land for storage and industrial purposes

- 3.7 The Committee would ordinarily wish for the delivery of commercial premises to be left to market forces. However, whilst in time a greater number of premises suitable for Category 1 businesses should become available in the commercial market, the Committee accepts that there is presently an issue of availability, which the States is in a position to address by making premises available for these types of business.
- 3.8 The Committee considers that it is less likely that premises suitable for Category 2 businesses will become available through market forces owing to the particular operating requirements of these businesses, planning restrictions in view of the high impact of these operations on neighbouring uses (particularly in terms of noise and dust), and the limited availability of suitable sites. The Committee would therefore also support making available premises suitable for these types of business.
- 3.9 The Committee does not, however, consider that there is a case for providing any form of direct or indirect financial subsidy for the provision of accommodation for these types of business. The role of the States should be solely to make available suitable premises, on commercial terms and with no form of subsidy.
- 3.10 For Category 1 businesses, the Committee would wish to see the provision of basic open yards for storage but with a higher standard of facility than is available at Fontaine Vinery, which is limited by planning restrictions and the temporary nature of the site. The principal need is for secure, open storage but there should be the potential for some basic covered storage to be provided if required by tenants.
- 3.11 For Category 2 businesses, the Committee would wish to see the provision of accommodation which would be suitable, in planning terms, for heavy industrial use.
- 3.12 The Committee does not seek to prescribe the precise layout or size of any site or sites to be set aside for this purpose but would as a minimum expect the STSB to make available a total area (which may be provided across more than one site) of no less than is currently available at the Fontaine Vinery open storage compounds.
- 3.13 The Committee does not seek to prescribe which site or sites should be put to such use but recognises that location options for Category 2 businesses are likely to be far fewer in number than for Category 1 businesses because of the impact of heavy/specialist industrial activities on neighbouring uses. The options for Category 2 businesses may therefore be limited to the Mont Crevelt/the Longue Hougue reclamation site. The Committee recognises that Mont Crevelt/the Longue Hougue reclamation site is strategically a highly valuable site and that accommodating Category 1 businesses at that site may not represent the most appropriate use of this resource (as there are more site options for this type of business elsewhere). However, noting that Longue Hougue is zoned for heavy/specialist industrial activities, the Committee would support the use of part of this site to accommodate Category 2 businesses. To that end, it is relevant to add that STSB has confirmed to the Committee that there is potential for some limited industrial compounds at Longue Hougue to be made available for this purpose, but not until 2018 when most of the construction of the waste facility should be completed.

- 3.14 The DPA/E&I policy letter also refers to the potential for redundant winery sites to provide land for industrial and storage uses. The Committee recognises that this potential exists and, prior to its work to investigate the use of States-owned sites, the Committee endorsed efforts by States of Guernsey Property Services to facilitate the relocation of Fontaine Winery tenants to privately-owned redundant winery sites. This resulted in the identification of a private redundant winery site which, earlier this year, was granted the necessary planning permission for change of use. The relocation of businesses from Fontaine Winery to the privately-owned site is now a commercial matter between the landowner and the businesses.
- 3.15 The Committee is also aware of a number of recent planning applications (pending at the time of writing) having been submitted for the provision of accommodation for industrial/storage purposes, including at redundant winery sites. In view of the potential for a greater number of suitable sites than at present to be provided by private landowners, the Committee recommends reviewing after five years any decision to provide States-owned land for industrial/storage purposes, to ensure that the provision of such facilities by the States does not have a detrimental effect on the commercial marketplace, either as a result of stymieing new developments coming on-stream or by undermining the commercial viability of existing sites.
- 3.16 Importantly, whilst the Committee is supportive of making available a States-owned site or sites to help meet the needs of the two categories of business described above, the Committee is of the opinion that these facilities should be provided on commercial terms and with no form of subsidy provided. This would enable the States to address the issue of availability of suitable premises whilst ensuring a level playing field for businesses renting premises in the private market. The Committee proposes, in section 4, below, a policy framework to provide direction to STSB on these and other matters relating to the provision of any such facility or facilities.
- 3.17 Whilst the DPA/E&I explained in their joint policy letter that it would be acceptable, in principle, under the existing policies of the IDP, and subject to the relevant policy criteria, to use the aforementioned sites for industrial purposes without amendment to the IDP, the Committee recognises that any such proposal for the use of these sites would still need to go through the planning process, and that the relevant policies of the IDP would be applicable. Section 3 of the DPA/E&I policy letter provides an assessment of the aforementioned sites, providing guidance on the policies of the IDP which would apply to each of the sites.

#### **4 Policy framework**

- 4.1 During the States' debate on the amendment by Deputies Queripel and Fallaize, the President of the STSB indicated that his Board would require the Committee to provide a policy framework for the use of any of the aforementioned sites.

4.2 The Committee would therefore propose the following policy framework:

(1) The STSB shall make available any of the following areas of land owned by the States of Guernsey: Mont Crevelt/the Longue Hougue reclamation site, Griffith's Yard, Brickfield House (excluding the field where the pump house is located), and/or Pitronnerie Road, to provide:

- a. basic open yard facilities for the purposes of open storage of plant, materials, and equipment principally for the construction industry; and
- b. land for heavy industrial purposes.

(2) The STSB shall run these facilities on a commercial basis. No financial subsidy will be provided and no preference will be shown to any particular businesses.

(3) Notwithstanding (2) above, land set aside for heavy industrial purposes should be limited to businesses able to demonstrate a genuine need for such premises.

## **5 Consultation**

5.1 In accordance with Rule 4 (1), the propositions set out in this policy letter have been submitted to Her Majesty's Procureur for advice on any legal or constitutional implications.

5.2 The Committee consulted with the STSB on the propositions and policy framework set out in this policy letter. The STSB raised no objections, and welcomed the recommendation to set commercial terms and rates. The STSB also welcomed the Committee's commitment to review on a five-yearly basis the need for this type of land to be provided by the States.

5.3 The STSB also took the opportunity to clarify that the site referred to in the DPA/E&I policy letter as "Brickfield House" constitutes 8,266m<sup>2</sup> of industrial land on each side of the entrance to the Guernsey Water facilities on the site, excluding the pump station. The image of the site depicted on p23 of the DPA/E&I policy letter ('Map 3') could have been interpreted as including the entirety of the land parcel at Brickfield House, which would not be a practical proposition. The STSB has provided an annotated aerial photograph of the site, enclosed with this policy letter as Appendix 1, which more clearly marks (in green hatching) the area potentially eligible for industrial/storage uses. It is to this area that the Committee's policy letter also refers when using the term 'Brickfield House'.

## **6 Resource**

6.1 The STSB estimated that if the sites in States ownership were developed sequentially as demand dictates, then a single site would not require any additional resource than is currently employed for this purpose as part of the duties of States of Guernsey Property Services staff. The STSB advises that there will be a significant capital and resource cost to develop any new site, with the set up and operation cost taking an estimated five years' rental income to be recovered.

## **7 Propositions**

The States are asked:-

1. To note that the Committee *for* Economic Development is of the opinion that the States should facilitate the use for industrial and storage purposes of any of the following areas of land owned by the States of Guernsey: Mont Crevelt/the Longue Hougue reclamation site, Griffith's Yard, Brickfield House industrial area (as described in section 5.3 of the Committee's policy letter, and excluding the field where the pump house is located), and/or Pitronnerie Road.
2. To direct the States Trading Supervisory Board to make available any of the areas of land listed in Proposition 1, to provide:
  - a. basic open yard facilities for the purposes of open storage of plant, materials, and equipment principally for the construction industry; and
  - b. land for heavy industrial purposes.
3. To agree that the provision of these facilities should be in line with the policy framework set out in section 4.2 of this policy letter.
4. Subject to the approval of Proposition (1), to direct the Committee *for* Economic Development to review, by no later than 13<sup>th</sup> November, 2022, the provision of these facilities by the States of Guernsey.

## **8 Committee Support for Proposition(s)**

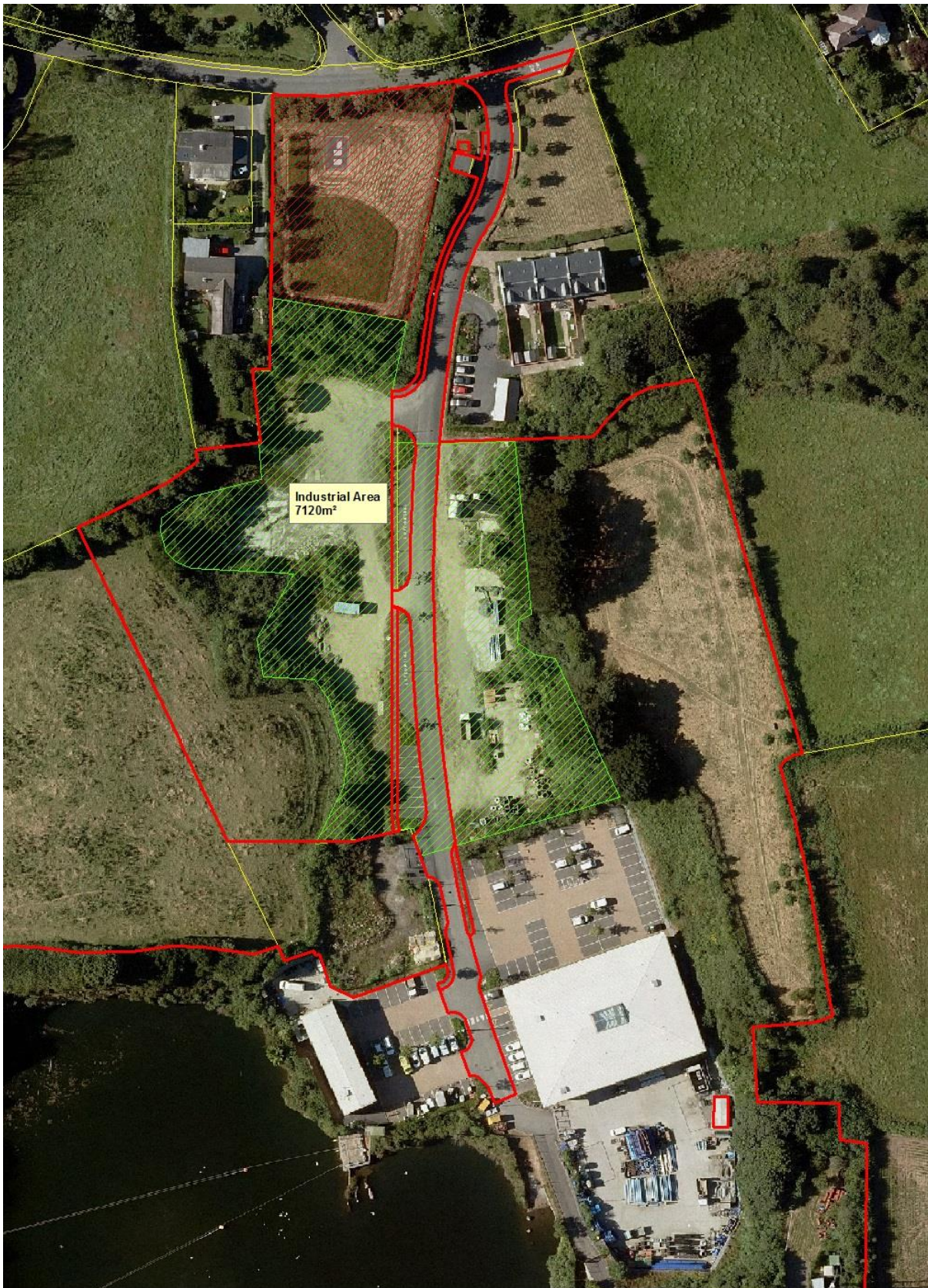
- 8.1 In accordance with Rule 4(4) of the Rules of Procedure of the States of Deliberation and their Committees, it is confirmed that the propositions above have the unanimous support of the Committee.

Yours faithfully

P T R Ferbrache  
President

J Kuttelwascher  
Vice-President

A C Dudley-Owen  
J S Merrett  
J I Mooney



**Industrial land at Brickfield House**

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

**STATES' TRADING SUPERVISORY BOARD**

**MERCHANT SHIPPING – INTRODUCTION OF NEW COMMERCIAL VESSELS CODE AND  
CONSEQUENT MINOR LEGISLATIVE AMENDMENTS**

The States are asked to decide:-

Whether, after consideration of the policy letter entitled 'Merchant Shipping – Introduction of New Commercial Vessels Code and Consequent Minor Legislative Amendments', they are of the opinion:-

1. To note the intention of the States' Trading Supervisory Board to issue a Small Commercial Vessels Code governing construction standards, crew licencing, operating limits and other related matters under regulations to be made under the Merchant Shipping (Bailiwick of Guernsey) Law, 2002.
2. To agree to the amendment, repeal or suspension (as appropriate) of such legislative provisions as is necessary to facilitate the introduction of such a Code.
3. To direct the preparation of such legislation as may be necessary to give effect to the above decisions.

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 Rule of Procedure of the States of Deliberation and their Committees.

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

**STATES' TRADING AND SUPERVISORY BOARD**

MERCHANT SHIPPING – INTRODUCTION OF NEW COMMERCIAL VESSELS CODE AND  
CONSEQUENT MINOR LEGISLATIVE AMENDMENTS

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

6<sup>th</sup> November 2017

Dear Sir

**1. Report**

- 1.1 The Bailiwick's legislation in respect of commercial vessels is out of date, with elements of it dating back almost thirty years, and needs updating. To address this problem, Guernsey Harbours has consulted extensively on a new draft Small Commercial Vessels Code, based on existing similar Codes in force in other jurisdictions and to be made under regulations, to set out in one place modern, detailed provisions in respect of construction standards, crew licencing, operating limits and related matters, to apply throughout the Bailiwick. This will be a major step change in this area, providing local operators with a modern regulatory regime that reflects the best of current practice while ensuring it remains appropriate and proportionate for the Bailiwick. The Code and its parent regulations will also be easily amendable, making it easy to ensure that standards in this area remain current going forward.
- 1.2 Comments on the draft Code have been received from stakeholders and suitable amendments made, and the States' Trading & Supervisory Board ("**the Board**") is now ready to issue the Code and make the regulations (made under the Merchant Shipping (Bailiwick of Guernsey) Law, 2002) under which the Code will be issued.
- 1.3 Before that can be done, a small amount of legislative housekeeping needs to take place, to amend or repeal by Ordinance the out of date provisions which the regulations and Code will replace, to ensure there is no inconsistency on the face of the statute book. In one instance that has been identified (the Hired Boats and Passenger Boats (Guernsey) Law, 1989) it is expected that this will involve the

suspension of certain provisions by Ordinance, for which, unusually, that Law provides. Other changes are likely to include the substantial amendment or repeal of the Passenger Vessels (Bailiwick of Guernsey) Ordinance, 1970, and the commencement of one or more repeals of old legislative provision, provided for in the 2002 Law.

- 1.4 Guernsey Harbours had hoped to be able to introduce the Code in January 2018. It has not proven possible to meet that ambitious target. This is partly because the consultation process has taken longer than anticipated: Guernsey Harbours has had to work carefully through the detailed comments received, including feedback recently received from the UK's Maritime and Coastguard Agency, and the Board is of the firm view that taking proper account of the consultation responses in respect of this substantial and important piece of work is vital. It is expected that the Code will be issued in the first half of 2018.

## **2. Consultation**

- 2.1 Following public consultation on a first draft of the Code, a revised draft was published for consultation in June 2017, with a deadline for responses set for 1<sup>st</sup> September 2017. That consultation response can be found here: <http://www.harbours.gg/CHttpHandler.ashx?id=110731&size=10>
- 2.2 The authorities in Sark and Alderney have been consulted on the Code, as has the UK's Maritime and Coastguard Agency. The Law Officers of the Crown have been consulted about the proposals in this Policy Letter and have advised in respect of the legislative changes required.
- 2.3 The Jersey Maritime Administration have also had sight of the Code and are considering the merits of adopting the Code to enable a Channel Island Code to be in operation. This would allow a pan-island regime for the operation of small commercial vessels which would be attractive to locally based operators, whilst ensuring appropriate and proportionate standards.

## **3. Cost/resources**

- 3.1 These proposals would not lead to any increase in public expenditure, nor would they have any other significant impact on the public sector.

## **4. Propositions**

The States are asked to decide whether they are of the opinion to:

1. To note the intention of the States' Trading Supervisory Board to issue a Small Commercial Vessels Code governing construction standards, crew licencing, operating limits and other related matters under regulations to be made under the Merchant Shipping (Bailiwick of Guernsey) Law, 2002.

2. To agree to the amendment, repeal or suspension (as appropriate) of such legislative provisions as is necessary to facilitate the introduction of such a Code.

3. To direct the preparation of such legislation as may be necessary to give effect to the above decisions.

**5. Committee support for Propositions**

5.1 In accordance with Rule 4(4) of the rules of Procedure of the States of Deliberation and their Committees, it is confirmed that the proposition above has the unanimous support of the Board.

Yours faithfully,

C N K Parkinson  
President, STSB

J C S F Smithies  
Vice-President, STSB

S J Falla, MBE, Non-States Member, STSB  
J C Hollis, Non-States Member, STSB