



BILLET D'ÉTAT

VII
2001

WEDNESDAY, 25th APRIL, 2001

STATES EDUCATION COUNCIL

THE FUTURE ORGANISATION OF
SECONDARY AND TERTIARY EDUCATION
IN THE BAILIWICK OF GUERNSEY

BILLET D'ÉTAT

TO THE MEMBERS OF THE STATES OF THE ISLAND OF GUERNSEY

I have the honour to inform you that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE, on WEDNESDAY, the 25th APRIL 2001, at 10.00 a.m.**

(**NB** – Without prejudice to the right of any member of the States to propose a change in the order of business, I propose to take this Billet d'État immediately after any draft legislation for approval and any Committee elections contained in the main April Billet d'État.)

STATES EDUCATION AUTHORITY

**THE FUTURE ORGANISATION OF SECONDARY AND
TERTIARY EDUCATION IN THE BAILIWICK OF GUERNSEY**

The President,
States of Guernsey,
Royal Court House,
St. Peter Port,
Guernsey.

7th March, 2001.

Sir,

**THE FUTURE ORGANISATION OF SECONDARY AND
TERTIARY EDUCATION IN THE BAILIWICK OF GUERNSEY**

The purpose of this Policy Letter is to present to the States the Education Council's proposals for the reorganisation of secondary and tertiary (post-16) education in the Bailiwick as expressed in its consultation document "A New Direction for Local Education : Recommendations for the future Secondary and Tertiary Education System of the Bailiwick of Guernsey" which was published in September 2000 and circulated to all homes in the Bailiwick.

The Policy Letter comprises five sections and five appendices:

Sections

1. Summary
2. Background
3. The Consultation
4. The Proposals
5. Recommendations to the States

Appendices

1. A Revised Structure for a Selective Secondary and Tertiary System
2. The Analysis of the Public Response to the Consultation
3. Estimated Revenue Comparisons 2010 and 2020
4. The Grant-aided Colleges and their funding
5. Glossary of Educational Terms

SECTION 1 : SUMMARY

- 1.1 The Education Council (hereafter ‘the Council’) announced¹ in December 1999 that it would prepare a consultation Green Paper on the future organisation of secondary and tertiary education in the Bailiwick. This would put more ‘flesh on the bones’ on the non-selective alternative outlined in the questionnaire circulated to parents earlier that year. It emphasised that:
- 1.2 *“The Council will not at this stage attempt to work out every small detail of how the non-selective option system will work. This would be premature until the Council has determined whether the States and wider community want – in principle – to make such a change.*
- “The Green Paper will, therefore, be published in a form which allows input from the whole community, and in particular from parents and teachers, before the Council goes to the States for an ‘In Principle’ decision. If the States do decide to favour a non-selective approach, then more detailed work will have to be done before returning to the House for a firm decision. The Council does not expect an in principle approach to be made to the States until, at the earliest, January 2001.”*
- 1.3 *The Council believes that in order to achieve the best possible education for the young people of the Bailiwick:*
- children should have equal opportunities to experience the National Curriculum
 - students should have access to the widest possible range of courses at 16
 - all children should be able to enjoy the same level of facilities, resources and high quality teaching.
- 1.4 These principles, recently included in the briefing notes submitted by Guernsey to the British-Irish Council meeting on Social Inclusion, led the Council to conclude by a majority that the following propositions should be submitted to the States:
- 1. selection of pupils to schools on the basis of ability at age 11 should be ended**
 - 2. a Tertiary College should be created on one site to provide a range of facilities, including a Sixth Form Centre, for the students of the present Grammar School Sixth Form and the College of Further Education**
 - 3. the school leaving age should be raised to sixteen by the beginning of the academic year 2008/2009, or sooner if resources and curriculum arrangements permit.**

¹ : SEC Media release: Final Report of the Guernsey Eleven Plus Questionnaire to Parents and Carers 2nd December, 1999

Proposition 1: Ending of Selection

- 1.5 The first proposition, that the educational needs of the Island will best be served by the ending of selection at age 11 is acknowledged by the Council as having been the main issue of controversy within the consultation.
- 1.6 ‘Selection’ in educational terminology is the allocation of children at age 11 to schools of different types on the basis of their overall academic ability. The Council accepts that children have different aptitudes and that they will flourish the better when they learn for part of the time in the company of others with similar interests and aptitudes.
- 1.7 However, the Council does not believe that this demands the continued provision of special places at the Colleges and the Grammar School with the remainder going to secondary schools. Rather it argues for the creation of schools of sufficient size which will allow different specialised learning opportunities to be provided within each school for children’s individual needs to be met. That is why the Council will require the “setting” of children, in other words the placing of children in classes according to their ability in different subjects, in the new schools.
- 1.8 **The recommendations for a new secondary school system are explained in the “New Direction” Consultation document. In summary, the Council proposes the establishment of three non-selective 11-16 High Schools to replace the four Secondary Schools and the Grammar School, and the ending of special places at the Colleges. More information is given in Section 4 of this policy letter.**
- 1.9 **If the States cannot accept proposition 1 and the proposals by which it will be achieved, the Council has made it clear that it will still have to make changes to the present selective system in order to cope with falling school rolls, changes to the curriculum and the increasing costs required both to provide a sufficiently broad curriculum choice for fewer pupils and much needed building renovations. It will, therefore, have to return to the States with proposals to retain selection at 11, but to close one of the four Secondary Schools and to rebuild the three others. An outline of these proposals is given in Appendix 1.**

Proposition 2: Establishment of a Tertiary College

- 1.10 **The second proposition, that the needs of post-16 students will best be served by the creation of a Tertiary College (a single campus Sixth Form, Vocational Training and Lifelong Learning Centre), is placed before the States for its approval in the knowledge that this will be essential, whether or not selection by ability at 11 is retained. The Council therefore submits proposals for the establishment of a Tertiary College in this policy letter.**
- 1.11 It advises the States that, if the non-selection proposals are rejected, when the Council returns to the States with revised proposals for selective secondary education, proposals for a Tertiary College will still be included, although amended to allow it to be set up through a two stage process and to a different time scale.

Proposition 3: Raising of the School Leaving Age

- 1.12 The Council is the only jurisdiction within the British Isles not to have raised the school leaving age to 16. Although it will be necessary to provide a wide and varied curriculum to motivate those young people (18% of the age group in 2000) who would normally leave at 15, the Island cannot afford to have so many young people leaving with no qualifications. **The Council intends to bring an ordinance in due course, once the curriculum and accommodation arrangements are in place, to raise the school leaving age to 16.**

Conclusion

- 1.13 The Council is firmly of the opinion that its proposals for secondary and tertiary education represent in their entirety a cohesive, cost-effective solution. Before any more detailed planning is done, it is the Council's view that, at this 'in principle' stage, it would be helpful if the States were to signal in principle their acceptance or rejection of the three broad tenets of the Council's policy, namely the ending of selection at age 11, the creation of a Tertiary College and the raising of the school leaving age to 16.
- 1.14 The Council acknowledges that, if the States approve any of the propositions, there will inevitably be very substantial costs associated with the development of the secondary and tertiary structure, regardless of whether selection is ended at 11. It emphasises that even if there is to be no change to the structure, it is inescapable that the deteriorating fabric of the buildings and the changes in accommodation required for curriculum development will require very large sums of money to be spent.
- 1.15 However, the Council is not asking through this In Principle policy letter for the commitment of capital funding for the replacement of schools. The Council understands that it will need to return with detailed plans for the States' approval, together with a phased site development plan which will then be subject to the availability of capital resources as each phase of the development is approached.
- 1.16 The Council, in discharging its obligation to provide education and training as required in the States' agreed strategic and corporate objectives, considers it is imperative that the current uncertainty about the way tertiary and secondary education might be provided in the future is brought to a speedy conclusion. Parents, pupils and teachers need to know the States' mind on the Council's outline strategy, even if the timetable for the proposed changes has to be adjusted to reflect the States' capital spending priorities.
- 1.17 The following sections deal with the background to the propositions, the research and consultation process and the key aspects of the proposals. The full proposals appear in "A New Direction for Local Education" and the technical details of the proposals appear in the Barnett² and Drivers Jonas³ Reports referred to later in this policy letter. All three documents are available on request from the Education Department.

² : Options for a Non-selective System of Secondary Education: a Discussion paper prepared for the States of Guernsey Education Council B. Barnett 15th April, 2000

³ : States of Guernsey Post 16 Review Estates Appraisal: Final Report May 2000

SECTION 2: BACKGROUND

- 2.1 The Education Council has both a statutory and moral responsibility to ensure that each child has opportunities to develop his or her maximum potential. The Education (Guernsey) Law 1970 not only refers to the requirement to provide sufficient places, but comments on the nature of those places:

“... and the schools available shall not be deemed to be sufficient unless they are sufficient in number, character and equipment to afford for all pupils opportunities for education offering such variety of instruction and training as may be desirable in view of their ages, abilities and aptitudes and of the different periods for which they may be expected to remain at school, including practical instruction and training appropriate to their respective needs.”

- 2.2 Up to the present time, the Council has fulfilled this requirement at secondary and tertiary level by providing four Secondary Schools in Guernsey, St. Anne’s School in Alderney, and by allocating selected places at the Grammar School, the grant-aided Colleges and Blanchelande Girls’ College. At 16, provided they meet the admission criteria, pupils can transfer either to the Grammar School Sixth Form or to the College of Further Education. In September 2000, 172 students entered the Grammar School Sixth Form and 104 students began full time courses at the College of Further Education.
- 2.3 The schools and colleges have provided an education which has satisfied many parents and children. But it is the proper duty of the Education Council to consider whether the public interest is best being served by the current system, especially given the comparatively high number of pupils who currently leave school with no qualifications at all. The Council has investigated whether a different system would produce better educational standards, better meet the future needs of both the young people of the Island and the Island’s economy and also lead to a community which is less divided about the way its own people are educated.
- 2.4 Many people in the Island have challenged the Council on the present structure of secondary and post-16 education, questioning whether it continues to be the best way of meeting the Island’s needs in the 21st century.
- 2.5 They have argued that children of a wide range of ability are taught together very successfully in the primary schools and that there is no need to change that system when transfer to a new school takes place at 11. They have argued that children now continue to follow broadly the same courses of study after the age of 11, are now all aimed at the same set of exam qualifications at 16, after taking the same tests at the ages of 7, 11 and 14, and often come back together again for their Sixth Form work.
- 2.6 Others would contend that the Council should not change a system which they believe works well for the Island because it enables children to be educated with others of similar ability, and because it is a tried and tested form of education which produces high standards and allows certain children from all social backgrounds the maximum opportunity to progress.
- 2.7 Over the last 30 years different groups, parents and teachers amongst them, have sought to open the debate on whether a change to a non-selective secondary system would be right for the Island. In 1984 a working party of the Education Council produced the ‘Study Group Report’ which strongly recommended changes to secondary and tertiary education.

- 2.8 In 1993 another Council working party produced options for changing the secondary and tertiary system, and clearly identified the need for changes to be made to the present system. However, no decisions were taken until, in 1996, the Council produced its first Five Year Plan⁴, which set out its objectives for the Education Service for the next five years.
- 2.9 The Council had acknowledged the key responsibilities required of it in meeting the States' Strategic and Corporate Objectives. It recognised that the Bailiwick of Guernsey is, in effect, a small country, with its own judiciary, legislature and economy, and that it has no natural resources of its own, other than the skills and ingenuity of its people, by which to sustain itself. The Council acknowledged its duty to scrutinise the system of education to ensure that it would continue to play its vital part in meeting the Islands' needs for the future.
- 2.10 The Council decided that over the five year period 1996-2000 few changes should be made to the structure of the education system in the Bailiwick. But it also decided to review all aspects of how it provided education and training. Several working parties were established which looked at, amongst other things, how special needs children should be provided for; how the growth in the demand for courses and qualifications for the post-16 age group (tertiary education) should be met, and whether the system of secondary education in the Island was meeting not only the needs of our young people, but also producing the knowledge and skills necessary for the Island to continue to thrive economically, socially and culturally. In addition, the Council commissioned a survey of all of its buildings to establish the extent of the refurbishment and replacement that would be required.

Secondary Education Review

- 2.11 As part of the review of secondary education, the Council commissioned the National Foundation for Educational Research (NFER), Britain's leading educational research institution, to survey islanders' views on the current system.
- 2.12 NFER conducted a series of focus group interviews in Guernsey, seeking the views of groups of employers, past and present pupils, teachers, parents, and social service agencies on the secondary school system in Guernsey.⁵ The range of views collected from these meetings were then used to form the basis of a questionnaire⁶ for parents of children who were currently in education in Guernsey and Alderney. The Council issued the questionnaire in 1999, emphasising that, once its results were known, the Council would then decide whether to consult the other groups.
- 2.13 4,589 questionnaires were returned. NFER considered it was reasonable, therefore, to assume that the results were derived from parents of at least half the school and college population of approximately 8000. In the experience of NFER, which has conducted similar surveys elsewhere in the UK, this was a high response level which demonstrated the great interest in the matter in the Islands.
- 2.14 A small, but in NFER's view statistically significant, majority of parents, 55% against 42%, favoured changing the current secondary system to one without selection.

⁴ : SEC Five Year Plan 1996: Billet d'État XV 31st July, 1996

⁵ : NFER Report of Focus Group Meetings B. Lee September 1998

⁶ : NFER Guernsey Eleven Plus Consultation Questionnaire to Parents and Carers April 1999

- 2.15 The Council, therefore, decided to undertake further detailed research and consultation on non-selective systems of education. In December 1999 it issued the final report of the Eleven Plus Survey⁷ and announced there would be a consultation period during 2000 when the views of the whole community would be sought on the more detailed proposals which the Council would prepare.
- 2.16 The Council emphasised that it had taken no final decision on whether to recommend to the States the ending of selection at 11, although by a majority it did now favour ending it.
- 2.17 The Council commissioned Mr. Brian Barnett to conduct a thorough analysis of future pupil numbers for the Island and to examine how a non-selective system could be provided. Mr. Barnett was senior education officer (policy and planning) for Warwickshire from 1990 to 1996 and was directly responsible for the overall planning of a major reorganisation of more than 300 schools involving over 74,000 pupils. His work resulted in a significant improvement in the effectiveness and efficiency of the Warwickshire education system and led to the following comment in the 1998/9 Annual Report of Her Majesty's Chief Inspector of Schools: "There were few signs that LEAs were grasping the nettle of school reorganisation more readily than in the past ... Warwickshire was a rarity in having carried through a large and highly effective reorganisation". Mr. Barnett's work resulted in his becoming an LEA adviser to the UK Audit Commission for its work on school place planning. With this background, and his training as a statistician, Mr. Barnett was asked to establish costed options for alternative systems of secondary education and to produce a final recommendation for a non-selective system which could then be compared with the current selective system.
- 2.18 He was also asked to identify the consequences of such changes, including the changes for post-16 education, the funding of the grant-aided colleges, the implications for the capital programme and the raising of the school leaving age and to develop an outline strategy for implementation.
- 2.19 His final recommendations for a non selective secondary system were:
- **the creation of three 11-16 High Schools of a maximum size of approximately 850 pupils. The four existing secondary schools and the Grammar School would close and the three new High Schools would open on the sites of the Grammar School, Les Beaucamps and Belgrave Vinery (or a suitable site in the north of the Island, subject to consultation with other States committees)**
 - **St. Anne's School, Alderney would become a 4-16 High School**
 - **there would be no further allocation of special place holders to the Colleges. The block grant to those Colleges would continue, albeit at a reduced level because of the loss of the special place holders**
 - **a Tertiary College would be established to offer a wide variety of courses to those over the age of 16 and a Sixth Form Centre would be established as part of that Tertiary College campus to provide full time courses for 16-19 year olds.**
- 2.20 Further details are given in Section 4 of this policy letter and in the Barnett Report, available from the Education Department.

⁷ : NFER Guernsey Eleven Plus Consultation Final Report B. Lee November 1999

Post-16 Education Review

- 2.21 At the same time, the working party on post-16 education was finalising its conclusions. Work had begun in the early 1990's on a review of the Island's requirements for its post-16 provision. Following the publication of the Five Year Plan in 1996, a working party was established to make recommendations on the future structure for post-16 education and training. This structure would have to meet the diverse and complex needs of various sectors of the community, from those studying full-time from the ages of 16-19 to those seeking retraining, studying through part-time courses and training as a requirement of their employment.
- 2.22 The matter became urgent in 1999, not only because of the Council's review of the secondary education system, but also because of the UK Government's decision to make major reforms to the 16-19 curriculum and to introduce them from September 2000.
- 2.23 These reforms to the courses followed by sixth form students are collectively known as Curriculum 2000 and they offer a greater degree of flexibility from a modular curriculum framework in which A-levels and GNVQ are divided into smaller units with the intention that students follow a broader and more demanding programme of study. The reforms have major implications for student choice, advice and guidance policies, teacher/lecturer resources, support staff, revenue funding, capital investment, and accommodation requirements.
- 2.24 The Grammar School and the College of Further Education have been able to offer a partial implementation of the Curriculum 2000 reforms from September 2000, but it is already becoming increasingly unlikely, on projection of present figures, that accommodation and staffing will be sufficient to deliver the reforms during the next two years. It is now clear that by 2002/3 the present system will be unable to cope unless cost effective means of sharing facilities and staffing are found.
- 2.25 The Post-16 Working Party consequently undertook two tasks. A group was formed, which included Heads of the States Secondary Schools, the Grammar School and the College of Further Education, to arrive at a curriculum 16-19 entitlement. Secondly, a space and cost feasibility study was commissioned from Drivers Jonas, an independent property consultancy, on options for structures to deliver post-16 education.
- 2.26 Drivers Jonas looked at three main options:
- maintaining the status quo – which would continue the current split between the Grammar School and the College of Further Education
 - establishing a Full-Time 16-Plus Centre (FT16+ Centre) – a post-16 institution for full-time (FT) study separate from a complementary centre which would deal only with part-time education and training
 - establishing a Tertiary College – a new College for the provision of all post-16 study, full-time or part-time, and including lifelong learning provision, adult work training and business training.
- 2.27 Drivers Jonas considered two forms of the FT16+ Centre option – incorporation of the Centre with the Grammar School on the Grammar School site or a new building on a new site. They considered two forms of the Tertiary College option – whether to base it on the current College of Further Education site or build it on an entirely new site.

- 2.28 They then conducted an investment appraisal exercise to establish the relative cost effectiveness of the options for post-16 delivery and assessed a number of sites around the Island to test how well they fitted with the conclusions of the resource cost appraisal. The resource cost appraisal was based upon the cost of new buildings, occupancy and staffing. The sites considered were the Grammar School, the College of Further Education, the Castel Hospital and each of the four Secondary Schools.
- 2.29 **Drivers Jonas concluded that the opportunities to modernise the curriculum and to offer the Curriculum 2000 entitlement cost-effectively were better with a Tertiary College option than by maintaining the status quo. They also indicated that there was a distinct cost advantage for a Tertiary College structure over the FT16+ Centre model.**
- 2.30 **The conclusion of the Drivers Jonas Estates appraisal was that the States should support the Tertiary College new-build option, a key educational development for the Bailiwick.**
- 2.31 A tertiary college offers the staffing and facilities necessary to provide a range of courses for a variety of qualifications for students of varying types. Ideally the facilities should be provided on one site to avoid duplication of expensive specialist facilities such as workshops and to allow specialist staff to teach a range of courses to different groups of students, for example 16-19 full-time students, apprentices, adult learners and the business community.
- 2.32 However, it is fully recognised by the Council that the particular needs of these different groups will require differentiated facilities to be available and so it is envisaged that a campus will be established on the St. Peter Port School site with separate buildings for the different groups of students and the courses they are following.
- 2.33 Further details are given in Section 4 of this policy letter and in the Drivers Jonas Report available from the Education Department.

SECTION 3: THE CONSULTATION

- 3.1 As a result of the Barnett and Drivers Jonas reports, the Council's Post Eleven Working Party (a working party formed by the merger of the Eleven Plus and Post-16 Working parties and comprising Council members, local headteachers and senior officers) produced the Education Council's proposals for the reorganisation of secondary and tertiary education in the Bailiwick. These were published in the consultation document circulated to all homes in the Island in September 2000. An extensive consultation then followed, during which 18 meetings were held with different interested parties by the Council, including three public meetings at St. James and one in St. Anne's, Alderney. In addition, a number of parishes and individuals held meetings and there was much comment and correspondence in the media.
- 3.2 Following the consultation, the Council asked the Educational Policy and Evaluation Unit of the University of Brighton to evaluate the written responses. The main report analysed individual responses to the consultation. There were 996 responses with 1,024 signatories. Because of the problems associated with 'double counting', the group responses, for example from Libra, Fair Start, Chamber of Commerce, were not included in the main part of the analysis, although they are discussed in a separate section of the report. The report is attached as Appendix 3. It concludes that more letter writers 518 (50.6%) were not in favour of the Council's overall proposals than in favour 487 (47.6%) with 1.9% undecided.
- 3.3 However, it must also be noted that 1,079 individuals supported the proposals by joining the Fair Start Group. Even if one assumes that the 487 supportive signatories who responded individually to the consultation were also members of the Fair Start Group, there are still another 592 people who are clearly in favour of the proposals and who signalled their support in the collective submission by Fair Start to the Council.
- 3.4 There was little that was unexpected in the responses. The majority of respondents reiterated the same arguments for and against the proposals which had been made in the New Direction document. Positive general comments included that the proposals were long overdue and of long term importance for the future of the Island's children. Other respondents felt that the proposed changes would not get the desired results and were an example of political correctness. There were also concerns expressed about the cost of the proposals.
- 3.5 On the specific issue of the removal of the Eleven Plus, 51% of the individual respondents were not in favour, 49% were in favour. The University commented that overwhelmingly those who supported the removal of the Eleven Plus identified that the examination was associated with a sense of failure for those who did not pass. Those against the removal of selection feared that the proposed comprehensive system would cause a lowering of standards and results.
- 3.6 Only 169 letters commented specifically on the proposals for the new tertiary college, with approximately 70% of respondents in favour. Of the 405 letters which commented specifically on the removal of the Grammar School, 62% of signatories were not in favour, with those against the proposal claiming that the loss of the Grammar School would result in an elitist system with selection on the basis of the ability to pay rather than academic ability. Many alternatives were suggested with some recommending that each High School should have its own particular specialist focus to cater for the different interests of pupils.

- 3.7 Comments about raising the school leaving age were contained in just 67 letters. The respondents showed strong support for this proposal with 80% in favour, although a few commented on the potential problems of forced attendance.
- 3.8 The proposal to continue grant aid to the Colleges whilst abolishing the special places raised strong opposition with 88% of the 229 signatories against the Council's proposals to continue funding the Colleges.
- 3.9 The consultation exercise cannot be said to have given a clear picture of the Island's preferences for its education system. Understandably, those who have benefited under the present system are likely to assert their loyalty towards it. Indeed it has been argued that the literacy skills evidenced by those who have responded individually to the consultation exercise are far more likely to have come from those who felt advantaged by the current system and who see the changes as resulting in the removal of their own school. On the other hand, the Council is aware that the lack of local experience of any alternative to selection is bound to create suspicion and some apprehension in many minds about any change.
- 3.10 The consultation exercise is now concluded. The Council knows that decisions have to be taken on the future of secondary and tertiary education before the replacement of crumbling buildings and the increasing problems of teacher shortages can be addressed. The uncertainty about the future structure of the Island's post-11 education system is adversely affecting the recruitment and retention of teachers, and causing concern amongst parents, pupils and employers.

**SECTION 4: THE COUNCIL'S SUBMISSION OF PROPOSALS FOR
SECONDARY AND TERTIARY EDUCATION**

4.1 The Council has considered the responses from the consultation and has decided on the propositions to be placed before the States so that it can establish the structure which it believes best meets the needs of our young people.

4.2 **Summary of the proposals for a non-selective post-11 education system**

From September 2005 at the earliest, or as soon as possible thereafter there would be:

4.3 **Three High Schools for pupils aged 11-16**

The High Schools would be sited at Les Beaucamps, Belgrave Vinery (or a suitable site in the north of the Island) and the Grammar School. Les Beaucamps would receive pupils from the Castel, Forest, La Houquette, La Mare de Carteret and St. Andrew's Primary Schools. The Belgrave Vinery school would receive pupils from Hautes Capelles and Vale Junior Schools and the school sited at the Grammar site would receive pupils from Amherst Junior, St. Martin's Primary and Vauvert Primary Schools.

4.4 Children attending Notre Dame du Rosaire or St. Mary and St. Michael Roman Catholic Primary Schools would be offered places in the High School which serves the parish in which their homes are situated.

4.5 The three High Schools in Guernsey would be designed to be of approximately equal size. They would be provided with equal resources and facilities. Each would be expected to accommodate around 850 pupils and the schools would be large enough to allow setting by ability for different subjects. The new schools would have specialised arrangements for dealing with disaffected pupils. The Council's plans for the reorganisation of special needs education include the establishment of a separate facility elsewhere in the Island for emotionally and behaviourally disturbed children which would support the schools in the management of any difficult children.

Les Beaucamps

4.6 In the New Direction document it was envisaged that Les Beaucamps would be able to be extended and refurbished at a cost of approximately £6.65m at April 2000 costs of £1500 per square metre. Because of the overall condition of the buildings, now confirmed by the recent survey, and the need to ensure that all schools are resourced to the same high standard, the Council considers that a new school should be built on the Les Beaucamps site. The Council is currently developing a dual use project with the Recreation Committee to provide a pool and sports hall at Les Beaucamps both for the school and for community use. If the States approve the project for a competition size pool with spectator facilities, initial estimates suggest a cost of around £7.5million. However, a pool and sports hall suitable for school use only is shown in the illustrative costings at £3.3million.

Belgrave Vinery School

4.7 The Council wishes to build a new school with a pool and sports hall on part of the Belgrave Vinery site to cater for children in the north of the Island. The Council considers that the location of Belgrave Vinery would make it very suitable as the site of the new school. The Council therefore asks the States to defer a decision on the use of the site until consultations are completed on the Council's plans. A site of approximately 55 verges (22.5 acres) would be required for the new school. The Council hopes that some of the playing fields would be provided on land outside the Housing Target Area.

- 4.8 The Belgrave School would replace St. Sampson's Secondary School. Subject to negotiations with the necessary authorities, the Council would use the existing St. Sampson's School to provide facilities for the creation of a new St. Sampson's Primary School (to reduce the demands on the Vale Junior and Hautes Capelles Junior Schools which are at full capacity); a new location for the Education Department and Education Development Centre facilities for teachers.

The Grammar School

- 4.9 The Grammar School would provide the accommodation for the third High School. Its general fabric and facilities are still of high quality and the Council estimates that, with some replacement of temporary accommodation, the school could easily adjust to its new role as an 850 pupil 11-16 High School.

St. Anne's School, Alderney

- 4.10 The school would stay as an all-age 4-16 school, but would no longer send pupils either to the Grammar School or as special place holders to the Colleges. Transfer to one of the Guernsey High Schools at age 14 might be possible if a pupil's individual GCSE option choices could not be met at St. Anne's.

Guernsey Tertiary College

- 4.1.1 The College would deliver courses for all full and part-time students, not only for those in the 16-19 age group, but for all adult learners, in new purpose-built premises on the site of St. Peter Port Secondary School. It would replace the College of Further Education and the Grammar School Sixth Form.
- 4.12 The Council recognises that the particular needs of different groups of students will require differentiated facilities to be available with separate buildings for the different groups. A Sixth Form Centre would, therefore, be fully established on the Tertiary College campus, providing full-time courses for all 16-19 year olds.
- 4.13 The Sixth Form Centre would have pastoral and learning support provided for its students through a tutorial system, with personal tutors responsible for monitoring the progress and welfare of each student.
- 4.14 An Advisory Centre would be built to provide information, advice and guidance to students and to the adult community generally on training issues. This would incorporate the current Careers Service provided by the Education Council.
- 4.15 A Learning Resources Centre would be built, incorporating an enhanced library provision which would also provide open access to higher education students needing to undertake research during their vacations. It would contain sufficient computers with technical backup to allow the development of independent computer-based learning.
- 4.16 Students would have access through the pastoral and learning support programme to careers guidance and participation in enrichment activities such as sport, art, drama, community service, Duke of Edinburgh Award and exchange visits.
- 4.17 The Tertiary College would provide an administrative centre as well as facilities for part-time vocational studies and apprenticeship courses at craft, technician and equivalent levels. It would provide courses for skills upgrading or for retraining for adults as well as the full range of courses currently provided at the College of Further Education.

- 4.18 Students' social and refreshment facilities would be provided and the campus would be large enough to allow for some limited sports provision including, possibly, community access to a sports hall.
- 4.19 The College would establish links with ICT learning centres and the learndirect infrastructure in the UK, together with the University for Industry. It would seek to provide foundation degrees built on partnerships and networks with higher education institutions.
- 4.20 In line with the UK Government's recent policy statement on further education, "Colleges for Excellence and Innovation", a key focus of the College would be to provide a centre of vocational excellence for business and financial skills. This would lead to the creation of a dedicated business/management centre on the campus.
- 4.21 The establishment of this College would allow the Council to maximise its provision of courses for the benefit of the post school age community. It would allow students better access to facilities and to a much wider range of courses. It might also be used to provide the location for the Youth Service and the Schools' Music Service. It would also allow Guernsey to demonstrate to its worldwide clientele its commitment to lifelong learning and to the development of a highly skilled workforce.

The Ladies' College and Elizabeth College

- 4.22 The Council would continue to grant-aid Elizabeth College and The Ladies' College. The level of grant would be less than the existing amount because of the removal of funding for special place holders. It is expected that the level would be related to a proportion of the unit cost of educating a pupil in the States schools. Further information is provided in Appendix 4.

Blanchelande Girls' College

- 4.23 The Council would cease the funding of up to six special places per year. Those being funded by the States before the ending of selection would continue to be funded during their studies at the College.

St. Peter Port School and La Mare de Carteret Schools

- 4.24 These two schools would eventually close and the catchment areas they have served until now would be allocated to the new High Schools. On the La Mare de Carteret site it is intended that a new primary school should be built to replace the deteriorating buildings of the existing primary school.

Admission arrangements during the transition phase

- 4.25 Admission arrangements would be carefully planned to allow the gradual transfer of pupils to the new schools. As far as possible, pupils would finish their education in their own schools rather than being combined with pupils from other schools. Such transfer arrangements would depend on the final agreed timescale for the removal of selection and the completion of the building work.

Arrangements for teachers and other staff employed at secondary schools and the College of Further Education

- 4.26 All staff in the secondary sector and at the College of Further Education would need to apply for posts in the new High Schools and the new Tertiary College. There would be no compulsory redundancies, although some voluntary redundancies might be offered. Processes to be followed and the protections offered would be subject to discussions with the appropriate unions.

Raising the school leaving age to 16

4.27 The Council is actively planning for raising the school leaving age to 16 in line with all areas of the United Kingdom. The proposals the Council has made for a revised secondary and tertiary system would provide sufficient accommodation and wider curriculum options to introduce more imaginative courses at Key Stage 4 (age 14-16) and it is expected this would impact on the numbers of pupils choosing voluntarily to remain in school until 16. The Council recognises, however, that simply raising the school leaving age in the Bailiwick would not be enough. The new schools would need to provide a sufficiently wide and varied curriculum through specialised staff to motivate these young people to gain the qualifications they and the Island need. The Council intends to raise the school leaving age to 16 as soon as it is possible to provide the facilities and reorganisation of the curriculum necessary to meet these young people's needs.

Capital Costs

a) New Direction Costs

4.28 The proposals which appear in the New Direction Consultation document were costed in April 2000 at £1,500 per square metre. The proposals included a new school at the Belgrave Vinery site, refurbishment and extensions at the Les Beaucamps site, alterations and refurbishment at the Grammar School and a new Tertiary College on one site. In total these works were estimated at £38.1 million.

4.29 The Council has decided that because of the age of the buildings at Les Beaucamps, the extensive amount of renovation required and the functional difficulties in adapting the buildings to accommodate larger numbers, the New Direction proposals should be recosted to include the full rebuilding of the school at Les Beaucamps. This would have raised the costs from £38.1 million to £46.2 million at April 2000 prices. However, the rise in building costs means that the Council has now reassessed the cost of the proposals, including the rebuilding of Les Beaucamps, on the basis of January 2001 figures of £1,800 per square metre, at £56.96 million.

4.30 The Council's plans include other developments which add extra costs to the proposals. Site clearances and the provision of a new school for La Mare de Carteret Primary, the establishment of St. Sampson's Primary in different premises, and professional fees collectively bring the total cost of the New Direction proposals to £72.86 million at £1,800 per square metre. Table 1 below shows the breakdown of costs for the New Direction proposals as at April 2000 and January 2001.

b) Costs for Upgrading the Present System

4.31 Table 2 below shows the comparative costs of improving the existing system against the expenditure required to accommodate the New Direction proposals.

4.32 If the Council were to continue to provide secondary and tertiary education on the same basis as now, with four secondary schools, the Grammar School and the College of Further Education, there would still be major capital costs involved in the refurbishment and replacement of the existing buildings in order to bring the schools up to an acceptable standard. This "Status Quo" option would require expenditure estimated to total £61.90 million as against the New Direction proposals total of £72.86 million.

- 4.33 It should be noted that the £9.64 million shown in Table 2 as needed for the College of Further Education if the present site is to be retained, was costed by Drivers Jonas for the relocation of the Old Boys' Grammar School and Grange House facilities back to the Coutanchez main site of the College. It also included the cost of the expansion needed for Curriculum 2000 and some replacement of the most substandard accommodation. To undertake a full rebuild of a College of Further Education, possibly on a different site, but still separate from the Grammar School Sixth Form, is estimated at a further £6 million on top of the £9.64 million shown.
- 4.34 The works required to modernise the present system would enable some capital receipts to be realised, in that the Old Boys Grammar School site and Grange House would be vacated. However, the New Direction proposals would also allow the College of Further Education Coutanchez site and the Education Department site in the Grange to be freed for other uses. In total these sites could realise up to £20million.
- 4.35 The Council considers that, when the capital receipts potentially to be realised from these vacated sites are considered alongside the costs of upgrading the existing schools, the additional costs of adopting the New Direction proposals, although high, are not unreasonable.

Table 1 : Capital Costs of New Direction Proposals

	New Direction as costed April 2000 at £1500 p.sq.m.	New Direction as costed April 2000 at £1500 p.sq.m. plus rebuild Les Beaucamps	New Direction as costed at January 2001 at £1800 p.sq.m. plus rebuild Les Beaucamps
	£m	£m	£m
Grammar School building (change to 850 pupil 11-16 accommodation)	0.70	0.70	0.84
Les Beaucamps (excluding dual use project enhancement with Recreation Committee)	6.65	14.75	17.70
New school at Belgrave Vinery (including pool and sports hall)	14.75	14.75	17.70
Tertiary College on one site	16.00	16.00	20.72
Sub total	38.10	46.20	56.96
St Peter Port Secondary site clearance	0.50	0.50	0.60
St Sampson's Secondary building conversion	1.00	1.00	1.20
Site clearances La Mare and Les Beaucamps	0.50	1.00	1.20
Primary at La Mare	3.50	3.50	4.20
Sub total of extras	5.50	6.00	7.20
Total without fees	43.60	52.20	64.16
Fees at 12%	5.23	6.26	7.70
Fixtures, furniture, fittings	0.90	0.90	1.00
FINAL TOTAL	49.73	59.36	72.86
Secondary school buildings include provision of sports halls and pools, but not specialist provision. All costs exclude land purchase, external works, abnormal sub-structure costs.			

Table 2 : Comparative Capital Costs for the upgrading of the Present System against the New Direction Proposals

	Present System £1800 per sq.m.	Update of New Direction to £1800 per sq.m.
	£m	£m
Grammar School as 11-18 (additional sixth form facilities)	2.41	
Grammar as 850 places		0.84
Les Beaucamps as 850 places REBUILD		14.40
Les Beaucamps as 550 places REBUILD	10.26	
Pool/Sports Hall at Les Beaucamps (excluding dual use project enhancement through Recreation Committee)	3.30	3.30
Belgrave as 850 places		14.40
Pool/Sports Hall at Belgrave (under the present system it would have to be separate from the school)	3.30	3.30
College of Further Education	9.64	
Tertiary on one site		20.72
SUB TOTAL ONE	28.91	56.96
La Mare as new 650 place school	11.56	
La Mare site clearance	0.60	0.60
Pool/Sports Hall at La Mare	3.30	
St Sampson's as new primary and offices		1.20
St Sampson's as secondary	0.49	
Primary at La Mare	4.20	4.20
St Peter Port adaptations/refurbishment	0.60	
St. Peter Port site clearance		0.60
Les Beaucamps site clearance	0.60	0.60
Primary at Belgrave	4.20	
SUB TOTAL TWO (COSTS OF EXTRAS)	25.55	7.20
TOTAL WITHOUT FEES	54.46	64.16
Fees etc. at 12%	6.54	7.70
Fixtures, furniture and fittings	0.90	1.00
TOTAL ESTIMATED CAPITAL COST (£m)	61.90	72.86
Potential Capital Receipts		
Old Boys' Grammar School	yes	yes
College of FE – Coutanchez site	no	yes
Grange House	yes	yes
The Grange – Education Department	no	yes
Costs exclude land purchases, abnormal sub-structure costs and external works.		

- 4.36 The Council recognises that it is asking the States for a very substantial investment of capital funding in order to progress its plans. It is also mindful of other capital expenditure which will be required to provide improvements in the Primary and Special Education sectors.
- 4.37 This extensive programme of development for secondary and tertiary education would be spread over at least nine years, and the Council accepts that funding constraints might require a longer period. However, the Council is aware of the publicly expressed concern of many States members and parents that our schools must be provided with functional accommodation of good quality.
- 4.38 The financial shortages of the Sixties and Seventies led to several Guernsey schools being built with a limited life expectancy. Schools such as La Mare de Carteret Secondary and Primary and Les Beaucamps have reached their sell-by date. Regardless of the outcome of the consultation on selection, the Council is clear that the problems of our many crumbling buildings cannot be ignored and that high levels of capital funding are required, even if there is to be no change to the present secondary and tertiary structure.

Revenue Costs

- 4.39 The Council's estimated annual revenue expenditure (at January 2001 prices) if the 'New Direction' proposals are adopted is shown for the year 2010 as the new system will not be fully in place before 2009 at the earliest. The estimate of the revenue costs of the 'New Direction' proposals is that they would be at least £2 million per year below the estimated costs of maintaining the existing arrangements.
- 4.40 It is estimated that the annual revenue costs associated with the secondary school part of the proposals together with the funding for pupils aged 11-18 at the two Colleges will be £10.14 million. This includes £0.8 million to improve the level of teacher staffing to take full account of the curriculum, pastoral and management demands of the new schools. Maintaining the present system is estimated at £12.72 million. From a need for 190 teachers in September 2001 for the 11-16 age range, it is expected that the growth in pupil numbers will require staffing to increase to a peak of 212 in 2005 after which there will be a steady decline to 203 by 2010 and 180 by 2020. These projections include the extra teachers needed for raising the school leaving age.
- 4.41 In addition there will be a cost of the order of £100,000 per annum as a consequence of increased demands on pupil support services arising from the raising of the school leaving age.
- 4.42 Estimating the revenue costs of the Tertiary College is problematic at this time because it is not easy to predict either the level of absolute growth in student numbers expected or the likely effects of Curriculum 2000 introduced in September 2000. What is clear is that the revenue costs of the Tertiary College will be lower than those of the divided system currently in place. This is because the single college will be able to make more efficient and effective use of both human and material resources.
- 4.43 There will be revenue costs associated with the transitional period. At present these are estimated at between £1 million and £1.5 million in total over the period and they depend heavily on the ability of the Council to redeploy its teachers and the availability of buildings. The unit cost per pupil in States 11-16 schools is estimated at £3,463.40 per year as against £3,887.80 for maintaining the present system.

4.44 Comparisons of revenue expenditure are shown below. The comparative position for 2010 and 2020 is given in Appendix 4.

Estimated Revenue Comparisons (prepared January 2001)

Table 3

<u>Pupil Numbers</u>	<u>2010</u> Present System	<u>2010</u> New Direction proposals
11-16 total	3,434	3,434
11-16 total in States schools	2,639	2,639

Table 4

<u>Costs</u>	<u>2010</u> Present System	<u>2010</u> New Direction proposals
States schools costs	£m	£m
*Activity led staffing model (or 15:1 pupil-teacher ratio model)	10.26 (8.35)	9.14 (8.35)
Costs in the Colleges		
11-16 Subsidy to two Colleges @ £1064.50	0.72	0.72
11-16 Special Place holders @ £3997	1.04	0.00
Post-16 subsidy to two Colleges (@ £1064.50)	0.28	0.28
Post-16 Special Place holders (@ £3997 (to be revised re unit cost for tertiary)	0.42	0.00
Total Costs (* maximum per year if ALS model used)	12.72	10.14

Table 5

	<u>2010</u> Present System	<u>2010</u> New Direction proposals
Unit Cost per 11-16 pupil in States School	£3,887.80	£3,463.40

Conclusion

- 4.45 The Council has been strengthened in its decision to recommend this structure to the States by the feedback from the consultation. No opponent of the proposals has been able to produce documentary evidence that a non-selective system would be damaging to standards. Opinions have been advanced and many warnings given (for example, and quite erroneously, that the UK is reverting to an Eleven Plus selection system) but no hard evidence has been produced. It should be re-emphasised that neither Scotland, which is fully non-selective, nor any non-selective education authority elsewhere in the UK, shows any inclination to revert to an Eleven Plus system.
- 4.46 Moreover, the overwhelming weight of professional educational opinion in the Island is recommending a change to a non-selective secondary system and the establishment of a Tertiary College for post-16 students. The Education Council regards this as the most compelling outcome of the consultation and confirms it in its decision to proceed with the non-selection proposals.
- 4.47 The Council recognises that the absence of a clear preference being expressed in the Island does not help the States in its responsibility to exercise its judgement on these proposals. The Council, by a majority decision, therefore wishes the States to be aware that it submits this policy letter still firmly of the opinion that the proposals outlined in the consultation document remain, in their entirety, the best revision of the secondary and tertiary system for the Island to adopt.
- 4.48 The reasons advanced by the Council throughout the consultation period are summarised below:
- All children study a broadly common set of subjects up to the age of 14 and then choose from a range of options to study to GCSE level at age 16. The Council sees no rationale in continuing to place children in different types of school when they are following the same courses. They can be grouped by ability, if need be, in each subject to allow them to be taught with others of similar aptitude for that subject and this “setting” will be a major aspect of the Council’s policy for the new High Schools.
 - To provide a wide range of subject options for GCSE and A and AS level, the schools and the Colleges need to be larger than they are at present to ensure there are viable numbers for the less popular subjects. The present arrangement of schools and post-16 providers – the Grammar School Sixth Form, the College of Further Education and the three other Colleges – means that courses are being provided without adequate choice and with insufficient subject specialist teachers to ensure high quality teaching for all classes.
 - There is no evidence, either provided by research or as provided through the consultation process, which proves that moving to a non-selective system will lead to a lowering of standards. The Council can point to much research that shows that the needs of the most able will still be fully met, whilst the achievement of the middle ability and less able pupils will also be raised
 - With so few authorities operating an Eleven Plus system in the UK, for many teachers the prospect of working in a selective system is off-putting. The disincentive of working only with a partial ability range and the impact on promotional opportunities when teachers return to the mainland mean that the Island’s recruitment of teachers is further disadvantaged.

4.49 In the light of the above, the majority of the Council can see no reason to preserve a system which so deeply divides the Island, creates dissatisfaction amongst so many parents and pupils and exacerbates problems of recruitment of teachers. Those who argue that changing the method of assessment and providing better facilities in the secondary schools are all that is needed are disingenuous. Many parents will continue to feel that their children are being deprived of equal opportunities if they do not gain the award of a 'special place'. The Council believes that it is only the needs of the minority at secondary and tertiary level that are being properly served by the current system.

Changes to the system if selection at 11 is retained

4.50 It is the majority view of the Council that a better system, fairer, less divisive and more cost effective, will be achieved by the removal of selection at 11 and the establishment of a single post-16 Tertiary College. The creation of three modern, well resourced, well-staffed High Schools, unencumbered by the stigma of being 'secondary' to the Colleges and the Grammar School, will be a wonderful opportunity for the Island to demonstrate how it can establish a Guernsey solution for educational provision which will maximise the motivation and potential of the Island's young people.

4.51 It is with considerable regret, therefore, that the Council has had to consider the implications for the present secondary and tertiary system if the States decide not to approve the Council's plans. When the Council published its consultation document in September 2000 it announced that:

"it is essential that changes are made to the current structure of secondary and post-16 education. Even if the change to a non-selective system does not happen, there is still the need to reduce the number of secondary schools in the Island and to produce a different system of post-16 education. Falling pupil numbers (about 20% over the next 20 years) and different approaches to the curriculum will require educational institutions to have sufficiently large numbers of students to be able to deliver a broader and more flexible curriculum."

4.52 If the States decide they cannot accept the New Direction proposals, it will still be essential for changes to be made to the structure of secondary and tertiary education. In order to provide adequately for the changing demography and the demands of new courses, the Council will have no choice but to return to the States with other proposals which reduce the number of schools in the Secondary sector and revise the system of post-16 education.

4.53 The Council, therefore, places before the States the changes which would have to be made if the Grammar School and special places at the Colleges are to be retained. This alternative revision of the structure was broadly outlined in the Barnett Report and also referred to in the Council's 1999 Policy Planning Report to the States "Education and Training in the 21st Century".⁸

4.54 Although more detailed information on these proposals would need to be presented to the States in a subsequent policy letter, the components of the alternative structure are given in Appendix 1, together with an indication of the implications of such a reorganisation, including the projected cost.

⁸ Education and Training for the 21st Century 1999 Policy and Planning Report Advisory and Finance Committee June 1999

Section 5 : Recommendations to the States

The Council recommends the States:

1. **to approve in principle that selection of pupils to schools on the basis of ability at age 11 should be ended on the terms proposed in the New Direction Consultation document**
2. **in the event that proposition 1 is not approved, to approve in principle that the reorganisation of secondary education be progressed on the terms proposed in Appendix 1**
3. **to approve in principle that a Tertiary College be created on one site to replace the Grammar School Sixth Form and the College of Further Education, the timescale for such development to be dependent on whether proposition 1 or proposition 2 above is approved**
4. **that the school leaving age be raised to 16 by the beginning of the academic year 2008/9 or sooner if resources and curriculum arrangements permit.**
5. **to instruct the Education Council to return to the States in due course with detailed proposals based on those approved in principle by the States at this meeting**

I have the honour to request that you will place this matter before the States with appropriate propositions.

I am, Sir,

Your obedient Servant,
M. A. OZANNE,
President,
States Education Council.

A Revised Structure for Secondary and Tertiary Education on the basis of the retention of selection by ability at 11

1.1 Introduction

If selection by ability at age 11 is to be retained in Guernsey and the Grammar School and the special places at the Colleges remain, the Council knows that changes will, nevertheless, have to be made to the structure of secondary and tertiary education to allow the curriculum to be adequately delivered.

1.2 In summary, the elements of a revised selective secondary and tertiary system would be as follows:

- **Three new High Schools to be built to replace the four Secondary Schools**
- **The Grammar School to remain, but to become in time an 11-16 Grammar School**
- **A Tertiary College to be built which will include a Sixth Form Centre and which will replace the Grammar School Sixth Form and the College of Further Education**
- **St. Anne's, Alderney to remain as now**
- **Special places to continue at the Colleges, as already approved by the States**

1.3 The Council knows that it has long been the belief of the secondary headteachers in Guernsey that the present configuration of four Secondary Schools plus the Grammar School contains too many secondary schools. For a secondary school to provide a sufficiently wide range of courses with sufficient specialist staff, numbers of pupils need to be higher than they are now in each of the schools.

1.4 In the same way, the diversity of post-16 courses now required by Curriculum 2000 demands a larger student roll than is able to be provided separately by the Grammar School Sixth Form and the College of Further Education.

1.5 The majority of the Council strongly believes that the recommendations for a non-selective system as described in this policy letter are the best way of restructuring secondary and tertiary education.

1.6 However, if selection at 11 is not to be ended, the Council wishes to make it clear that, although the changes outlined in this appendix will still be an immense improvement on the current structure, they would not remove, in the opinion of the majority of the Council, the disadvantages inherent in retaining selection.

1.7 The Council will bring these proposals back to the States, if they are in principle preferred, in the knowledge that they represent a more expensive, less cost-effective option than the 'New Direction' proposals.

- 1.8 It is also the view of the majority of the Council that by retaining selection to the Grammar School and the Colleges, there will remain in the Bailiwick a deep sense of dissatisfaction in many quarters that the Council is perpetuating a system which is unnecessarily stressful, disruptive and outdated.
- 1.9 It is the Council's hope that the improvement in facilities and curriculum opportunities which will be provided by the creation of three brand new High Schools and a new Tertiary College to set alongside the Grammar School and the special places at the Colleges will, in some part, mitigate the sense of educational inequality that will still be felt by many parents and children.

2. Proposals for a Revised Selective Secondary Structure

A. Selective Places at the Grammar School and the Colleges

- 2.1 The Grammar School would initially remain as an 11-18 selective entry school on its present site. Selection would be through the present process of ability entry tests (the Eleven Plus) and 25% of the age group would be selected on the same basis as now for allocation either to the Colleges or the Grammar School.
- 2.2 The requirements of Curriculum 2000 cannot be met properly at the Grammar School. It has inadequate accommodation and facilities for the number of Sixth Formers now studying there. The school would, therefore, become an 11-16 Grammar School of approximately 550 pupils once the Sixth Form transfers to its new centre at the Tertiary College. Grant aid for the Colleges would remain as approved by the States in 1998.

B. High Schools in Guernsey

- 2.3 The four secondary schools would close and three new 11-16 High Schools would be built on the Les Beaucamps, Belgrave Vinery (or another suitable site in the north) and La Mare de Carteret sites. This investment in new schools would address the States' concerns about the condition of the existing secondary schools and the costs of this proposal should be set in the context of the expenditure that would in any event be necessary to raise the condition of the existing schools to an acceptable standard.
- 2.4 The three schools would be established as community schools. Each school would contain some specialist facilities for different areas of the curriculum. This would enhance the dual-use functioning of the schools for the benefit of the community. For example, enhanced facilities might be provided for the performing arts at one of the schools. This would then become the base for the Youth Theatre and the Schools' Music Service. At another school, media facilities would be enhanced to allow the use of the school's facilities for adult education classes.
- 2.5 All the schools would be expected to offer the full range of the National Curriculum at Key Stage 3 (11-14 years). At Key Stage 4 (the 14-16 GCSE options years) some transfers might take place between schools as pupils choose different option packages.
- 2.6 Each High School would cater for up to 720 pupils and would provide places for its catchment cluster of primary and junior schools.

- 2.7 The probable clusters of schools are shown in the table below. The Catholic Voluntary schools would transfer children to the school of their home catchment area.

<u>Belgrave Vinery</u> Vale Junior Hautes Capelles Junior (St. Sampson's Primary)	<u>Les Beaucamps</u> Castel Primary St. Martin's Primary St. Andrew's Primary Vauvert Primary	<u>La Mare de Carteret</u> La Mare Primary La Houquette Primary Forest Primary Amherst Primary
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- 2.8 Pupils would normally be admitted to the High School of their catchment area. However, the Council would develop a more open admissions policy which would seek to increase the element of choice for parents within the parameter of the efficient use of resources.
- 2.9 The Council intends to explore the appointment of Advisory teachers to these schools. Such teachers would be appointed on a separate pay spine and would be expert practitioners recruited to develop excellence in different aspects of the curriculum, both in their own school and amongst the Island schools generally.

C. St. Anne's School Alderney

- 2.10 The school would retain its present character, although transfer at Key Stage 4 would be an option as in the High Schools in Guernsey.

3. Proposals for a Post-16 Structure

D. The Guernsey Tertiary College

- 3.1 Ultimately the Tertiary College would be located on a single site at the present St. Peter Port Secondary site. However, the Grammar School would, for a time, continue to operate a sixth form offering A-levels and AS levels.
- 3.2 To provide modern and appropriate facilities and courses and to coordinate the provision of full time courses for 16-19 year olds, currently at the Grammar School and the College of Further Education, a Sixth Form Centre would in time be established on the Tertiary College campus providing full time courses for 16-19 year olds. The Sixth Form Centre would be built after the development of the rest of the Tertiary College campus. The Grammar School would then become an 11-16 selective entry Grammar School. Some teachers from the Grammar School would move full time to the Sixth Form Centre; others would split their time between the two institutions.
- 3.3 Although some facilities would be shared between all elements of the College, the Sixth Form Centre would retain its separate identity as a provider of full time A and AS level courses for 16-19 year olds.
- 3.4 In the transition phase, while Sixth Form education remains on the Grammar School site, the relative proximity of the two sites would allow curriculum partnerships to be developed which would improve the opportunities and choice for students and ease the changeover to a single site Tertiary College establishment.

- 3.5 A new Learning Resources Centre would be built at the Tertiary College, incorporating an enhanced library provision which would also provide open access to higher education students needing to undertake research during their vacations. It would contain sufficient computers with technical backup to allow the development of independent computer-based learning. The Resources Centre would be open to the students at the Grammar School Sixth Form as well as at the Tertiary College itself.
- 3.6 An Advisory Centre would provide information, advice and guidance to students and to the adult community generally on training, careers and Higher Education. The Advisory Centre would incorporate the current Careers Service provided by the Education Council.
- 3.7 The Tertiary College would provide facilities for full-time and part-time vocational studies, apprenticeship courses at craft, technician and equivalent levels and also courses for skills upgrading or for retraining for adults. During the transition phase before the Sixth Form Centre opens, the College would continue to provide a range of vocational and academic A and AS level courses for 16-19 year olds.
- 3.8 Students' social and refreshment facilities would be provided and the campus would be large enough to allow for some limited sports provision including, possibly, community access to a sports hall.
- 3.9 In this way, by the time of its opening on the Tertiary College Campus, the pastoral and learning support systems would already have been well developed by the ongoing collaboration between the Grammar School and the College of Further Education, as would the opportunities for careers guidance and enrichment activities.
- 3.10 The College would establish links with ICT learning centres and the learndirect infrastructure in the UK, together with the University for Industry. It would seek to provide foundation degrees built on partnerships and networks with higher education institutions.
- 3.11 In line with the UK Government's recent policy statement on further education, "Colleges for Excellence and Innovation", a key focus of the College would be to provide a centre of vocational excellence for business and financial skills. This would lead to the creation of a dedicated business/management centre on the campus.

4. Time Scale

- 4.1 The time scale required for the development and completion of this alternative model for reorganisation is envisaged as being a minimum of nine years from the date of in principle approval by the States.
- 4.2 The Council would still raise the leaving age to 16 as outlined in the New Direction proposals, but not until the accommodation and curriculum organisation necessary to provide for this new group had been finalised.

5. The Preference for three High Schools rather than two

- 5.1 Although the general demographic trend is downwards over the next twenty to thirty years, a two high school structure would at some point have to provide temporarily for well over a thousand pupils in each of the schools. The "footprint" required to provide the internal facilities, playing fields and car parking to accommodate such numbers would be very difficult to site in Guernsey.

- 5.2 With the highest ability still being selected for the Special Places at the Grammar School and the Colleges, the attractions of being a pupil or working as a teacher in two such large institutions are likely to be few.
- 5.3 There would be further traffic congestion if only two schools serviced the whole Island. A significant number of pupils would have further to travel.
- 5.4 The perceived benefits of the Grammar School as both selective in intake and relatively small would be adversely contrasted with the image of the High Schools as being more impersonal and forbidding because of their size.
- 5.5 The Council notes that there could be increased pressure to reduce the numbers at the High Schools by increasing the numbers at the Grammar School. This would be an educational nonsense. It would make a mockery of the Grammar School as a high-ability accelerated learning institution and would make the other schools more unattractive to parents and teachers by being for an even narrower ability range.

6 Disadvantages

- 6.1 The Council considers that, despite the improvements of this model over the present system, it would still fail to provide equal opportunities and parity of esteem to the children of the Bailiwick.
- It maintains a false distinction between Grammar Schools and secondary schools as providing different types of education
 - It is an unnecessary segregation because high academic achievement does not depend on it
 - It creates feelings of social exclusion and failure
 - It is unnecessarily stressful to families
 - It maintains a classification of children on assumptions about intelligence which have dramatically changed since the Eleven Plus was introduced.
- 6.2 The capital costs of this model are significantly greater than the costs required to implement the New Direction proposals. Table 1 below shows that by rebuilding three secondary schools, providing a new Tertiary College, making improvements elsewhere and rebuilding in the Primary Sector, the costs amount at January 2001 prices of £1800 per square metre to £83.19 million as against £61.90 million for maintaining the present system and £72.86 million for adopting the New Direction proposals.
- 6.3 Offset against this would be potential capital receipts from the redundant properties at the Coutanchez site, at the Old Boys' Grammar site, at Grange House and at the Education Department in the Grange, estimated to be worth approximately £20 million.

Table 1: Capital Costs

	Present System £1800 per sq.m.	Update of New Direction to £1800 per sq.m.	Revised Selection £1800 per sq.m.
	£m	£m	£m
Grammar School as 11-18 (additional sixth form facilities)	2.41		
Grammar as 850 places		0.84	
Grammar as 600 places			0.20
Les Beaucamps as 850 places REBUILD		14.40	
Les Beaucamps as 720 places REBUILD			11.70
Les Beaucamps as 550 places REBUILD	10.26		
Pool/Sports Hall at Les Beaucamps (excluding dual use project enhancement with Recreation Committee)	3.30	3.30	3.30
Belgrave as 850 places		14.40	
Belgrave as 720 places			11.70
Pool/Sports Hall at Belgrave (under the present system it would have to be separate from the school)	3.30	3.30	3.30
College of Further Education	9.64		
Tertiary on one site		20.72	20.72
SUB TOTAL ONE	28.91	56.96	50.92
La Mare as new 650 place school	11.56		
La Mare as new 720 place school			11.70
La Mare site clearance	0.60	0.60	0.60
Pool/Sports Hall at La Mare	3.30		3.30
St Sampson's as new primary and offices		1.20	1.20
St Sampson's as secondary	0.49		
Primary at La Mare	4.20	4.20	4.20
St Peter Port adaptations/refurbishment	0.60		
St. Peter Port site clearance		0.60	0.60
Les Beaucamps site clearance	0.60	0.60	0.60
Primary at Belgrave	4.20		
SUB TOTAL TWO (COSTS OF EXTRAS)	25.55	7.20	22.20
TOTAL WITHOUT FEES	54.46	64.16	73.12
Fees etc. at 12%	6.54	7.70	8.77
Fixtures, furniture and fittings	0.90	1.00	1.30
TOTAL ESTIMATED CAPITAL COST (£m)	61.90	72.86	83.19
<u>Potential Capital Receipts</u>			
Old Boys' Grammar School	yes	yes	yes
College of FE – Coutanchez site	no	yes	yes
Grange House	yes	yes	yes
The Grange – Education Department	no	yes	yes
Costs exclude land purchases, abnormal sub-structure costs and external works.			

Revenue Costs

- 6.4 The tables below show that the estimated annual revenue costs to adopt this revised selective model would (at January 2001 prices) be £12.02 million in 2010 against £10.14 million if the New Direction proposals were adopted, and £12.72 million if the present structure of secondary and tertiary education is to be maintained.
- 6.5 In terms of unit cost per 11-16 pupil in States' schools, this revised model of selection would cost £3,645.30 per pupil against £3,463.40 per pupil in the New Direction proposals and £3,887.80 per pupil if the present system is maintained.

Table 2

<u>Pupil Numbers</u>	<u>2010</u> Present System	<u>2010</u> New Direction proposals	2010 Revised Selection proposals
11-16 total	3,434	3,434	3,434
11-16 total in States schools	2,639	2,639	2,639

Table 3

<u>Costs</u>	<u>2010</u> Present System	<u>2010</u> New Direction proposals	2010 Revised Selection proposals
<u>States schools costs</u>	£m	£m	£m
*Activity led staffing model (or 15:1 pupil-teacher ratio model)	10.26 (8.35)	9.14 (8.35)	9.62 (8.35)
<u>Costs in the Colleges</u>			
11-16 Subsidy to two Colleges @ £1064.50	0.72	0.72	0.72
11-16 Special Place holders @ £3997	1.04	0.00	1.00
Post-16 subsidy to two Colleges @ £1064.50	0.28	0.28	0.28
Post-16 Special Place holders @ £3997 (to be revised re unit cost for tertiary)	0.42	0.00	0.40
Total Costs (*maximum per year if ALS model used)	12.72	10.14	12.02

Table 4

<u>Unit Cost per 11-16 pupil in States School</u>	<u>2010</u> Present System	<u>2010</u> New Direction proposals	2010 Revised Selection Proposals
	£3,887.80	£3,463.40	£3,645.30

7. Advantages

7.1 If it is the wish of the States that this revised selective model be preferred, the Council identifies the following advantages as being of significant importance:

- The physical infrastructure of the schools and the College will have been greatly improved.
- It will lead to improvements in the learning opportunities available in the secondary and tertiary institutions.
- The self-esteem and status of the three High Schools and of their pupils will be raised, to some extent, by the new facilities and the opportunities they will be given for developing as centres of excellence.
- Issues relating to revisions of contract and difficulties of providing for specialist academic teachers at A-level will be lessened by the longer period available for them to be resolved.

An analysis of public responses to *A New Direction for Local Education*

Recommendations for the Future
Secondary and Tertiary Education System
of the Bailiwick of Guernsey

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& Christina Williams**

Education Research Centre
Faculty of Education and Sport

December 2000

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Analysis of Public Responses to *A New Direction for Local Education*

1 Introduction

- 1.1 The States Education Council of the Bailiwick of Guernsey prepared a consultation paper outlining their proposals for changes to the secondary and tertiary education system. This was distributed to everyone on the island and responses to the proposals were invited. 996 replies were returned to the council, and these responses were passed to a team at the University of Brighton for an independent analysis.

2 Methodology

- 2.1 A 10% sample of responses was content analysed in order to establish the range of concerns, opinions and issues covered by public opinion. This content analysis was closely related to the main themes of the proposal and was organised around the specific issues of:

- The proposal to remove selection at 11
- The proposals for a new Tertiary College
- The proposal to establish 3 High Schools and abolish the Grammar School
- The proposal to continue grant-aid to the Private Colleges whilst abolishing 'special places'
- The proposal to raise the school leaving age to 16
- The cost of the proposals
- Other comments and suggestions

All of the content items relating to a specific issue were noted and then checked for repetition and overlap. Each unique content item was given a code for each theme. The structure of content items was organised into those in favour of the specific issue, those against, and those suggesting alternatives.

These content item codes were then used to analyse all of the 996 responses. Each response was coded according to its general position in relation to the overall proposals as well as specific issues. Additionally, analysis picked up the occupation of the respondent (if mentioned), whether or not they were a parent, and whether or not they mentioned their own previous experience of the education system.

- 2.2 This data was then entered into a SPSS statistics software package in order to generate frequency statistics. The analysis and figures presented below have been generated from all 996 letters, emails and other responses to the above initiative.

While 996 responses have been analysed in this report, a number of these responses had multiple signatures. Thus, the results concerning key initiatives in the 'New Direction' document will be presented with two levels of figure – the general response and the weighted response related to number of signatures. Other descriptive responses made in relation to each of the issues will be reported by a frequency count related to number of signatures.

Further analyses can be undertaken which will 'cross-tabulate' between a number of variables (for example, how occupation such as 'teacher' related to parent on any measure); the type of these analyses will be negotiated with the States Education Council.

3 Analysis of Responses

3.1 Overall response to the proposals

- 3.1.1 The general response showed slightly more letter writers were not in favour of the proposals. There were 402 (45.8%) in favour; 458 (52.2%) not in favour and 17 (1.9%) undecided.

The responses weighted by signatures showed a narrower margin, although the majority were still not in favour: 487 (47.6%) in favour; 518 (50.6%) not in favour and 19 (1.9%) undecided.

3.2 General comments

- 3.2.1 Positive general comments about the recommendations included the view that the proposals were long overdue (34 letters), that the changes should go ahead in their entirety or not at all, and that attendance at one of the open meetings had been useful and informative.

Most apparent was the belief that the proposals were of long term importance for the future of the island's children (48 letters) and the welfare of society.

- 3.2.2 Negative general comments suggested that the proposed changes would not get the desired results (43 letters), and that the current education system was the envy of many other countries.

Also common were accusations that the proposals were an example of political dogma, indoctrination or political correctness (32 letters), that the 'New Direction' document was biased and misleading and that the council itself was biased in favour of the changes (50 letters). Some respondents complained that no options had been presented; they viewed the proposals as a fait accompli, on which their opinions would have no effect (38 letters).

"Reading the document it sounds as if minds have already been made to change the system and I wonder if parents views will really be taken into consideration."

"I am concerned about the practicalities of the Education Council's suggestions as I do not think some of the issues in the report have been properly thought out. I am also particularly concerned that the documentation and Monday night's presentation give a very one-sided view and that other alternatives do not appear to have been fully considered."

3.3 The proposal to remove selection at 11

3.3.1 Overall, 635 letters responded to this issue. A slight majority were not in favour of the proposal to remove the ‘11+’: 301 (47.4%) in favour; 334 (52.6%) not in favour. When weighted by signatures the results change slightly: 368 (49.0%) in favour; and 382 (51.0%) not in favour.

3.3.2 Those in favour of the proposal emphasised the effects that ‘failing’ the 11+ had on pupils, often suggesting that this failure had a long-term impact on self-esteem. Many referred to the upset of being split from friends who were to go to a different school. The pressure and stress caused by the 11+ (to pupils, parents and teachers) was also given as a reason to remove selection, along with suggestions that the 11+ was structurally flawed, unreliable and outdated.

“Despite her good results she still doesn’t think she is as clever as the others in her class even though she out performed most of them. Her 11+ failure still colours her view of herself.”

“I fully support the abolition of the 11+ exam as it is, and always has been, simply an instrument of arbitrary selection masquerading under a pseudo-intellectual guise. It damages children and causes such stress that it is worthless in my view.”

Equality of access was another significant issue for those in favour of removing selection, with claims that the current selective system resulted in segregation and a social division on the island. Accompanying this idea was the suggestion that people opposing the council’s proposals were those who were privileged by the system, and who wished to maintain a division due to ‘snobbishness’.

Overwhelmingly, those who supported the removal of the ‘11+’ identified that the examination was associated with a sense of failure for those who did not ‘pass’. Others stated that the ‘11+’ was an unreliable examination for the present day, and that the removal of the ‘11+’ would allow greater equality of access to secondary schooling.

Table 1: Comments in favour of non-selection

	11+ and sense of failure	11+ and pressure	Equality of access	Structure of 11+	11+ outdated	Friendship	Reference to authority
Responses	174	65	88	94	47	42	25

3.3.3 Those against the removal of selection were concerned about both academic and social issues, expressing fears that the proposed comprehensive system would cause a lowering of standards and results, and a devaluation of qualifications. These views often went alongside the idea that the proposed system would have the effect of ‘dumbing down’ to the lowest achievers. Some anticipated bullying, classroom disruption and negative peer pressure from those pupils who ‘don’t want to work’.

Many emphasised the need for different kinds of education for pupils of different abilities, with a particular concern that brighter pupils would be held back in a comprehensive system. Some stressed that the different roles that pupils would eventually be fulfilling in society required different types of

education. There was also the idea that setting in the High Schools would have similar effects to the 11+ and was therefore a reason to keep the current selective system.

“Do not sacrifice the most able on the altar of political correctness.”

Other reasons given for maintaining the existing system were simply that ‘it works’, and that those in the top sets at the Secondary schools would lose confidence if mixed with Grammar pupils (26 letters).

“...would the child who was previously one of the top performers in a secondary school perform better if they were no longer a top performer when children, who would otherwise have attended The Grammar School, join their class. I suspect the answer would be ‘no’.”

Also found was the notion that any sense of ‘failure’ was not in fact caused by the system but by parents whose expectations of their children’s abilities were unrealistic (56 letters). Connected to this is the belief that selection is a part of life and that children should not be protected from it. Another reason given for retaining the 11+ was that it acted as a motivator for children to achieve, and that without it there would be nothing for them to work for.

“The failures are the parents and teachers giving false hopes and wrong guidance to these children.”

Table 2 shows the range of issues mentioned by those who wished to retain the ‘11+’. The most frequently stated comment was that the current system should be maintained (202 letters) because it works (120 letters), followed by the belief that distinct types of education were necessary for children of different abilities, and that a comprehensive system would have a negative academic impact.

Table 2: Comments not in favour of non-selection

	Negative academic impact	Negative social impact	Maintaining existing system	Different education for different abilities	Selection as part of life
Responses	131	75	202	157	109

- 3.3.4 Alternatives were offered for the 11+ exam itself, including using SATS scores or continuous assessment as a way of deciding pupils’ placement, or delaying the exam until later and allowing more mobility between schools.

The most frequently mentioned alternative to the ‘11+’ was that continuous assessment would be the most viable system; about 30% of the 190 made this suggestion.

3.4 The proposals for a new Tertiary College

- 3.4.1 Overall, 169 letters commented on this issue. Those letters that commented were strongly in favour of the proposal: 118 (69.8%) in favour; 51 (30.2%) not in favour. The weighted response showed 140 (70.4%) in favour and 59 (29.6%) not in favour.

3.4.2 Firstly, there appeared to be some confusion over the concept of a Tertiary College, with some respondents seeming to misunderstand the nature of the proposals. These letters were not included in the descriptions below.

3.4.3 Those in favour of the proposals gave both physical reasons, suggesting that the Further Education College needs updating and a new location, and psychological reasons in that those pupils joining the Grammar 6th Form from Secondary schools felt inferior and out of place.

There were too few comments made to present a viable analysis; although approximately 20 comments suggested that a Tertiary College might overcome any feelings of inferiority that may be held by Secondary School students attending the 6th Form in the Grammar School.

“...children from the high schools would not feel so out of place as they do now when they go to Grammar at 16 years old.”

3.4.4 Some responses against the proposal were concerned that a Tertiary College would not be disciplined enough or offer the level of pastoral support needed by academic students.

“...I do not feel that students leaving school at sixteen will be able to cope with the relaxed atmosphere of this form of education, they still need to have strict rules and the day to day routine of a sixth form as at sixteen they are struggling enough with other things without being given this relaxed attitude to their education.”

Others were concerned about the practicalities of staffing a Tertiary College, mentioning the redeployment of current staff, who would no longer be able to teach from 11-18 at the same institution, and the difficulties of staffing a broad curriculum as reasons to oppose the proposals (35 letters).

There were too few comments made on these issues to present an analysis.

3.4.5 Alternatives to the proposal suggested that the island needed a separate 6th Form College for those wishing to pursue academic subjects in order to enter university, and a Further Education College for vocational and part-time courses (65 letters).

3.5 The proposal to establish 3 High Schools and abolish the Grammar School

3.5.1 Overall, 405 letters commented on this issue. Among those who wrote specifically about the abolition of the Grammar School (258 respondents), a majority were opposed to this proposal: 142 (35.1%) in favour; 263 (64.9%) not in favour. The weighted (by signature) result was similar: 187 (37.9%) in favour; 307 (62.1%) not in favour.

3.5.2 Those in favour of the change considered the proposals to be an effective use of resources, and emphasised their support for the equality of opportunity offered by a comprehensive system. Some suggested that as pupils at Secondary schools achieve similar results in their GCSEs as those at the Grammar then it is unnecessary for them to be educated in different types of schools.

Setting was praised as a positive way of ensuring that pupils reach their potential whilst allowing mobility and maintaining standards.

“Given proper and due flexibility, setting by ability within a single organisation ensures a far fairer system and may even provide a better incentive to achievement. By cutting off a pupil from the chance of future improvement at a point when they have not matured to their full potential it may very well be smothering that potential, as well as poisoning their attitude and instilling a premature cynicism or, worse, engendering diffidence and low expectations.”

The most frequently stated view from those who supported the proposal identified that the new secondary school system would provide greater equality of opportunity for pupils.

Table 3: Comments in favour of the proposals to establish 3 High Schools and abolish the Grammar School

	Effective use of resources	Equality of outcome	Setting as positive	Equality of opportunity
Responses	9	39	64	129

3.5.3 Arguments against this proposal claimed that the loss of the Grammar School would result in an elitist system, with selection on the basis of ability to pay rather than academic ability (as those parents who could afford the fees would place their children at the Private Colleges rather than have them attend a High School). This would disadvantage able pupils whose parents could not afford College fees, and would cream off the higher ability pupils resulting in a loss of the ‘critical mass’ needed for a comprehensive system to work properly. Some viewed the social advantages of having attended the Grammar School as positive and not to be lost.

“The Grammar School should not be dismantled. Its demise would be an act of vandalism in pursuit of a principle which is questionable, bearing in mind the size of the island and its requirement for well-educated school leavers.”

Others suggested that a hierarchy would be retained as certain High Schools would attain a reputation for being better than others, and that this would have an effect on house prices as people move to be near their preferred school and would cause traffic problems in certain areas.

There were also concerns about the disruption that the proposed changes would cause for pupils at school during the transition, with the notion of these pupils being ‘guinea pigs’ for the new system together with worries that the High Schools would not be adequately resourced.

“The whole process of change which is proposed is likely to be very disruptive to school pupils for quite a number of years. Is it fair on those pupils affected to ‘play’ with their education at such a crucial stage in their educational development?”

The most frequently mentioned opinion from those who opposed the proposal identified, in the main, that without the grammar school an elite system based upon 'ability' would be replaced by an elite system based upon the 'ability to pay' (127 letters). Additionally, a number of letters expressed concern that the transition period to a comprehensive system would be disruptive for pupils (103 letters).

"Guernsey has selection by ability. If we adopt the Education Council's proposals, selection by the ability to pay would result. This would be totally iniquitous."

- 3.5.4 Many alternatives were suggested, including variations of, more or less, or larger or smaller schools (51 letters). Some suggested that the Grammar School be extended or more Grammar Schools be created (63 letters). Others recommended that each High School should have its own particular specialist focus to cater for the different interests of pupils. Some suggested that the new schools should be renamed, for example as Senior schools, as the term 'Secondary' had negative connotations.

Many had suggestions for alternative locations for schools, and some preferred that parents had a free choice of school rather than being tied to catchment areas. Whilst others emphasised the importance of the management of the new schools.

3.6 The proposal to raise the school leaving age to 16

- 3.6.1 Among the few (67 letters) who wrote specifically about raising the school leaving age, there was strong support for this proposal: 55 (82.1%) in favour; 12 (17.9%) not in favour. The weighted signatures presented a similar profile: 66 (80.5%) in favour, and 16 (19.5%) not in favour.

- 3.6.2 Those in favour of this proposal saw it as a potential solution to the problem of those leaving school without qualifications.

"... for Guernsey to continue to allow children to leave school at 15 with no GCSEs is tragic. That 20% of the school population leave at this stage is appalling..."

- 3.6.3 However some respondents did express a concern regarding the problems of forced attendance beyond the age of 15, with some predicting classroom disruption from those who want to leave school and others simply pointing out the difficulty of keeping those pupils in school.

"Council's wish to raise the school leaving age to 16 strikes me as ill-considered ... Forcing a tranche of youngsters to remain in school against their wishes may simply replicate the ROSLA disasters experienced on the mainland."

Some advised that an early start to paid employment was possibly a positive outcome for some pupils, and others advised of the importance of vocational courses being adequately provided for those preparing for employment at 16.

There were very few statements made with regard to this issue. The only significant item to report is that 11 of the 16 objectors to this proposal mentioned the potential problems of forced attendance.

3.7 The proposal to continue grant-aid to the Private Colleges whilst abolishing the 'special places'

- 3.7.1 There was strong opposition among those who wrote about this proposal (178): 24 (13.5%) in favour; 154 (86.5%) not in favour. Weighted signatures presented a similar profile: 28 (12.2%) in favour and 201 (87.8%) not in favour.
- 3.7.2 Those who expressed support for this proposal tended to agree that grant-aid should continue to the Colleges, claiming that fee-payers are also tax-payers and are saving the state money by educating their children privately (8 letters). Also mentioned was the concern that the Colleges would decline without state funding. There were very few statements made with regard to this issue.
- 3.7.3 Those against the proposal claimed that a comprehensive system should not fund private education (40 letters), and that if parents wished to send their child to one of the colleges then payment of the fees was their own responsibility (34 letters). Many were of the opinion that if the 'special places' were to disappear then so should the funding. Some advised that 'special place' funding should be phased out gradually (29 letters). There was also a fear that without the 'special places' the social mix in the Colleges would be lost (27 letters).

"By continuing to subsidise the colleges after the changeover period, the States would be giving the message that it wishes to help parents pay to have their children opt out of the comprehensive system – the States would be as good as admitting that the new High Schools are inferior by giving grants which directly or indirectly help parents pay for something better."

"Those who would lose out would be the academically gifted from less well-off backgrounds, creating rather than removing greater social division in Guernsey; it is difficult to see how a system that could allow this to happen can be said to give every child a fairer start in life."

- 3.7.4 Alternatives to the proposal were suggested. Those who wished to retain the 'special places' recommended that the places were means-tested for appropriate funding; that there should be equality of access to funded places for all children; and that the selection process should be changed. Most frequently mentioned was the opinion that Blanchelande should receive the same funding as the other Colleges (58 letters). Others felt that all schools, both state and private, should receive the same funding for each child (50 letters).

3.8 The cost of the proposals

- 3.8.1 There were concerns about the cost of the proposals, with some respondents indicating that they felt the changes might not be sufficiently funded (54 letters). Others felt that the proposals would cost the island too much at a time of economic insecurity, and many were sceptical of the costings laid out in the document and believed that the changes would cost much more than predicted (45 letters).
- 3.8.2 Alternative ways of spending the money were offered from those against the proposals. The most frequent suggestion was that the Secondary Schools should be funded in order to bring their facilities up to the standard of the Grammar School so that those who attended them would not feel that they had

'failed' the 11+ or were in any way second class (230 letters). Accordingly, many were angry that the Secondary Schools had been allowed to fall to such low standards and blamed the Education Council, arguing that these schools had been allowed to decline in order to push through the non-selection reforms.

"I strongly believe that the current system should be retained and that the £38 million could be used to improve the poor standard of many Island schools. Every child should be entitled to the best facilities available. All secondary children should have facilities similar to those at the Grammar School."

Some insisted that good sports facilities should be ensured for each school, and others suggested that the funding should be diverted to tertiary education rather than reforms at the secondary level.

3.9 Other comments and suggestions

- 3.9.1 Many comments were concerned with the issue of teachers, with the most frequent mentioning the issue of retention and recruitment of quality teachers to the new system (107 letters). Others were worried about the job security of teachers currently in position. Some felt that the positioning of post-16 education in a separate tertiary college would be a disincentive to teachers who wish to teach across the 11-18 age range. Some suggested that improvements could be made to the standard of teaching and class management in Guernsey with the introduction of an appraisal scheme and an improvement in the quality of headteachers.

"Another issue relates to staffing at the new schools. It is already acknowledged that Guernsey has a problem attracting teachers to the Island, for whatever reason. However, surely it will only be more difficult to persuade teachers to come to the Island over the next few years and during the transition period until 2009 when the Education Council proposes for its new system to be fully operational?"

- 3.9.2 Many respondents (198) made comparisons between Guernsey's present education system and the comprehensive system in the UK, with the majority who did so expressing the opinion that it had not worked in the UK and so should not be implemented in Guernsey (143 letters). Some also made comparisons with other systems in Europe and Jersey.

"Comprehensives have not worked in the UK - the Government has had to admit this recently. That being the case, why is the Council seemingly determined to repeat mistakes made in the UK?"

- 3.9.3 Other comments included the belief that the implementation date was too soon; that there should be a referendum over the proposals, and that the apprenticeship scheme had been ignored.
- 3.9.4 Other suggestions regarding the development of the education system mentioned curriculum improvements with recommendations for a return to the '3Rs' or a focus on specific subjects (23 letters).

3.9.5 Special needs were also a concern with suggestions that SEN provision should be improved and should exist in each school (23 letters), and the proposal that a special school should be established for disruptive pupils (24 letters).

3.9.6 Other suggestions concerned more funding for nursery education, more interaction between schools and the wider community, and support for the 'Libra Group' proposals (35 letters).

3.10 Responses of teachers and headteachers

3.10.1 Seventy letters were received from teachers and six from headteachers (7.6% of total letters). When weighted by signature, these responses numbered 85. The analyses below will be reported by cross-tabulations related to number of signatures.

3.10.2 Overall response to the proposals as a whole showed that 62 (72.9% of teacher responses) were in favour, whilst 20 (23.5%) were not in favour.

3.10.3 Responses to the issue of non-selection found 50 in favour of the proposals and 12 not in favour. Of those in favour, 19 mentioned the 'sense of failure' issue and 15 commented on the equality of access issue. Twelve of the negative responses expressed the opinion that different levels of ability require different types of education. Eleven suggested continuous assessment as an alternative to the 11+ examination.

3.10.4 With regard to the proposal for a new Tertiary College, only 23 teacher/headteacher responses were made. Fifteen of these were in favour whilst 8 were not in favour.

3.10.5 Attitudes to the creation of 3 High Schools and the abolition of the Grammar School were 28 in favour and 13 against the proposal. Those in favour mentioned equality of opportunity (15 responses), the effectiveness of setting (9) and equality of outcome (8).

The most frequent comment from those against the proposals was that the loss of the Grammar School would result in an elitist system based on ability to pay.

Alternative suggestions from the teacher/headteacher responses included the recommendation that there should be less schools (5 responses).

3.10.6 Only three respondents mentioned the issue of raising the school leaving age. Of these, two were in favour and one was against.

3.10.7 The Private College proposals were mentioned by 19 teacher/headteacher responses. These were all against the recommendations.

4 End Note

This report has been prepared to provide a descriptive analysis of the letters written to the States Education Council. The authors have not attempted to provide interpretations of the data within this report. We welcome your response. If the Council wishes to pursue any further discussion or analyses, we would be happy to respond.

An analysis of grouped responses to *A New Direction for Local Education*

Recommendations for the Future
Secondary and Tertiary Education
System of the Bailiwick of Guernsey

**Rachel Bowden, Peter Kutnick
& Christina Williams**

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January 2001

Analysis of Grouped Responses to *A New Direction for Local Education*

Responses of the Libra Group

Ninety-six responses were received from supporters of the Libra Group. Overall response to the proposals showed that 94 of these were not in favour of the proposed changes to the education system.

Responses to the issue of non-selection found 17 not in favour of the proposals and 1 in favour. Eleven of the negative responses expressed the opinion that the proposed changes would have a negative academic impact. Fourteen suggested continuous assessment as an alternative to the 11+ examination.

With regard to the proposal for a new Tertiary College, only 6 Libra Group responses were made. All mentioned the need to maintain a separate 6th Form and FE College.

Attitudes to the creation of 3 High Schools and the abolition of the Grammar School were all against the proposal (19 responses mentioned this particular issue). Concerns here included catchment area and disruption, with the most frequent comment being that the loss of the Grammar School would result in an elitist system based on ability to pay (8 responses).

Only 4 respondents mentioned the issue of raising the school leaving age. Of these, 3 were in favour and 1 was against.

The Private College proposals were mentioned by 9 Libra Group responses. Eight of these were against the recommendations, with 4 mentioning the funding of Blanchelande Girls' College.

Twelve of the 98 Libra Group responses made negative general comments relating to opinions that the Council's mind was already made up regarding the proposals which represented political dogma, and that the New Directions document was biased. Ten letters mentioned a concern with the recruitment and retention of quality teachers, 14 made a negative comparison with the UK system, and 15 suggested that the existing secondary schools should be invested in to bring them up to the standard of the Grammar School.

Responses of the Fair Start Group

One letter was received on behalf of the Fair Start Group which represented 1079 members.

The overall response of this group was in favour of the proposed changes to the education system and they explain that

"We will not be expansive in putting forward our arguments because we largely agree with your report 'A new direction for local education'."

This group was particularly in favour of the removal of selection at age 11, mentioning that the 11+ examination is flawed and unreliable, and the effect that failure of the 11+ can have on a student's future confidence and interest in academic achievement.

The group was in favour of the proposal to abolish the Grammar School and establish 3 new High Schools, and also felt that setting by subject was a positive move to a more effective way of grouping by ability than selection at 11 saying that

“It allows for different speeds of development, for differing abilities in different subject areas and would in fact probably lead to less mixed ability teaching in the classroom than under the present system.”

The proposal to raise the school leaving age to 16 was welcomed by the Fair Start Group who felt that this could only be achieved within the recommended new system of larger schools.

Other Grouped Responses

Grouped responses were received from the following associations:

- Primary School Headteachers
- Guernsey International Business Association
- Chamber of Commerce
- Teaching Unions (NASUWT, NUT, NATFE and NAHT)
- Education Centrally Funded Support Services (Learning Support, Visual Impairment and School’s Music Service)
- Colleges (The Ladies’ College and Blanchelande Girls’ College)
- State Schools
- School Committees
- PTAs

These grouped responses amounted to 25 letters. Of those that gave an overall response (23), 20 groups (80%) were in favour of the proposals overall, 1 group (4.3%) was not in favour (Chamber of Commerce) and 2 groups (8.7%) were undecided (both Teaching Unions).

	Overall attitude to proposals			Total
	For	Against	Undecided	
Primary Head Teachers	1			1
Fair Start	1			1
Chamber of Commerce		1		1
Teaching Unions	2		2	4
Support Services	3			3
State Schools	7			7
School Committees	2			2
PTAs	3			3
GIBA (no overall response)				1
Colleges (no overall response)				2
Total	19	1	2	25

The issue of non-selection was mentioned by 19 of the 25 groups. Twenty (95.2%) were in favour of the proposal to remove selection at 11, and 1 (4.8%) was against (Chamber of Commerce).

	Attitude to non-selection		Total
	For	Against	
Primary Head Teachers	1		1
Fair Start	1		1
Chamber of Commerce		1	1
Teaching Unions	2		2
Support Services	2		2
State Schools	7		7
School Committees	1		1
PTAs	3		3
Colleges	1		1
Total	18	1	19

Nine groups mentioned the Tertiary College proposal. Of these, 7 (77.7%) were in favour and 2 (22.3%) were against (Chamber of Commerce and one of the Colleges).

	Attitude to Tertiary College		Total
	For	Against	
Chamber of Commerce		1	1
Colleges		1	1
State Schools	4		4
School Committees	1		1
PTAs	2		2
Total	7	2	9

The proposal to abolish the Grammar School and establish three High Schools was considered by 7 of the grouped responses. Six of these (85.7%) were in favour of the proposal, and 1 (14.3%) was against (Chamber of Commerce).

	Attitude to Creation of High Schools and abolition of Grammar		Total
	For	Against	
Chamber of Commerce		1	1
Fair Start	1		1
State Schools	2		2
School Committees	1		1
PTAs	2		2
Total	6	1	7

The recommendations regarding the Private Colleges were mentioned by 3 of the groups, 1 of which was in favour (33.3%) and 2 (66.6%) of which were against (Chamber of Commerce and a Teaching Union).

	Attitude to Private College proposals		Total
Chamber of Commerce		1	1
Teaching Unions		1	1
PTAs	1		1
Total	1	2	3

The proposal to raise the school leaving age to 16 was mentioned by 3 of the grouped responses, all of which were in favour.

	Attitude to raising school leaving age		Total
Chamber of Commerce	1		1
Fair Start	1		1
Colleges	1		1
Total	3		3

Positive general issues were referred to by 7 groups, with 4 of these commenting on the benefit to the future of the island's children of the proposed changes to the education system.

Three letters mentioned negative general issues, 1 suggesting that the proposals were already decided upon, 1 that the proposals were going too far, and 1 suggested a fear of change.

Ten of the grouped responses were concerned about teacher issues, with 8 of these referring to the retention and recruitment of quality teachers, and 2 to the job security of current teachers.

Four of the groups suggested that the implementation date for the changes was too soon, 5 were concerned that the changes might not be sufficiently funded, 5 believed that the standards of the existing schools should be brought up to the standard of the Grammar School, and 3 were concerned about SEN provision in the new plans.

Responses of the Private Colleges

Responses were received from two of the Private Colleges; The Ladies' College and Blanchelande Girls' College. Neither of these letters revealed an overall general attitude to the proposals.

One college supported the move to non-selection.

One college stated an opinion against the proposal for a new Tertiary College.

Nothing specific was written in relation to an overall response to the proposals relating to the Private Colleges themselves. One mentioned the funding of Blanchelande, one

was concerned that the loss of the 'special places' would affect the social mix of the colleges, and one claimed that as fee-payers were also tax-payers the colleges were entitled to support from the state.

One college expressed support for the raising of the school leaving age.

One college felt that the implementation date was too soon.

Timing of Responses

Responses to the proposals were received over a period of three months. In order to conduct the following analysis on the pattern of positive and negative responses over time, the replies were divided into three date groups:

- Group 1 were received before September 30th
- Group 2 were received between October 1st and October 27th
- Group 3 were received after 27th October

The responses in the following analysis were not weighted by signature or number of group members and so, for example, the opinions of the Fair Start Group counts here as only one response rather than 1079.

The pattern of responses to the general (all) proposals are illustrated in the table below, and move from 51.6% of Group 1 responses in favour, to 49.8% in Group 2, to 36.8% in Group 3. There appears to be a surge of negative responses during the last time period and this pattern tends to emerge throughout the responses to particular elements of the proposals.

Overall attitude to proposals * DATES3 Crosstabulation

			DATES3			Total
			1.00	2.00	3.00	
Overall attitude to proposals	for	Count	129	111	175	415
		% within Overall attitude to proposals	31.1%	26.7%	42.2%	100.0%
		% within DATES3	51.6%	49.8%	36.8%	43.7%
		% of Total	13.6%	11.7%	18.4%	43.7%
	against	Count	116	108	291	515
		% within Overall attitude to proposals	22.5%	21.0%	56.5%	100.0%
		% within DATES3	46.4%	48.4%	61.1%	54.3%
		% of Total	12.2%	11.4%	30.7%	54.3%
	undecided	Count	5	4	10	19
		% within Overall attitude to proposals	26.3%	21.1%	52.6%	100.0%
		% within DATES3	2.0%	1.8%	2.1%	2.0%
		% of Total	.5%	.4%	1.1%	2.0%
Total	Count	250	223	476	949	
	% within Overall attitude to proposals	26.3%	23.5%	50.2%	100.0%	
	% within DATES3	100.0%	100.0%	100.0%	100.0%	
	% of Total	26.3%	23.5%	50.2%	100.0%	

Similarly, the responses to the issue of non-selection follow a pattern where 56.3% of responses received before September 30th in favour of the proposals, falling to 49.7% in the middle period and 44.8% in the last period. Negative attitudes to the proposal rose from 43.7% to 55.2% across all time periods.

Positive responses to the Tertiary College proposal moved from 73.7% in favour in the first time period, to 75% in the middle period, and down to 66.7% in the final time period.

Attitudes towards the proposal to abolish the Grammar School and establish 3 High Schools followed a similar pattern with the proportion in favour slipping from 47.1 % in the first period, to 30% in the last period.

Again, positive responses to the Private College proposals began at 13.9% of Group 1 in favour and fell to 9.8% of Group 3.

The issue of raising the school leaving age to 16 was the only element of the proposals that didn't follow the pattern of an increase in negative responses during the latter time period. Here, the proportion of responses in favour of raising the school leaving age rose from 77.8% of Group 1 to 86.4% of Group 3.

Overall Weighted Responses

If we add the grouped responses, weighted by number of group members, to the number of weighted responses from the first analysis we must take into account the possibility that group members may already have made individual responses. Therefore the following calculations are based on a 'worst case scenario'. This assumes that all previous positive responses (487) are also members of the Fair Start Group (1079). It also assumes that all Libra Group negative responses (94) are NOT duplicated in the previous negative responses (518).

These calculations produce the following results:

IN FAVOUR OF THE PROPOSALS	NOT IN FAVOUR OF THE PROPOSALS
1079 (Fair Start Group) - 487 (previous positive responses) + 2 (Teaching Union positive responses) + 3 (Support Service positive responses) + 50 (PTA positive responses) + 61 (School positive responses) + 16 (Primary Headteachers positive responses)	94 (Libra Group) + 518 (previous negative responses)
Total in Favour 724	Total Not in Favour 612

**ESTIMATED REVENUE
COMPARISONS...PREPARED January 2001**

Positions compared at 2010 and 2020 (£M)	2010 status quo	2010 revised selection	2010 new directions	2020 status quo	2020 revised selection	2020 new directions
PUPIL NUMBERS ... 11-16 ... total in states schools	3434	3434	3434	3012	3012	3012
State school costs	2639	2639	2639	2217	2217	2217
Activity led Staffing	10.26	9.62	9.14	8.97	8.33	7.92
PTR approach at 1:15	8.35	8.35	8.35	7.01	7.01	7.01
Costs in Colleges						
Subsidy to Two Colleges ... 11-16 at £1064.5	0.72	0.72	0.72	0.72	0.72	0.72
special place holders ... 11-16 ... 52 or 50 a year AT £3997	1.04	1	0	1.04	1	0
16+ cost in colleges subsidy @1064,5 special places	0.28	0.28	0.28	0.28	0.28	0.28
AT £3997 for now, but need unit cost of tertiary	0.42	0.4	0	0.42	0.4	0
TOTAL (Maximum cost) ... £M per year	12.72	12.02	10.14	11.43	10.73	8.92
Teacher average salary at £37000 and 78% of total cost.						
Unit cost per pupil 11-16 in States schools	3887.8	3645.3	3463.4	4046	3757.3	3572.4

The Grant-aided Colleges and their funding

At present Elizabeth College and The Ladies' College are both part-funded by resolution of the States. A formula was agreed for Elizabeth College whereby the total agreed school revenue budget for pupils aged 11-18 is achieved in three parts:

- private fees
- payment from the States for a fixed number (23 a year) of pupils gaining special places
- subsidy from the States for each pupil.

In addition, the States pays £100,000 a year to provide an operating surplus to be used at the College's discretion.

This formula was agreed by the States in 1998. As part of the formula the level of subsidy for each fee-paid pupil will reduce so that by 2005/6 it is equivalent to £1,064.50 (at January 2000 price base).

The States has in principle agreed a similar formula for The Ladies' College, but is awaiting the College's development plan.

Under the 'New Direction' proposals, at Elizabeth College the number of special place holders would gradually reduce to zero. The income lost in this way would be expected to be regained by charging fees to new fee-payers instead of relying on States money. However, the subsidy per pupil would still remain. The Council would expect this to be for an agreed total number of pupils consistent with overall needs. The £100,000 a year grant would also remain.

Thus if there were no overall decline in pupil numbers the level of income for Elizabeth College would remain at the same level. If fewer pupils were admitted, because insufficient numbers of new fee-payers could be found to replace the special place holders, the Council would propose that the shortfall (between the agreed operating budget and the income achieved by the fees and States subsidy and grant) should be equally met by the Board of Directors and the States. The States would do this by increasing the level of subsidy per pupil and presumably the Board would raise fees appropriately.

The level of subsidy per pupil would be fixed at a given percentage of the unit cost of educating a pupil in the States' schools. There would be two rates, one for 11-16 and the other for post-16, the latter being derived from the Sixth Form Centre costs of the Tertiary College.

A similar formula should apply to The Ladies' College, though the fee level would need to be higher if the College remains at its present size.

Blanchelande Girls' College has never received a grant from the States. The Education Council pays for the provision of up to six places per year for those Roman Catholic girls who have achieved a sufficiently high standard in the Eleven Plus to be awarded a special place.

Glossary of Educational Terms

catchment area

A geographical area from which a school or institution draws its pupils or students.

comprehensive school

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

Education Development Centre

A unit providing training and resources facilities for Guernsey's teachers.

further education college

An establishment providing full or part-time education and training for students over compulsory school age (15 in Guernsey and 16 in the United Kingdom) and outside the university sector. Traditionally further education colleges offered vocational courses. They now tend to offer a combination of academic and vocational education.

General Certificate of Education Advanced-level (A-level)

A single subject examination normally taken at age 18, usually following two years of study.

General Certificate of Secondary Education (GCSE)

A single subject examination normally taken at age 16 and intended to be the main method of assessment at this age.

General National Vocational Qualification (GNVQ)

Broad vocational qualifications related to a particular industry or sector of the economy. They were originally intended for young people over compulsory

school age who remain in full time education. However, Part One GNVQ's for pupils at Key Stage 4 (14-16 years) are currently taught at some of the Secondary Schools in Guernsey.

grammar school

A secondary school which selects all its pupils by ability.

Key Stage

The periods in each pupil's education to which the stages of the National Curriculum apply. There are four Key Stages, normally related to the age of the majority of pupils in a teaching group.

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.

mixed-ability class

A teaching group which contains pupils representative of the range of ability in the school.

selection

A system by which pupils have to demonstrate a level of attainment or ability to gain entry to a school, usually by means of some kind of test or examination.

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

A two year post-compulsory stage of education, usually for age 16-19, in which students study largely full time academic courses.

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 pupils are put in classes according to their general ability. They are then taught in those streamed classes for all subjects or courses.

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 education through a full range of courses, both vocational and academic and full and part-time.

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;

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 10 is the last year of compulsory schooling in Guernsey for age 15;

Year 11 is the last year of compulsory schooling in the UK for age 16.

The President,
States of Guernsey,
Royal Court House,
St. Peter Port,
Guernsey.

13th March, 2001.

Sir,

I have the honour to refer to the letter dated 23rd February 2001 addressed to you by the President of the States Education Council on the subject of “The Future Organisation of Secondary & Tertiary Education in the Bailiwick”.

The Advisory & Finance Committee applauds the very considerable effort that the Council has invested in its proposals and the extensive consultations that have accompanied the formulation of this important and timely policy letter.

On the issue of ending selection at age 11, the Committee is aware of the strong views held by supporters both for and against selection, and the fact that there is no clear consensus in the island on this matter. The Committee has resolved in all the circumstances not to take a collective view on this matter. Members will consider recommendations one (the New Direction structure which would result in the ending of selection) and two (which would result in a modified selective structure) on an individual basis taking into account the results of the wide consultation exercise carried out in the island by the Council.

The Committee fully accepts that parents, pupils and teaching professionals now need clarity on the way forward in regard to the future of secondary and tertiary education in the Bailiwick. The need for significant investment in the island’s schools is clearly explained within the policy letter, and the Committee recognises the extensive work carried out by the Council into researching the most effective reorganisations of the infrastructure of secondary and tertiary education, covering both options of selection at age 11 being retained or ended.

The huge capital sums required for investment in our secondary schools and in a tertiary college will place a very great strain on States revenues for many years. The Committee is pleased to note that the Council is not seeking a capital vote for this work at the present time, nor is it requesting any firm capital commitments from the States. The Council’s policy letter is taking an “in principle” approach, with the timescale for the reinvestment in the Bailiwick’s educational facilities being dependent upon the availability of sufficient resources, and the other capital priorities of the States at the time. On this basis, the Committee is pleased to note the Council’s carefully researched proposals for the future organisation of secondary and tertiary education in the Bailiwick, and looks forward to working closely with the Council, through its Estates Sub-committee (formerly Capital Works Sub-committee), in regard to the timescale and phasing of each section of the developments ahead of the various detailed approaches to the States that will be necessary to secure the funding.

The Committee notes that while the majority of the Council and the senior educational professionals in the island support the ending of selection and the community appears to be divided in its views on this matter, there is unanimous support from the Council for the development of a single Tertiary College, and this is widely supported by the profession and the business community. Having considered this matter the Committee sees merit in the Council's proposal.

The Committee supports the proposal to raise school leaving age from 15 to 16, and would encourage the Council to implement this decision as soon as is practicable. It recognises however that this will only be possible in conjunction with the development of an appropriate curriculum and facilities for the pupils who will remain within school for the extra year.

Development of the former Belgrave Vinery site is a complex matter. The Committee recently appointed a firm of specialist project managers to help ensure that the very valuable site of Belgrave Vinery is developed to the maximum advantage of the Island. Bearing in mind the need to build a new school in the north of the island, the Committee is fully prepared to include the brief for the new school in the current review of options for the development of the site, and to report back to the States on the findings before any commitments are made which would prejudice the opportunity to locate the new school on Belgrave Vinery.

The Advisory & Finance Committee therefore recommends the States to approve either proposition 1 or 2, and to approve propositions 3, 4 and 5.

I am, Sir,
Your obedient Servant,
L. C. MORGAN,
President,
States Advisory and Finance Committee.

The States are asked to decide:–

Whether after consideration of the Report dated the 7th March, 2001 of the States Education Council, they are of the opinion:–

1. To approve in principle that selection of pupils to schools on the basis of ability at age 11 shall be ended on the terms proposed in the New Direction Consultation document.
2. In the event that proposition 1 above is not approved, to approve in principle that the reorganisation of secondary education be progressed on the terms proposed in Appendix 1 to that Report.
3. To approve in principle that a Tertiary College be created on one site to replace the Grammar School Sixth Form and the College of Further Education, the timescale for such development to be dependent on whether proposition 1 or proposition 2 above is approved.
4. That the school leaving age be raised to 16 by the beginning of the academic year 2008/9 or sooner if resources and curriculum arrangements permit.
5. To instruct the States Education Council to return to the States in due course with detailed proposals based on those approved in principle by the States at this meeting.

DE V. G. CAREY
Bailiff and President of the States

The Royal Court House,
Guernsey.
The 23rd March, 2001.

IN THE STATES OF THE ISLAND OF GUERNSEY

ON THE 10TH DAY OF MAY, 2001

The States resolved as follows concerning Billet d'Etat No. VII
dated the 23rd day of March, 2001

STATES EDUCATION COUNCIL

**THE FUTURE ORGANISATION OF SECONDARY AND
TERTIARY EDUCATION IN THE BAILIWICK OF GUERNSEY**

After consideration of the Report dated the 7th March, 2001 of the States Education Council:-

1. To instruct the States Education Council to retain the Grammar School as an 11 to 18 institution incorporating a Sixth Form Centre
2. To instruct the States Education Council to report back to the States as soon as may be with proposals to develop three new High Schools; such proposals to include outline costs for the complete development.
3. To instruct the States Education Council to report back to the States with proposals to develop an improved College of Further Education on its existing site, or such alternative site as that Council considers appropriate; such proposals to include outline costs for the complete development.
- 3A To approve in principle that Blanchelande Girls' College receives grant and subsidy funding from the States to a similar level as that to be given to Elizabeth College and The Ladies College.
4. That the school leaving age be raised to 16 by the beginning of the academic year 2008/9 or sooner if resources and curriculum arrangements permit.
5. To instruct the States Education Council to return to the States in due course with detailed proposals based on those approved in principle by the States at this meeting.

K.H. TOUGH,
HER MAJESTY'S GREFFIER.