



Falkland Islands Government Department of Education

Camp Education Review

Information for Consultation meetings

January 2022

Introduction

The Camp Education Review commenced in 2021. The following document provides an update on the Camp Education Review for the Camp Education Review Stakeholder Group and School Governance Committee. MLAs received a detailed briefing in December 2021.

Camp Education Review Terms of Reference

1. To define the purpose and objectives of Camp Education
2. To establish a Camp Education Reference / Stakeholder Group
3. To provide a model of demographic and community needs
4. To evaluate the effectiveness of the current delivery model (Stanley House and IJS&CE)
5. To capture and represent the views of key stakeholders in the review
6. To articulate the challenges of the current delivery model (Stanley House and IJS&CE)
7. Review alternative delivery models
8. To provide a set of recommendations for improvements, including policies and budgetary requirements to underpin the models of delivery

The provision of Camp Education meets key FIG responsibilities as set out in the Education Ordinance 1989. This unique service, part of the culture of the Falkland Islands for over 125 years, has often needed to adapt to the times and needs of the community. There is absolute support for Camp communities, of which Education is a key aspect, and ensuring that children are raised in Camp is vital to the long-term future of Camp. This aim aligns with the Rural Development Strategy and the 2018-2022 Islands Plan, both of which promote opportunities for individuals to live and work in Camp.

The Camp Education Review's ultimate aim is to facilitate improvement and development of this vital provision. In this paper, we aim to update stakeholders on progress and the next steps for the review, and provide some early thoughts on the future development options which will be further enhanced through consultations with families and other community members in January and February 2022.

The areas covered include:

1. What is Camp Education and how is it delivered?
2. Quality of Education in Camp
3. Where is Camp Education delivered?
4. Projections of future need
5. Costs
6. Challenges and opportunities

The main desired outcome of the Camp Education Review will be the presentation of options and recommendations to elected representatives, School Governors and the Stakeholder Group.

This document, and the wider Camp Education Review, are supported by an external Education Consultant from UK, who is providing independent analysis of data and evidence, alongside support and challenge to ensure this review is thorough and of a high quality. However, some indicators of performance and progress relate to very small numbers of students, and to protect privacy, this data is not included, although Members of the Legislative Assembly have had sight of these in the course of their deliberations. Some key baseline data for social and emotional and mental health measures are also not available.

MLA Leona Roberts
Portfolio Holder for Education

Marie Horton
Director of Education

1. What is Camp Education and how is it delivered?

Camp Education is a primary education service for children who live in Camp and are unable to access education in the primary school in Stanley due to their geographical location.

Key points

- Camp Education presents unique challenges for teachers, who require considerable experience and expertise to deliver education in Camp
- The service is led with clear vision and values which ensures high aspirations for children in Camp, and the data for student outcomes indicates that their experience is broadly equitable with children in Stanley
- Staffing for Camp Education is, by necessity, flexible as teachers need to be able to move between Camp settings and school in Stanley where needed – however these arrangements can be confusing and unsettling for families who value continuity
- Transition to both Stanley House and to school in Stanley, is a bespoke, child-specific process which is carefully managed over an adjustment period.

1.1 How is Camp Education delivered?

Primary education is delivered by the Infant Junior School and Camp Education (IJS&CE) at settings in Stanley and in Camp. In Camp, education is provided through two models:

1.1.1 Settlement schools

Settlement schools are usually provided in a distinct school building retained for that purpose, with the Settlement Teacher living nearby, either in part of the farm, or in a separate cabin or house. Arrangements vary considerably across settlements, in order to best meet local needs. Children attending settlement schools usually range in age from 4-10 years and are taught as one group by the Settlement Teacher.

1.1.2 Non-settlement schoolrooms

This model is provided for children who live a considerable distance away from either a settlement school or from school in Stanley, making it impractical to commute daily. Non-settlement schoolrooms are allocated a teacher for two weeks each half-term, plus an extra week for each additional child, so a family with three children receives:

2 weeks for the first child	+
1 week for 1 st additional child	+
<u>1 week for 2nd additional child</u>	
4 weeks per half-term allocation	

All the children in the setting are taught as one group by the Travelling Teacher. Learning takes place in a room on the farm allocated as their 'schoolroom'. The teacher usually lives with the family throughout the visit, either in self-catered accommodation or in the family home.

FS1 children are not yet in statutory education and so attendance is voluntary and part-time. Most parents do opt for their FS1 child to attend school, in which case a Travelling Teacher visits for one week per half-term; there are no telephone lessons.

The extra weeks for additional children – and also the provision of Foundation Stage visits for children in their nursery years – were introduced in 2016 as extra provision,

following internal evaluations and an inspection. Learning during the remaining weeks of each half-term (after the Travelling Teacher visit is complete) takes the form of a daily telephone lesson, followed by set work. Parents support children as needed with their telephone lessons and set work.

1.1.3 Teaching style and ethos

In both models, teachers in Camp Education deliver highly personalised learning to small groups of children, resulting in very low ratios of pupils to teacher. Learning is planned to engage and meet the needs of the individual children attending that setting. The teacher creates learning plans which deliver relevant aspects of the primary curriculum which is taught across all settings; this ensures continuity of experiences for children in Camp and Stanley. Teachers provide personalised feedback, both verbally and in their marking, and have a high degree of contact with parents and offer support for their children's learning, particularly by telephone.

In settlement schools and non-settlement schoolrooms, the school day runs in a similar nature as school in Stanley, with set times for the start and end of the school day, and the same amount of time spent in school. When children are completing telephone lessons and set work, school time fits around each family's needs. Camp Education is coordinated from the main school site in Stanley and, in April 2020 the position of Camp Education Manager was formally introduced.

1.1.4 Historical basis for Camp Education

The allocation of teaching resource is rooted in the historical provision of education to families working on company farms, which were then subdivided into private concerns in the 1980s and 1990s, necessitating various changes in the delivery model over time to meet the changing need.

1.4 **Securing and sustaining relationships**

Links to the Stanley schools and Stanley House are particularly important as part of children's transition. Every child in Camp Education has a place in a class in Stanley. Parents are informed each year of who their child's '*town teacher*' will be, and Camp children are made to feel welcome – for example, by being given a peg and a tray in their town classroom, ready for any visits. Camp children are part of the House teams across IJS&CE and collect weekly House Points; every Friday, there is a Student of the Week Assembly which is presented as a slide show and includes all children in Camp and Stanley.

When children reach Year 4 or 5, they begin the process of transitioning from Camp Education into school in town, and to boarding at Stanley House. Children may access Stanley House any time after their ninth birthday, which is why some begin their transition during Year 4.

In Year 5 all children are encouraged to stay at Stanley House for two weeks at the beginning and end of a half-term, returning to their usual Camp setting in between visits. This then progresses, with an aim that by the second or third term, children are in Stanley full-time. Boarding at Stanley House is not compulsory, some families choose to live in town at this point in their child's education or send them to live with family members. It is recognised that the transition process will be different for every child and the service endeavours to meet the individual's needs of all. The Camp Education Manager and Stanley House staff work in partnership with the child and their family to ensure a smooth, well-planned transition and a personalised process.

2. Quality of educational provision in Camp

Given the challenges in delivering a flexible, individualised service across the geography of the Islands, it is important to recognise how effectively the service has met its objectives of providing equitable access to excellent education and reducing isolation for Camp children.

Key points

- Successive external inspections have demonstrated the high quality, equity and consistency of teaching provided by Camp Education
- Inspectors have also recognised the unique challenges faced by settlement and travelling teachers
- Some key recurring points have been noted for improvement – primarily focusing on monitoring and assessment, the use of technology and parental engagement – these improvement points feature across the primary service in both Stanley and Camp
- There has been progress in all these areas and the pace of change in Camp Education increased between the inspections of 2010 and 2014, and is still ongoing
- Inspections and questionnaires provide a focus for parental engagement, but the tools and approaches used to gain views could have wider engagement and value
- There is a widely and strongly held perception among parents that the quality and quantity of provision in Camp Education is less advantageous for their children than that experienced in Stanley.

It is the aim of the Camp Education team to ensure that children in Camp experience the same curriculum, learning opportunities, engagement and quality of teaching as those attending school in Stanley. On that basis, the outcomes attained by children in Camp should not differ greatly from those attending school in town within the same year group.

Assessment data is collected to support learning and provide an overview of outcomes across the school, with each child's progress rated as 'below', 'secure' or 'above' the expected standard for their year group. Further analysis has taken place for the purposes of this report, which indicates that outcomes are broadly very similar in all settings.

Given the very small number of pupils involved – and the potential for identification of individual children and families – we have not published this data in detail, though Members of the Legislative Assembly have had sight of this and offered comment on anonymised data.

3. Where is Camp Education delivered?

Camp Education has evolved to provide a unique service which supports children of primary school age in some of the remotest possible locations. The service has developed as a genuine partnership between the Falkland Islands Government, farm owners and parents, with a complex history of ownership, investment and maintenance in the schoolhouses, schoolrooms and the range of teacher's accommodation needed to provide the service.

Camp Education is currently delivered at nine locations including three settlement schools at Goose Green, Port Howard, and Fox Bay – each with a full-time teacher – and six non-settlement schoolroom settings staffed part-time by a Travelling Teacher, with telephone lessons provided at other times.

Key points

- Camp Education is delivered across a varied range of settings, each tailored to the needs of children living in the settlement or farm it serves
- This has resulted in a complex situation around ownership, maintenance, and operational costs – while these are broadly equitable across settings, they are necessarily diverse in practice
- This has led to a mix of both real and perceived differences in how settings are provided, maintained and funded in Camp, with a lack of clear policy and agreements to support equitable practice
- Projections of future pupil numbers are also complex – and while the trend is toward a decrease in coming years – there are many factors which are likely to alter this estimation, none of which are not easy to predict or model
- The accommodation provided to Settlement and Travelling Teachers, both in Camp and when in Stanley, is not comparable in quality with teachers in town
- An education infrastructure policy is required, which should detail responsibilities for provision, operation, maintenance and funding for both school settings and teacher's accommodation. This must demonstrate equity in approach – though not necessarily in expenditure – for both current and new settings.

3.1 Ownership, operational management, maintenance and investment

3.1.1 Travelling Teacher schoolrooms and settlement schools

Each schoolroom or building presents an individual challenge in maintaining, improving, and securing investment in its infrastructure in the face of fluctuating pupil numbers and historic complex shared funding arrangements. These include:

- **Ownership** of the buildings used to provide Camp Education varies widely. Schoolhouses and school rooms are variously in:
 - outright ownership by the Falkland Islands Government (FIG)
 - ownership by Falklands Landholding Corporation (FLH) with rental paid by FIG
 - ownership by farm owners, some of which are parents of children attending Camp Education
- **Capital investment** in renewing, improving, or extending facilities is an equally mixed picture – in numerous cases parents have provided significant sums to improve their own buildings and equip spaces to be used as schoolrooms, while FIG has supported specific projects or initiatives, including initial fitting and connection of communications equipment.
- **Maintenance and operational costs** of provision including routine repairs and fuel are met by parents in some locations, and in others by FIG. In FLH-owned buildings, fuel costs are part of the rental paid by FIG. FIG covers the ongoing costs of internet access and telecoms at all sites. This variety in approach to costs often reflects whether a location is a settlement school, or a Travelling Teacher location.

3.1.2 Teacher's accommodation in Camp

In the same way as schoolroom provision, the accommodation provided for resident or travelling teachers has developed in a piecemeal fashion. The early days of Camp Education relied on teachers travelling to farms and staying in the family home where they would provide schooling, and this model is still in use in one instance. However, it is now the case that most settings have some form of separate accommodation – though these vary considerably in size, form, age and condition.

3.1.3 Travelling Teacher's accommodation in Stanley

The majority of travelling teachers return to Stanley at the weekends, or when working at school in town. Cabins are provided for their use, although these are basic in comparison to the housing rented by town-based teachers and other government workers. The cabins are in an area which is still under development and are not served by paved roads at present. Each is a single-storey cabin with central heating and double glazing, containing two en-suite bedrooms. They are relatively cramped, and not well-situated for access to the amenities of Stanley. Cabins also need to be shared when accommodation is in high demand at weekends, with challenges arising from a lack of living space and demand for use of shared cooking and laundry facilities. In contrast, the majority of town-based teachers rent accommodation in modern properties which are provided for their sole use.

The influence that the quality of accommodation provision may have on recruiting and retaining teachers to deliver Camp Education should not be underestimated.

3.2 Stanley House

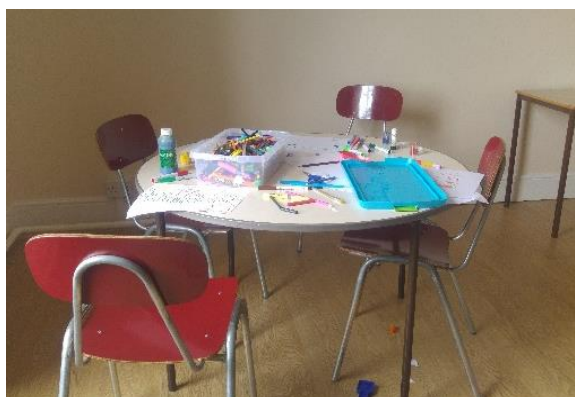
Stanley House provides boarding accommodation for children whose families live in Camp, becoming a home setting in many respects. The site consists of the main house – an important historic building built in 1878 – alongside two timber-framed dormitory blocks dating from 1986 known as Sir Rex Hunt House and Lady Hunt House. The main house offers a variety of spaces for private study, relaxation and socialising, along with a servery and a commercial kitchen located in an adjoining timber building. The site is located in central Stanley, with outstanding views over the harbour and easy access to facilities such as the leisure centre and shops.

Figure 1 – Stanley House exterior



The dormitory blocks provide single-occupancy rooms for pupils, along with shared washroom facilities with shower pods and a separate bathroom. Pupil bedrooms have recently been redecorated. Four separate duty flats are provided for resident staff members – two in each of the dormitory blocks. Access to all staff flats is in common with pupil access to the blocks at present.

Figure 2 – Stanley House, interior common areas



4. Projections of future need

Projections of future pupil numbers are, by nature, inexact and have many variables. The specifics relating to the population of the Falkland Islands make this more challenging as the presence of families with children on the Islands is heavily influenced by external economic conditions, government contracts and wider global issues – including the ongoing impacts of the Covid-19 pandemic, which continues to affect travel, tourism and trade. It is difficult to predict with certainty how many Camp children may require education in the future.

Key points

- Projections of future pupil numbers are complex, and subject to variation based on many external factors
- Data suggests a trend of gradual decrease in school-age children in Camp, however there are many factors likely to alter this which are not easy to predict or model
- This supports the need for a high level of flexibility in staffing, and an equitable and clear process for funding new settings, or reinstating previously mothballed facilities
- Changing numbers of school-age children in Camp will impact the requirement for boarding places at Stanley House

In estimating projected demand for Camp Education, we have considered historical patterns since 2012/13, information known about families in Camp with children of pre-school age, and birth data supplied by the Chief Nursing Officer at King Edward VII Memorial Hospital. The data shows a trend of slowly reducing demand over time, but it should be noted that, based on a very small cohort, this may result in a wider variation than expected. In particular, projections beyond 2025 will be subject to revision as children are born into families in Camp, and families move to and from Camp, and the Falkland Islands, in the coming years.

5. Costs

Detailed financial work has been undertaken to identify our following key points.

Key points

- The perception of less financial support for children in Camp, compared to those in Stanley, is not evidenced in the financial records of the Education Directorate – budget analysis determines that, on average, the annual cost per pupil in Camp Education (£18,370) is approximately £10,500 more than a child in Stanley (£7,780)
- Modelling of future costs is challenging, given external economic conditions and the inexact nature of pupil projections
- ‘Whole-life costs’ must also be considered in the recommendations that emerge from the Camp Education Review
- The per-pupil cost – both in Camp and in Stanley – is not expected to increase greatly in the foreseeable future
- The Education Directorate has a budget line for ‘Repairs and Maintenance FIG buildings’ which covers FIG settings in Camp Education and Stanley. There is no budget line for setting up, repairs, maintenance or improvement of privately owned buildings used for educational purposes or teacher’s accommodation in Camp.
- The impact on costs of the historic practice of funding flights for boarders to travel to and from Stanley House has changed as families have moved to using ferry and road connections instead
- The actual costs of Stanley House have risen, as expected, over time, but the annual cost per boarder have almost trebled as a result of decreasing numbers of boarders
- Costs for boarders at Stanley House are shared between FIG (97%) and families (3%)
- Camp Education must be considered in the wider context of government support to the Camp community – such as provision of roads, ferries, internet etc. These services make it possible to deliver Camp Education, although they are outside the scope of this review as they are not provided by the Education Directorate. However, elected representatives may consider these other areas upon receipt of the Camp Education Review.

In projecting the future cost for provision of both settings and teachers, some assumptions have been made to simplify comparisons:

- The average cost for teaching staff has been assumed to remain the same throughout the projected period. Variations in this cost may occur, depending on the pay policies of FIG in future years. Teaching costs represent the most significant element of the total.
- Inflation on non-teaching costs has been calculated at the current Falkland Island CPI (Consumer Price Index) rate of 1.4% per annum
- Children are resident at Stanley House either as full boarders or weekly boarders (5 days/nights per week). Given the largely fixed costs of providing accommodation, the type of board does not significantly alter the cost per child.

Despite projected reductions in numbers of children in Camp Education, the geographical spread of settlements will not allow for reduction in staffing, aside from Travelling Teacher settings already identified as likely to close when children are old enough to transition into Stanley.

6. Challenges and opportunities

Key points

- Delivery of Camp Education provides both opportunities and challenges which are unique to the Falkland Islands. This has resulted in some customs and practices developing to meet immediate need, with little reflection on their impact across all settings. Further work to identify impacts of variable approaches across Camp Education will allow analysis and, combined with the data already collected, inform future practice.
- Data about pupil outcomes indicates a broadly similar level of attainment, and indeed some benefits for children in Camp learning in smaller groups
- While there is equity in access to Special Educational Needs and/or Disability (SEND) support in Stanley and in Camp, there is a lack of SEND leadership capacity across all primary and secondary settings, resulting in challenges in supporting all children with SEND requirements
- Communication between home and school is considerably more frequent and effective across settings in Camp than sometimes perceived. There are also useful publications available to support parents and teachers, but there is not currently a coherent or cohesive set of documents which are updated on a regular basis.
- School websites are an indispensable tool for communicating, especially with remote Camp settings, but care must be taken to ensure they are regularly updated and accessible to all users
- All Education Directorate staff are supported with their Continuous Professional Development, this ensures staff continue to evaluate and develop their practice.

The Camp Education Review will include analysis in the following areas:

1. Monitoring, assessment and evaluation
2. Training and Professional Development
3. Impacts of isolated settings
 - a. SEND support
 - b. Safeguarding
 - c. Communication between home and school

7. Summary of interim information for stakeholders.

The complex history and constantly shifting pattern of need for education across the Islands makes it easy to see how perceptions of inequality arise, and how genuine inconsistencies occur as the unintended consequences of earlier decisions. The Camp Education service sits among a range of support provided to communities living, working and learning in Camp. It is vital that clear policy and guidance is provided which ensures that future developments benefit all pupils equitably regardless of where they live in the Falkland Islands.

While the data collated indicates that any perceived inequality does not have an adverse impact on the outcomes of individual pupils, the Education Directorate is testing this via its thorough review of Camp Education. Initial work suggests there are several actions which could address both perceived and genuine areas of inequity. Elected representatives also recognise and understand that parents in Camp have concerns of inequality regarding provision for education and so these initial suggestions will be tested out with stakeholders during the course of consultations, in order to present elected representatives with a range of options to direct future development of the service.

Themes to be explored with stakeholders.

1. **A framework for new infrastructure in Camp Education** which sets out clearly what will be provided by FIG, and the standards expected in schoolrooms and teacher's accommodation (this could be supported by an education infrastructure policy).
2. An **education infrastructure policy** for existing and new settings in Camp and Stanley, which provides clarity of responsibility and ensures equity.
3. **Application of this framework/policy** to all existing settings, to determine any areas of disparity in approach and outcome, while recognising that actual support in financial terms will naturally vary by circumstance.
4. **Clear, equitable eligibility criteria** for support such as boarding at Stanley House and assistance with travel costs, to ensure these services can continue to be offered and will reach those who need these facilities most.
5. **Renewed consideration of the provision of accommodation for Travelling Teachers when in Stanley**, to improve the quality and comparability of standards with town teachers, aiding future recruitment and retention of high quality, committed staff.
6. **Improved communication with Camp families** regarding the overall service, to ensure they are aware of developments and plans at the earliest stages and can provide input prior to implementation. This could be supported by a **communications policy**, developed with Parent School Governors, outlining the involvement and engagement of parents, to ensure they are involved in decisions about their schools and Stanley House.
7. The provision of **high-quality, reliable internet access in all school settings** to enable modern video-based teaching to be provided to all children as and when needed.
8. The adoption of an **approach to measuring all children's emotional health and wellbeing**, to ensure that they are supported appropriately, and to determine if any additional support may be needed, particularly in very isolated locations.
9. A policy outlining the **equitable allocation of teaching time in Camp**. It is vital that options are secured that address stakeholders concerns informing a clear policy on the allocation of teaching time in Camp.
10. Consideration of the **future accommodation needs of residents of Stanley House**.

8. Next steps

As part of the Camp Education Review there will be a course of consultation with families and the community to ensure that all stakeholders views and suggestions are captured considered. Key areas of focus will be:

- What is working well
- What is working less well
- Challenges
- Options and next steps

The timeline for in-person consultation process will run from late January until early February as per the schedule below:

- **Fox Bay** – Friday 21 January from 3pm to 4:30pm in the Southern Cross Social Club
- **Goose Green** – Saturday 22 January from 3pm to 4:30pm in the Social Club
- **Stanley** – Wednesday 26 January from 5pm to 6.30pm in the Chamber of Commerce
- **Port Howard** – Friday 4 February from 3pm to 4.30pm in the Social Club

Additionally there will be an opportunity to participate via an on-line consultation.

It is anticipated that a report of options will be presented to Executive Council in May 2022.

Appendix one: Camp Education Reference Group

Membership	Represented by
Members of the Legislative Assembly	Leona Roberts Teslyn Barkman Mark Pollard
School Governance Committee (members who represent Camp Education and Stanley House)	Pippa Christie Nuala Knight
Rural Business Association	Martha Molkenbuhr
FIDC	Louise Ellis
Chamber of Commerce	Nuala Knight
<u>Falkland Islands Government</u> Director of Education Executive Head Stanley House Senior Houseparent Headteacher IJS&CE Acting Director of Policy and Economic Development	Marie Horton Karen Steen Julie Courtney Gaynor Kilmister David Jeffrey