

Every child matters: Primary capital programme

Building primary schools at the heart of the community



Scope and audience: This document covers capital investment in England. It is for anyone with an interest in primary school and primary-age special school buildings, including schools, local authorities, dioceses, representative bodies, other children's services and the private and voluntary sectors.



Foreword ■■■■■■

Our children deserve the best start in life. We have been working to make sure that they have the best childcare and early education.

We have achieved a step-change in the quality of teaching and learning and we are raising standards in primary and secondary schools. And we have services in place to ensure that everyone is safe and secure and to take action when they are at risk. All of this is due to the dedication and hard work of professionals and support workers in education, health services, social care and other children's services. Their commitment, hard work and success deserve recognition.

We want our services to be the best in the world and to keep pace with the phenomenal rate of change in technology, the economy, environment and society. That is why we have increased capital investment to unprecedented levels and are now looking to transform the environments in which our children and workforce spend so much of their lives and to open up these facilities to the community. Building Schools for the Future and academies, our long-term, strategic programmes for transforming secondary schools (including secondary and all-age special schools) are under way. For the early years, Sure Start is also providing new modern infrastructure for the expansion of childcare and the development of children's centres and Sure Start programmes for young people in the most challenging circumstances.



St Antony's
RC Primary School,
Newham



We have already been improving primary school buildings, for example tackling the backlog of repairs and reducing infant class sizes. We now turn our attention to the long-term needs of primary school buildings. Local authorities have a strong strategic role to play, capturing the aspirations of the many schools in their area and responding to parents' wishes. Many local authorities have used recent capital investment to develop primary and special schools that are fit for the future; some have ambitious area-wide schemes. We have published exemplar designs which show how the best teaching, learning and social environments can be created and we believe that good, sustainable design will inspire and motivate young people to learn and grow. Now is the time to encourage and enable all local authorities and communities to start the long-term transformation of primary schools and primary-age special schools across the country.



Rt Hon Ruth Kelly, MP
Secretary of State for Education and Skills

So, we are seeking your views on the best way to achieve this. The Chancellor of the Exchequer has announced significant extra resources: £150 million in 2008–09 and £500 million in 2009–10. By adding this extra funding to existing capital investment, by planning strategically over the long-term and by procuring efficiently and making the taxpayers' investment really count, local authorities and local people will be able to create the schools that they need for the future – at the heart of their communities.

This is an exciting opportunity. We want your help through this consultation to ensure that the primary capital programme meets your needs locally and achieves a significant impact nationally.

We hope to hear from you.



Rt Hon Des Browne, MP
Chief Secretary to the Treasury

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Riverhead
Infants School,
Sevenoaks

■■■■■ The primary capital programme at a glance



George Washington
Primary School,
Washington

Purpose:

- Primary schools fully equipped for 21st Century learning, at the heart of the community, with children's services in reach of every family
- Support national policy aims: raising standards, Every Child Matters, inclusion, diversity and responsiveness, extended services, personalisation
- Rebuild, remodel or refurbish at least half of primary schools
- Targeted to address deprivation nationally and in every authority and responding to population changes

Scope and timescale:

- Funding starts in 2008 and runs for around 15 years, subject to future public spending decisions
- Primary, middle-deemed primary and primary-age special schools eligible
- Year 1 funding for regional pilots
- All local authorities and dioceses benefit from year 2
- Schools not receiving extra investment continue to receive devolved formula capital



Funding:

- Additional £150 million in 2008–09 rising to £500 million in 2009–10
- Allocate funding by open, simple formula
- Added impact by joining up with estimated £2+ billion per year in current primary and early years baseline budget
- Added impact by joining up with eligible capital from other government departments and local resources

Targets and planning:

- Targets and planning ensure investment meets need
- Step-change from patch and mend and disjointed investment to strategic, service-wide planning and redesign
- Joined-up planning alongside other national and local priorities and initiatives
- National objectives translated into local strategic infrastructure plans, approved and monitored by DfES to release funding

Design, procurement and skills:

- Promotes excellent design and sustainability
- Long-term strategic programme offers high efficiency potential
- Develop best practice partnering with private sector, including local education partnerships where set up in BSF
- Develop skills necessary in schools, local authorities and private sector to deliver
- Regional pilots from 2006 to test planning, improve joining up, and showcase best design and procurement



Kings Avenue
Primary School,
Lambeth



Executive summary



This prospectus sets out the issues and questions we face – central and local government, schools and communities, designers and constructors, public and private sectors – in developing a strategic and transformational primary capital programme to deliver 21st Century schools at the heart of our communities.

Success will require tough choices nationally and locally. We want a wide-ranging discussion to stimulate creative thinking and develop forward-looking solutions which can be delivered successfully.

This prospectus sets out the objectives of the programme and consults on proposals for meeting them.

Primary schools at the heart of the community – aims

In his Budget 2005, the Chancellor of the Exchequer announced a new capital programme to ensure that primary schools and primary-age special schools are well equipped for the 21st Century. The aim is to rebuild, remodel or refurbish at least 50 per cent of schools. He set out a challenging set of objectives to be achieved through the programme.

Building on success – realising the vision

The primary capital programme will help achieve a number of national strategies already underway. It will support particularly 'Every Child Matters: Change for

Moat House
Community
Primary School,
Coventry



Hudson Road
Primary School,
Sunderland

Children', the White Paper 'Higher Standards, Better Schools for All', and the Primary Strategy. It also brings together the ten-year childcare strategy, workforce strategy, and ICT and extended schools programmes.

The challenge we face

We have looked closely at the data on primary schools and primary-age special schools, on demographics, building condition, deprivation and standards. These are the issues the programme must tackle nationally and locally.

The estimated scale of investment

£150 million extra is available in 2008–09, rising to

£500 million in 2009–10. It is expected that investment will remain at that level for around 15 years, subject to future public spending decisions – some £7 billion in total. This could be added to other DfES capital for primary schools to create a much larger sum for investment. On top of this could be added: other eligible investment from central government departments and agencies; local government investment, receipts and prudential borrowing; as well as contributions from the private sector and others. Only by joining up this funding and targeting it precisely will we achieve the ambitions of this programme. All local authorities will benefit from capital allocated by a simple, open formula reflecting pupil numbers and deprivation. Devolved formula capital will, of course, be available for primary schools not directly benefiting from this programme.

What we can expect to achieve

Building on the analysis of need, it should be possible, using DfES investment, to improve at least half of all primary schools and primary-age special schools. Within that, we would hope to rebuild or take out of use, as a minimum, at least the 5 per cent of school buildings in the worst physical condition nationally, and to improve or take out of use the 20 per cent of the worst condition buildings in our most-deprived communities. With strategic and joined-up planning and funding, we would hope to exceed these targets. Other schools benefiting from the programme will have substantial improvements. The programme should also contribute to



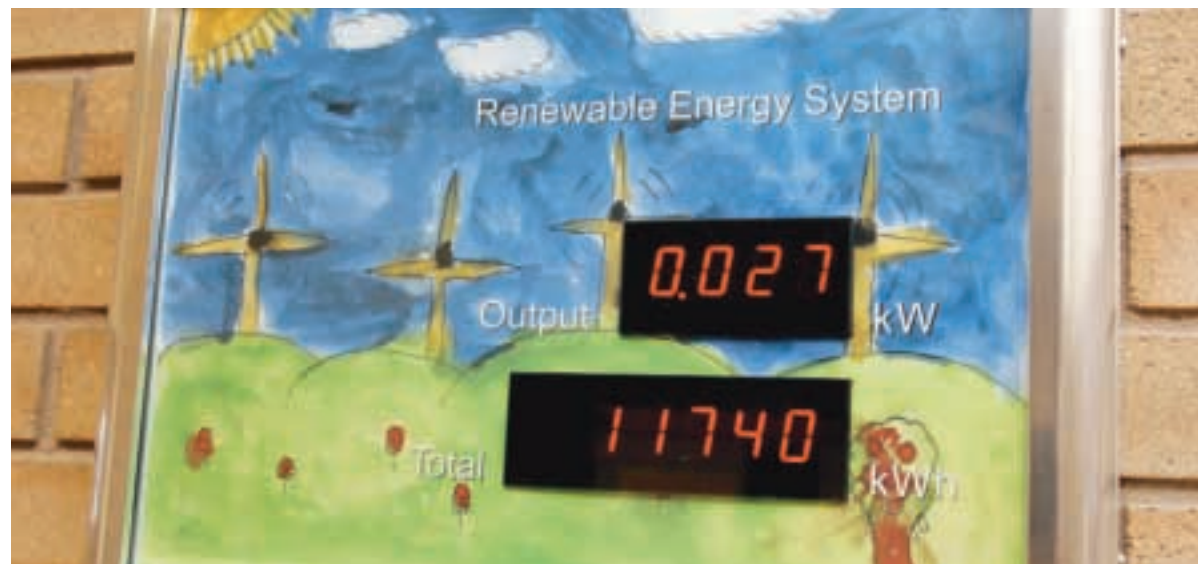
other national targets, such as to raise standards, improve school food or promote sport and languages.

Making it happen – targets, planning and monitoring progress

These long-term national targets will inform the medium- and short-term plans of local authorities, dioceses and others. Authorities will need to set out how they will transform the primary estate over the long-term and how they will target local deprivation from the start. There will need to be local debate to ensure support for potentially tough choices. DfES will approve plans before releasing funding. We will pilot from 2006 how planning will fit, as simply as possible, into the existing regime of children and young people's plans and education and corporate asset management. We will also pilot how to improve joined-up planning and funding across capital programmes and across children's services. All local authorities will be involved from year 2. We will monitor how well national objectives are being met across the country, and adjust the national programme as necessary, as it progresses over time.

Good, sustainable design is crucial

We know that well-planned environments can transform how teachers teach and learners learn. Good design can also ensure that children and parents get access through their school to the wider services they need. We have learned much through developing primary school exemplar designs, and propose to use the



current design quality indicators and building standards, which should be applied to all schemes. A key objective will be to ensure that sustainable design is at the heart of all building works. We will be publishing 'Primary Ideas' with practical primary school improvement projects.

St Jerome's Catholic
Primary School,
Formby

Getting the best value for money

We must be ambitious in looking at the best models of procurement and construction, if the programme is to achieve significant efficiency and deliver value for money for the taxpayer. Government's commitment to a 15-year programme is an opportunity for public and private sectors to plan and to innovate. We propose the use of local education partnerships (LEPs) where they will have been



Glastonbury
Thorn School,
Milton Keynes

set up or, where there are no LEPs, other forms of local authority agreements, partnerships or national framework. We will pilot procurement and construction approaches, and encourage standardised design and off-site construction methods. Efficiency is critical at every stage from initial local plans to long-term maintenance of the resulting buildings.

Information and communications technology

At the heart of national policies for transforming teaching and learning is the effective use of ICT and access to stable, leading-edge technology, as set out in 'Harnessing Technology' (2005). National and local plans will need to show how ICT will contribute to achieving outcomes.

Roles, skills and capacity

We set out what we might expect from national government, local authorities, dioceses, schools and pupils, and the skills and capacity that they will need to make this complex programme succeed. We intend to run regional pilots to test planning, design and procurement issues, to find solutions to joined-up planning and funding, and to showcase good practice. The pilots will run from 2006 (using existing allocations), finishing in 2008–09 (with extra capital), and the pilot local authorities will take the lead in building skills and capacity in their regions. Expressions of interest are invited.

Timescales and consultation

The timetable for the remainder of local authorities will still be demanding. With funding starting from 2009–10, we anticipate a one- to two-year planning and procurement period, so authorities will need to start preparing early. We want to hear your views, online, by post, e-mail, or in meetings by 14 June 2006.

Primary schools at the heart of the community – the aims



The primary capital programme continues the Government's commitment to record investment in education.

In his budget speech in 2005 the Chancellor of the Exchequer announced funding for a new capital programme to ensure that primary schools and primary-age special schools:

- are fully equipped for 21st Century learning, and
- occupy a central position at the heart of our communities.

This vision will mean that our primary schools will need quality school environments which facilitate personalised learning and enable them to offer a wide range of services to their local communities, and contribute to Every Child Matters.

Delivering this vision will involve a wide-ranging, strategic programme of rebuilding, refurbishing and upgrading covering at least 50 per cent of primary schools in England. The design of this programme will include a significant emphasis on deprivation, as well as reflecting other indicators of need such as the state of the building stock, and the challenge of demographic change.

At the end of the programme, the following objectives will have been fulfilled:



Alfred Salter
Primary School,
Southwark



St Antony's
RC Primary School,
Newham

- Every primary school building will have been brought up to a good standard.
- Every child and family will have access to year-round, 8am–6pm childcare, parenting support, specialist support services, a good range of after-school activities and access to ICT and sports and arts facilities after hours; access will be at their child's primary school or at a school or venue nearby, with supervised transfer arrangements for children.
- Appropriate kitchen and dining facilities to help raise the nutritional standards of school meals and other food and drink consumed on school premises, and increase the uptake of school meals, including free school meals;
- Every school will provide first-class ICT facilities so pupils can study in a way that suits them, facilities of some scale that equip them to play a part in Every Child Matters, and quality learning environments that enhance teachers' flexibility.
- Authorities will have been able to restructure their primary buildings to provide the flexibility to deal with demographic pressures.

Building on success – realising the vision



In recent years there has been real progress in improving the attainment, achievements and well-being of children in primary schools and giving them the strongest base for later life.

Standards of literacy and numeracy have risen steadily, and children are benefiting from improvements in teaching and learning and from a wider range of activities in and out of school. Primary schools are becoming increasingly adept at responding to the needs of every child, and at reducing barriers to learning and other inequalities that might otherwise hold children back.

The Government's vision is of a primary school system in which all children, whatever their background:

- have the support they need to be healthy, stay safe, enjoy and achieve, make a positive contribution and achieve economic well-being;
- master the fundamental basic skills of literacy and numeracy;
- develop as confident and enthusiastic learners, across a broad and rich curriculum.

Realising the vision

In order to achieve these outcomes for children, primary schools need to:

Personalise learning and teaching

- Ensure that all children are making good progress in the basic skills of literacy and numeracy;
- Provide consistently good teaching and learning, tailored to the needs of the individual child, and with a greater use of small-group and one-to-one tuition for children who have fallen behind in literacy and numeracy, as well as more stretching activities for the most able;
- Deliver a broad and rich curriculum, with literacy and numeracy at its heart, offering (in addition to the National Curriculum) at least two hours per week high-quality PE and sport, the opportunity to learn a musical instrument and, for older children, an additional language;
- Expand provision at popular and successful schools, in response to parents' wishes, and tackle underachievement;
- Provide opportunities for study support and enrichment for all – including vulnerable pupils such as those who are looked after by local authorities and those with SEN and disabilities – through clubs and other activities outside the normal school day and term;
- Work closely with early-years settings to build on the progress made by three- and four-year-olds as they make the transition to primary education, and with secondary schools to support a smooth transition at age 11.





Work effectively with parents/carers, communities and partners

- Work closely with parents and carers, including hard-to-reach parents, as key partners in their children's learning and development;
- Share responsibility for raising standards and improving opportunities for children; schools that acquire a trust are a key part of this – schools with the flexibility, freedom and confidence to achieve;
- Work closely with children's services to identify children at risk and with additional needs, and help to support them from the earliest possible stage;
- Be a resource for their local community by providing access to all-year-round childcare from 8am to 6pm;
- Work with other local schools and other suppliers to offer the best support, enrichment and extended services;
- Develop access to parenting support, including information sessions at key transition points, parenting programmes and family learning sessions that allow parents to learn with their children;
- Provide wider access to services for the local community, such as ICT services, sports facilities or adult learning.

Promote healthy living and emotional well-being

- Promote the health and well-being of all children through their policies on PE and sport, food, and health education;
- Raise the nutritional standards of school meals and other food and drink consumed on school premises, and increase the uptake of school meals;
- Engender good behaviour and respect in order to develop enthusiastic and confident learners who make a positive contribution to the community;
- Create consistent and effective approaches to behaviour and attendance management;
- Work closely with other children's services to ensure better access to targeted support for children who need it, and be an active partner in children's trust arrangements.

Make good use of freedoms and flexibilities

- Use data about pupils' progress to benchmark the school against high-performing similar schools and as the basis for action to support continuous improvement;
- Be part of a flexible children's workforce which ensures learners are taught well and that their welfare is protected;



- Make the most of resources to deliver the best possible learning environments;
- Share common processes and information with other children's services;
- Work in partnership with other schools, e.g. through trusts and federations, as well as with community and voluntary organisation, businesses and other public-service providers to deliver the five Every Child Matters outcomes, including improved teaching and learning and higher standards.

Where are we now?

Primary schools have made real progress in recent years in terms of both the quality of teaching and learning and the proportion of 11-year-olds achieving level 4 in English and mathematics. The quality of teaching in English and mathematics has improved significantly in recent years and is almost always satisfactory or better. However, nationally, there is still much to be done. Although Ofsted recognise the gains made in teaching quality, there is still almost a third of all teaching in English and mathematics that is no better than satisfactory and there are still too many 11-year-olds who do not reach level 4 in both reading and writing, and also in mathematics. Attainment and progress in some schools are significantly worse than those in other schools with similar intakes; and some groups of children are systematically underachieving across the primary sector as a whole.

Every Child Matters aims to get local authorities, health, education and other professionals working together more effectively in support of all children. Many children experience problems which can lead to a range of negative outcomes, and often these problems cannot be solved by schools acting alone. Schools need to be ready to work collaboratively with children's services in identifying and meeting the needs of children with problems, and they can increasingly expect a coherent and timely response from other agencies involved.

The Schools White Paper sets out a strong, clear role for local authorities as commissioners of schools and as the champions of parents and pupils in their area. Local authorities must secure enough quality school places in their areas, and the Education Bill will place new duties on them to secure diversity and increase opportunities for parental choice when carrying out this responsibility. They will also be required to consider representations from parents seeking changes to the pattern of provision. The Government is creating a Schools Commissioner whose role will include monitoring indicators of parental satisfaction and challenging local authorities on the conduct of their strategic duties. The Schools Commissioner will also advise the Secretary of State on the use of her powers of intervention where progress is unsatisfactory.

Primary schools are increasingly working with parents, their local communities and the broader children's workforce to





provide opportunities and better outcomes for every child and their family. Many of the other conditions for future progress are in place:

Resources

- Primary school funding is at its highest-ever level, class sizes are smaller, the number of teaching assistants and other support staff in schools has almost doubled since 1997, and primary teachers now have planning, preparation and assessment time during school hours.
- From April 2006, schools will have multi-year budgets and much greater flexibility within them, giving certainty and freedom to plan ahead.

New accountability arrangements

- The new accountability arrangements are designed to put schools in the driving seat, with lighter-touch inspections and dialogue with a nationally accredited school improvement partner, both starting from schools' own evaluations.
- The Government's Schools White Paper of October 2005, Higher Standards, Better Schools for All, sets out a vision of a system in which all schools, primary as well as secondary, can choose to become self-governing (foundation) schools and to form trusts which will give them freedom to work with new partners and in so doing help develop their standards and ethos.

- The counterbalance of this support for greater autonomy for schools is the introduction of tougher rules for failing and underperforming schools, with a strong role for local authorities to challenge and intervene and a stronger strategic role. Commensurate with their new role as commissioners of schools, local authorities will have powers to close down schools which are not performing satisfactorily, and hold competitions for new schools, setting out what they want the new school to offer. They will also be able to work actively with promoters – such as parents' groups and charitable trusts – to develop proposals for new schools to meet specific needs. Local authorities will have new powers to propose changes to all categories of schools, including expansion, the addition of specialist SEN facilities and the addition of sixth form provision.

Question 1: What are the most important ways that capital investment can help primary schools play a role at the heart of the community and deliver wider services to children?



CASE STUDY

Caroline Chisholm School

Caroline Chisholm School is a £25 million private finance initiative (PFI) project to create a Centre for Learning for the 21st Century, serving a new and growing community in Northampton. The school has a specialism in Business and Enterprise.



- It's an all-through state school for 4–18 year-olds, enabling shared knowledge and specialist resources between primary and secondary. The design, based around a 'street', makes imaginative use of the sloping site – both storeys of the double-decker building can be accessed at ground floor level. Energy costs are minimised by natural ventilation, underfloor heating and clerestory glazing.
- Secondary students with autism or Aspergers have their own base, joining mainstream lessons and activities. There are 250 networked computers - every child has their own internet access and email. All

classrooms have interactive whiteboards, soon to be supplemented with live external and internal TV.

- There's a shared public and school library with its own café (a focal point for families), a privately-run nursery, an out-of-school club, and community sports and learning facilities – a huge range of activities take place during weekends and evenings up to 10pm.

"The all-through concept encourages strong family and community bonding. The children have risen well to the high expectations we have and parents are very pleased – we're growing ahead of plan. It's an interesting and exciting place to work."

Tony Downing, Principal

"This flagship school is the result of close partnership working between the authority, Governing Body, architect, builders and Principal to design an innovative school with space, flexibility and the capability to meet changing needs. We're delighted with the result. It's a wonderful environment, central to the developing local community."

Joy Bond, Northamptonshire County Council



■ ■ ■ ■ ■ The challenge we face



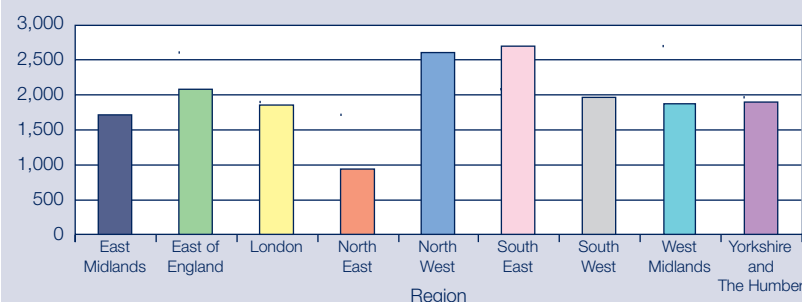
St Jerome's Catholic
Primary School,
Formby

Analysis of the data on primary schools and primary-age special schools indicates the scale of the challenge faced and, we believe, justifies the approach we are proposing.

How many schools?

- 17,642 primary schools
- 109 middle-deemed primary schools
- 36 special schools for primary age pupils only
- 48 pupil referral units for primary age children only

1: Primary schools by region



How old are the buildings?

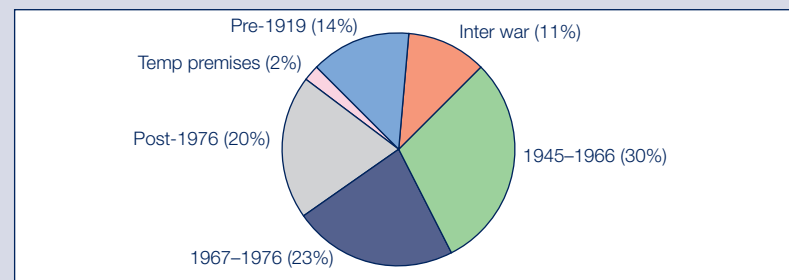
Most primary school buildings were built more than 25 years ago and most of these are now approaching the end of their original design lives.

What condition are they in?

Over 60 per cent of schools, built mainly between 1945 and 1976, are amongst the most expensive to maintain.



2: Age of primary schools in England

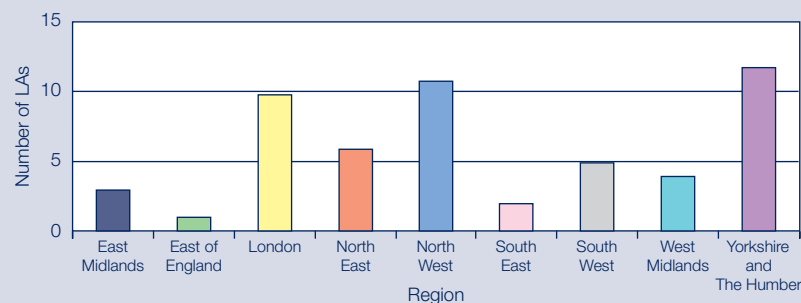


Tables 3 and 4 show the regional spread of schools in the worst physical condition.

How many pupils?

Over the projected lifetime of the primary capital programme there is a particularly complex demographic challenge to be met at both national and local levels. Latest figures for the national projected primary population up to the year 2023 indicate a falling

3: LAs with 20%–29% of primary schools in national lower quintile for condition, 2003



5: Projected primary population, 2004–2023



Source: GAD 2004 based population projection, adjusted by DfES to academic year basis

4: LAs with over 30% of primary schools in national lower quintile for condition, 2003



population through to 2010 but then an increase through to 2023.

The challenge of matching place provision and population over 15 years will be a significant challenge. New demand for pupil places will probably not match current surpluses, but the ability to generate additional local resources through a well-managed reduction in surplus places is a real possibility. There are 505,000 surplus places in primary



schools nationally; 16 per cent of primary schools have 25 per cent or more surplus places.

What about areas of deprivation?

Levels of deprivation vary regionally with particularly high levels of need indicated in London, the West Midlands and the three northern regions.

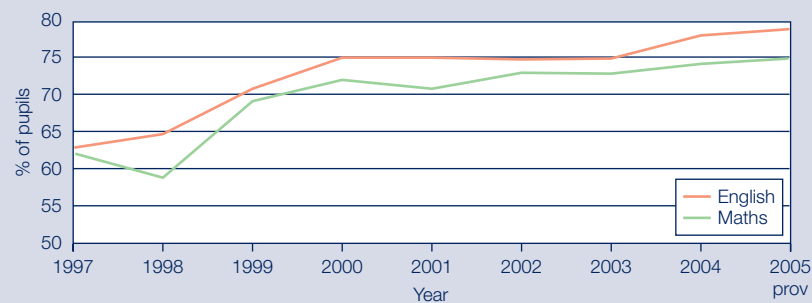
Standards

There is a close match between social deprivation and low achievement. While in 1997 a third of children left primary school without the skills to make proper progress in the secondary curriculum, now 79 per cent achieve these basic standards in English and 75 per cent in mathematics. Teaching standards have been transformed by the National Literacy and Numeracy Strategies, and our primary schools offer a broad and rich curriculum. We want to continue to

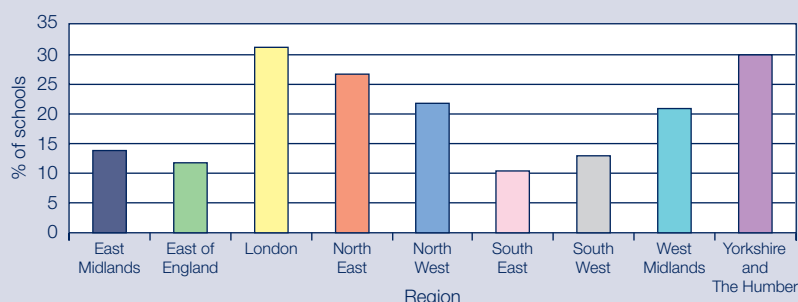
6: Number of primary schools in top 20% FSM, PLASC 2005



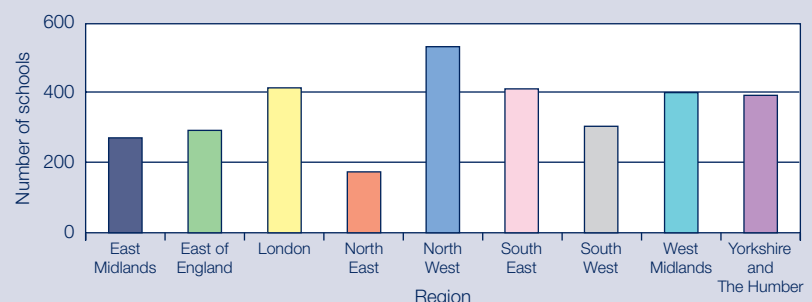
8: Percentage of pupils leaving primary school who have reached expected level (L4)



7: Percentage of primary schools in the top 20% FSM, PLASC 2005

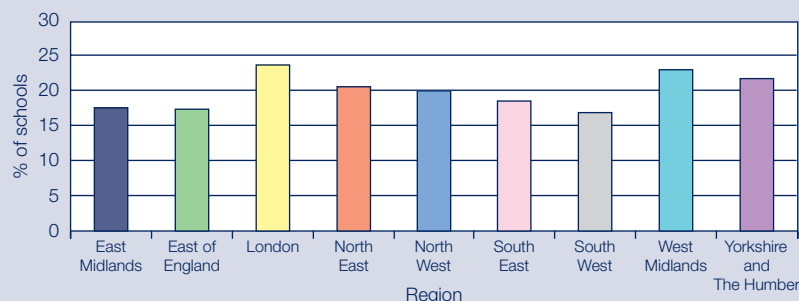


9: Number of primary schools in the lower quintile for KS2 average points score, 2004





10: Percentage of primary schools in lower quintile for KS2 average points score, 2004

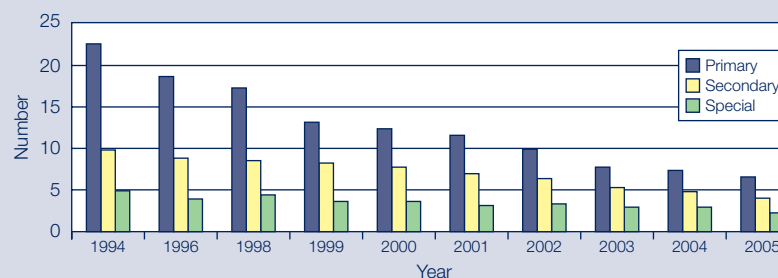


narrow the gap between the highest and lowest performing schools, taking into account any significant regional variations as we prioritise resources.

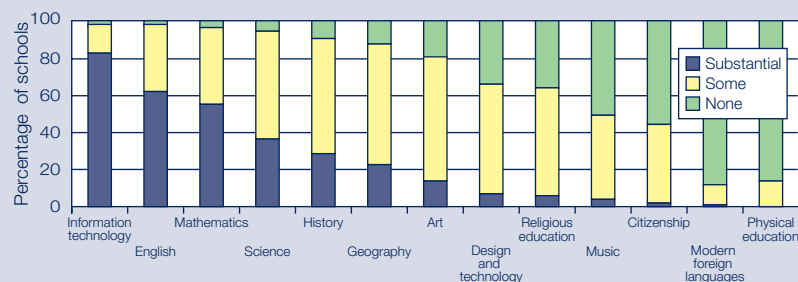
Engagement with ICT and e-learning

Over the last 12 years there have been significant improvements in the levels of ICT in primary, secondary and special schools.

11: Average number of pupils per computer in maintained schools (estimates), England – time series



12: Use of information and communications technology in areas of the curriculum in primary schools, England, 2004



■■■■■ The estimated scale of investment



Wakefield School,
Yorkshire

The primary capital programme will invest new resources of potentially £7 billion over some 15 years.¹ In 2008–09, £150 million will be allocated for pilots, and then £500 million in 2009–10, shared between all local authorities. It is expected that investment will remain at that level across the programme.

The key challenge will be to join up the new investment with other DfES capital, and with resources from other government departments, local government, private and other sources (such as voluntary aided bodies). We want the cumulative investment to make a real difference, and this means a step-change from patch and mend and disjointed investment to strategic, service-wide planning and redesign. We acknowledge that central government has not always made it easy for local authorities and others to achieve joined-up delivery.

DfES investment

The table opposite estimates the amount of existing DfES capital programmes (already announced) that should be available for primary and early years in 2007–08. This illustrates the possible scale of resources that could be joined-up with the new investment.

As the primary capital programme aims to improve at least half of primary schools, it will be necessary to ensure that the other half have continuing access to annual capital grants to make necessary improvements. This could be provided on the lines of the current devolved formula capital programme.



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<i>Programme name</i>	<i>£ million, 2007–08</i>
Devolved formula (including ICT)	653
Modernisation	361
Basic need	160
Access	42
Targeted	225
Voluntary aided	260
Sure Start – children’s centres	264
Sure Start – sustainability capital	114
Sure Start – extended services	72
Notional total for primary and early years	2,151

NB: Figures are mainly indicative, as some budgets are not ring-fenced and it is not therefore possible to say exactly how much investment goes to primary schools.

We are still considering how the targeted capital fund will develop (given the continued roll-out of Building Schools for the Future and the introduction of the primary capital programme). As mentioned, we have assumed that devolved formula capital would continue to be paid to all schools (except those that have been completely rebuilt).

Other funding streams

We can also anticipate that other funding will be available to join in with the new and existing DfES investment. We

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Department for Culture, Media and Sport and its non-departmental public bodies, including the National Lottery distributing bodies	Funding for library, sports and arts facilities
Office of the Deputy Prime Minister	Neighbourhood renewal; joint service centres; New Deal for Communities; PFI housing
Government Office	European regional development and social funds
Department of Health	PCT health promotion
Learning and Skills Council	Capital investment to support vocational training

will pilot how best this can be achieved and how barriers can be overcome.

Other government departments and agencies²

Many of the additional funding streams are allocated locally by other government departments or government agencies. The table above illustrates the range of schemes available currently.

Again, there are good examples nationally which demonstrate how jointly funded schemes can be planned, procured, built and maintained.

¹ All figures and estimates are subject to future public spending decisions. Precise budgets for the first years of the programme, and indeed for DfES and other government capital programmes, will not be known until after the Comprehensive Spending Review 2007.

² Capital funding allocations and priorities for 2008–09 and subsequent years have not yet been set for other government departments. Further information will be made available to support local authority planning as it becomes available after the Comprehensive Spending Review 2007.



Local authorities

Long-term planning will enable local authorities to identify local resources to add to the programme – capital receipts through amalgamation and relocation of schools; shared resources between federations and networks of schools; joint-funded projects with libraries, leisure, or housing; prudential borrowing; and section 106 partnerships with the private sector.

Over the period of the primary capital programme, Every Child Matters and the establishment of Children's Trusts will encourage pooling of budgets and co-location of services. We encourage local authorities to explore the availability of partnership development, particularly regeneration schemes in socially deprived communities.

Voluntary aided schools

By law, voluntary aided schools contribute 10 per cent of the costs of capital projects. Our view is that the proposed primary programme is different in scale and funding approach to Building Schools for the Future (where the Government is – exceptionally – providing all of the costs), and that it is therefore reasonable to expect voluntary aided schools to contribute as normal.

How might funding be allocated nationally?

There is a choice of approach between the sharply targeted approach used in Building Schools for the Future or the flatter, formulaic approach used in modernisation or Sure

Start capital. We propose to spread the extra resources available for the primary capital programme between all local authorities rather than concentrate it in a few different authorities each year. That means that every authority will benefit from funding in the second and third years.

We believe that there are a number of advantages to this funding approach for this programme and that it will best achieve our specific aims. It should be easier, for example, to link the new investment to the significant existing formula funding for primary schools, children's centres and extended services. There are also advantages for targeting investment over time, planning and procuring efficiently, and attracting smaller-scale construction and design companies.

But, there are some drawbacks to using a flatter funding approach which means that all involved must work harder to achieve efficiency savings. Achieving best value for money will need to be considered over the whole project: in the design and planning stages; in joining up funding and planning to achieve cross-cutting gains; in savings costs through innovation and partnering; and when the building is in use and being maintained over time.

We have already had representations from local government that the flatter formulaic approach is preferred. Beyond 2011, we would expect to continue the formulaic approach. Some local authorities may complete their programmes early. As the programme progresses over 15 years, it may



CASE STUDY

St Antony's Roman Catholic Primary School

St Antony's Roman Catholic Primary School, Newham, serves a multi-ethnic area. Over 40 languages are spoken at the school, where more than 97 per cent of children are Catholic – African, Afro-Caribbean and European, with a 25 per cent asylum seeker and refugee population. There's a range of complex cultural, language, health and family issues – a focus of the school's pastoral work, through parish playgroups and planned wraparound childcare – as well as other special education needs.



- In a partnership between school, local authority and diocese, the primary school was refurbished using £1.2 million of targeted capital funding, with additional LA VA co-ordinated programme and devolved formula capital funding, bringing a separate established nursery into the heart of the primary school site, as a hub to engage the community with education.
- Along with the stimulating nursery, with its new canopied outdoor play area, a refurbished kitchen, ICT room and library were cleverly designed, along with staff facilities and toilets, SEN office and teaching room, and

four new classrooms. A small teaching room for peripatetic music doubles as space for a counsellor.

- Despite a tight site, the grassed outside space and school garden provide an attractive and purposeful learning environment, which inspires and motivates staff and children.

“Staff and children have been fantastic throughout the project, partly because we've kept them involved every step of the way. The flexibility allows the foundation stage and the nursery to work much more closely together – we're a very strong community now.”

Sister Kathleen Colmer, Head Teacher

“We're now sending a very strong message to the community proclaiming, ‘We're serious about teaching and learning with your children.’ We have real continuity now from three years upwards. It's wonderful. The impact is phenomenal – you can't measure it.”

Aileen Donnelly, Brentwood Diocese





Coleshill Heath School,
Solihull

be necessary to target extra funding more carefully to ensure that national output targets are met.

Voluntary aided schools

We do not propose to ring-fence a separate amount for voluntary aided schools through the locally co-ordinated VA programme (LCVAP), as we do, for example, with modernisation capital. This is because we want the primary capital programme to target precisely to need nationally and locally. To ensure that voluntary aided schools are not disadvantaged, we will require local authorities to include them as a matter of principle in their local investment plans; and the Department will monitor the impact on the voluntary aided sector through its scrutiny of local plans.

Special schools and special educational needs

We intend that special schools for secondary-age pupils and those that educate pupils of all ages will have their building needs addressed in Building Schools for the Future. This means that the primary capital programme will target only special schools for primary-age pupils.

There may be a case for planning some special educational needs provision through existing regional partnerships. Many small authorities have insufficient need and few resources to provide for the full spectrum of special needs. Places are purchased where they are available and in some cases compromises over location have to be made. The primary capital programme provides an opportunity to review provision.

Nursery, early years and extended schools

The new investment under the primary capital programme can only be used for primary school provision, but it will be important for authorities to join up with other funding streams, such as for nursery, early years and extended schools to achieve broader strategic objectives, for example where a primary school is to be rebuilt or remodelled and a children's centre or extended services are to be co-located on the same site.

The government has made a very significant investment in expanding access to early education for 3- and 4-year-olds; establishing children's centres especially in areas of



deprivation and developing extended services. A good proportion of these new developments are co-located on primary school sites.

Worked examples

We are providing worked examples of possible funding allocations to give an idea of the capital investment that might be available in a local authority. We hope this helps people respond to the consultation and to start to think about what might be achieved in their locality. NB: the figures are not to be taken as actual allocations.

The first figure indicates how much new investment the authority might receive from this programme over two years from 2009–10. The second figure estimates the actual formula allocation from DfES to the authority in 2007–08. This indicates how much schools formulaic funding to local authorities might be available annually alongside the new investment. The precise amount will depend on local decisions between primary and secondary school investment, as well as future public spending decisions. Other capital may be available on top of this.

Question 2: Do you agree with the proposal to allocate funding on a formulaic basis, with every authority benefiting from additional funding from the second year of the programme?

Example: large local authority

(100,000 primary pupils); low deprivation

New investment from programme over two years £17 million

Estimated existing formula capital for primary schools in 2007–08 £14 million

Example: medium size local authority

(40,000 primary pupils); medium deprivation

New investment from programme over two years £11 million

Estimated existing formula capital for primary schools in 2007–08 £4 million

Example: average size local authority

(20,000 primary pupils); high deprivation

New investment from programme over two years £7 million

Estimated existing formula capital for primary schools in 2007–08 £2 million

Example: average size local authority

(20,000 primary pupils); low deprivation

New investment from programme over two years £4 million

Estimated existing formula capital for primary schools in 2007–08 £2 million

Example: small local authority

(10,000 pupils); medium deprivation

New investment from programme over two years – protected by floor £4 million

Estimated existing formula capital for primary schools in 2007–08 £1 million

NB: Exceptionally small authorities will be dealt with individually, without a floor.



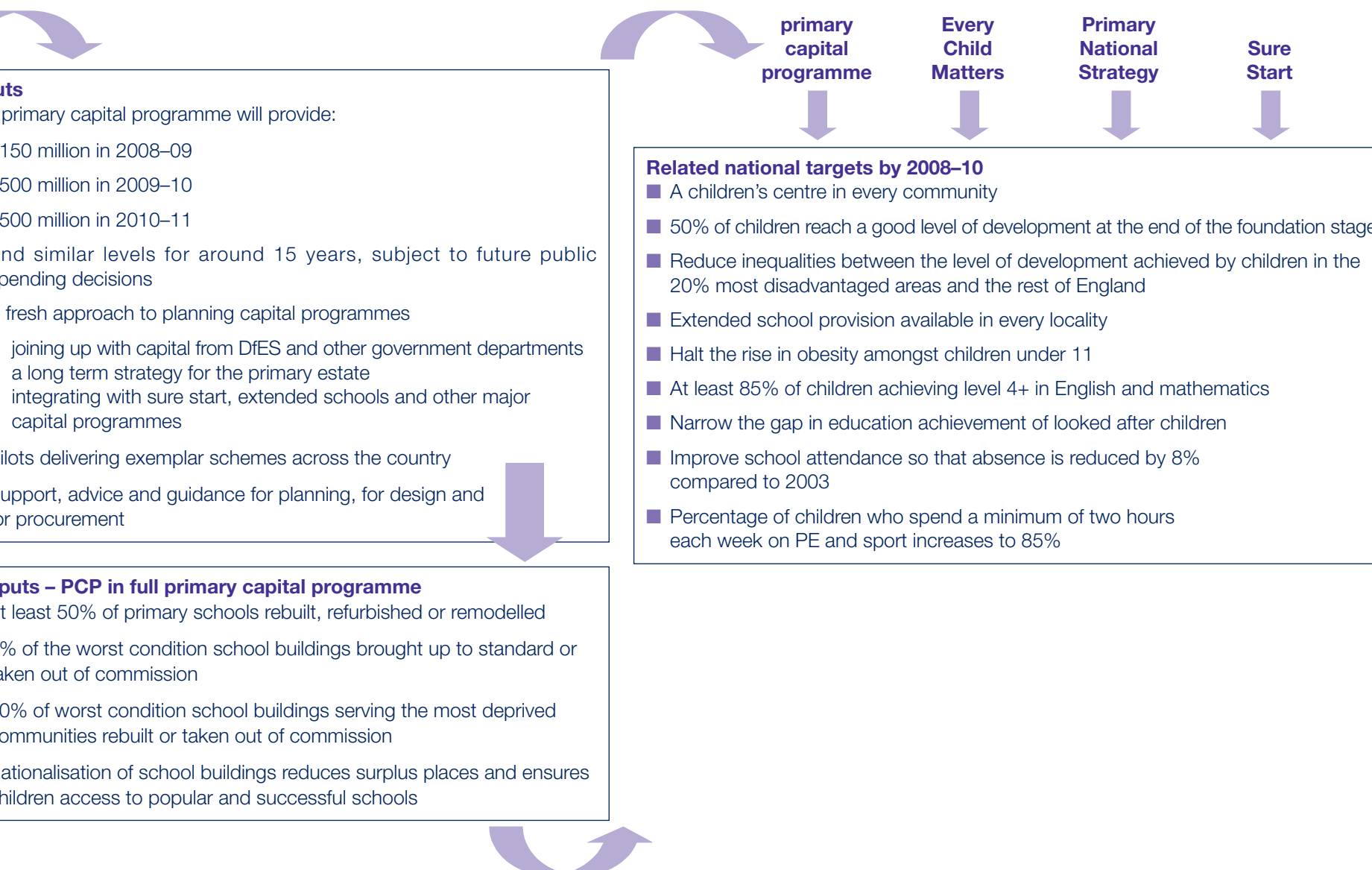
What can we expect to achieve

The proposed targets for the programme reflect the nature and condition of the primary estate. This has led the design of options, and the expectation that a relatively small proportion of schools need to be rebuilt completely or taken out of action, but that half need substantial improvement work. The remaining half also need improvement, but at a level that can be met through annual allocations of devolved formula capital.

Aims

- Primary schools play a lead role at the heart of their communities
- Deliver 21st Century learning facilities
- Quality school environments which facilitate personalised learning and deliver high standards
- Wide ranging programme of rebuilding and upgrading of at least 50% of primary schools in England
- Increased flexibility to respond to parents' choice, expand successful and popular schools, create networks and federations of schools.
- Every child and family will have access to a primary school in their locality which is a focus for local services, offers ICT facilities after hours, provides parenting support, adult education and healthcare, and provides childcare 8am to 6pm
- Every school will provide first-class ICT facilities so pupils can study in a way that suits them, facilities of some scale that equip them to play a part in the Every Child Matters agenda, and quality learning environments that enhance teachers' flexibility
- Restructuring of the primary stock to deal with demographic change, falling roles and school failure







CASE STUDY

Columbia Grange School

Columbia Grange School, a centre of excellence, specialises in severe learning difficulties and autism, accommodating 75 pupils aged 2–11. The school has an autism outreach team, regular paediatric clinics and a range of facilities to support special and mainstream schools.

- The building has been carefully designed for sustainability, with well-proportioned teaching facilities for nursery, key stages 1 and 2 and an assessment unit to facilitate early diagnosis. Pupils benefit from a range of specialist teaching areas including a music room, library, soft play environment, food technology room, ICT room and an inspirational light and sound room.
- The community is encouraged to use the premises and impressive outdoor facilities. A playgroup operates for children with ASD.
- There are several playgrounds, cycle tracks, a safe games area, pavilion, secure entry and exit and a quiet room within every classroom, designed specifically to the children's needs.

“The school is very much about flexibility and fluidity of movement as we provide for our own pupils and for those pupils with ASD in the mainstream setting. From the earliest stages of planning, the diverse needs of the pupils were taken into account. This has resulted in a well designed

school with excellent facilities, the latest technology and resources which meet the needs of all our stakeholders.”
Katherine Elliott, Head Teacher

“The school plays a key part in Sunderland City Council’s strategy for inclusion and now provides training for mainstream school, health and social services. The provision is unique and everyone is very proud of it.”
David Kay, Sunderland City Council



Making it happen – targets, planning and monitoring progress



Strategic, joined-up local planning

Delivering the Government's vision of primary schools at the heart of the community will mean joining up the new investment allocated to this programme with other capital from the Department, other government departments and other sources. We want the cumulative investment to make a real difference, and this means a step-change from patch and mend and disjointed investment to strategic, service-wide planning and redesign.

To make this happen, we will look to local authorities to:

- plan strategically over the long-term for the infrastructure they need to deliver education and children's services;
- set achievable medium-term goals to achieve policy and service delivery targets; and
- prioritise shorter-term capital budgets precisely to need.

We want to make sure that the planning requirements for the primary capital programme sit well, and simply, within the existing planning regime. Existing arrangements that could be influenced include:

- children and young people's plans, which set the context for planning and will in turn be adapted to ensure that resources are properly directed to achieve desired outcomes;



St Jerome's Catholic Primary School, Formby



- links between service-specific and corporate asset management in local authorities;
- local asset management, which currently assesses the sufficiency, suitability and condition of school buildings;
- school master-planning as outlined in Building Bulletin 99;
- annual performance assessment, which judges local authorities' progress and performance in delivering education, social care and other children's services;
- joint annual review, which looks in greater depth at the impact of services across all partners in a local area;
- other planning requirements, such as ICT, disability discrimination, energy use, etc.

We will pilot how this might work from 2006, and ensure that any new plans required are short and strategic, but also effective in targeting resources to need.

The Department will monitor every authority's progress towards developing their investment plans, and will provide targeted support to those authorities that need help in producing plans that effectively support the programme's national objectives. We will 'sign-off' plans before releasing funding; there will be a role for the Commissioner for Schools. There will be clear published criteria that authorities will need to meet to demonstrate that their

investment plans will fully support the national objectives of the programme. These will include transformation of the primary estate over 15 years to ensure that every primary school building is brought up to a satisfactory standard, every family has access to a primary school in their locality which is a focus for local services, every school is equipped for 21st century learning with first-class ICT facilities, and that authorities are able to restructure their primary buildings to adapt to demographic pressures. Plans will also need to show how investment will contribute to immediate priorities, such as provision for sport and PE or for healthier eating. Plans not meeting these criteria will not be approved.

We do not expect local choices necessarily to be simple or easy. The new investment needs to be focused carefully on the schools that need it most. As commissioners of schools, authorities will be seeking strategic solutions that may involve important resource decisions across services, or sensitive questions for example of amalgamation or federation.

Consultation and collaboration will obviously be key. Plans for newly built or refurbished primary schools will need to be formulated and developed in association with all local partners (parents, schools, dioceses, children's centres, primary care trusts, local learning and skills councils, existing childcare providers, etc.) from the outset so that it is possible to take a strategic view of the extent to which services may be delivered from school sites. The children's



CASE STUDY

Hudson Road Primary School

Hudson Road Primary School is sited in an ethnically diverse area of Sunderland with high deprivation – 54 per cent of pupils are entitled to free school meals. An integrated funding programme – bringing together Modernisation Funding, New Deal for Communities (NDC) funds, standards funds and a contribution from Northumbria Police – enabled the refurbishment of existing buildings and a new extension.



- An early years and foundation stage unit is integral to the community concept, providing extended community ICT facilities, an integrated crèche and other community rooms. The new community wing is run by the community resources manager, offering activities from basic English to stop smoking for parents.
- A nurture unit, with two mentors, provides for children with emotional or behavioural problems, low self-esteem or other vulnerability. A nursery nurse runs parent/toddler classes in the new childcare facilities.

Full daycare and after-school provision will follow.

- A language lab supports the 30 per cent of children whose first language isn't English, and a specialist teaching assistant works with speech and language difficulties.

"A very active steering group comprising parents and Governors, who were really committed to improving the school, worked closely with me, the NDC education working group, the architect and the local authority throughout the project to help make our ambitious vision such a successful reality. We're so grateful for the NDC funding. It's just marvellous – we're really proud of it."

Karen Field, Head Teacher

"Significant investment has transformed existing buildings both internally and externally, giving additional space for pupil and family learning. All those involved have been totally committed to putting the school at the heart of the community."

John Walvin, Sunderland City Council





CASE STUDY

Moat House Community Primary School

Moat House Community Primary School serves an estate in north east Coventry, one of the most deprived in the country. Opened in September 2004, the new school replaced two existing primary schools.

- From the start the school worked closely with New Deal for Communities and the city council to develop the initial brief, draw in funding streams, appoint the architects and building contractor and steer the project through to completion.
- Funding included Targeted Capital Funds, capital receipts, standards fund – nurseries, seed challenge, modernisation capital funds, risk management funding, fire claims fund, NDC and European regional development funds.
- Facilities include ICT in every classroom, Early Years provision, a full daycare centre, and well-used adult education and community rooms. A computerised swipe-card system ensures a secure environment and details such as acoustics, ventilation and lighting have contributed to an inspiring environment.

“The local authority were really ahead of the game. And the end-product is amazing – the facilities are brilliant. The staff and pupils find it a wonderful and stimulating place to be. People respect it. It’s really

engaged the children – and we’re now an oversubscribed school.”

Pete James, Head Teacher

“We’ve created an award-winning environment that’s benefiting both the school and the community. It’s tremendously popular with local people- some opposed to the redevelopment initially are now ardent supporters. I’ve no doubt it will play a significant part in transforming this area. It’s a great achievement and a massive improvement in education for the children.”

Chris West, Coventry City Council





trust arrangements will bring together representatives of all providers of children's services to agree strategy, planning and commissioning of those services.

Monitoring and evaluation

Setting targets is the easy part; delivering them and showing that they have been delivered is harder. As outlined above, local authority plans will need to provide evidence of efficiency and progress. This will enable the Department to review and report on progress both at national and local level, and to support and co-ordinate local delivery towards the national targets.

Therefore, we envisage developing on-line performance measurement that will include key performance indicators against which all authorities will report. We would hope that this can be developed in an integrated way alongside, or as part of, existing systems such as Sure Start, Building Schools for the Future or the voluntary aided programme. Such a monitoring system should also have the capacity to contribute to and draw on the store of knowledge already available: for example, lessons learned, emerging best practice and detailed case studies.

Question 3a: Do you agree with the proposed framework of national targets, planning and monitoring?

Question 3b: What are the barriers to joined-up planning and funding?



Moat House
Community
Primary School,
Coventry

■■■■■ Good, sustainable design is crucial



The Brier School,
Dudley

The primary capital programme offers the chance to design primary schools and primary-age special schools that inspire.

The challenge is to provide attractive, imaginative and stimulating environments, which are also safe and secure places for learning, inclusive and open for wider community use. Crucially, design should make a major contribution to raising standards through better teaching and learning.

A long-term national capital programme must, therefore, have high aspirations for well-designed, sustainable school buildings. The aim must be to achieve this not just for large-scale new build and refurbishment projects, but also for small school-led building works.

Key primary design features

If schools are to provide excellent facilities for the next 60 years, designs for school buildings need to take account of likely future needs.

Changes in curriculum

More pupils focussed on personalised learning programmes requiring flexible spaces capable of accommodating a range of groups from small areas for three to six pupils to rooms accommodating two or more classes of thirty.

Healthy eating: better nutritional standards of school meals and other food and drink consumed on school premises;



more pupils eating school meals; kitchen and dining facilities will need to support this drive fully.

ICT developments

More accessible technology; wireless ICT allows computer and network access anywhere in a school building; ICT can therefore be available when and where teachers, staff, pupils and parents need it.

Inclusion

Children with a wide range of physical and learning difficulties will be present in mainstream schools, units and special schools. Buildings and ICT need to cater for their requirements and allow them access to any place and to any activity.

Extended services

Divisions between school and community are blurring as schools open up to offer extended services throughout the year. The pattern of use will vary – most schools will open up spaces such as the school hall to the wider community after school hours, while others may offer some amenities for use during as well as after school.

Sustainability

School buildings have a substantial environmental impact and new projects need to meet increasingly stringent government and other requirements for sustainability. ‘Green buildings’ can also be an important teaching resource.

Design framework

We propose to achieve this within the primary capital programme through the existing framework of building regulations, funding requirements, non-statutory guidance and sharing good practice.

The building regulations and school premises regulations set legal standards on various aspects of school building design. Compliance with the regulations is a prerequisite for local planning approval of all new educational buildings, extensions and some refurbishments. The Department also publishes non-statutory guidelines (“building bulletins”) and these offer best practice and set the design standards for school building projects.

For primary schools, there are revised guidelines in Building Bulletin 99: Briefing Framework for Primary School Projects. BB99 sets clear design requirements and specifies new increased space standards that reflect current developments including extended schools. The new area standards suggest a 25 per cent increase on the previous standard. Through given area ranges, BB99 emphasises schools’ freedom to focus on the spaces that are important to them or their community.

Buildings guidance for pupils with special educational needs and disabilities, both in mainstream schools and special schools, is covered in Building Bulletin 77. It is currently being revised, and the revised standards will



CASE STUDY

St Jerome's Catholic Primary School, Formby

St Jerome's Catholic Primary School in Formby, a suburban area of Merseyside, is a one-form entry school with 210 5- to 11-year olds. Bordering National Trust property near the coast, it was completely rebuilt after fire destroyed the previous building.

- The school, governors, architect and archdiocese worked closely with the DfES to design a one-storey, low-maintenance 'school for the future', using £2.2 million, predominantly DfES capital monies, together with contributions from the archdiocese, governors and the local authority.
- Sustainable features include a sedum roof, a grey water system for flushing toilets, solar panels, photo-voltaic cells, a small wind turbine, under-floor heating, double glazing, natural through ventilation and south-facing orientation for maximum light and warmth.
- An ICT suite houses 21 computers in clear-topped desks. The seven networked classrooms each have TV, video, four computers, a ceiling-mounted projector with electric screens, used interactively with Interwrite pads, linked via Bluetooth technology to the teacher's laptop. A visualiser relays (and magnifies) live images to the screen. Adjoining insulated 'conservatories' offer additional flexible space.

"It's a wonderfully rich and inspiring teaching and learning environment. Everyone's very proud of it. It's a lovely work space and the children look after it so carefully now, very aware of the environmental issues. We've tried to make it unique – every child helped design a wooden sculpture of St Jerome and stained glass windows. The building is fantastic but the people in it match that."

Liz Peat, Head Teacher

"The care taken over the design has really paid off. It's a lovely building in a great setting, meeting all the targets we set for sustainability. And it's helped produce innovative ideas that have enriched curriculum delivery. We're very pleased with it."

Stan Coffey, Archdiocese of Liverpool





cover primary-age special schools within the primary capital programme.

Other requirements are normally applied as a condition of funding. For example, given the need for school buildings to contribute to UK targets on sustainable development, the Department requires that all primary school projects (new build or refurbishment of over £500,000 or over 10 per cent of floor space) must be assessed under the Building Research Establishment's environmental assessment method (BREEAM) for schools and achieve at least a 'very good' rating. This will ensure high environmental performance of buildings in terms of management, energy use, health and wellbeing, pollution, transport, land use, ecology, materials and water.

The design quality indicator (DQI) for schools is a framework for the assessment of school design. We will recommend that it is used in the primary capital programme to help schools, pupils, authorities and designers to achieve excellent designs in new or refurbished schools buildings and grounds. More generally, there will be other design and construction standards which must be complied with, such as the common minimum construction standards and the 'achieving excellence' agenda.

The Department (and other bodies such as the Commission for Architecture and the Built Environment) also encourage good practice by exemplifying good design

and publishing guidance. We published five exemplar primary schools in 2004, which show exciting design solutions for a range of site types, created by leading architectural practices. A number of local authorities are already building some of the primary exemplars. Other good practice guidance published, or to be published in 2006, covers: extended services, school grounds and PE and sports, kitchens and dining facilities.

It is not only the 50 per cent of primary schools that will receive a share of the new investment that can benefit from projects to improve their facilities. The Department is publishing shortly 'Primary Ideas', which is a toolkit of design principles, creative ideas and projects for primary schools, aimed at inspiring staff, pupils and parents. Such projects can be carried out by schools using their annual capital grants. Every primary school receives an annual capital grant (£34,000 in 2007–08 for a typical 250-pupil school), which can be used for worthwhile projects of this sort.

Question 4: Do you agree with the proposed approach for ensuring good, sustainable design in the primary capital programme?





CASE STUDY

Riverhead Infant School

Riverhead Infant School is an exciting new build in Sevenoaks, replacing an inadequate Victorian building and temporary classrooms and conceived as an extension of the green belt in which it sits.

- Land already owned by the local authority was used, with funding from New Deal for Schools and the modernisation budget, supplemented by the sale of the old site.
- A high priority was reducing traffic and pollution, so three 'walking buses' are run by parents – children join a 'crocodile' at various pick-up points (or their home) and walk, accompanied, to school.
- A 'sustainable school', the ground-breaking design includes a low alpine-covered roof, which reduces CO2, insulates effectively, minimises fuel bills and attracts insects and birds. Full-height glazing and roof domes, which provide exceptional amounts of natural daylight, producing a feel-good environment; and acrylic and rubber flooring, which is more hygienic with young children than carpet.
- It's a child-centred design, with plenty of space and light and a free flow between inside and out. Zoned outdoor areas, delineated by sails, focus on creative play, imaginative play, sand and water, and wheely toys. There's an area for the environment and science,

with class gardens, a sensory garden planned for this summer and a wildlife area.

"A large part of the development of key stage 1 children is physical, so we wanted a stimulating environment to encourage growth. It's absolutely wonderful – a great environment to work in and an exciting place for the children to develop imagination and creativity."

Christine Dyer, Head Teacher

"This has been an extremely successful collaboration between school, governors, local authority and architect. As well as capturing the imagination of children, the building was designed to be used by the local community, strengthening its links and widening the use of the facilities."

Bruce MacQuarrie, Kent County Council



Procurement – getting the best value for money



The imperative for efficiency

Achieving best value for money is crucial for investment in the schools estate. The state of the school stock has fully merited the rapidly increasing levels of capital investment since 1997. But capital investment in schools reaches £6.3 billion in 2007–08, and with Government commitments to long-term strategic investment, the education sector has a serious responsibility to deliver. That means not just ensuring that investment is targeted where it is really needed, but making sure that we capture efficiencies and savings in procurement and in whole-life costs that can then be recycled to the frontline for the benefit of pupils.

We have set out a strong case for efficiency measures in the primary capital programme. Government investment will allow us to achieve a certain level of change to the primary estate, but efficient planning, joining up and procurement gives the potential for the investment to go much further. We have also set out the case for a formulaic model of financial allocations over the lifetime of the programme, but noted that this may mean we have to work harder to achieve efficiencies of scale.

For these reasons, we are making clear from the outset that authorities, dioceses and schools who benefit from this money must themselves be committed to achieving best value for money from start to finish. Achieving better value



Kingsmead
Primary School,
Cheshire



Gainsborough
Primary School,
Newham

for money must be considered over the whole project: in the design and planning stages; in considering how funding and projects can be joined up to achieve cross-cutting gains; in achieving cost savings in construction through innovation and with strong partnering or other relationships with contractors; and when the building is in use and being maintained over time.

The scope for collaboration

This will need strong and collaborative working between central government, local government, schools, dioceses, and the private sector. We will pursue with our partners measures to deliver efficiencies nationally and locally. This could include, for example:

- more effective use of primary school buildings through rationalisation and the removal of high levels of surplus places;
- targeting school buildings with exceptionally high maintenance and other on-going occupation costs;
- investing to save, for example, in sustainability measures that may have a longer payback period;
- standardisation of design and construction components;
- making the most of existing national or local frameworks;
- effective partnering agreements and contracts with private sector delivery organisations; and
- better day-to-day management of school facilities.

Challenges and opportunities

The primary capital programme has important differences from Building Schools for the Future, our strategic programme for secondary education. All authorities are included from the outset and there will not be such large amounts of money in targeted areas. There are roughly five times as many primary schools as secondary, but they have much smaller numbers of pupils, have less complex building needs, and their individual investment needs are considerably less. For many authorities, the programme



could continue for 15 years and should provide a steady flow of work on a number of relatively small projects.

This provides both challenges and opportunities. Perhaps some of the larger private procurement organisations involved in Building Schools for the Future may not tender for smaller jobs. But this gives the opportunity for small, medium-sized and local contractors to enter the market, and to grow with the primary capital programme. This is in line with the Government's aims of developing greater local capacity through small and medium-sized enterprises.

Other challenges could include providing flexible structures that can respond to joining up funding streams with different timings, how to respond to needs and priorities that will inevitably change over time and how to share best practice. Further, whilst some private sector partners may wish to concentrate on building whole new primary schools, the programme will also include substantial smaller-scale new build, remodelling and refurbishment of existing schools.

As with all multiple procurement, there will need to be a balance between standardisation that enables efficiencies, and the need to tailor to local needs and priorities. For schools, local means at the school level: schools can be similar but not identical in the communities they serve, their aims and objectives, and the way they provide education and other facilities for their pupils and the wider community.

Fundamentally, however, we believe that there should be strong private sector interest in longer-term contracts with a regular flow of predictable and substantial work, which will find success through a strong partnering relationship, continuous improvement and sharing of benefits.

Standardisation and off-site construction

The primary capital programme offers scope for achieving considerable economies of scale by maximising off-site construction through greater standardisation of component specifications, layouts and dimensions. Such economies, if realised, could make a significant contribution towards speeding up the construction process, reducing costs and delivering consistently high quality and better value school buildings. The Department is working with industry on this across our capital programmes.

Options for strategic procurement

In Building Schools for the Future, we aim to capture the bulk of the efficiency gains by using the joint venture, local education partnerships, as the preferred procurement model. To that end, we have set up Partnerships for Schools to help local authorities procure their local education partnerships and achieve best value for money. The partnerships are the preferred standard for Building Schools for the Future, but where authorities can demonstrate that they have alternative procurement arrangements that will deliver better value for money, we are open to considering this.





Where local education partnerships exist, we think that this model will also represent the preferred value-for-money option for delivery of the primary capital programme. Local authorities are already setting up their joint ventures with a view to having the flexibility to include primary schools. There are obvious attractions to linking primary and secondary programmes, so making a more attractive offer in the wider market place, with the potential for further efficiencies. By the time that the primary capital programme begins, almost half of all authorities should have set up or be setting up their partnerships.

We are aware, however, that many local authorities have in place longer-term contracts, call-off contracts and specific partnering contracts both for their education work and their wider capital programmes. Also, many authorities will not have started Building Schools for the Future at that point. Where authorities do not have either a local education partnership or other local arrangements, we see potential in developing a national framework agreement. We will say more about the national framework in the next few months, and will expect local authorities to include the option of using a national framework along with other options in their appraisal of how best to deliver value for money.

In any case, we expect authorities to carry out a robust options appraisal of the various delivery models available

and will expect to see chosen options fully justified in their plans, before funding is released.

Maintenance

Lack of adequate maintenance of school buildings has been a significant contributing factor to the large backlog of works that has had to be tackled since 1997. Once we have built or refurbished our school stock, therefore, we must ensure that it is better maintained, so that it lasts for its full design life or longer.

Currently, it is only capital investment through PFI credits that includes specific funding for long-term maintenance, and we do not intend to use PFI credits in the primary capital programme (we anticipate that projects funded by this programme will be relatively small in capital value and below the threshold used by Government to determine whether PFI credits would be the best value procurement option). Authorities must therefore consider with their schools how they will commit to the lifecycle funding to maintain their new or renewed primary schools properly. Where there are local education partnerships or other facilities management contracts, we would expect authorities to consider seriously the option of including primary schools.

Question 5: Is this the best way to achieve efficiency and best value for money?



CASE STUDY

Gainsborough Primary School

Gainsborough Primary School in Newham badly needed to improve facilities for pupils in the foundation stage. The highest priority was given to permanent Early Years provision to replace mobile classrooms.



- As funding partner, the New Deal for Communities (NDC) contributed £840,000 to the project, predominantly towards the new early learning centre and improved environmental works.
- Two extensions, housing a hall built to Sports England requirements (doubling as a dining room), a kitchen and new foundation stage facilities, were built onto the old building and a playground added. A local authority inclusion grant enabled an older classroom to be made into a state-of-the-art soft-play room for children with autism.

■ Interactive whiteboards, new toilets for staff, pupils and adults, a lift, extensive storage facilities and a stage help transform facilities indoors. Reception and nursery classes now have their own playground attached to their classrooms.

“The new foundation stage is fantastic. Having a wonderful sports hall and toilets has improved self-esteem – and I can now go into the dining room knowing that people are enjoying their food! The impact on the staff and pupils, especially autistic children and those with emotional difficulties, has been particularly heart-warming. And parents are thrilled with the school.”

Wendy Arnot, Head Teacher

“This project was about joining up moneys to address the fundamental condition and suitability of the school buildings, embracing the NDC aspirations of childcare in the area. A close partnership with the council, NDC, architects and the head teacher from the outset helped make the project such a success.”

John Cochrane, London Borough of Newham



■■■■■ Achieving more through technology



Riverhead
Infant School,
Sevenoaks

The primary capital programme has the potential to help with the next step-change in teaching and learning through the intelligent use of technology.

The potential of technology

The level of improvements in learning, teaching and school management will be much higher, and in some cases only possible, through the effective use of technology. Personalised learning will spread further and faster using technology, increasing the motivation and involvement for learners, parents and carers and extended families. Technology lets schools work in new and innovative ways. Teaching professionals have a wider range of tools at their disposal and creative techniques to help every learner excel.

Technology can assist in putting primary schools at the heart of the community. This will encourage greater parental involvement. Providing access to ICT will create an environment and service that will bring wider community involvement, including the route into a range of local and national government services through Directgov and Directgov for Kids. This will help widen inclusion thus reducing the number of people who do not have access to adequate digital resources.

For primary education, the Department is currently focusing on using ICT to raise standards, particularly in areas of work where it is thought that ICT will have the most impact: literacy and numeracy; underperforming groups; and



enhancing the teaching and learning of ICT. Assessment for learning underpins this. Schools can access a wide range of e-assessment applications including personalised diagnostics and immediate feedback to learners and teachers thus helping motivation, determining next steps and monitoring progress. In time, e-portfolios are likely to be available to learners and teachers through online learning spaces.

Other possibilities include: security measures such as the use of CCTV or entry scanners; buildings management, such as more efficient, sustainable temperature regulation; improved school administration, such as record keeping.

The Department's strategy for the development of ICT in education, skills and children's services, *Harnessing Technology: Transforming Learning and Children's Services* looks for better outcomes in terms of increased personalisation and choice, flexibility and independence in learning, opening up of services, improved partnerships and making a major contribution in connecting with hard to reach groups. We propose that the primary capital programme should enable local authorities, schools and others to take the strategy's approach still further.

Personalised content

Young people are growing up in a multi-media, content-rich world and expect the highest quality in the resources they use. This means industry with practitioners designing

learning around the learner in a way that enables genuine tailoring to each learner's needs and as a consequence, improving learning and raising standards. All schools should have access to learning platform provision with core functionality. This is key to meeting the target that every school learner has a personalised online learning space with an e-portfolio by 2008.

Knowledge architecture

Becta (as the Department's strategic partner) is leading on the development of a national digital infrastructure that integrates learning, data, connectivity and infrastructure services, underpinned by national specifications and standards. This will encourage collaboration and economies of scale and responds to the legacy of a fragmented infrastructure where each of our 23,000 schools is a potential buying unit.

Strategic technology provision

Changing the way in which technology services for schools are defined, procured and delivered must be achieved without disrupting schools or adding to their administrative burdens. Technology should allow schools to focus on teaching and learning: they should no longer be concerned about particular technological solutions or brands, or spend any significant time and effort on procurement, system maintenance and contract administration. Ultimately, technology should be delivered as a utility; a complete managed service. Small schools will particularly benefit





Skills and capacity

Each school needs to mature in its use of technology to best support learning. Every learner, every teacher and every leader needs to be “e-mature”. The ICT Framework developed by Becta and others – including Naace – allows each school to determine how to move to the next level.

Achieving this in the primary capital programme

The primary capital programme will provide a fresh opportunity for schools to rethink how they provide access to technology and the impact they are seeking – whether as part of large-scale new building or major refurbishment, or through smaller-scale building or ICT projects.

Currently, capital funding for broadband connections to the National Education Network and personalised online learning space provision is ring-fenced and retained by local authorities. Funding for digital materials is available through a separate grant for e-Learning Credits. All other ICT capital funding for infrastructure is now devolved to schools within their devolved formula capital budgets. While we cannot anticipate how ICT capital will be funded from 2008, or to what level, there will be opportunities for such funding to be joined-up within the primary capital programme, and investment in ICT as well as buildings will be eligible from the new funding.

We do not, however, think it is possible to set national ICT output targets for the 15-year programme. Advances in

technology come quickly and are hard to anticipate.

Rather, the primary capital programme will need to align with shorter-term national initiatives set for technology. Planning arrangements at local authority and school level need to link clearly to the relevant technology strategies at the time, focusing on outcomes rather than equipment.

As described above, the Department is working with Becta to ensure best value for the considerable investment in technology in schools by changing the way in which technology services for schools are defined, procured and delivered. This work will consider how schools’ capital funding for technology in future years can best be used to encourage aggregation of spend to achieve better value in procurement. Defining requirements and managing ICT as a service through a local education partnership (the approach being taken in Building Schools for the Future) is a further area for exploration.

Question 6: Do you agree with the aims and approach for ICT within this programme?



CASE STUDY

Oxley Park Primary School

Oxley Park Primary School is a brand new school on a tight site, the first building in this rapidly-growing area of Milton Keynes. Close collaboration made this project work so well, drawing in diverse funding streams to produce the very best outcome. The company developing the adjacent site, for instance, funded the all-weather pitch.



- The concept was realised by a close partnership between Milton Keynes Council, Architecture MK, English Partnerships, governors, the developer and the newly-appointed head teacher, who drove the vision forward.
- Design focused on a healthy and stimulating environment for learning, with super acoustics and natural ventilation systems, and external walkways to first floor rooms presenting a unique outdoor space to each classroom.

- There's an all-weather pitch, landscaped 'earth pods' to inspire imaginative play, an arts building for creative learning and plans for an artist-in-residence. A Japanese peace garden and a wildlife area will provide outside classrooms. The children are building a Hope garden to grow flowers and vegetables.

"We wanted a school of the highest calibre, traditional in values but modern in outlook, designed with children in mind. The landscape we're creating will capture their imagination. It's about social history and the school community too. Seeing it in practice is delightful."

Cathy Higgins, Head Teacher

"With huge demographic growth in Milton Keynes, we build schools for communities which don't yet exist. Our aim with Oxley Park was to create inspirational buildings with a strong identity and a community presence to provide a focus for the development of new communities. And we've definitely achieved that. It's a lovely school."

Mark Dolling, Milton Keynes Council



Roles, skills and capacity



Gainsborough
Primary School,
Newham

All those involved in the primary capital programme need to be clear about their roles, and to have the skills and capacity to make it a success.

Central government

As set out in our Five-year Strategy for Children and Learners, The Department for Education and Skills' role is to:

- Lead change across the system. This means setting the overall strategic direction; developing the programme by drawing on high-quality analysis and real knowledge of how the system works; involving, and building support, among partners and stakeholders; signing off local plans; and communicating the vision powerfully.
- Create a system capable of delivery. The primary capital programme will be delivered through others, particularly local partners and 'frontline' institutions like schools and children's centres. This means the Department must design a programme which can deliver our objectives without over-prescription and bureaucracy, and work with partners to ensure that they have the skills and capacity to deliver.
- Work with others in central government to ensure that the programme is as joined-up as possible.

Local authorities and dioceses

The Five-year Strategy, the recent schools white paper and



the Education and Inspection Bill set out a strong reshaped role for local government:

- giving strong strategic leadership for children's services and education;
- acting as brokers of powerful local partnerships through Children's Trusts;
- commissioning and developing new services in schools, such as extended schools; and
- acting as the champion of parents and pupils, rather than focusing only on direct provision and delivery.

The development of capital strategies is a good example of the practical application of this strategic role, given local authorities' strategic, legal and financial roles. In terms of the primary capital programme, authorities will:

- bring together local (particularly parental and school) aspirations for primary and early years, translating this into long-term, joined-up, service-focused plans;
- join up funding and planning, so that what is achieved is greater than the sum of its parts;
- support, and build the capacity of, participating primary schools and communities so that the programme



achieves much more than just a bricks-and-mortar change in the schools involved.

There will be a premium on skills such as: strategic vision, high-quality leadership, analytical and planning, communication, co-ordination, collaboration, and capacity building. Practical skills around buildings planning and options appraisal, procurement and project management will also be key.

Local government should take the lead in developing its own capacity and in ensuring that there is more systematic sharing of good practice. There are very effective national and regional agencies and networks

Quarrington
St Botolph's CofE
Primary School,
Sleaford, Lincolnshire



Meadlands
Primary School,
Richmond-upon-Thames

which local authorities will be able to call upon for support and guidance. For the primary capital programme, these will include:

- other local authorities, particularly the regional pilots which will act as regional exemplars of good practice;
- representative bodies, such as the Local Government Association and Confed;
- national and regional networks such as the Education Building Development Officer's Group, the School Building Network and the regional centres of procurement excellence;

- the Department, as well as other bodies such as IDEa, the 4Ps, CABE, Partnership for Schools, and Becta.

Similar considerations apply to dioceses and others with strategic responsibility for voluntary aided schools.

Schools

The needs and aspirations of individual schools should be central to the programme. Schools can capture these in their own single school plan, but they must also feature strongly in premises development plans (guidance is in Building Bulletin 99). The long-term nature of the primary capital programme lets schools think about how their educational aspirations are supported or held back by their buildings and to plan improvements. Plans need to reflect:

- the long-term building implications of the school's education, community and extended service objectives, as set out in its single school plan; and
- issues such as school workforce remodelling, and legal requirements such as health and safety, fire precautions, and the Disability Discrimination Act.

Primary schools may have less capacity than secondary schools to cope with larger-scale capital works. It will continue to be important to strike the right balance between involving governing bodies, headteachers, school staff and pupils bodies, so that buildings reflect the needs



of those who use them, and not diverting them from their prime focus of teaching and learning.

Skills needed at school level include: high-quality leadership, communication, collaboration, analytical and planning skills. Governing bodies and senior managers will need to operate as strong intelligent clients within local and strategic partnerships with other services and design/building companies.

Pupils and the community

There is now much good practice on how to involve and build the skills of schools, pupils and local communities. School building projects are an opportunity to involve the pupils and the local community in the design process. Pupils can have clear views about what would make their schools better. They often focus on issues which might be considered less important by designers, e.g. toilets, colour or storage. Involving pupils will be fun and educational. A number of bodies have developed ways in which schools can engage with pupils and communities:

- The Sorrell Foundation: 'joinedupdesignforschools' brings together designers and pupils to explore how good design can improve the quality of life in schools. www.thesorrellfoundation.com.
- Design Council: Design-my-school.com is a toolkit which helps students, teachers and parents participate



in the design of their school. The 'Learning Environments' design campaign proposes an 'inside out' approach to school design, putting all school users at the heart of the design process. www.design-council.org.uk

Hudson Road
Primary School,
Sunderland

- School Works: good practice examples in participation and partnership, and experience in working with schools and authorities in the early stages of a project. www.school-works.org

Piloting and spreading good practice

There are excellent opportunities for piloting: before funding starts in 2008; in the first year of funding (2008–09) and



Moat House
Community
Primary School,
Coventry

continuously through the programme. Pilots can stimulate leading edge development, develop planning procedures and guidance, and exemplify and share best practice. Pilots will be able to look at:

- Schools white paper measures which will affect local planning and capital programmes, specifically responding to parental demand, expanding popular schools, solutions to school failure, federations, trusts and networks of schools;
- Extended services and Every Child Matters;
- The new building standards in Building Bulletin 99: Briefing Framework for Primary School Projects;

- Design and procurement issues, e.g. the use of exemplar designs, standardisation and off-site construction; and
- Joining up planning, funding and monitoring.

We aim to have two or three pilots in each region. Short expressions of interest are invited from authorities that believe they:

- have a bold strategic vision for Every Child Matters and primary provision;
- are effective in joining up planning and funding;
- have a proven and sustained track record of joining up and delivery; and
- are already making a difference for children, including raising standards at key stage 2.

The expressions of interest should be no longer than five sides of A4 and should be submitted by the close of consultation period, 14 June 2006. The Department will base its decision both on the expression of interest and on its other knowledge of the authorities' performance.

Question 7: What additional support is needed to build the skills and capacity of those involved in making the programme a success?

Consultation and timescales



Consultation

This document sets out the Government's objectives of the programme, the context in which it will be developed and an analysis of the current state of our primary schools. We are consulting on proposals for how to develop and implement the programme to achieve these objectives. We welcome your views about this paper by 14 June 2006. You can respond:

Online at the Department's consultation site:

<http://www.dfes.gov.uk/consultations>

Or in writing by post to:

Consultation Unit, Department for Education and Skills,
Area 1A, Castle View House, East Lane, Runcorn, Cheshire
WA7 2GJ

Or in writing by e-mail to:

primarycapital.consultation@dfes.gsi.gov.uk

Additional copies of the consultation response form are only available electronically from the DfES consultations site at <http://www.dfes.gov.uk/consultations>. Results from this consultation will be published on the DfES website once they have been collated and analysed.

The information you provide in your response will be subject to the Freedom of Information Act 2000 and Environmental Information Regulations, which allow public access to

information held by the Department. This does not necessarily mean that your response can be made available to the public as there are exemptions relating to information provided in confidence and information to which the Data Protection Act 1998 applies. You may request confidentiality by ticking the box provided, but you should note that neither this, nor an automatically-generated e-mail confidentiality statement, will necessarily exclude the public right of access.

Timescales

Event	Key date
DfES launches programme and consultation	9 March 2006
Consultation period, including regional events	9 March to 14 June 2006
Local authorities submit expressions of interest for pilot programme	14 June 2006
DfES reports on consultation, sets out how programme will be taken forward, and announces pilots	Autumn 2006
Pilots operate	Autumn 2006 onwards
DfES announces capital allocations for 2008–09, 2009–10 and 2010–11	Probably late 2007
Pilots submit, and DfES approves, plans for pilot authorities	By March 2008
Funding for pilots available	From April 2008
All other authorities submit, and DfES approves, plans for remaining authorities	By March 2009
Funding for all other authorities available	From April 2009
Programme runs for 15 years	Probably until 2023



Further reading

The policy context:

Sure Start www.surestart.gov.uk

Excellence & Enjoyment: a strategy for primary schools
DfES May 2003 www.standards.dfes.gov.uk/primary/

Extended schools core prospectus:
www.teachernet.gov.uk/extendedschools

Harnessing Technology: Transforming Learning & Children's
Services www.dfes.gov.uk/e-strategy/

Schools capital: investment for all, DfES 2004

Design guidance from the DfES:

Schools for the future: Exemplar Designs concepts and ideas

Building Bulletin 99: Briefing Framework for Primary School
Projects, DfES 2005

Building Bulletin 77: Designing for Pupils with Special
Educational Needs and Disabilities in Schools

Primary Ideas: projects to enhance primary school
environments, DfES 2006

and many more at:

[www.teachernet.gov.uk/management/resourcesfinance
andbuilding/](http://www.teachernet.gov.uk/management/resourcesfinanceandbuilding/)

Other useful sources:

Design Quality Indicators (DQI) for Schools – a tool which
provides a framework for the assessment of school design.
www.dqi.org.uk/schools

21st century schools: learning environments of the future,
CABE and RIBA 2004 www.cabe.org.uk

Being involved in school design, CABE 2004
www.cabe.org.uk

Building Research Establishment environmental
assessment method www.breeam.org/schools.html



Photographs

Front cover from left to right

Kingsmead Primary School, Cheshire

St Antony's Roman Catholic Primary School, Newham

George Washington Primary School, Washington

Inside front cover

Riverhead Infant School, Sevenoaks

Inside back cover

St Antony's Roman Catholic Primary School, Newham

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DfES Publications

PO Box 5050

Sherwood Park

Annesley

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Tel: 0845 60 222 60

Fax: 0845 60 333 60

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