

Department for Children Schools and Families

Evaluation of Building Schools for the Future - 1st Annual Report

Final report

December 2007

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Executive summary

Introduction

1. Building Schools for the Future (BSF) is the largest single capital investment programme in schools in England in 50 years. It is aimed at rebuilding and renewing all of England's 3,500 state secondary schools where there is need, in order to ensure world class learning environments which will support current and future generations of young people to achieve their full potential. BSF is not, however, just a school buildings programme. Rather, it is intended to have a wider educational transformation effect. In particular, it is hoped that it will engage and inspire teachers, young people and their local communities through the coupling of new or refurbished school buildings with new technologies. Delivered by Partnerships for School, areas that BSF will focus on are the provision and use of ICT, extended community use of school buildings, and good and flexible design which will support innovative teaching and learning, including the personalised learning agenda.
2. In July 2006, PricewaterhouseCoopers LLP (PwC) was commissioned by the Department for Children, Schools and Families (DCSF) to conduct an independent longitudinal evaluation of the BSF programme. The overall aim of the evaluation is to measure the educational impact of BSF capital investment in secondary schools in England, and to identify best practice in the delivery of BSF. More specifically, the objectives of the research are to:
 - Measure the educational impact of BSF capital investment in secondary schools;
 - Establish whether the BSF programme represents an improvement on other previous relevant programmes of capital investment in the UK;
 - Identify best practice for the BSF programme;
 - Identify the causal mechanisms by which BSF capital investment impacts on educational standards; and
 - Consider the costs associated with the programme and cost effectiveness of the initiative.
3. This first Annual Report from the evaluation draws together evidence from the first round of fieldwork. In total, 25 school site visits were carried out involving interviews with headteachers and other members of staff, together with a pupil survey. In addition, a national headteacher survey was conducted with 1,918 schools. Finally, detailed secondary analysis of statistical data was carried out in order to provide a baseline of the profile and performance of all of the first BSF schools. It is important to note that as this is the first year of the evaluation, this Annual Report focuses primarily on the *process* of delivering BSF in order to identify best practice, and to inform the future delivery of the programme. There is limited information at this stage on the outcomes of the programme, i.e. its impact on the educational attainment of pupils. At this stage of the evaluation, there is an acknowledgement that progress has been slower than initially scoped given that the first brand new LEP-delivered BSF school opened in September 2007.¹ However, it is expected that almost all of the Wave 1-3 projects will be in procurement by the end of 2007.²

¹ A total of 12 schools are expected to be opened by the end of the financial year, which will include a number of 'quick win' schools.

² PFS (2007) *Insite: Partnership for Schools Quarterly*. Summer 2007.

Key emerging findings

4. The following are the topline findings that have emerged from the first year of the BSF evaluation.
 - This Report highlights a number of concerns about the existing school estate. The vast majority of existing schools are now old (built before 1976) and are increasingly unsuitable for modern teaching and learning.
 - The existing literature indicates that improved (new or refurbished) buildings contribute to pupil performance.
 - There are high expectations of BSF with the majority of teachers believing that the BSF programme will support educational transformation.
 - To drive this forward, the report shows that early and deep consultation is needed at all levels.
 - Moving forward, there is scope to improve communication (particularly between local authorities and schools) and reduce complexity of management which is perceived as a barrier.

Literature review

5. As part of the evaluation, an extensive review of the academic and policy literature was carried out in order to assess the existing evidence on the links between school buildings and learning and attainment. A number of key findings emerged from this review:
 - There is a clear link between the condition of school buildings, the quality of school design, and levels of pupil attainment. Newer and better school buildings contribute to higher levels of attainment, and a positive effect results from improving buildings in poor condition;
 - Whilst the evidence is limited, the literature also points tentatively towards a positive relationship between capital investment and attainment. However, from a statistical point of view it is difficult to establish firm links due to the multitude of other factors affecting attainment; and
 - User participation can have a positive impact on the effectiveness of school design and build by ensuring that the new/refurbished school meets the needs of all stakeholders, including staff, pupils and the wider community.
6. The literature review has also shown that there is a need for better evidence, some of which will be provided through this evaluation, on a number of aspects of the link between school buildings and pupil performance, including:
 - Value of good design quality;
 - Impact of innovative designs for teaching and learning;
 - Relative value of investments (rebuild / refurbishment / ICT);
 - Causal relationship between school buildings and an effective school environment; and
 - Extent and impact of user involvement in the design process.

The impact of BSF on educational transformation

7. The key objective of BSF is to use capital funding to enable schools and Local Authorities to renew and reorganise their estate in order to have the greatest possible impact on pupil performance, with the overall aim of contributing to educational transformation. The potential for BSF to contribute to educational transformation was explored with research participants, and the following key findings emerged:
 - Two-thirds of headteachers surveyed agreed that, in principle, BSF should be educationally transformational;

- Nearly nine out of ten headteachers indicated that BSF would lead to improvements in personalised learning and improve the overall quality of teaching and learning, and three-fifths thought it would improve pupil behaviour; and
- Overall, research participants were confident that ICT had the capacity to contribute to educational transformation by, for example, enabling improvements in teaching and learning, improving pupil monitoring, increasing personalised learning, and improving intermediate outcomes.

The existing school estate

8. The current condition of the school estate was generally considered by both headteachers and pupils to be, in their experience, of a poor or an average condition.³ For example, only one-fifth of headteachers believed that their existing buildings raised pupils' aspirations, and one-tenth of pupils indicated that the buildings and grounds lifted their spirits and raised their aspirations. A number of particular aspects of the buildings were identified as needing particular improvements, including traditional and ageing classrooms, planning and storage spaces, and spaces for pupils to socialise. Existing school buildings were not considered to be flexible or adaptable to meeting the needs of staff or pupils by many interviewees. For example, headteacher survey findings indicated that around three-quarters of those questioned disagreed / strongly disagreed that teaching spaces were flexible (78%), or that working spaces for the school workforce were flexible (74%). Specific issues around flexibility included generically designed classrooms; traditional layout and inappropriate space for practical lessons.
9. A range of specific design features were explored with research participants in relation to their existing school estate, and amongst the key findings to emerge from this analysis were the following:
 - Less than one-third of headteachers agreed / strongly agreed that pupils felt proud of the school buildings; and less than one-quarter of pupils indicated that they felt proud of their school buildings. Related to this, just over one-tenth of pupils stated that the buildings and grounds lifted their spirits and raised their aspirations;
 - Headteachers were most concerned about the temperature in their buildings with less than one-sixth of headteachers who agreed / strongly agreed that the temperature is about right throughout the year (15%); and
 - Pupils were most concerned about the comfort of the classroom furniture, with less than one-fifth of pupils who agreed that the furniture in their classroom was comfortable (18%) in comparison to over three-fifths who disagreed (61%).

The process of delivering BSF

10. Overall, a range of barriers and enablers were identified in relation to the BSF process. *Enablers* included dedicated resourcing, whereby responsibility for BSF at a school level was concentrated on a small group of individuals. Working to develop effective relationships between schools and Local Authorities was also found to be an effective enabler. Whilst the Local Education Partnership model (the preferred procurement model for BSF) is still evolving, some evidence of good practice is emerging. For example, the appointment of an effective LEP manager has added a "*local face*" to the process.

³ Whilst a large proportion headteachers in both BSF Waves 1-3 schools and 'Control' schools believed the current condition of their school estate to be poor/very poor, a higher proportion of headteachers in BSF Wave 1-3 schools believed that the current condition of certain aspects of their school estate (e.g. general teaching classrooms, social spaces and school toilets) to be poor/very poor.

11. *Barriers* to the BSF process included the perceived high levels of complexity associated with the programme, and some uncertainties around the clustering arrangements were identified, e.g. only one-quarter of headteachers agreed / strongly agreed that BSF clustering arrangements had enabled them to plan more effectively to meet the wider needs of the area. Research participants also highlighted specific resourcing constraints, including a lack of time, support and finance, and there was perceived to be a general lack of transparency in relation to information, dialogue and funding.
12. Active user involvement and consultation is recognised as a key priority by Government. It is clear from the research findings that Governors and headteachers are at the centre of the consultation process, in other words, they are the gatekeepers in terms of consultation that is taking place both *with* schools and *by* schools.
13. Schools were consulted by the Local Authority and other key stakeholders in relation to a range of issues, including the educational vision, the business case, procurement, the LEP and the completion of the school building. Alongside this, schools were involved in consulting staff, pupils, parents and the wider community in relation to a range of issues, such as the educational vision, the design / refurbishment of the new school building, and the implications of the LEP for the school. Some examples of good practice in relation to consultation were evident in the research, including:
 - Participating in visits to schools involved in similar building projects (e.g. PFI /Academies);
 - Provision of INSET days for staff to enable planning and discussion;
 - Providing funding to students to enable effective involvement;
 - Placing notices in the local press inviting parents and the wider community to provide their views; *and*
 - However, two-fifths (41%) of headteachers surveyed were of the opinion that staff had been sufficiently consulted on their views, and a similar percentage (42%) of headteachers indicated that their Governing Body was able to fully engage in the consultation.
14. A range of specific challenges were identified around consultation that is taking place with schools, including:
 - Ensuring confidentiality alongside effective communication;
 - Effectively involving all stakeholders at the planning stage;
 - Maintaining a focus on the outcome as well as the process;
 - Enabling meaningful consultation relative to the context of individual schools;
 - Aligning the school's vision with the Local Authority; and
 - Providing appropriate information to school governors in a timely manner.
15. A further set of challenges were identified by headteachers, governors, members of the Senior Leadership Team (SLT)⁴ and other staff which need to be addressed in order to enable more effective and meaningful consultation *by* schools, including:
 - Consulting staff in the early days, listening to and taking on board their views and informing them throughout the process;
 - Consulting as well as informing parents, and identifying appropriate methods of consultation;
 - Involving pupils in the early stages, not forgetting to include pupils who will not benefit from the new building but where experience of the existing school may be useful; and

⁴ The SLT or SMT (Senior Management Team) often consists of Headteacher(s), Deputy Headteacher(s) and Assistant Headteacher(s)

- Ensuring that consultation is integrated into the school timetable in order to avoid an ad-hoc approach.

Suggestions for the future

16. Based on the research evidence, a number of suggestions can be made about how best to take the programme forward:
- *Everyone involved should learn from best practice and share information:* for example, by undertaking visits to schools involved in similar building projects;
 - *PfS should make more effective use of appropriate guidance and information:* a checklist of guidelines and information relating to each of the key stages in the process should be made available to schools and Local Authorities;
 - *PfS should continue to develop more effective methods for consulting all stakeholders:* a pool of information on effective consultation methods appropriate for all stakeholders, (including headteachers, governing bodies, staff, pupils, parents and the wider community), should be drawn up based partly on the findings from this evaluation;
 - *Everyone involved (including PfS, Local Authorities and schools) should ensure more meaningful involvement of staff, pupils and other stakeholders:* particularly in the design of the new or refurbished buildings in order to achieve a successful outcome; and
 - *Schools should provide the appropriate amount and type of resource to the programme:* in particular, where schools have had the financial resources to appoint a dedicated BSF manager, the evidence suggests that the process has been smoother and more efficient.

Way forward

17. The next round of evaluation fieldwork will take place at the beginning of 2008. As with this year's fieldwork, this will involve visiting participating schools and undertaking pupil and headteacher surveys, together with stakeholder interviews and inviting written submissions. This data will be analysed during the spring of 2008. In addition, between autumn 2007 and spring 2008 additional administrative data relating to pupil performance will be analysed in order to provide comparisons between 2006 and 2007 (the baseline data in the current report related to 2006). This data will be presented in the 2nd Annual Report for the evaluation which, it is anticipated, will be published in September, 2008. As we progress to the second year of the evaluation, there may be particular issues the evaluation may be required to focus on, e.g. the different impacts of consultation on different aspects of BSF (e.g. development of the Educational Vision or the design stage) and at different times to understand where additional resourcing has the greatest benefit and impact.

1 Introduction

Strategic context

- 1.1 Education has consistently been a key priority for this Government. However, despite this, many schools are poorly designed for modern needs and are in urgent need of refurbishment or replacement.

“Only 14% of schools currently operate from buildings constructed since 1976. School buildings built between the 1950s and the 1970s usually had a design life of 30 to 35 years. Therefore, most of the school stock is already into its replacement period, increasingly expensive to maintain and operate and unsuitable for modern school use.”⁵

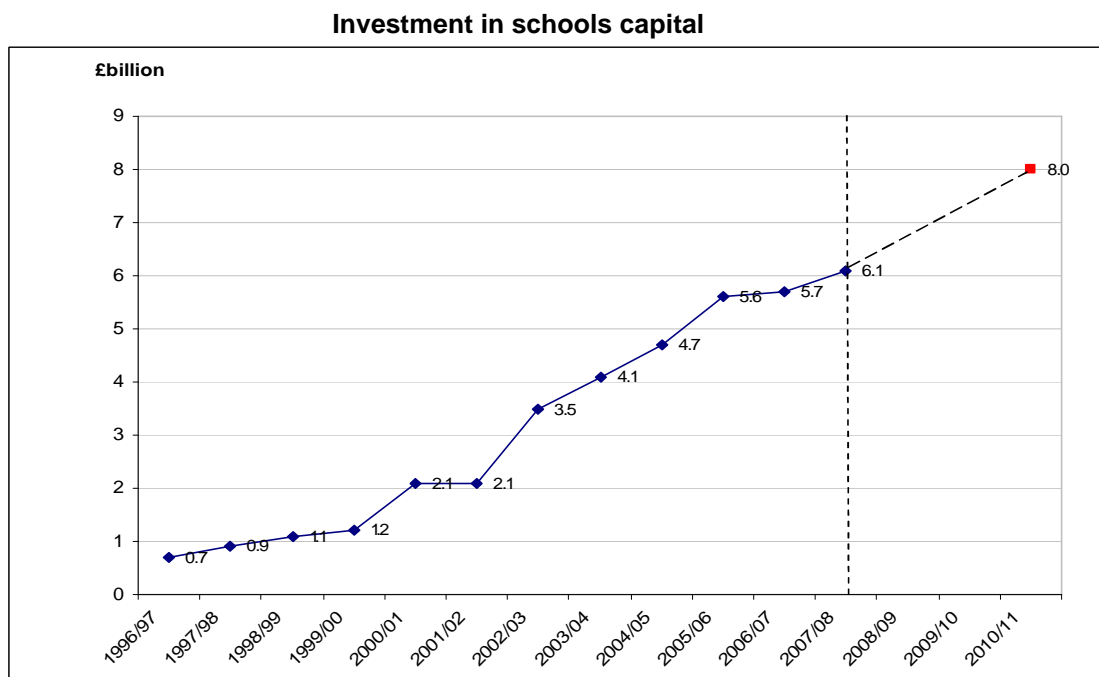
- 1.2 In addition, current education policy is changing the educational landscape, which, in turn, is impacting upon the resource and accommodation demands being placed on the school estate:
- The *14-19 Agenda* has resulted in schools working with the local Learning and Skills Council to help provide all young people with the opportunity to continue their education in different settings, including schools, colleges, and the workplace;
 - *Every Child Matters (ECM)* and the establishment of integrated local structures for children's services have resulted in new links between schools and other agencies;
 - The *extended schools* agenda means that schools are now accommodating a wider range of services on the school site and for longer hours;
 - The *revised guidance in BB98* allows for higher and more flexible space standards and BSF schools are to develop a strategy which clearly identifies how this flexibility is to be deployed;⁶ and
 - The changing relationship between Local Authorities and schools is resulting in schools developing new alliances and federations, based on geographical location or relative strengths and weaknesses, and communities of interest such as Specialist Schools;
- 1.3 This changing school context will inevitably impact upon the way teaching and learning takes place and consequently the way in which schools are designed. For example, there is now more focus on *personalised learning*, as well as learning outside of the immediate classroom; and *workforce reform* has resulted in a growing number of staff, other than teachers, becoming educators in schools. The use of multimedia rather than single media is changing what pupils and staff require from their school buildings and infrastructure, and this is impacting upon the *provision of ICT*, which of course was unimagined when most schools were built.

⁵ DfES (2005) *Departmental Investment Strategy*. London: DfES.

⁶ BB98 allows for a notional 10% of space for discretionary use. It also makes assumptions about the amounts of space which will be required for storage, circulation, hygiene facilities, plant and partitions.

Building Schools for the Future (BSF)

1.4 BSF was announced in 2003, and formally commenced in 2004. It is a long-term programme of investment to rebuild or renew virtually all of England's secondary schools. Funding for BSF in 2005-2006 was £2.2 billion, £2.2 billion in 2006-07, and for 2007-08 funding of £2.3 billion has been earmarked.⁷ Improvements in the quality of school buildings through BSF is part of a wider capital strategy within the Department for Children, Schools and Families (DCSF) that will see an increase in total schools capital in England from £5.7 billion in 2006/07 to £6.1 billion in 2007/08. Thereafter, it is expected that total investment will increase (in cash terms) to £8 billion in 2010/11, although individual allocations for 2008/09 and 2009/10 have yet to be agreed. In 2006-07, total investment in schools capital was £5.7 billion.⁸ Other strategic funding includes Academies (also contributing to secondary renewal) and will include the Primary Capital Programme from 2008-09. The balance of funding is formulaic (devolved to schools or Local Authorities) or targeted to particular priorities.



Source: Hansard (2007) The figures provided are calculated using the GDP deflator to adjust to 2005/06 prices (for the years 1996/97 to 2007/08). The GDP deflator has the effect of increasing cash values before 2005/06 and reducing cash values from 2006/07. The schools capital investment figure for 2007/08 is £6.1 billion – this is based on figures provided by Hansard, however the actual DCSF allocation has yet to be announced. The figure provided for 2010/11 is a projected cash value for total investment in school capital.⁹

1.5 BSF is targeted at geographically-based groups of schools which are prioritised into phased Waves of investment based on set criteria.¹⁰ It will be delivered in a total of 15 Waves. Some smaller Local Authorities are covered by one Wave, and many larger Local Authorities have projects spread across several Waves. Whilst there is an annual allocation of funding for BSF (as described above) the total funding allocated for the duration of BSF Waves 1-3 is provided in the following table. The BSF Budget for the first three years of the programme, covering the initial phases of Waves 1-3 is provided in the Table below.

⁷ DfES (2004) 'Schools capital allocation: prioritisation and forward planning information.' London: DfES.

⁸ DfES (2004) 'Schools capital allocation: prioritisation and forward planning information.' London: DfES.

⁹ The Department does not maintain records centrally of capital spending in schools. This is because allocations from the Department are pooled with other resources available to each local authority, which then decides how much should be spent on schools, and on the timing of spend.

¹⁰ An analysis of pupil profile and performance of all schools in this evaluation is contained in Appendix H of the Technical Report. This baseline data will enable the impact of BSF to be assessed as the programme develops.

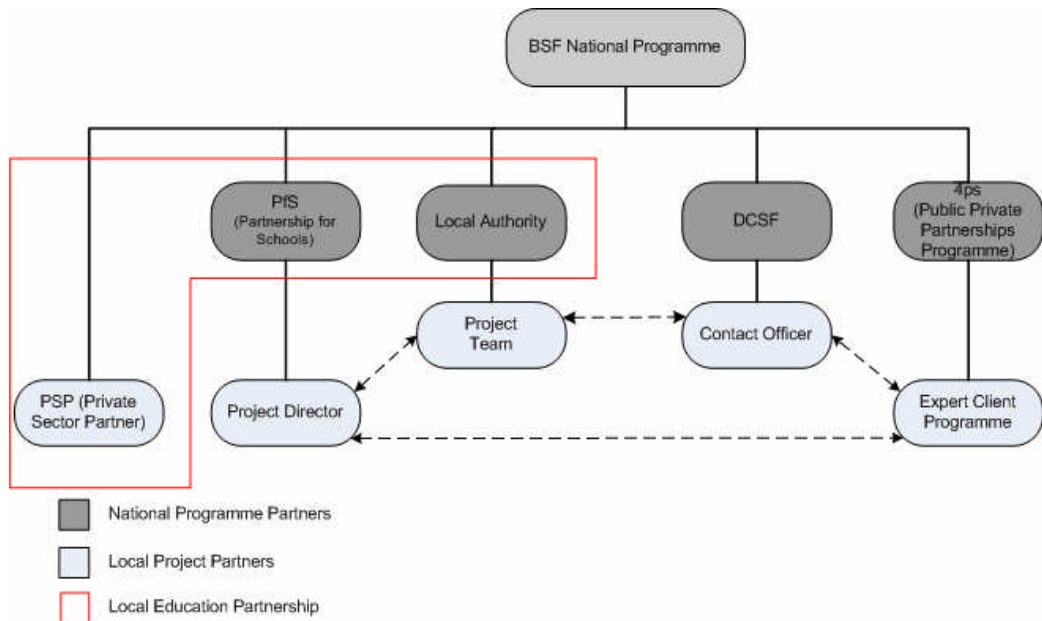
Funding for BSF Waves 1-3

Financial year	Conventional Funding (£bn)	PFI Funding (£bn)	TOTAL (£bn)
2005-06	0.8	1.2	2.0
2006-07	0.9	1.25	2.15
2007-08	0.9	1.3	2.2
TOTAL	2.6	3.75	6.35

Source: Partnerships for Schools.

- 1.6 A new approach to procurement has been set up to underpin BSF, and a new public body, Partnership for Schools (PFS) has been set up to deliver the programme. In the majority of cases, BSF is being delivered through the creation of a Local Education Partnership (LEP) in each Local Authority area. This is a joint venture between the Local Authority, a Private Sector Provider (PSP) and PFS through its investment vehicle Building Schools for the Future investments LLP¹¹ (BSFI).¹² The LEP is expected to progress and deliver new or refurbished buildings and to provide maintenance and other support services in conjunction with local stakeholders.

BSF delivery partners



Source PFS (2007).

- 1.7 In total 39 Local Authorities and 441 schools are involved in BSF Waves 1-3.¹³ In order to benefit from BSF, Local Authorities were invited to submit proposals. Local Authorities were then selected using a number of criteria introduced by the DCSF, which are outlined in the following Table.

¹¹ BSFI is a joint venture company set up by DCSF to hold a 10% share in LEPs nationwide

¹² PFS and DfES (2004) 'BSF Wave 2: overview for Local Authorities.' London: DfES.

¹³ Source: Partnerships for Schools.

Selection criteria for BSF Waves 1-3

Wave 1
<ul style="list-style-type: none"> • Relative educational and social need, as measured by pupils' GCSE attainment and eligibility for free school meals; and • Ranking based on standards and deprivation across the schools in the project (standards and deprivation were given equal weighting); • Strategic proposals that address the educational issues of the schools in the area and capital investment that reinforces plans in place for schools improvement; • Capacity of the authority to deliver such a large procurement; • Affordability of total value of all the proposals; and • Deliverability of the overall package of proposals given regional market capacity and value for money.
Waves 2 & 3
<ul style="list-style-type: none"> • Relative educational and social need, as measured by pupils' GCSE attainment and eligibility for free school meals; and • The phasing and financial requirements of school buildings across the whole programme.

- 1.8 The following table sets out the plans for BSF for the 441 schools involved in Waves 1-3. Some authorities within these waves are phasing delivery of their schools over a period of time which spans 2006-2014.

BSF School Opening – current plans

Financial Year	2006-07	2007-08	2008-09	2009-10	2010-11
No of Schools Open	3	9	51	117	167
Cumulative	3	12	63	168	335

Terms of reference

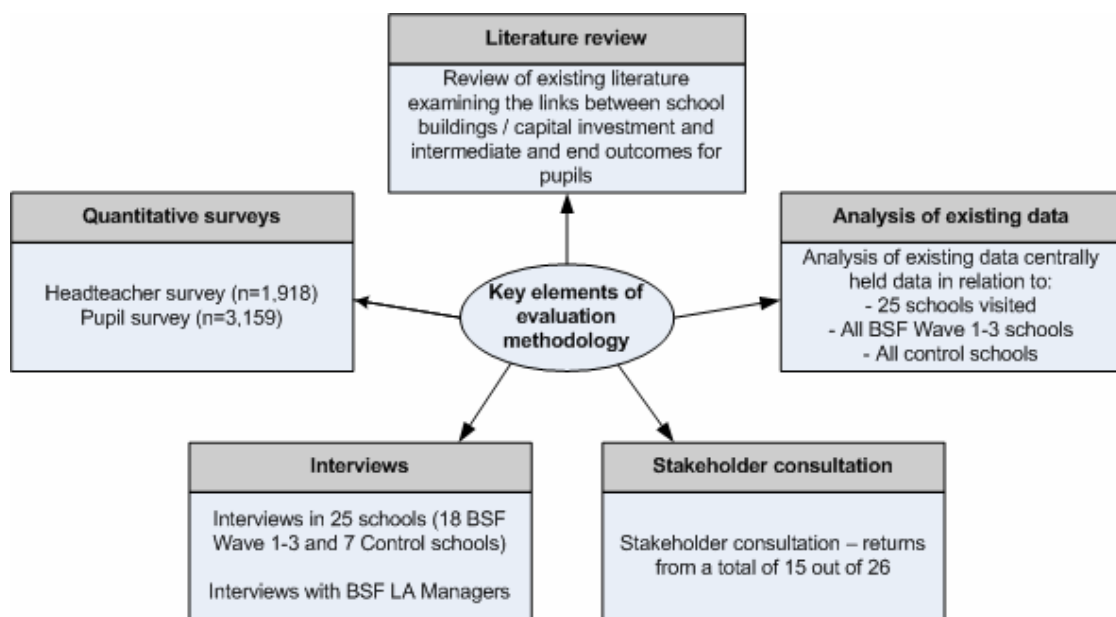
- 1.9 In July 2006, PricewaterhouseCoopers LLP (PwC) was commissioned by the Department to conduct an independent three year longitudinal evaluation of the BSF programme. The aim of the evaluation is to assess the impact of the initiative on educational and other pupil outcomes. In addition, there is a short term aim to identify which particular aspects of the BSF processes and initiatives represent good practice. The objectives of the study are to:
- *Measure the educational impact of BSF capital investment in secondary schools.* This should include whether educational attainment differs for pupils and schools of different characteristics and for different types of expenditure (for example, rebuilds, refurbishments, ICT expenditure, sufficiency, suitability and condition expenditure). It should also measure any short term negative impact as a result of building work;
 - *Establish whether the BSF programme represents an improvement on previous relevant programmes of capital investment in the UK.* In particular, the evaluation should consider, where appropriate and available data exists, whether the impact on educational standards has been greater, whether the physical outputs delivered are greater in number, of higher quality or of lower cost than before, and whether the BSF processes of management and delivery are more effective than other methods;
 - *Identify best practice for the BSF programme.* This should be chiefly a recommendation of best practice for the BSF processes of management, procurement and delivery. However, not all BSF processes should be covered. The best practice recommendation is especially useful to the Department in the early stages of the evaluation, since it will be used to fine-tune DCSF processes and guidance in later BSF Waves;

- *Identify the causal mechanisms by which BSF capital investment impacts on educational standards.* This will be largely confined to analysis of the mechanisms at work in any standards effect which may be identified for BSF expenditure; and
- *Consider the costs associated with the programme and cost effectiveness of the initiative* (where this information exists and is suitably robust).

Methodology

1.10 In order to address these terms of reference an extensive research programme was undertaken consisting of five main strands (see following figure).

Overview of research strands



Literature review

1.11 An extensive review of the literature was conducted prior to the commencement of fieldwork.¹⁴ This examined the extent to which existing academic and policy evidence supports the view that increased capital investment is linked to improvements in school standards and pupil attainment. The literature review builds on a review of the literature carried out in a previous PwC report.¹⁵ The review will be updated in the second and third years of the evaluation.

¹⁴ The full literature review is contained in Appendix E of the Technical Report.

¹⁵ PricewaterhouseCoopers, 2000 *'Building Performance: an empirical assessment of the relationship between school's capital and pupil performance.'* London: DfES. Research Report 407.

Quantitative surveys

1.12 Two surveys were conducted as part of the evaluation, one with headteachers and one with pupils. Questionnaires were sent to headteachers in 418¹⁶ BSF Waves 1-3 schools and to headteachers in a sample of control schools (1,500 schools which are not currently benefiting from the BSF programme). Headteachers were invited to provide their views on a range of issues including the existing school building, recruitment and retention of staff, and experience of the delivery of the BSF programme. Pupil surveys were conducted as part of the school site visits to 25 schools (discussed later in this Chapter). Pupils were invited to offer their views on a range of issues, including, their school and its facilities, and teachers and teaching methods.¹⁷ The following table provides an overview of the survey elements of the methodology.

Overview of collection and analysis tools for surveys

<p>Pupil survey</p> <ul style="list-style-type: none">• Each of the 25 schools that participated in school site visits was invited to identify 100 Year 7 and 100 Year 9 pupils. Schools were provided with letters requesting parental / guardian permission.• Pupil surveys were completed by pupils in a total of 21 schools. A small number of schools indicated that the surveys were not appropriate for their pupils, e.g. a Special School indicated that the focus groups would be a more appropriate method and this was facilitated. By the nature of the project, schools involved in BSF typically have high levels of socio-economic deprivation and lower levels of attainment in comparison to the National Average (see pupil profile characteristics below).• Where necessary, fieldworkers read the surveys to pupils in Year 7 and support was provided by the research fieldworker or a member of the school staff present, to pupils who had specific language or learning needs.• Pupils will be tracked (i.e. surveys will be carried out with the same pupils over the course of the evaluation) in order to examine their views as they move from their old school buildings to their new/remodelled school buildings. Pupil survey data will be linked with performance data and changes in attainment will be tracked before, during and after pupils move into the new/remodelled school buildings. Due to the anticipated completion dates for new build / refurbished schools, this may not be feasible in all schools visited.
<p>Headteacher survey</p> <ul style="list-style-type: none">• Surveys were distributed to 1,913 headteachers. This included all headteachers in all Wave 1-3 schools (418) and 1,500 headteachers from Control schools (selected through statistical modelling on the basis of similar characteristics to schools in BSF Waves 1-3). These were distributed by post with pre-paid business reply envelopes. A cover letter explained the purpose and relevance of the research.• A number of steps were taken in order to maximise the response.<ul style="list-style-type: none">➢ A notice was placed in ASCL's electronic newsletter to raise awareness prior to the surveys being sent out in February 2007 and again, as a reminder, in March 2007;➢ A second invitation to return the survey was sent to all BSF headteachers who had not at that point responded; and➢ This was followed by a series of reminder calls undertaken by a large team of call centre advisors from our International Survey Unit. Letters were also sent from the DCSF to headteachers via Local Authority BSF officers to further encourage headteachers to respond.• Headteacher surveys will be conducted with headteachers involved in BSF for each year of the evaluation, and their views will be compared as the programme develops.

1.13 The following table provides a summary of the number of questionnaires distributed and the associated response rates. The pupil response rate (75%) compares favourably with similar studies conducted with pupils in schools. The headteacher survey was a postal survey.

¹⁶ At the time of conducting the headteacher survey (March 2007), questionnaires were sent to all BSF Wave 1-3 schools (n=418) as per data on schools included in Waves 1-3 provided by PfS.

¹⁷ Copies of the headteacher and pupil surveys are contained in Appendices B and C in the Technical Report.

Notwithstanding the efforts made to maximise responses, overall a 17% response rate was achieved, which is lower than the average response rate for postal surveys (at around 20%).¹⁸ The response rate was representative of all BSF Wave 1-3 schools.¹⁹

Overview of survey response rates

Survey	Status	Distributed	Returned	Response rate
Pupil	BSF Waves 1-3	3,200 (200 x 16 schools)	2,337	73%
	Control	1,000 (200 x 5 schools)	822	82%
	Total	4,200	3,159	75%
Headteacher	BSF Waves 1-3	418	91	22%
	Control	1,500	234	16%
	Total	1,918	325	17%

Source: *Headteacher survey* (PwC, 2007).
Pupil survey (PwC, 2007).

Interviews

- 1.14 During the 25 school site visits, interviews were carried out with a total of 141 interviewees, comprising headteachers and other members of staff. It should be noted that just over two-fifths of the interviewees were class-based teachers. In addition, interviews were undertaken with nine Local Authority BSF Managers (or equivalent). A profile of all interviewees is shown in the following table.

Profile of interviewees

Interviewees ²⁰	No. of completed interviews
<i>School site visits</i>	
Headteacher	26
Other SLT members	19
Governing Body representatives	18
Class-based teachers	61
BSF / Operations Managers	6
Bursar / Business Manager	8
Other	3
Total	141
<i>Local Authority BSF Managers</i>	
Pathfinder	1
Wave 1	3
Wave 2	1
Wave 3	4
Total	9

¹⁸ Of the 17% response rate, 28% of respondents came from BSF Wave 1-3 schools, and 72% came from Control schools.

¹⁹ Of the 28% response rate from Wave 1-3 schools, 46% came from headteachers in Wave 1 schools, 23% in Wave 2 and 31% in Wave 3.

²⁰ The topic guide used with interviewees can be found in Appendix D of the Technical Report.

Stakeholder consultation

1.15 A range of stakeholders were consulted in relation to their experience of the BSF process to date. Stakeholders included the main delivery agencies of BSF, PfS, with supporting bodies including 4ps and PUK. A mixed-method approach was used in order to access their views: written responses were invited, telephone interviews were carried out, and face to face-interviews were conducted. A number of issues were explored, including:

- The expected impact of BSF on teaching and learning;
- The delivery of BSF in terms of management and procurement; and
- How BSF compares with similar capital investment programmes.

1.16 15 stakeholders, from a sample of 26 (55%) have participated to date in the evaluation.

Analysis of existing data

1.17 Two main types of statistical information have been analysed as part of the evaluation, as described in the following table.

Central and school level data

Data held centrally	Data held at school level
<ul style="list-style-type: none"> • Pupil Level Annual School Census (PLASC) • Pupil Profile Data (e.g. FSM, EAL) • Annual School Census (ASC) • Consistent Financial Reporting (CFR) • Asset Management Plan (AMP) • Pupil Performance Records (National Pupil Database) • Ofsted Data 	<ul style="list-style-type: none"> • Financial statements • Historical data at school and pupil level • Self-evaluation framework (SEF)

Source: *Quantitative analysis methodology* (PwC, 2007).

1.18 Analysis of existing data will be carried out for each of the 25 schools (18 Waves 1-3 schools and 7 Control school) involved in the school site visits, together with analysis of data relating to all BSF Waves 1-3 Schools (418 in total) and Control schools (1,500 in total). The analysis comprises of two elements:

- *Descriptive analysis of existing pupil and school profile data to provide a baseline and to enable comparisons during the course of the evaluation.* This includes, for example, analysis of the following elements:
 - Type of school, i.e. community, foundation, voluntary aided, etc;
 - Academic performance at KS3 and GCSE at school level;
 - Pupil intake characteristics, including prior attainment at KS2;
 - School resourcing levels;
 - Year-group and subject class sizes and resourcing;
 - School governor characteristics;
 - School buildings; and
 - Attendance and exclusions.
- *Modelling of data to estimate the value-added of BSF investment on pupil outcomes.* This will involve devising an 'educational production function' which describes the relationship between inputs (e.g. BSF investment) and a range of outputs and outcomes (e.g. pupil attainment). The educational attainment of Waves 1-3 schools will be compared with the control schools at the beginning and end of the evaluation. The model will attribute a proportion of the improvement (or otherwise), for example in pupil attainment, to BSF investment, whilst controlling for other variables that may also impact on attainment (e.g. school organisation/revenue resources).

1.19 This year’s analysis is contained in a separate Technical Report. In order to assess the impact of BSF as the programme develops, a comparative analysis of existing data for the 25 schools involved in the evaluation will be provided in the 2nd Annual Report and in all subsequent reports. A brief summary of the baseline profile of schools in BSF Waves 1-3 and the Control group is given below.

Pupil profile characteristics

Free School Meals (FSM)²¹

1.20 The percentage of pupils eligible for FSM in schools between 2001 and 2006 is shown in the Table below. Almost twice the proportion of pupils were eligible for FSM in Wave 1-3 schools (27%) in comparison to the National Average (14%). Wave 2 schools have a higher proportion of pupils eligible for FSM in comparison to both Wave 1 and Wave 3 schools. The schools visited as part of the evaluation this year (Field Treatment and Field Control schools) both had a higher proportion of pupils eligible for FSM (21% and 27% respectively in 2006) in comparison to the National Average (14%).

Free School Meal Entitlement

	2001	2002	2003	2004	2005	2006
Wave 1 BSF Schools	30%	28%	27%	27%	27%	26%
Wave 2 BSF Schools	42%	41%	39%	40%	40%	38%
Wave 3 BSF Schools	25%	23%	23%	23%	22%	21%
All schools wave 1-3	31%	29%	29%	29%	28%	27%
Field Treatment Schools	22%	21%	22%	21%	21%	21%
Field Control Schools	26%	25%	25%	27%	24%	27%
Control schools	22%	21%	20%	20%	20%	20%
National Average	16%	16%	15%	15%	15%	14%

Source: Annual School Census (2001-2006). All figures presented in this table are average and have been calculated by PwC

English as an Additional Language (EAL)

1.21 The percentage of EAL pupils was higher in all BSF Wave 1-3 schools (20%) in comparison to the National Average in 2006 (10%). There is some variation within Waves 1-3 in 2006, with the highest proportion of EAL pupils coming from Wave 2 schools (28%) in comparison to Wave 1 (18%) and Wave 3 (15%). The average proportion of EAL pupils in the BSF schools visited (19%)²² is almost equal to the average for all BSF Wave 1-3 schools (20%).

²¹ ‘Field Treatment Schools’ refers to the 18 schools visited which are part of BSF (i.e. Waves 1-3) which are currently benefiting from BSF funding. ‘Field Control Schools’ refers to those schools visited which have similar characteristics to the ‘Field Treatment Schools’ but are currently not involved in the programme.

²² Termed ‘Field Treatment Schools’

English as an Additional Language

	2001	2002 ²³	2003	2004	2005	2006
Wave 1 BSF Schools	16%	-	17%	17%	18%	18%
Wave 2 BSF Schools	26%	-	26%	26%	27%	28%
Wave 3 BSF Schools	15%	-	15%	15%	15%	15%
All schools wave 1-3	18%	-	18%	18%	19%	20%
Field Treatment Schools	19%	-	17%	18%	18%	19%
Field Control Schools	5%	-	7%	6%	7%	7%
Control schools	12%	-	13%	13%	14%	14%
National Average	8%	-	9%	9%	9%	10%

Source: Annual School Census (2001, 2003-2006). All figures presented in this table are average and have been calculated by PwC

Special Educational Needs (SEN)

- 1.22 In 2006 the proportion of pupils with SEN (with Statements) in Wave 2 schools (5.4%) is higher than the National Average (4.6%). Overall, the proportion of pupils with SEN (with Statements) is slightly lower in Wave 1-3 schools (4.5%) than for the National Average (4.6%).

Percentage of pupils with SEN (with Statements)

	2001	2002	2003	2004	2005	2006
Wave 1 BSF Schools	4.9%	4.9%	4.6%	4.5%	4.4%	4.1%
Wave 2 BSF Schools	5.3%	5.1%	5.1%	5.0%	5.3%	5.4%
Wave 3 BSF Schools	4.6%	4.8%	4.7%	4.5%	4.5%	4.4%
All schools wave 1-3	4.9%	4.9%	4.8%	4.6%	4.6%	4.5%
Field Treatment Schools	2.7%	2.6%	2.8%	2.7%	2.6%	2.4%
Field Control Schools	4.5%	4.5%	4.5%	4.3%	3.9%	3.8%
Control schools	4.3%	4.2%	4.1%	4.0%	4.0%	3.9%
National Average	5.1%	5.0%	5.0%	4.7%	4.8%	4.6%

Annual School Census (2001-2006). All figures presented in this table are average and have been calculated by PwC

- 1.23 The Table below illustrates the proportion of pupils in each category of schools which have SEN (without Statements). The proportion of pupils in Wave 1-3 schools with SEN (without Statements) at 20% is higher than the National Average for 2006 (15%). In 2006, there was little variation in the percentage of pupils with SEN (with Statements) in schools in BSF Waves 1-3 (between 19% and 22%).

Percentage of pupils with SEN (without Statements)

	2001	2002	2003	2004	2005	2006
Wave 1 BSF Schools	20	19	16	16	18	20
Wave 2 BSF Schools	23	22	20	20	21	22
Wave 3 BSF Schools	19	18	16	16	18	19
All schools wave 1-3	20	19	17	17	18	20
Field Treatment Schools	20	20	15	15	17	18
Field Control Schools	21	18	16	18	15	17
Control schools	18	17	14	15	16	17
National Average	17	16	13	13	14	15

Annual School Census (2001-2006). All figures presented in this table are average and have been calculated by PwC

²³ Data unavailable

Pupil performance data

- 1.24 The Table below indicates the Key Stage 2 Average Point Score (APS). In 2006, there was little variation in the APS Score between schools in Waves 1-3 and little variation between Wave 1-3 schools (between 22.28 and 22.65) and the National Average (22.94).

Average Key Stage 2 Point Score (for Year 7 pupils)

	2006
Wave 1 BSF Schools	22.61
Wave 2 BSF Schools	22.28
Wave 3 BSF Schools	22.65
All schools wave 1-3	22.55
Field Treatment Schools	23.44
Field Control Schools	22.14
Control schools	22.85
National Average	22.94

Source: National Pupil Database (2006). All figures presented in this Table are average and have been calculated by PwC

- 1.25 The Table below indicates the proportion of 15 year old pupils achieving Level 2 threshold (KS4). On average, in 2006, around 10% fewer pupils in Wave 1-3 schools achieved Level 2 threshold (49%) in comparison to the National Average (59%), although the gap has narrowed slightly over the period 2001-06. The APS for 'Field Treatment Schools' at 57% is close to the National Average (59%)

Percentage of 15 year old pupils achieving Level 2 threshold (KS4)

	2001	2002	2003	2004	2005	2006
Wave 1 BSF Schools	35	38	40	42	47	49
Wave 2 BSF Schools	29	31	35	40	44	48
Wave 3 BSF Schools	37	38	40	41	47	50
All schools wave 1-3	35	37	39	42	46	49
Field Treatment Schools	41	43	46	50	54	57
Field Control Schools	27	31	30	36	39	42
Control schools	43	45	46	47	50	54
National Average	50	52	53	54	56	59

Source: National Pupil Database (2006). All figures presented in this table are average and have been calculated by PwC

*Includes English and Maths

Scope and structure of the Report

- 1.26 It is important to note that, in this the first year of the evaluation, this Report focuses primarily on the process of delivery of BSF in order to identify best practice in the early stages of the evaluation.

- 1.27 The remainder of the Report is structured as follows:

- Chapter 2: Literature review;
- Chapter 3: The existing school estate;
- Chapter 4: The process of delivering BSF;
- Chapter 5: The impact of BSF on educational transformation; and
- Chapter 6: Conclusions.

1.28 In addition to this main Report, there is a Technical Report containing the following Appendices:

- Appendix A: Quantitative analysis methodology;
- Appendix B: Headteacher questionnaire;
- Appendix C: Pupil questionnaire;
- Appendix D: Topic guide;
- Appendix E: Literature review;
- Appendix F: Headteacher survey data;
- Appendix G: Pupil survey data; and
- Appendix H: Baseline pupil profile and performance data.

2 Literature review

Introduction

2.1 This section of the Report provides an overview of existing research into the links between school buildings and learning and attainment in schools and draws out the implications for the current evaluation.²⁴ The review of the literature focuses primarily on recent, relevant research and policy documentation.

2.2 The remainder of this Chapter is structured as follows:

- Investment in school buildings and pupil outcomes;
- The role of specific design features;
- The contribution of ICT; and
- The implications for the evaluation.

Investment in school buildings and pupil outcomes

2.3 Whilst in the UK there is relatively little evidence relating to the impact of school buildings on teaching and learning, a considerable amount of research has been conducted in the US. This research has tended to focus upon the relationship between the condition of school buildings and pupil attitudes, behaviour and attainment, with relatively few studies focusing specifically on the impact of capital investment and attainment. An overview of the key findings from this literature is provided below:

- *There is a clear link between the condition of school buildings and levels of attainment.* Newer and better school buildings contribute to higher levels of pupil attainment. There is also evidence to suggest the positive effect of improving buildings in 'poor' condition. For example, a number of studies indicate that improvements in design category (moving from poor to average, for example) leads to improvements in pupil attainment;²⁵
- *The limited evidence on the relationship between capital investment and attainment tentatively points towards a positive relationship between the two²⁶* but is cautious in claiming any firm links, citing the difficulty of isolating the impact of capital spend from the multitude of factors effecting attainment;²⁷ and
- *Recent evidence from the Academies evaluation supports the symbolic meaning of a particular environment.* These studies imply that ownership and genuine engagement in the design and delivery of capital investment will have a positive knock-on effect on the attitudes of pupils and staff towards teaching and learning and, ultimately, attainment. However, there is as yet little longitudinal evidence.²⁸

²⁴ The literature review is contained in Appendix E of the Technical Report.

²⁵ Edwards, M. (1992) *Building conditions, parental involvement and student achievement in the D.C. public school system.* Washington DC: Georgetown University. Similar findings were found in a study undertaken by Maxwell, L. (1998) *School building renovation and student performance: one district's experience.* Vancouver, BC: paper presented at CEPFI Annual Conference.

²⁶ PricewaterhouseCoopers (2003) *Building Performance: an empirical assessment of the relationship between school's capital and pupil performance.* London: DfES. Research Report 407.

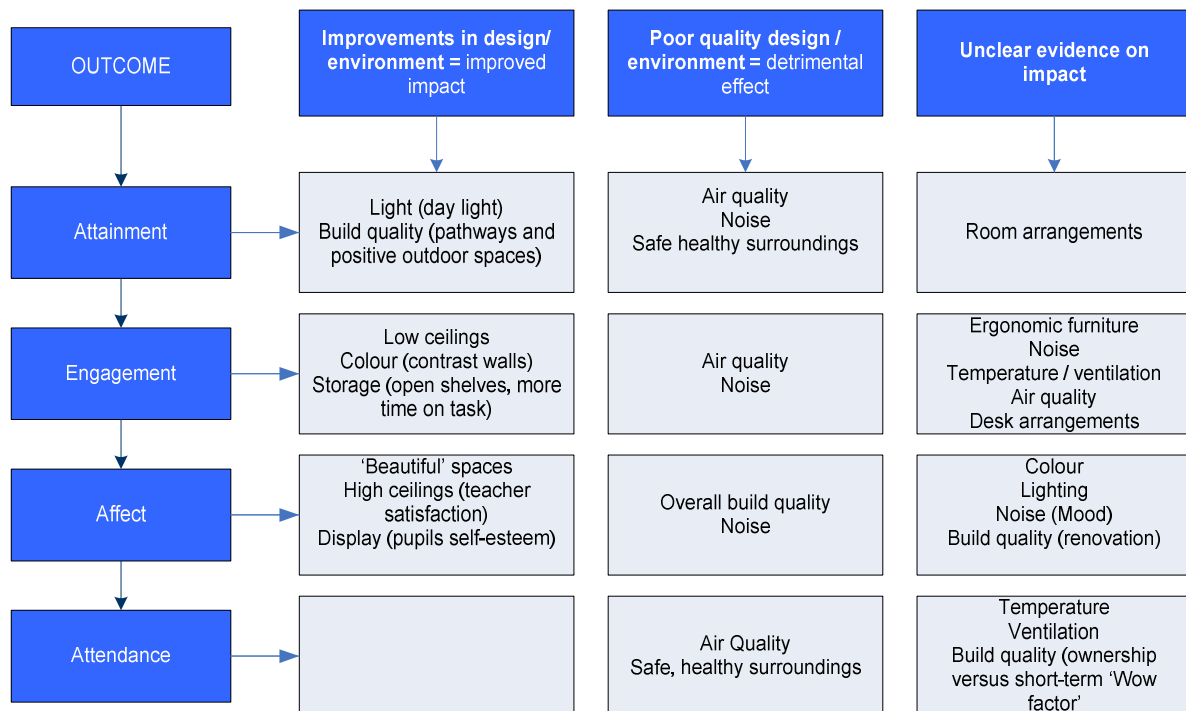
²⁷ Hanushek, E. (2003) 'The failure of input-based schooling policies.' *Economic Journal*, 113, F64-98.

²⁸ DCSF (2007) *Academies 4th Annual Report.* London: DCSF.

The role of specific design features

2.4 A significant body of research exists which explores particular elements of school design and their impact on teaching and learning. However, most previous studies of school design have tended to concentrate on mechanical aspects such as light, heat and air quality, rather than focusing upon the perhaps more difficult aspects of suitability, motivation and inspiration. The findings are grouped by impact on curriculum attainment, engagement (attention and behaviour), affect (improvements in self-esteem and motivation) and attendance. For example, the top left hand corner box in light blue denotes that studies show that improvements in light and build quality are associated with improvements in pupil attainment.²⁹

Impact of design attributes on teaching and learning outcomes



Source: Adapted from Woolner et al. (2007).

2.5 In addition, the literature suggests that:

- *On balance, building design does impact on the attitude, behaviour and morale of staff and pupils.*³⁰ However, the relationships between teaching and learning; pupil performance; and buildings are complex and there is not yet sufficient evidence to provide firm guidance to policy makers on priorities for funding;
- *Whilst an important factor in school design, the evidence of design on the impact of class size on attainment is inconclusive;* none of the econometric studies has found large effects. Although the weight of evidence falls on the side of a positive impact of small class size an evidence base does not exist that allows firm policy advice to be given,³¹ and

²⁹ Woolner, P., Hall, E., Higgins, S., McCaughey, C. & Wall, K. (2007) 'A sound foundation? What we know about the impact of environments on learning and the implications for Building Schools for the Future.' *Oxford Review of Education*, 33(1), pp. 47-70.

³⁰ Earthman (2004) 'Prioritisation of 31 criteria for school building adequacy.' Baltimore: American Civil Liberties Union Foundation of Maryland.

³¹ Hanushek, E. (2003) op cit p.13.

- *Evidence related to the size of the school building indicates that smaller schools are generally more effective than larger schools; however the evidence is not conclusive.* The consensus, which is primarily from the United States, seems to be that small-school benefits are seen in secondary schools with less than 1,000 pupils. However, care needs to be exercised with this as a review of four British studies which control for prior attainment are consistent in finding that achievement increased as school size increased, up to a certain point, after which achievement decreased as school size increased. There is great variation in the 'optimum' school size at which attainment is maximised. The impact of school size is more evident for students from lower socio-economic backgrounds. Effects were found across a range of outcomes including improved pupil attitudes and behaviour, improved teacher attitudes, greater parental and community involvement and improvements in attainment.

The contribution of ICT

- 2.6 The BSF mission for ICT in schools is: *"To help all children achieve their full potential by supporting every school in England to become a centre of excellence in the use of ICT for teaching and learning and for whole-school development."*³² Such a mission requires that ICT is seen as an integral part of each building project; not separate or bolted on, but embedded in it from the beginning. According to JISC (Joint Information's Systems Committee), *"21st century buildings cannot be agnostic to ICT - they must facilitate its use now and in the future."*³³
- 2.7 Evidence from the literature suggests that ICT has a positive impact on a range of intermediate and end outcomes, such as improved behaviour; greater self-esteem; improved attention and focus; an increased level of motivation and improved pupil attainment. Whilst it is difficult to establish firm evidence to specifically link ICT and pupil attainment, because of the difficulty of isolating ICT as a variable, the evidence points towards a positive relationship.³⁴ There is also evidence from ICT Test Bed schools to suggest that national test results are improving faster in Test Bed schools than equivalent comparator schools in core subjects at Key Stage 2.³⁵ In addition, national data also shows a statistical link between e-maturity and higher Key Stage 2 scores; higher overall point scores and a greater percentage of A*-C grades at GCSE and; better Key Stage 3-4 value-add scores.³⁶

Implications for the evaluation

- 2.8 The literature clearly shows that school buildings can have an impact on staff and pupils. Some studies link the effects of building quality to levels of pupil attainment, whilst others link building design to pupil behaviour and attitudes. However, as stated above, while these studies point towards improved outcomes for pupils in higher quality facilities, many are cautious about the causal relationships that exist between school buildings and pupil outcomes, and currently there is not a strong body of evidence in the UK to indicate a positive relationship between capital investment and pupil performance. Moreover, the review of the existing literature raises some questions about the impact of capital investment on pupil attitudes and attainment, and highlights the need for additional research into a number of areas to inform future policy decisions.

³² DfES (2004) *'Building Schools For The Future: Local Authority Education Vision - Policy Guidelines For Wave 2.'* London: DfES.

³³ JISC (2006) *'Building Schools for the Future.'* Available at: <http://www.jiscinfonet.ac.uk/infokits/learning-space-design/anticipation/sector/building-future-schools> (Accessed on 07.08.2007)

³⁴ Passey, D., Roger, S. C., Machell, J. and McHugh, G. (2004) *'The Motivational Effect of ICT on Pupils.'* London: DfES. Research Report 523.

³⁵ Becta (2006) *'Making a difference with technology for learning: evidence for school leaders.'* Coventry: Becta.

³⁶ Butt and Cebulla (2006) *'E-maturity and school performance – a secondary analysis of COL evaluation data.'* Coventry: Becta.

2.9 It is intended, therefore, that this current evaluation of BSF will contribute to the existing body of research by exploring:

- *The value of good design quality:* the evidence is clear about the *negative* impact of *poor* design on attainment. There is also an evidence base to suggest that *good* design has a *positive* impact on outcomes. However, most of this evidence is based upon US literature. Therefore, in keeping with Woolner et al.'s findings, whilst, undoubtedly, pupils and staff should have the opportunity through BSF to learn and work in a modern high quality environment, the benefit of good design quality needs to be tested further in the BSF programme;³⁷
- *The impact of innovative design for teaching and learning:* BSF is about creating school buildings that meet teaching and learning requirements both today and in the future. However, learning environments are evolving and this will impact on the nature and form that the school should take in the future. Schools are exploring new ways of teaching and learning, and new designs are emerging to support this. However, these design changes are untested. Therefore, the impact of innovative design and the interaction of different design features need to be challenged and tested for their effectiveness and the learning shared;
- *The relative value of investment in different areas:* There is currently insufficient evidence in the existing literature to provide policy guidance on the relative benefits of funding capital investment in different areas of the school or different aspects of the school design. Whilst there is clear evidence of a link between pupil achievement and the condition of school buildings,³⁸ more evidence is needed about the types of capital investment that have the most impact on teaching and learning. There is little evidence on the relative impact of different forms of investment such as refurbishment, re-build and ICT. Research is needed to better inform policy advice on the types of capital investment that are most beneficial for teaching and learning. BSF presents an opportunity to look at the cost benefit of different types of investment to help set priorities for funding;
- *The causal relationship between school buildings and an effective school environment:* Whilst the existing literature identifies a relationship between school buildings and pupil outcomes, it is hesitant about describing the nature of any causal relationship. The impact of school buildings does not take place in a vacuum, and therefore it is difficult to come to firm conclusions about the impact of school buildings because of complex interacting factors such as the nature of school leadership; pedagogical factors; socio-cultural factors; and a changing curriculum which all influence attainment.³⁹ Further research is needed to try and un-pick the nature of the relationship between school buildings, teaching and learning, taking account of the context within which schools are working; but also taking a more holistic view of the factors responsible for creating an effective school environment; and
- *The extent and impact of user involvement in the design and build process:* There is some evidence on these themes, in particular the impact of user participation in design.⁴⁰ The literature recommends the genuine involvement of students and staff in the design process.⁴¹ The NAO⁴² report on Academies found that the time and effort spent working with users on achieving their goals was crucial to the design of many of the Academy

³⁷ Woolner et al. (2007) op cit p.11.

³⁸ PricewaterhouseCoopers (2003) op cit p.10.

³⁹ Dodd, A. (2006) 'Investigating the effective use of resources in secondary schools.' Research report 799. Nottinghamshire: DfES.

⁴⁰ Dudek, M. (2000) 'Architecture of schools'. Oxford: Architectural Press.

⁴¹ Clark, H. (2002) 'Building education: the role of the physical environment in enhancing teaching and research.' London: Institute of Education.

⁴² National Audit Office (2007) 'The Academies Programme.' London: National Audit Office.

buildings. On the other hand, a number of areas of concern have been identified in the literature in relation to how the *process* or *ethos* of a project affects the potential outcome.⁴³ Clark (2002)⁴⁴ argues that “*the benefits of authentic participation include the emergence of better decisions and more appropriate solutions through the harnessing of stakeholders’ knowledge of their surroundings*”. Therefore, whilst the processes of delivery in BSF emphasise the importance of visioning and consultation in delivering educational transformation, the experience and impact of different methods and degrees of involvement of staff and pupils in that process needs to be explored. Although not specifically referenced in the literature, there are possible pressures in involving users in the design process and managing their aspirations and caution should be exercised about raising expectations beyond what can be delivered within the allocated budget.

⁴³ CABE (2006) ‘*Assessing secondary school design quality.*’ London: Commission for Architecture and the Built Environment.

⁴⁴ Clark, H. (2002) op cit p. 13.

3 The existing school estate

Introduction

3.1 The literature review highlighted that school design and condition affects learning and impacts upon morale, motivation, engagement and attainment. Whilst the DCSF has some evidence to suggest that the condition of schools involved in the BSF programme is inadequate to meet the needs of their pupils, one of the aims of this evaluation is to explore in more detail the condition of the existing school estate, and the impact on staff and pupils. The Chapter is structured around the following headings:

- Condition and suitability;
- Flexibility and adaptability;
- Specific design features;
- Ownership of, and engagement with, school buildings; and
- Conclusion.

Condition and suitability

- 3.2 The headteacher and pupil surveys explored a range of issues in relation to the existing school estate. Headteachers were asked to provide responses in relation to the condition of a range of school facilities. The Table below illustrates the top five and bottom five schools facilities (% ranked good / very good by headteachers). The responses given are based on respondents' perceptions of the condition of their own school estate, and what may be perceived to be good or very good by one respondent may be viewed differently by another.
- 3.3 The findings indicate that less than two-fifths of headteachers consistently ranked four of the top five school facilities as being good or very good. Whilst ICT was ranked highest, it is important to note that this was identified by just over three-fifths of headteachers. These findings suggest a low degree of satisfaction with current school facilities. In terms of the bottom five facilities, social areas would appear to be a particular area of concern.⁴⁵

Headteachers' views on the condition of school estate/facilities

Ranking	School facilities	Good / Very Good %
Top 5	ICT (<i>n</i> =289)	61%
	Learning resource areas (<i>n</i> =293)	39%
	Science labs (<i>n</i> =290)	39%
	Art and design (<i>n</i> =293)	36%
	Outdoor schools spaces (<i>n</i> =291)	30%
Bottom 5	Staff and administration areas (<i>n</i> =294)	29%
	School toilets (<i>n</i> =294)	26%
	Facilities used by the community (<i>n</i> =273)	28%
	Dining areas and school kitchen (<i>n</i> =293)	23%
	Social areas (<i>n</i> =287)	12%

Source: *Headteacher survey* (PwC, 2007).

⁴⁵ Whilst a large proportion headteachers in both BSF Waves 1-3 schools and 'Control' schools believed the current condition of their school estate to be poor/very poor, a higher proportion of headteachers in BSF Wave 1-3 schools believed that the current condition of certain aspects of their school estate (e.g. general teaching spaces, social areas and school toilets) to be poor/very poor.

- 3.4 The findings from interviewees in the 25 school site visits suggest a range of problems with the condition of their existing school buildings.

<p>Not fit for purpose</p> <p><i>“Classrooms are quite average in condition and in some instances they are not fit-for-purpose.”</i> (Class-based teacher, Control school)</p> <p>Only half of the building is in good condition</p> <p><i>“50% of the building is in good condition; the other 50% has been remodelled badly.”</i> (Headteacher, Wave 1 school)</p> <p>Damp, smelly buildings</p> <p><i>“Some of the buildings are damp and smelly and have fungus on the walls – especially the old ones that face the sun which are stifling hot. The condition is not great.”</i> (Class-based teacher, Wave 1 school)</p>

Source: *School site visits* (PwC, 2007).

- 3.5 Some classrooms were considered by research participants to be too small, and there were access problems for pupils with SEN. In some schools, small narrow corridors and a lack of space for pupils to socialise were contributing to behaviour problems. The following table provides a selection of respondents’ comments.

Views on the condition of the school estate

Key issue	Supporting evidence
General teaching and learning	<i>“It (the classroom) is on its last legs. 50 years is a long time. My room is too small. I have 34 pupils in one of my top sets. It’s just too small.”</i> (Class-based teacher, Pathfinder school)
Pupils with SEN	<i>“The building has no lift. The school doesn’t cope with the whole spectrum of special needs. They (pupils with SEN) have difficulty getting in and around the building... we do our best to accommodate.”</i> (Headteacher, Wave 1 school)
Planning, preparation and administration	<i>“In some areas it is suitable and in some it is not...for me it has been one of the major problems as head of department. I need to show a level of organisation and I can’t get to that level without an office for myself.”</i> (Class-based teacher, (Wave 1 school)
Pupils socialising	<i>“Very little space and not particularly good condition.”</i> (Class-based teacher, Wave 2 school)
Sports	<i>“These are terrible, the school has already lost a gym and there are now 1,200 pupils trying to use one gym...the sports teams are so good, but the facilities are so poor.”</i> (Class-based teacher, Wave 3 school)
Community use and extended service facilities	<i>“We already do a Saturday arts school and have lots of things we would like to do for parents, but we have never had the room to do this.”</i> (Headteacher, Wave 3 school)
Hall and corridors	<i>“The corridors are where behaviour is worst in this school...if you had wider corridors it would make it easier to manage and situations just wouldn’t occur in the first place.”</i> (Class-based teacher, Wave 3 school) <i>“They are just too small...too small in width. They are just not reasonable at all.”</i> (Governor, Wave 3 school)

Source: *School site visits* (PwC, 2007).

Flexibility and adaptability

- 3.6 Headteachers were generally of the opinion that their school buildings were not flexible or adaptable in meeting the needs of staff and pupils in terms of teaching space and work space.

Summary of findings from headteacher survey

Statement**	Agree / Agree strongly	Neither / nor	Disagree / Disagree Strongly
Teaching spaces are flexible (n=292)	10%	11%	78%
Working spaces for the school workforce are flexible (n=291)	14%	11%	74%

** Totals may not sum to 100% due to rounding.

Source: *Headteacher survey* (PwC, 2007).

- 3.7 This is consistent with the qualitative evidence which highlighted similar concerns in relation to the flexibility and adaptability of school buildings, with issues focusing around the limitations associated with traditionally designed classrooms, which did not fit well with modern teaching styles.

Views on flexibility and adaptability of school buildings

Flexibility	Adaptability
<p>Generically designed classrooms</p> <p><i>“The classrooms are not flexible... they tend to be generic so that you can use them for different subjects. It is difficult to move furniture around to make them suitable.”</i> (Class-based teacher, Wave 3 school)</p>	<p>Inability to evolve with time</p> <p><i>“We have a school that was built for one purpose, but schools have to evolve. This school has been in existence for a while... The facilities were set up for one particular aspect of education... and now it has changed and developed to something that doesn’t quite fit the needs of the school.”</i> (Headteacher, Wave 2 school)</p>
<p>Unsuitable for practical lessons</p> <p><i>“They are not flexible... we have problems with the size of the rooms. You cannot separate practical areas from working areas.”</i> (Deputy headteacher, Wave 3 school)</p>	<p>Not adaptable to a changing curriculum</p> <p><i>“The school building is over 40 years and the other building is around 100 years. They are not adaptable to modern teaching styles.”</i> (Class-based teacher, Control school)</p>
<p>Inflexible traditional space</p> <p><i>“The space is inflexible and it is too traditional. The people who designed the school did not have experience.”</i> (Deputy headteacher, Wave 1 school)</p>	<p>Not adaptable to a variety of teaching methods</p> <p><i>“We are stuck with rows of desks... the layout of the room makes me shy away from doing different activities... because you have to move furniture and move it back again. I hate it.”</i> (Class-based teacher, Wave 3 school)</p>

Source: *School site visits* (PwC, 2007).

Specific design features

- 3.8 The evaluation has examined a number of specific environmental design features including lighting (artificial and natural), temperature (heating and cooling), acoustics, noise levels and furniture. Headteachers and pupils expressed some dissatisfaction with the degree of natural lighting in their school buildings, and a number of interviewees stressed the importance and positive impact of good lighting. The temperature in school buildings also emerged as an issue in the survey data, and this was confirmed by interviewees (see table overleaf).

Views on design features

Design feature	Source	Supporting evidence
Lighting	Headteacher survey	<ul style="list-style-type: none"> Overall 47% of headteachers agreed or strongly agreed that there was sufficient natural light in the teaching spaces. 58% agreed or strongly agreed that there was adequate artificial lighting.
	Pupil survey	<ul style="list-style-type: none"> Only 27% of pupils agreed that there was adequate natural light in their classroom. 52% of pupils agreed that the artificial light in their classroom was about right.
	School site visits	<ul style="list-style-type: none"> <i>"The lighting is very good."</i> (Deputy headteacher, Wave 3 school) <i>"The lighting areas are really bad. You can really change the shape of a lesson by lighting."</i> (Deputy headteacher, Wave 3 school) <i>"Bright lights make a great difference to learning."</i> (Headteacher, Wave 3 school)
Temperature	Headteacher survey	<ul style="list-style-type: none"> Only one-sixth (15%) of headteachers agreed / strongly agreed that the temperature in teaching spaces is about right throughout the year.
	Pupil survey	<ul style="list-style-type: none"> Around one-quarter (24%) of pupils agreed that the temperature in their classrooms was about right throughout the year.
	School site visits	<ul style="list-style-type: none"> <i>"The temperature of the building doesn't make it pleasant to work in. The top of the building is almost unusable in the summer."</i> (Deputy headteacher, Wave 1 school) <i>"We have got an antiquated heating system. You either freeze or you cook – there is no halfway house."</i> (Deputy headteacher, Control school) <i>"In summer, it is uncomfortably hot"</i> (Class-based teacher, Wave 2 school)
Acoustics	Headteacher survey	<ul style="list-style-type: none"> Around two-fifths (41%) of headteachers indicated that acoustic and noise levels in the teaching spaces negatively effected teaching and learning
	Pupil survey	<ul style="list-style-type: none"> Just under one-half (48%) of pupils agreed that the noise level in their classrooms made it harder for them to learn.
	School site visits	<ul style="list-style-type: none"> <i>"Acoustics are bad – there is a lot of echo."</i> (Class-based teacher, Wave 3 school) <i>"The acoustics are bad as the classrooms used to be dining rooms with very high ceilings. If the children are shuffling, then it is noisy."</i> (Class-based teacher, Wave 1 school)
Furniture	Headteacher survey	<ul style="list-style-type: none"> Around one-third (30%) of headteachers agreed or strongly agreed that the pupils' furniture was comfortable.
	Pupil survey	<ul style="list-style-type: none"> Around one-fifth (18%) of pupils agreed that the furniture in their classroom was comfortable in comparison to 61% of pupils who disagreed.
	School site visits	<ul style="list-style-type: none"> <i>"I don't think that we have had any new furniture bought in the last 20 years."</i> (Class-based teacher, Wave 3 school) <i>"We have really old traditional desks. There has got to be a better way of doing this."</i> (Headteacher, Wave 3 school)

Source: *School site visits* (PwC, 2007). No marked differences were noted between the responses of BSF and Control schools

Ownership of, and engagement with, school buildings

- 3.9 The findings in the table overleaf provide evidence to suggest that the existing school buildings are not instilling pride in pupils or staff, nor are they creating a sense of ownership amongst the local community. In addition, existing school buildings do not appear to be contributing to raising pupils' aspirations.

Headteacher survey findings on school buildings/facilities

Statement	Agree / strongly agree	Neither agree nor disagree*	Disagree / strongly disagree	Total**
Staff feel proud of the school buildings and its facilities (n=290)	29%	28%	43%	100%
Pupils feel proud of the school buildings (n=292)	28%	32%	40%	100%
The buildings raise pupils' aspirations (n=292)	20%	27%	53%	100%
Pupils in this school don't respect the buildings and facilities (n=292)	17%	24%	59%	100%
The building creates a sense of ownership amongst the community (n=291)	16%	28%	56%	100%
Parents are proud of their school building (n=290)	24%	31%	44%	100%

Source: *Headteacher survey* (PwC, 2007).

* Neither agree nor disagree includes 'not applicable' category.

** Totals may not sum to 100% due to rounding.

- 3.10 Similar issues were explored with pupils. The table below illustrates that school buildings were generally accessible to pupils. However, similar to the findings from the headteacher's survey, they do not appear to be contributing to raising pupils' aspirations.

Pupil survey findings school buildings/facilities

Statement	Agree	Not sure	Disagree	Total**
I find it easy to get around the school (n=3,134)	77%	14%	9%	100%
The school buildings feel like a safe environment to be in (n=3,122)	43%	38%	19%	100%
My school buildings make a difference to my learning (n=3,143)	32%	46%	22%	100%
The school has modern clean buildings (n=3,139)	23%	38%	39%	100%
I feel proud of our school buildings (n=3,128)	23%	40%	37%	100%
The buildings and its grounds lift my spirits and raise my aspirations (n=3,141)	11%	38%	51%	100%

Source: *Pupil survey* (PwC, 2007).

**Totals may not sum to 100% due to rounding.

Conclusion

3.11 The key findings presented in this Chapter can be summarised as follows:

- *The current condition of the school estate is considered to be generally poor or of average condition:* Overall, headteachers surveyed did not believe that their existing buildings were having a positive impact on staff and pupil attitudes and morale. Only one quarter of pupils indicated that they attended schools with modern clean buildings;
- Whilst a large proportion of headteachers in both BSF Waves 1-3 schools and 'Control' schools believed the current condition of their school estate to be poor/very poor, a higher proportion of headteachers in BSF Wave 1-3 schools believed that the current condition of certain aspects of their school estate (e.g. general teaching spaces, social areas and school toilets) to be poor/very poor;
- *A range of facilities were identified as needing improvement:* These included traditional and aging classrooms, planning spaces, storage, access, space for pupils to socialize, community use of facilities and narrow corridors;
- *Existing school buildings were not considered to be flexible or adaptable to meeting the needs of staff or pupils:* Issues around flexibility included generically designed classrooms; traditional layout and inappropriate space for practical lessons; and
- *Concerns were raised in relation to a number of environmental design features in existing school buildings:* Headteachers were most concerned about the temperature in their buildings and pupils were most concerned about the comfort of the classroom furniture.

4 The process of delivering BSF

Introduction

- 4.1 A key component of the evaluation relates to the delivery process for BSF and, in particular, the extent to which this is perceived to be effective by schools, Local Authorities and stakeholders, including the extent to which all stakeholders are effectively involved in the planning and delivery process. As the evaluation progresses, we will also seek to establish how successfully Private Sector Providers are working within the BSF framework to deliver sustainable schools and best value.
- 4.2 This Chapter examines progress in relation to these issues and is structured under the following headings:
- The BSF process;
 - Enablers to the process;
 - Barriers to the process;
 - Consultation;
 - Lessons emerging from the evaluation; and
 - Conclusion

The BSF process

- 4.3 Partnerships for Schools was set up in 2004 as the delivery agency for the BSF programme. PfS works with individual local authorities and the private sector market throughout the BSF process. There are seven key stages in the BSF process (see following table). It should be noted that the majority of schools visited as part of the evaluation had progressed to stage 4 and that relatively few schools reported progression beyond Stage 5. Therefore, the remainder of this section reports findings primarily in relation to Stages 2-5 of the programme. Evidence of good practice is identified at each stage, as well as existing challenges.

Key stages in the BSF process

Stage 1	Entrance to the programme and prior to development of Educational Vision – Pre-engagement Stage	Involves agreeing the project structure and producing a Project Initiation Document (PID). At this stage, inclusion in a particular wave of BSF is confirmed. Direct involvement of schools at this stage is limited.
Stage 2	Developing Educational Vision with the Local Authority and the Strategic Business Case (now combined as the Strategy for Change)	Local Authorities are expected to submit their educational visions prior to submission of their Strategic Business Case. The DCSF and PfS review educational visions against a series of key policy criteria, to ensure that the vision has a joined-up approach to service provision, is sufficiently innovative in approach, and has considered all the relevant policy areas in its formulation. Local Authorities work closely in the first instance with their PfS education team adviser, PfS project director and DCSF contact officer, who will provide access to additional support, if necessary, once it has been announced that they are in a specific Wave.
Stage 3	Developing the Outline Business Case	The aim of an outline business case (OBC) is to set out in detail the scope, cost, affordability, risks, procurement route, and timetable of the project. This is necessary in order for it to be approved by PfS, the DCSF and the Project Review Group

		(PRG) for the PFI elements. Approval to procure is granted if the OBC is successful. The OBC builds upon the Strategic Business Case (SBC), which outlines the thinking behind the estate strategy and the objectives of the capital investment. Projects are fully detailed and costed in the OBC, which covers a specific group of schools at a specific point in time. The OBC will also outline how the vision for a specific school fits within the Local Authority's overall education vision.
Stage 4	Procurement process/identifying the preferred LEP private sector partner	Only a small number of schools (known as sample schemes) are fully involved at each of the procurement stages. If a school is selected as a sample scheme then it will be consulted by each bidder on the potential design of the school. Those schools not selected will be involved later in the programme once the LEP is in place. ⁴⁶
Stage 5	Financial close/Local Education partnership (LEP) set up	The LEP is a joint venture company which comprises the Local Authority, PFS via BSFI, and a PSP. The aim of the LEP is to provide a partnering service for the Local Authority to enable the aims of BSF to be delivered. It is intended that LEPs will: <ul style="list-style-type: none"> • Reduce the number of competitive procurements and streamline the process; • Involve a strategic partner to deliver the programme long-term; • Group schools into large high-value packages; • Integrate building design and ICT; • Use both Design and Build (D&B) as well as PFI contracts; and • Deliver more than one phase of work with several years between different BSF Waves.
Stage 6	Construction phase	This marks the formal commencement of the build. It should be noted that few BSF schools have yet progressed to this stage.
Stage 7	New or re-furbished school building open	The first BSF school opened in September, 2007. A total of 12 schools are expected to be opened by the end of the financial year, which will include a number of 'quick win' schools.

Stage 2: Visioning and business case development

- 4.4 The headteacher survey reported generally positive findings in relation to the potential for the educational vision to support headteachers in tackling fundamental issues with their school building. A majority (66%) of headteachers were confident that the creation of such a vision could impact positively on educational transformation. One-half of headteachers (50%) indicated that the educational vision enabled the prioritisation of the area's most pressing educational need, with a further 31% of headteachers indicating that they neither agreed nor disagreed. Of the headteachers who disagreed or disagreed strongly with the statements about the Educational Vision process, analysis showed that only a *very small* number consistently expressed a negative view and, generally, there was not a particular group of headteachers who consistently disagreed/disagreed strongly with all of these statements.

⁴⁶ Partnerships for Schools & Aps (2007) 'An introduction to Building Schools for the Future.' London: Partnerships for Schools.

Headteacher survey findings on the impact of the Educational Vision

Statement	Agree / Agree strongly	Neither agree nor disagree*	Disagree / Disagree strongly	Total**
It prioritises the buildings with most pressing need in terms of condition and suitability (n=171)	50%	31%	19%	100%
It prioritises the area's most pressing educational need and deprivation across our cluster (n=170)	42%	36%	21%	100%
It is inspirational but realistic (n=168)	47%	31%	20%	100%
It is educationally transformational (n=170)	66%	22%	12%	100%
It will support us in tackling fundamental design issues with our school building (n=170)	71%	19%	9%	100%

Source: *Headteacher survey* (PwC, 2007).

**Totals may not sum to 100% due to rounding / * Not applicable is included in neither agree nor disagree category.

- 4.5 The following Case Study charts one school's successful journey towards creating its vision for educational transformation and its model for the future.

Case Study 1: Developing a vision for educational transformation - one school's journey

Re-branding the school...

In the early days of BSF, the Headteacher of a Pathfinder Local Authority school realised that the school needed to fully embrace what it could achieve from the programme, rather than just looking on it as a building project. The school applied for specialist status in enterprise, a specialism which the Headteacher saw as being *'inclusive and linked to the needs of the community.'* A decision was taken, in co-operation with the governors, to 'rebrand'. The school re-badged and employed a specialist company to work with the SLT in articulating and translating *'the new message'*. As part of this re-badging, key vision statements were written on the front gate and the language surrounding the school began to change.

"We spent time working with a specialist company to re-badge the college. We think the messages are now clear – we have written them on the front gate...the language about (the school) has changed, internally and with our students." (Headteacher)

Identifying good practice in building design...

Alongside this, the SLT were reading extensively about school change around the world, and had become familiar with the work of the Bill and Melinda Gates Foundation which had put huge amounts of money into under-performing schools. One of the central issues to consistently emerge was the size of the current school – *'at times the school had catered for up to 1900 students!'* So the SLT began to look at how they could 'compartmentalise'. They quickly concluded that change would not come about by simply creating a new building.

"...One of the central issues was that it kept coming back to us about the size of the building, parents were saying, it is too big for my child... at some times there was 1900 students. So we started to look at models that would allow us to compartmentalise..." (Headteacher)

At that time the head teacher also became involved with the Specialist Schools Academies Trust (SSAT), and began to work with the SSAT on issues such as personalised learning, curriculum design, student voice, learning to learn, ICT, and 14-19 reforms. The Head teacher also began to adopt a change management approach (within a research context), and members of the SLT were given the opportunity to visit schools in Northumberland and Nottingham.

"...We became involved with Specialist Schools Trust, on issues such as personalised learning, curriculum design, student voice, learning to learn, ICT, 14-19 reforms..." (Headteacher)

Developing a clear model and vision...

The SLT were determined to provide the governors with a clearly articulated model of their vision for educational transformation which was linked to creating 'schools within a school' i.e. small communities of 300 students working within the larger school.

"...We read extensively Bill and Melinda Gates foundation, who were putting huge amounts of money into under-performing schools. The move was towards compartmentalising and bringing these into smaller units. They hadn't invested in new buildings but they had changed the nature of working..." (Head teacher)

Interviewees are confident that BSF has contributed positively, and are committed to working to achieve the school's vision and model for educational transformation. In summary:

- The model came about as a result of researching what is working elsewhere;
- BSF has provided the school with the opportunity to make a difference – to move the goal posts;
- The school has been able to address the negative perceptions about its size without reducing its numbers; and
- The learning environment now accommodates different styles and approaches.

Source: *School site visits* (PwC, 2007).

- 4.6 The above case study provides evidence of emerging good practice. However, it is also important to note that a range of challenges were also identified by interviewees in terms of understanding and articulating the vision, and in translating it into reality. These are presented in the following table.

Challenges associated with developing the 'educational vision'

Key issue	Supporting evidence
Understanding and articulating the vision	<i>"I felt it was rushed... suddenly we got this big document to read and if any of the governors in [area] read it in any great detail I shall be very surprised. You got the feeling that it was a document put together by LA officers to impress DfES ... it was in officer speak that didn't in part have a lot to do with reality."</i> (Governor; Wave 2 school)
Developing an individual school vision	<i>"...What didn't happen is the LA got their officers together and said here is a vision for the city; develop your vision around this... Schools were asked to develop their visions and heads were asked to comment on visions for city wide things."</i> (Headteacher, Wave 1 school)
Creating a vision that looks to the future	<i>"School headteachers require a vision beyond the status quo. Designs need to look to the future, not the past. Too often the result of consultation is a request for what schools have now, only larger / better. It is recognised that later BSF Waves may have the opportunity to address these issues."</i> (Stakeholder consultation)
Translating the vision into reality	<i>[The educational vision] doesn't do enough to work through the full practicalities of how you achieve that vision."</i> (LA BSF Manager) <i>"The vision is quite a nice one but it's never going to happen as it simply isn't practical"</i> . (Headteacher, Wave 2 school) <i>"Unrealistic educational visions which fail to address value for money considerations in early Waves. This is still ongoing and has affected the pace of the programme by delaying the formation of LEPs."</i> (Stakeholder consultation) <i>"Educational vision - still blurred in some Local Authorities."</i> (Stakeholder consultation)
Effectively communicating the vision	<i>"We had our vision for BSF and spent time with all staff to input into discussion. In terms of the SLT, we had a number of meetings re the vision - this is fed into the Local Authority and the Local Authority mirrors what we are saying"</i> . (Deputy headteacher, Wave 3 school)

Sources: *School site visits* (PwC, 2007) and *Stakeholder consultation* (PwC, 2007).

Stages 3: Developing the Outline Business Case (OBC)

- 4.7 Whilst the OBC is, for the most part, written by the Local Authority, in cooperation with schools, findings from survey data indicate that headteachers had generally been well-informed about the development of the OBC. However, some interviewees indicated that they had not received adequate information from their Local Authority.

Headteacher survey findings on the Outline Business Case

Stage 3: Outline Business Case	%
Percentage of headteachers who felt completely informed / informed about stage 3 of the process (<i>n=85</i>)	72%
Percentage of headteachers who felt very satisfied / satisfied with the advice, support and guidance received in relation to BSF (<i>n=85</i>)	49%

Source: *Headteacher survey* (PwC, 2007).

Lack of communication from Local Authority to school about progress

"I don't know how far ahead the LA is with their plans but I don't seem to have heard an awful lot yet..." (Business Manager, Wave 3 school)

"We know that the authority has just had their business case approved by central and I found out about that through the press and yet I still haven't actually had an official notification to say hey good news lets celebrate together and so on." (Headteacher, Wave 3 school)

Stage 4: The procurement process

- 4.8 Consultation and communication in relation to the procurement process was considered to be generally satisfactory by headteachers. However, there was a degree of dissatisfaction with the procurement process as a whole. Of the headteachers who disagreed/disagreed strongly with the statements about the procurement process, analysis showed that only a *very small* number consistently expressed a negative view and, generally, there was not a group of headteachers who consistently disagreed/strongly disagreed with all of these statements.

Headteacher survey findings on the procurement process

Statement	Very satisfied / satisfied	Neither satisfied nor dissatisfied*	Dissatisfied / very dissatisfied	Total**
The procurement process as a whole (n=82)	41%	46%	14%	100%
Opportunity to comment on and evaluate proposals (n=84)	61%	27%	12%	100%
Adequately listened to during the procurement process (n=83)	53%	29%	18%	100%

Source: *Headteacher survey* (PwC, 2007).

**Totals may not sum to 100% due to rounding.

* Not applicable is included in neither agree nor disagree category.

- 4.9 Research participants identified both good practice and challenges at a Local Authority Level in relation to the procurement process. Good practice included effective consultation and a welcomed move towards more standardised documentation. Conversely, challenges included the need for Local Authorities to streamline and simplify the process. Quotations from interviewees are provided in the following table in order to illustrate these points.

Views on the procurement process at a Local Authority level

Good practice	Challenges
<p>Effective consultation</p> <p><i>"We regularly went to school Governing Body meetings to update governors on progress in terms of the next stages of the procurement and how they need to buy into that... We put on training sessions for Governing Bodies about what life would be like under PFI... There were a number of opening evenings done with parents and a number of BSF road shows."</i> (LA BSF Manager)</p>	<p>A streamlined and simplified process</p> <p><i>"The procurement process is extremely long-winded and it has overhanging European procurement rules which need to be preserved. Behind that as well, there is a layer of consultation at a local basis which is difficult to manage and there is a big layer at national level as well... it is difficult to separate the bureaucracy and this has created challenges for everyone. It has been a long-winded, complex and frustrating process to go through."</i> (LA BSF Manager)</p>
<p>Standardised documentation</p> <p><i>"PFS have worked to ensure that standardised documents are more widely adhered to by local authorities which helps to streamline the procurement process"</i> (Stakeholder response)</p>	<p>Skilled and experienced procurement staff</p> <p><i>"The capacity and ability of local authorities to deal with the levels of commercial sophistication needed to create the type of partnership on which the success of BSF depends is of major concern. Anecdotal evidence suggests that there is a marked disparity in procurement capacity and experience between different local authorities. There are some very good local authorities but the overall picture is of shortages of skilled and experienced procurement staff. This has added to the complexity of BSF and increased delays."</i> (Stakeholder response)</p>

Source: *Stakeholder consultation* (PwC, 2007).

- 4.10 “Competitive dialogue” is an integral part of the European Union (EU) procurement process for the Local Authority and has been judged as the most appropriate procurement route for BSF projects. The dialogue phase enables the Local Authority to have discussions with bidders in order to identify and define the best solution for the needs of the Local Authority. Agreeing the price is part of this phase. Once the required solution has been identified, the Local Authority declares the dialogue to be concluded. The bidders remaining at this stage are invited to submit final tenders based on the identified solution(s). Final tenders may then be clarified and fine-tuned. Once the preferred bidder has been identified, further opportunity is provided to clarify aspects of the tender, provided there are no substantial changes. There can be no further negotiations at this stage.⁴⁷
- 4.11 A number of schools and Local Authorities had reached the competitive dialogue stage. Research participants acknowledged that it was a key part of the process, but some schools highlighted a lack of clarity around timing, and the need to emphasise the value of communicating with bidders that had previous experience. Similarly, stakeholders identified a number of concerns around the bidding process, including a lack of quality bid staff to resource, the number of bids, and the negative impact of having too many high cost bids. A summary of the issues identified by schools, the Local Authority and other stakeholders is contained in the following table.

Views on competitive dialogue

Schools	Local Authority	Stakeholder
<p><i>“We are now sitting and waiting on things to happen. We have had presentations by the LA but things have stalled and it has been pretty dead considering it is a first phase school and LA. Tender documents have not gone out to architects. We have our vision... we are waiting for the local authority to come back to us.”</i> (Member of Governing Body, Wave 1 school)</p>	<p><i>“The process of competitive dialogue is key. The LA has a key role in influencing the quality of the outcome. It is not a case of passively receiving what is given. The LA has a proactive role in pursuing weaknesses and constructively guiding bidders towards strong resolutions. The LA is as much a part of the process as bidders and vice-versa. We see the competitive dialogue as a positive process.”</i></p>	<p><i>“High bid costs mean that few providers can afford to lose many bids which may cause providers to consider leaving the market.”</i></p>
<p><i>“We went through a lot of design models at the time. We met with a number of bidders where we discussed the curriculum with them and they were able to tell us how they had done things previously, which helped us to structure our thoughts around the design.”</i> (Deputy headteacher, Wave 3 school)</p>	<p><i>“One of the things I will take away from this project... one of the good things that we did is that we involved schools - the headteachers and their staff – we involved them in the evaluation stages of the bidding process... Some schools were really worried because they felt the whole thing might tip them over the edge. We picked up those concerns; we did an away day and the bidders did a presentation to the schools.”</i></p>	<p><i>“In Waves 1-3 LAs have demanded too many sample schemes from the private sector bidders. This has meant either too little time spent on each school or large bid teams that are unwieldy, inconsistent or expensive. There are insufficient quality bid staff available to resource the number of bids that are being run.”</i></p>

Source: Stakeholder consultation (PwC, 2007) and School site visits (PwC, 2007)

⁴⁷ Partnerships for Schools and 4ps (2007) ‘An introduction to Building Schools for the Future.’ London: Partnerships for Schools.

Stage 5: Setting up the Local Education Partnership (LEP)

- 4.12 The expected benefits of the LEP include better design quality, significant cost efficiencies, shorter time scales and improved educational outcomes. It is important to note that at this stage of the evaluation the LEP is still evolving in the majority of Local Authorities, and this was reflected in the views of research participants.

Learning about the LEP

"I think it has all been explained and we have done our best to keep up with it." (Headteacher, Wave 1 school)

"We've learnt a lot in phase 1. I think the Local Authority will be well positioned for phases 2, 3 and 4." (Deputy headteacher, Wave 2 School)

"We understand that there is a BSF model, but there are many areas that we don't properly understand (e.g. LEPs), but we hope that they will become clearer." (Headteacher, Wave 3 school)

- 4.13 The following case study describes one Pathfinder Local Authority school's experience of an evolving LEP.

Case Study 2: An evolving LEP

There was a relatively slow start to the LEP...

Initially the procurement team for the Local Authority took on the responsibilities for BSF, but many of the team moved on to become involved for PFI, which was a problem for the schools involved in the project.

"It started quite slowly. The LA got itself into a difficult position. There was a procurement team which became the procurement team for BSF. The team moved on and we were right into delivery and out of procurement, but we have just been saying this isn't possible."

...which progressed with the appointment of an effective LEP manager...

The Local Authority then appointed an LEP manager who is an employee of the contractor. The role of the LEP manager has been to advise the schools and to organise the subcontracting of security and cleaning etc. This has been very successful. He attends meetings with the four local headteachers of the schools involved in BSF in the Local Authority.

"The appointment of the LEP manager has begun to pull everything together... security and catering has all been pulled together... We are getting to grips with our needs so the relationship is becoming positive. Through the LEP, monitoring and KPIs will develop."

...who provided a 'local' face to the process...

The school considers the LEP to have positive benefits, including a local face to the process and benefits to the Local Authority as the manager becomes more familiar with the schools. The Headteacher believes that without the LEP, the Local Authority would not be able to hold its contractors to account.

"I am not sure that the LA would be geared up to hold contractors to account without the LEP. His impact has now started to become very obvious."

Source: School site visits (PwC, 2007).

- 4.14 Stakeholders, Local Authority representatives and interviewees identified some expected advantages and disadvantages with the LEP. Advantages included the potential to provide better value for money and a range of new skills, and disadvantages included increased centralisation and less transparency.

Views on the LEP

Schools	Local Authority	Stakeholder
Advantages include... <ul style="list-style-type: none"> • Potential to provide value-for-money • Will create a new dialogue 	Advantages include... <ul style="list-style-type: none"> • Works well in principle • Private sector brings new skills and knowledge • May deliver efficiencies 	Advantages include... <ul style="list-style-type: none"> • Good idea in principle • Has capacity to be an effective model
Potential disadvantages include... <ul style="list-style-type: none"> • May lead to too much centralisation • Efficiencies, quality and costs unclear 	Potential disadvantages include... <ul style="list-style-type: none"> • May be less value-for-money • Could lead to a lack of transparency 	Potential disadvantages include... <ul style="list-style-type: none"> • Early feedback indicates variable success • Too much power for LEP may undermine Local Authority
<p><i>"There are advantages to the LEP... it is important that you know that people can meet and discuss things and that the local authority can see it from the schools' point of view and vice-versa."</i> (Deputy headteacher, Wave 3 school)</p> <p><i>"We want to keep our own [support] staff – we don't want a centralised service. Some of our [support] staff will be tied across to some central body. We have concerns about that."</i> (Headteacher, Wave 3 school)</p> <p><i>"The contracts are between the LA and the LEP. We have to make sure that what they deliver is the right quality."</i> (Deputy headteacher, Wave 1 school)</p>	<p><i>"So far the LEP appears to be working well but it is early days. It will be a little while before we can truly test it."</i></p> <p><i>"It is felt that the large authorities could benefit from the LEP because of the repeat work, so the cost of setting it up may be recovered in procurement savings."</i></p> <p><i>"Whilst we are in Wave 1 we do not get further funding until much further into the programme... therefore, the LEP model may not be good value-for-money because Wave 1 status will get no further funding potentially until years 13-15. We have decided to go down the non-LEP route from a value-for-money perspective."</i></p>	<p><i>"LEPs have the capacity to be an effective model but their scope so far has limited their transformational potential."</i></p> <p><i>"The fact that you set up a long-term relationship with a private sector group to renew your schools estate – that could work. In principle, its quite a good idea."</i></p> <p><i>"The local authority only have a 10% share in the LEP. This transfer of power to a LEP will undermine the local authority's ability to plan strategically."</i></p>

Sources: Stakeholder consultation (PwC, 2007) and School site visits (PwC, 2007).

Enablers to the process

Dedicated resourcing

4.15 There is an acknowledgement that BSF is likely to require 'significant input from headteachers and other senior school staff'.⁴⁸ In addition, there is recognition that BSF will present additional resourcing issues for schools. PFS recommends that Governors should consider the scope for releasing relevant staff from their current responsibilities to work full-time, or on a secondment basis on behalf of several schools, as has been done successfully in a pathfinder authority. The findings suggest that three broad resourcing models seem to be emerging:

- *Distributed*; where responsibilities are distributed across the SLT - this was the most common model observed across the Waves 1-3 schools visited;
- *Seconded*; where responsibility for BSF project management is delegated to an *internal* member of the school, usually, though not always, a member of the Senior Leadership Team; and
- *Appointed*; where a school appoints an *external* candidate, usually with experience in similar school building projects (see Case Study 3).

⁴⁸ Partnerships for Schools & 4ps (2007) 'An introduction to Building Schools for the Future.' London: Partnerships for Schools.

Case Study 3: An example of an 'Appointed' resourcing model in a Wave 3 school

The school appointed a school governor, who was a former Local Authority employee, to take responsibility for the day-to-day management and delivery of BSF in the school. The governors and headteacher have ultimate accountability for the implementation of the initiative in this school. The headteacher was the driving force for the appointment of a specific BSF manager:

"The Head demanded that they should have someone in a role to project manage the BSF project as there needed to be someone available to attend meetings – otherwise the school would lose a full time member of staff to the build." (Operations Manager, Wave 3 school)

The Operations Manager acknowledged that the workload and skills required to manage BSF were beyond what should be expected from a headteacher:

"It would be wrong to ask the Head teacher who may not actually have the time or skills set to undertake this project. Teachers don't understand plans from contractors." (Operations Manager, Wave 3 school)

The headteacher was positive about the role of the Operations Manager and was satisfied with delivery efficiency of the new school:

"In comparison to work of this nature before, it has appeared to have gone easily and smoothly. Nothing major has held the project back and after 2 years since the announcement I think that it has progressed well. Every school needs a single dedicated person to manage the project build." (Headteacher, Wave 3 school)

Source: *School site visits* (PwC, 2007).

- 4.16 Generally, there were mixed views amongst stakeholders on the benefits of setting aside someone *within* the school to focus on delivering BSF.

Schools need to set aside a key member of the SLT to co-ordinate BSF

"Schools need to have someone on their SLT who is freed up to do BSF and to have an ICT expert who knows and understands the curriculum needs of the school." (Headteacher, Wave 3 school)

"If you didn't have a key person who was going to devote half their working week to making this work it wouldn't be so successful." (Class-based teacher, Wave 3 school)

"Use the management model we have adopted (seconding a member of the SLT to a full time BSF role) – you need to direct significant time to BSF. The LA should provide resources for school to do that." (BSF Manager, Wave 3 school.)

Setting aside a member of the SLT to co-ordinate BSF places additional burdens on other staff

"I am saying this more from the experience of the other school. It is ridiculous – a headteacher spending three full days every week just totally engrossed in BSF. You lost your headteacher for three days – that means the rest of a very small management team trying to run down a deficit budget were left to deal with a very tight and challenging school and it was ridiculous. We were totally run off our feet and no one was drafted or seconded in or added to the team to give us some support. The headteacher had his mind on the school of the future and not the school of the present and it became a totally ridiculous scenario." (Deputy headteacher, Wave 3 school)

"The idea of seconding senior leaders into BSF is totally contradictory to me as a governor because you are paying senior leaders to do what we want them to do in the school." (Governor, Wave 3, school)

Building and maintaining effective relationships

- 4.17 The research evidence suggests that establishing a good working relationship between Local Authorities and schools is a key enabler in effectively delivering BSF. Research participants identified some examples of positive working relationships between Local Authorities and schools, as well as some existing tensions around funding and communication.

Improving relationships between schools and the Local Authorities:

"The BSF team are absolutely good. The chief executive has thrown his weight behind it and it is working – they have been able to support us through everything. They have a good team and they don't give us bum advice." (Headteacher, Wave 3 school)

"The LA has been great, despite being hard up against it with timescales." (Member of Governing Body, Wave 3 school)

"I would hope that they would say that the relationship was better but we have been guilty of not communicating everything or communicating late just because of the nature of how it is and we are trying to redress that now." (LA BSF Manager)

"The LA, yes, they engaged very well. One of the key issues was the Project Director that was appointed by the LA but he had been an acting head in the Authority so he had the trust of the heads. It is very much a partnership." (Headteacher, Wave 1 school)

Existing tensions in the relationship between schools and Local Authorities

"There have been the obvious and usual ongoing tensions between LA and the schools which basically come down to money. Certainly from my perspective it has been a very positive and fully involved experience. All of the schools should know exactly what they are getting and where it is going and how it is going to work. They should know as much as I know about the scheme." (LA BSF Manager)

"Although they have made a general effort to improve the lines of communication, there are lessons to be learnt still. For example, we know that the authority has just had their business case approved and I found out about that through the press and yet I still haven't actually had an official notification." (Headteacher, Wave 3 school)

Barriers to the process

Dedicated resourcing

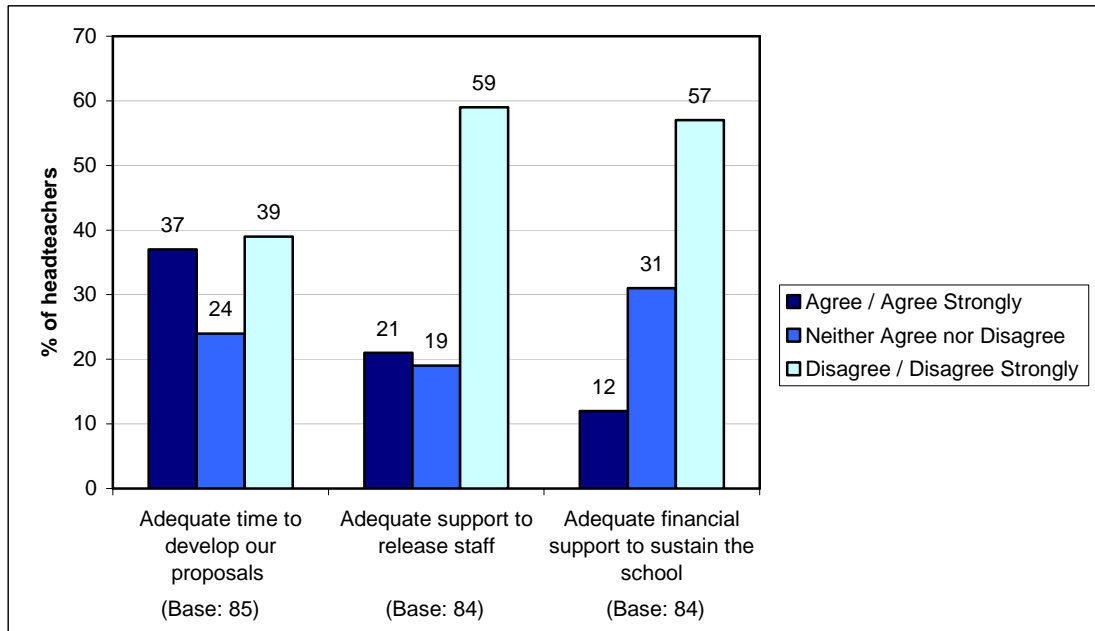
- 4.18 Guidance from Partnership for Schools (PfS) suggests that BSF requires a significant commitment from schools in terms of their input to the process. Furthermore, it suggests that resource input should not be approached as an 'add-on' to the day-to-day role of headteachers and/or other members of the senior school staff; rather it is best resourced separately.

Full engagement with BSF at various stages is likely to require significant input from headteachers and other senior school staff. Experience to date has shown that these tasks cannot simply be added to the 'day job' and often require significant commitment from the relevant staff for a period of time.⁴⁹

- 4.19 Overall, the findings suggest that additional resourcing required for BSF was having a significant impact on the day-to-day running of the school. This issue was also raised by Local Authority BSF managers and by a range of stakeholders. Resourcing issues centred on time; internal resourcing; external support; and financial constraints.
- 4.20 The following figure indicates a mixed response from headteachers when asked if they had received adequate time and support for BSF.

⁴⁹ Partnerships for Schools & 4ps (2007) 'An introduction to Building Schools for the Future.' London: Partnerships for Schools.

Headteacher survey findings on resourcing for BSF



Source: Headteacher survey (PwC, 2007).

- 4.21 Interviewees in schools and Local Authorities indicated that there was a shortage of time to focus on BSF as a long-term development opportunity. Most schools visited reported that they did not have a dedicated BSF Manager within their school and, consequently, members of the SLT had to free up additional time to attend meetings both internally and externally which added to their workload. Local Authorities identified that they had had to spend more on management of the project than they had originally allocated. Stakeholders reported that there was insufficient expertise and capacity in some of Local Authorities to support the development of BSF in the early stages of the programme.

Views on resourcing

Schools	Local Authority	Stakeholder
<p>An extended working day <i>"I spend too many days out. I have had to extend my working day and work Saturdays and Sundays to ensure that I am up to speed."</i> (Headteacher, Wave 1 school)</p>	<p>Resourcing challenges <i>"There has been some resourcing challenges... there is a small dedicated team."</i></p>	<p>Increase capacity and resourcing <i>"A general issue is resourcing levels in local authorities and the schools – both capacity and capability."</i></p>
<p>Too many meetings <i>"The number of meetings is scandalous – it has become an industry. It's meetings for meetings' sake."</i> (Headteacher, Wave 2 school)</p>	<p>Costly to administer <i>"We had a very large central team which was costly to administer. We also spend a surprising amount of money on legal advice... the local authority expended more of its funds than was anticipated."</i></p>	<p>Shortage of time to focus on BSF <i>"[There has been] a shortage of time to focus on BSF as a longterm development opportunity."</i></p>

Source: Stakeholder consultation (PwC, 2007) and School site visits (PwC, 2007).

Complexity, administration and transparency

- 4.22 There are a number of *complexities* involved in the delivery of BSF. At a central government level, these include ensuring that the local construction market and suppliers of services can respond to the volume of work. At a Local Authority level, there is a need to ensure that Local Authorities can manage the scale of investment over a number of years. Stakeholders, in particular, highlighted some issues around the complexity of the BSF process. These included the diverse objectives that the initiative is expected to achieve. In addition, there was an expectation that the initiative required a high level of commercial sophistication and participants identified some disparity across Local Authorities in terms of their procurement capacity or expertise to successfully deliver BSF.

Views on BSF process

Key issue	Supporting evidence
Diverse objectives...	<i>"We need to take account of the unique scale and ambitions for BSF. Diverse objectives require new complex delivery arrangements and it is the complexity that is causing the delay."</i>
Requires a high level of commercial sophistication...	<i>"The BSF process is overly complex and costly and does not allow sufficient time to be spent between designers and schools in developing new facilities. The net effect is poorly resolved designs and changes at the preferred bidder stage."</i>
Disparities in procurement and capacity...	<i>The capacity of Local Authorities to deal with the levels of commercial sophistication needed to create the partnership on which the success of BSF depends is a major concern. Anecdotal evidence suggests that there is marked disparity in procurement capacity between Local Authorities."</i>

Source: Stakeholder consultation (PwC, 2007).

- 4.23 Schools seemed to be less concerned with the perceived complexity of the initiative. However, some comments were made about the degree of *administration* associated with the BSF programme. In some cases this had led to a slippage in the timetable and had created an additional layer of administration within schools, which had placed an increased burden on schools.

BSF has added an additional layer of administration

"From our perspective, there has been a lot of advice and guidance from DfES and PfS which has been very helpful but it has imposed a layer of additional work and what we would tend to call bureaucracy. There is a tension between how much of it is helpful and how much of it gets in the way." (LA BSF Manager)

"What I am finding is that with Wave 4, by comparison, it is very bureaucratic and unnecessarily so in my view. In consequence, it is taking us much longer than we ever thought to get through the Wave 4 process, which I find very disappointing bearing in mind that we were a Pathfinder." (LA BSF Manager)

"The bureaucracy built into BSF is horrendous – management time that goes into it is unbelievable. I'm on my 6th file of paperwork. The surveyors – one surveyor, two surveyors ... one day there were eight surveyors going round the school." (Headteacher, Wave 3, Secondary)

"The client, the contractor and Local Authority - we need to shorten that. It needs to be us and the contractor with the Local Authority playing a more ... layers get written in and before you know it... we have done very well for things that we have done ourselves... the third party adds a layer of bureaucracy and costs we don't want." (Headteacher, Wave 3, Secondary)

- 4.24 The evidence suggests that the relationship with the Local Authority is generally an improving one. However, a small number of schools believed that the process could have been more transparent. Issues related to *transparency* centred on information, dialogue and funding.

Views on transparency

Key issue	Supporting evidence
Transparent information...	<p><i>"Make sure there is transparency so that everyone knows what is going on. You don't get consultation until you get past transparency. How transparent is the process?" (Headteacher, Wave 3 school)</i></p> <p><i>"Our employees regularly report difficulties in obtaining information about contracts and projects. Reasons given for withholding information relate to concerns, real or alleged, about maintaining commercial confidentiality. This lack of transparency does nothing to promote confidence in the process." (Stakeholder)</i></p>
Transparent dialogue...	<p><i>"I do think that you have got to be open, discuss everything and not hide anything away – transparency." (Deputy headteacher, Wave 3 school)</i></p> <p><i>"The site (for the new school) in particular has been presented as a fait-accompli and I would have preferred it to have been discussed more openly 3 or 4 years ago." (Assistant headteacher, Wave 3 school)</i></p>
Transparent funding...	<p><i>"The Authority must allocate funds in a way that is transparent and schools must know exactly what they are getting and what the future costs will be." (Headteacher, Wave 2 school)</i></p>

Sources: Stakeholder consultation (PwC, 2007) and School site visits (PwC, 2007).

Uncertainties around clustering

- 4.25 A key feature of the BSF programme is the clustering arrangements operating at Local Authority level. BSF targets investment to geographically coherent groups of schools to ensure the strategic delivery of education over an area, including diversity, pupil place planning and curriculum and facilities choice. It is expected that not all schools in each of the Local Authorities will be involved in the programme at the same time; rather schools will be clustered based on geographical location and prioritised according to levels of need.
- 4.26 The findings suggest that schools do benefit from working with, and getting advice from other schools. However, whilst many schools indicated that they were working in clusters, these were not necessarily related to BSF.

"BSF is not the driving force of clustering. The drivers are other government initiatives and BSF is supporting and facilitating these." (LA BSF Manager)

"You can have a cluster approach which brings the advantages to the schools but you also have the individual school vision being brought through. It is trying to get the best of both worlds." (LA BSF Manager)

"There is a local relationship between the schools, but effectively they operate as individual school entities." (LA BSF Manager)

"We are involved in clusters linked to sport and under other initiatives; we are in different clusters for different things. It would help if there were the same clusters for everything – a common cluster would make much more sense." (Headteacher, Wave 3 school)

"The headteacher has been attending meetings with the cluster for other reasons; however I am unsure to what extent the BSF cluster is operational." (Member of Governing Body, Wave 3 school)

- 4.27 Indeed, there appears to be a degree of uncertainty, and ambivalence about BSF clustering arrangements, as illustrated in the headteacher survey findings. However, of the headteachers who disagreed or disagreed strongly with the statements about clusters (clustering arrangements), analysis showed that none of the headteachers consistently disagreed/disagreed strongly with all the statements relating to this.

Headteachers survey findings on the impact of school clusters

Statement	Agree / strongly agree	Neither agree nor disagree*	Disagree / strongly disagree	Total**
Our aspirations have been diluted by working in a cluster (n=87)	9%	53%	37%	100%
The cluster approach has helped to support delivery across initiatives (n=86)	36%	52%	11%	100%
The cluster approach has created more collaboration across different types of schools (n=87)	26%	56%	18%	100%
We have been able to plan more effectively to meet the needs of the area for different types of schools (n=88)	27%	50%	24%	100%
We benefit from getting advice from other schools in the cluster (n=89)	36%	44%	20%	100%
We have worked entirely on our own (n=88)	16%	28%	57%	100%

Source: *Headteacher survey* (PwC, 2007).

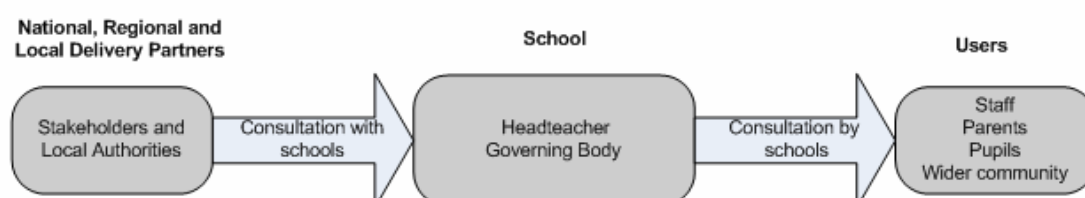
**Totals may not sum to 100% due to rounding.

* Not applicable is included in neither agree nor disagree category.

Consultation

4.28 BSF is unprecedented in its scale and scope, and the number of stakeholders presents challenges in terms of ongoing and effective consultation. Headteachers and Governing Bodies are at the centre of the consultation process: Schools are consulted *by* national, regional and local delivery partners such as their Local Authority and Partnership for Schools. Alongside this, headteachers, and Governing Bodies are involved in their own consultation exercises with the SLT, other members of staff, parents, pupils and the wider community. The consultation process is illustrated in the figure below.

BSF consultation process

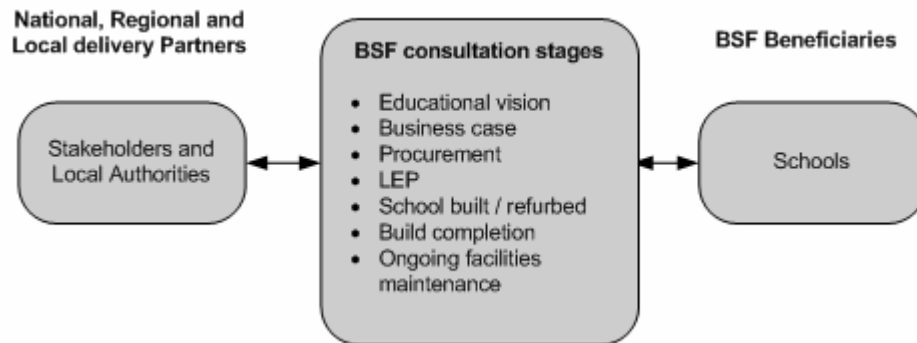


4.29 This section of the Chapter provides an overview of the views and experiences of schools, the Local Authority and other stakeholders in relation to the consultation process.

Consultation *with* schools

4.30 As the figure illustrates, schools are consulted by Local Authorities and other delivery partners on a range of issues, including the educational vision, the business case and their experience of the LEP. This has provided both opportunities and challenges to build upon existing and newly formed relationships.

Consultation with schools



4.31 Findings from the headteacher survey suggest that schools require additional time to effectively engage with the design of the school building. In addition, there is a need to ensure that the priorities for BSF are being clearly communicated to schools. Data indicates that only a very small number of headteachers (nine in total) responded with ‘Disagree’ or ‘Disagree Strongly’ in relation to all aspects of consultation that they were asked about. Of these, five headteachers who responded were from Wave 1 schools and three were from Wave 3 schools.

Headteachers survey findings on the consultation process

Statement	Agree / Agree Strongly	Neither agree nor disagree*	Disagree / Disagree strongly	Total**
The school’s expectations of the BSF project have been adequately listened to (n=89)	42%	24%	34%	100%
The DCSF’s policy priorities for BSF have been clearly communicated to us (n=90)	43%	26%	30%	100%
We have received clear briefing documentation (n=89)	43%	24%	32%	100%
We have had sufficient time for consultation and refinement of designs (n=87)	23%	28%	48%	100%

Source: *Headteacher survey* (PwC, 2007).

**Totals may not sum to 100% due to rounding.

* Not applicable is included in neither agree nor disagree category.

4.32 There was clear evidence of good practice in consultation between schools, Local Authorities and wider stakeholders. Good practice examples centred on effective partnership working between schools and the Local Authority, and involving wider stakeholders, such as local residents.

Effective partnership between the Local Authority and the school (Wave 1 school)

"The LA vision was shared with us. The vice-principal before me was involved in developing the vision. There was nothing that we didn't agree with. It was largely developed by the LA but with the involvement of schools." (Deputy headteacher)

"The school vision preceded the LA vision. Schools were asked to develop and comment on visions for city-wide visions." (Headteacher)

"We have worked closely with the LA BSF team. The LA developed the outline business case in conjunction with schools. Schools developed their own strategic business case in collaboration with other schools." (Deputy headteacher)

Good practice in consulting wider stakeholders (Wave 2 school)

"We sat down and identified our stakeholders: community users, local residents, religious leaders, the LA... everyone on the SLT was given responsibility to work with one group and training was provided and then everyone shared their experiences." (Headteacher)

"There is a lot of evidence of consultation. The school is very engaged and communities recognise that BSF is a very good thing, even though there could be some disruption." (LA BSF project manager)

Ensuring a balance between support and over-involvement at an LA level (Wave 3 school)

"The Local Authority has provided good support and has got the balance right. They have not been too intrusive nor have they said they can't help." (Headteacher)

"They assisted by sharing all the literature in existence which is now online and by helping us keep up-to-date of all the regulations that would be helpful to us." (Headteacher)

Communicating the BSF vision in the wider community (Wave 1 Local Authority)

"We have a communications manager as part of the project who manages communication and consultation and we have had a number of set piece events that PFS recommend. We had design festivals and two major consultations with a number of academies which had started the process and we have consulted with young people through the schools and Youth Parliament, There has been a fair amount of stakeholder stuff and we are now going through two big consultations." (LA BSF Manager)

- 4.33 A range of consultation challenges were identified by Local Authorities and schools, and a summary of these are outlined below. These included challenges around confidentiality, effectively consulting at the planning stage, focusing on outcomes, taking into account the school context, aligning the school's vision with that of the Local Authority and providing timely information to governors. Whilst a number of issues were consistently highlighted (e.g. "effectively involving all stakeholders at the planning stage" and "providing appropriate information to governors in a timely manner"), other issues were highlighted by a smaller number of research participants (e.g. "ensuring confidentiality alongside effective communication").

Consultation challenges

Key issue	Supporting evidence
Ensuring confidentiality alongside effective communication...	<i>"We had some concerns around confidentiality with the staff. We went through a BSF process whereby there were eight bidders for the contract. That was reduced down to three and then to one... during that time there were forms of confidentiality to sign by each member of staff. My concern was that someone could have gone to one of the bidders and told them what someone was proposing."</i> (Headteacher, Pathfinder Wave)
Effectively involving all stakeholders at the planning stage...	<i>"Planners should be more flexible in listening to what the staff are saying and planning should be based on their needs. Consultation should be with the right people, at the right time."</i> (Member of Governing Body, Wave 1 school)
Maintaining a focus on the outcome as well as the process...	<i>"The consultants are only focused on the process. I think they are not concerned with outcomes. They have been employed for a specific time, for a specific task, which is to get the authority through the process of bidding. They are just interested in that."</i> (Deputy headteacher, Wave 2 school)
Enabling meaningful consultation relative to the context of individual schools...	<i>"We were told time and time again, we were told that there was no alternative than to agreeing to what was being laid out by the LA. We knew other schools had negotiated to keep some of their staff. As a voluntary-aided school, we are the employer of our staff and we wanted to keep those people who are a very part of our school team."</i> (Headteacher, Wave 2 school)
Aligning the school's vision with the Local Authority...	<i>"We have been involved at all stages. At the visioning stage, we had many meetings to talk about it. Then in the end our vision was shoehorned into the Local Authority's vision of BSF."</i> (Headteacher, Wave 3 school)
Providing appropriate information to governors in a timely manner...	<i>"Governors meet twice a term so trying to get accurate and reliable information to governors in time for their meetings is very difficult... and they might need a week or two after their last meeting to sign something off... the time is very short with BSF and governors are voluntary – they just don't always have this amount of time available at such short notice."</i> (Member of Governing Body, Wave 3 school)

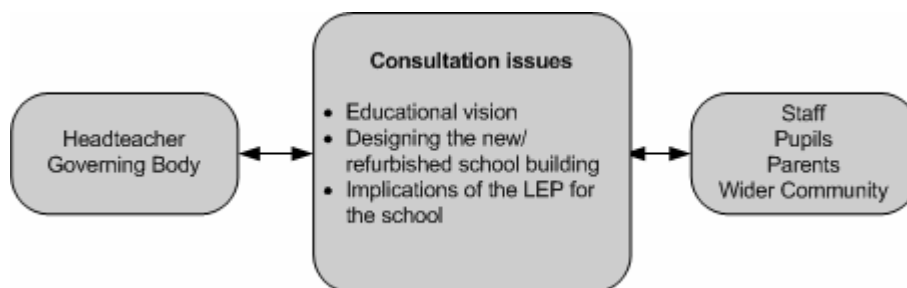
Source: *School site visits* (PwC, 2007).

Consultation by schools

- 4.34 PfS guidance to Local Authorities states that it is important to consult and inform all interested stakeholders within schools including staff, parents and pupils.⁵⁰ The fieldwork provides evidence that schools have been actively involved in consultation and communication activities, both prior to and since becoming involved with the BSF programme, with the aim of providing information and gaining the views of staff, pupils and parents (as well as the local community), in order to ensure that the outcomes of the BSF programme reflects their needs and meets their expectations.
- 4.35 Consultation *by* schools takes place around three general issues: the creation of the educational vision; the design of the building and the implications of the LEP.

⁵⁰ Partnerships for Schools & 4ps (2007) *'An introduction to Building Schools for the Future.'* London: Partnerships for Schools.

Consultation by schools



4.36 The findings from both the headteacher and pupil surveys indicate that consultation with staff and pupils in schools has, in their opinion, been insufficient and, to a degree, ineffective. In particular, respondents identified the importance of ensuring more effective consultation with pupils, who are the primary ‘users’ of schools.

Survey findings on consultation

Statement**	Agree / agree strongly	Neither agree not disagree*	Disagree / Disagree strongly
Pupils feel that they have been sufficiently consulted on their views ^a (n=88)	33%	40%	27%
I have been part of a pupil council that has been asked its views on what the school needs ^b (n=1481)	11%	12%	77%
I have been asked about the types of facilities I would like to see at school ^b (n=1,514)	37%	19%	43%
All staff feel that they have sufficiently consulted on their views ^a (n=89)	41%	32%	26%
Our governing body was able to fully engage in the consultation ^a (n=89)	42%	27%	31%

* Not applicable is included in neither agree nor disagree category.

**Total may not sum to 100% due to rounding.

^a Headteacher survey – BSF schools only (PwC, 2007).

^b Pupil survey (PwC, 2007).

4.37 The fieldwork provides examples of good practice in consultation carried out by schools in Waves 1-3, including:

- Participating in visits to schools involved in similar building projects (e.g. PFI/Academies);
- Provision of INSET days for staff to enable planning and discussion about the project;
- Providing funding to students to enable effective involvement, e.g. students in one school interviewed and appointed a professional artist to work with them in planning art work for the new building;
- Placing notices in the local press and inviting parents and the wider community to provide their views;
- Arranging focus groups between architects and pupils to discuss the plans for the new building; and
- Involving local primary school children in consultation, e.g. one school surveyed all pupils in their feeder primary schools.

4.38 Examples of good practice were also evident in Control schools (i.e. those schools not currently involved in BSF but which had been involved in projects of a similar scale). Where successful consultation had taken place, research participants in these schools stressed the

importance of communication, and emphasised the need to view the whole project as a learning process. The following text box provides some advice from a Control School where effective consultation had taken place.

<p>Involve the end user</p> <p><i>'The end user has to be involved. You need to passionately believe in the impact of the building. I did a master's degree on how space affects people's behaviour.'</i> (Headteacher)</p> <p>Listen to and take on board their views</p> <p><i>"Once the plan was finalised I gave every member of staff a plan and they came back to me with their views of fixtures and fittings...where they wanted plugs...we have under-floor heating so we had to take this into account. Everybody got that opportunity and then I discussed their views with the architect and the quantity surveyor... and we came up with a list of what we needed and then the Local Authority recommended suppliers and the process went like that. So the staff had quite a high degree of input to how their rooms were laid out and what we would bring with us, etc."</i> (Headteacher)</p> <p>Plan with the specific needs of pupils in mind</p> <p><i>"I think we have learned from this – that by consulting with as many people as possible – staff, students, governors, Tom, Dick or Harry – you put it all into the melting pot and come up with your final conclusions. Some people would have said we were mad having the type of café we have but we had tried it and we knew it would work. The alcoves – we knew how these would get used – we knew what would work and we fed this into the plans. We had the advantage of having a Head like ours who had the experience of working with these youngsters over a long number of years. People like him know what is needed for the type of kids we work with."</i> (Head of student support)</p>

- 4.39 A number of issues were identified by headteachers, governors, members of the SLT and staff which need to be addressed if consultation carried out by schools is to be more effective and meaningful. For example, the importance of consulting staff early on in the process; the need to identify more appropriate methods for consulting and engaging with parents; and the importance of ensuring the involvement of all students, even those who will not benefit from the new building.

Views on consultation with staff, parents and pupils

Key issue	Supporting evidence
Consultation with staff	
Consult in the early stages	<p><i>"The staff have not been too much involved. They are more involved now that we have the design and are looking at the fixtures and fittings. People are getting excited about it."</i> (Headteacher, Wave 1 school)</p> <p><i>"Someone came in a year ago and spoke to a few of us informally about our opinions. It has all been informal."</i> (Class-based teacher, Wave 3 school)</p>
Listen to, and take on board, the views received	<p><i>"It is a bit frustrating. We were asked for our opinions and then the architects came back with something completely different. We were sold this fantastic idea, but every day something is being chipped off to keep the costs down."</i> (Class-based teacher, Wave 1 school)</p>
Inform throughout the process	<p><i>"Most of us have absolutely no idea when it is starting, yet alone finishing. I don't have a great deal of faith in the timetable. It just seems to move back and back."</i> (Class-based teacher, Wave 1 school)</p>
Consultation with parents	
Consult as well as inform	<p><i>"For parents, we have informed rather than consulted. It has been quite difficult to think how we could get them involved in putting the vision together."</i> (Headteacher, Wave 1 school)</p>
Identify appropriate methods of consultation	<p><i>"To the parents, there is not really a lot we can say. At the moment there isn't a huge amount of consultation but there is a lot of enthusiasm about the town."</i> (Governing Body, Wave 3 school)</p> <p><i>"Three people turned up for the consultation. Most people don't understand what BSF is... in the past there was no parental involvement."</i> (Governing Body, Wave 1 school)</p>

Key issue	Supporting evidence
Consultation with pupils	
Involve from the early stages	<i>"There has been little consultation with pupils because at this moment in time we are waiting... we don't want to waste all our energy if things are going to be changed... the children will be consulted but not at the moment."</i> (Deputy headteacher, Wave 3 school)
Involve all students (including those who will not benefit from the building)	<i>"It's a long time to wait until 2010 and there is a bit of a feeling that current students will not derive benefits from the new build."</i> (Class-based teacher, Wave 3 school)
Integrate consultation into the school timetable	<i>"The vision is for them to be involved but in reality, we are happy if this fits into the educational vision for the school – we won't take kids out of their lessons to enable this."</i> (BSF Project Manager, Wave 3 school)

Source: *School site visits* (PwC, 2007).

Lessons emerging from the evaluation

- 4.40 Research participants were asked to identify lessons and suggestions for the future based on their own experience of the BSF programme. The following table provides support evidence from research participants for each of the identified themes.

Lessons emerging from the evaluation

Key lesson	Supporting evidence
Learn from best practice and share information	<p><i>"Create an online directory of inspirational buildings and organise international visits to inspire."</i> (Headteacher, Wave 2 school)</p> <p><i>"The first thing is to talk to Local Authorities in earlier Waves because they have learnt a lot of lessons along the way. Don't be put off because everyone is too busy."</i> (Local Authority BSF manager)</p> <p><i>"The initiative needs a set of regional champions. Time should be allocated to these people so they can share their experience. You need to get information from people who have been through the experience."</i> (Deputy Headteacher, Wave 1 school)</p> <p><i>"I have heard enough about the processes the schools have gone through. What I want to learn more about is how it has led to educational transformation. Good design which is highly functional is what I want to know more about."</i> (BSF Project Manager, Wave 3 school)</p>
Effectively consult all stakeholders	<p><i>"Keep all staff consulted. A questionnaire for all staff would be good so that staff feel that they have been able to input into the process."</i> (Class-based teacher, Wave 3 school)</p> <p><i>"The importance of full consultation with staff and pupils during the design process is essential to ensure that new buildings are fit for purpose and well designed and to ensure that stakeholders have ownership and pride in the facilities."</i> (Stakeholder)</p> <p><i>"Increasingly schools offer community facilities during and after the school day. Full consultation with the school and wider community should be vital aspects of the early stages of individual BSF projects."</i> (Stakeholder)</p> <p><i>"Consulting staff a lot sooner in the process, telling them what's going on much earlier in the process. Not just being told, actually being consulted and asked their opinion."</i> (Class-based teacher, Wave 1 school)</p> <p><i>"Everybody in the school, including the pupils, I think needs more consultation about what we would like; where we see the school going; more information about the people who are building the school and more information about job security. I think lots of things need to be ironed out first, before you are even in BSF."</i> (Business manager, Wave 3 school)</p>

Key lesson	Supporting evidence
Ensure appropriate resources in terms finances, time and people	<p><i>"It (the process) can be improved by giving staff the time. I think that is important."</i> (Deputy headteacher, Wave 3 school)</p> <p><i>"BSF has contributed significantly to my time commitments. Schools can't do this on their own; Governors need to be their support and challenge."</i> (Governor Wave 2 school)</p> <p><i>"You need the appropriate expertise to support the process. None of us in this school have been through what we are about to go through. I have some experience but we need more money coming into the school to support that."</i> (Assistant headteacher, Wave 3 school)</p> <p><i>"Make sure you have contingency in funding, on top of DCSF funding due to inherent uncertainties in large capital projects."</i> (Local Authority BSF manager)</p>
Provide and make effective use of appropriate guidance and information	<p><i>"Local Authorities need to be very clear on the information they are providing from the start and they should be able to answer questions quickly."</i> (Class-based teacher, Wave 2 school)</p> <p><i>"It would be beneficial to have some sort of process diagram that every school and Local Authority has access to, or a concise booklet to help guide individuals through the process."</i> (Deputy Headteacher, Wave 2 school)</p> <p><i>"Some of the guidelines are so strict, particularly BB98 and to me, they seem to be ridiculous. If we are building schools for the future we shouldn't be looking at creating smaller classrooms...smaller spaces...smaller this and that...I think there has got to be some scope for there to be more creativity beyond the square footage allowed."</i> (Deputy headteacher, Wave 3 school)</p>
Involve educationalists	<p><i>"There are few people working with headteachers that have worked extensively on schools – the designers have worked on other public buildings but not on schools...headteachers are looking at beautiful PowerPoint presentations of models and they are not fit for purpose."</i> (Deputy headteacher, Wave 1 school)</p> <p><i>"This project is about transforming learning and young people and it is not about buildings. They need to give greater involvement to educationalists that are at the community level so that the buildings can respond to individual needs in a way that they have not been able to before."</i> (Assistant headteacher, Wave 3 school)</p>

Conclusion

4.41 The key findings presented in this Chapter can be summarised as follows:

- *Educational vision:* There is a degree of optimism in relation to the potential for the educational vision to contribute to educational transformation. However a number of challenges were identified associated with developing the vision. These focused upon articulating and communicating the vision as well as making it a reality;
- *Outline Business Case:* Overall, findings from the survey data indicate that headteachers were generally well informed about the development of the OBC. However, interviewees expressed a degree of uncertainty and ambiguity around this part of the process.
- *Procurement process and competitive dialogue:* Whilst there are still challenges for Local Authorities in relation to the procurement process, including streamlining and simplification, effective consultation and more standardised documents have improved the overall procurement process;
- *Local Education Partnership:* The LEP is still evolving and this is reflected in the views of research participants. However, there is evidence of good practice emerging. A number of participants were unclear about the specific elements and consequences of the BSF model but were optimistic that there would be greater clarity as the programme develops;

- *Enablers:* Two key enablers were critical to the success of the programme. Firstly, dedicated resourcing, whereby responsibility is concentrated in a small group of individuals who are able to manage the project through to completion; and secondly, effective relationships between the schools and Local Authorities which assists in the effective delivery of BSF;
- *Barriers:* A number of barriers were identified including resourcing issues (time, support and financial constraints); the degree of complexity of the procurement and consultation processes for a major new programme; increased administration which impacted on the ability of individuals to navigate the BSF process; lack of transparency in relation to information, dialogue and funding; and uncertainties around clustering arrangements with BSF seen less as a driver of clustering and more as an enabler;
- *Consultation with schools:* Consultation is taking place with schools, by the Local Authority and other key stakeholders. Good practice was evident. However, a range of consultation challenges were identified. These focused upon the need for those consulting with schools to ensure effective and meaningful consultation; to provide appropriate information in a timely manner, and to ensure a focus on the outcome as well the process;
- *Consultation by schools:* Whilst good practice was evident, particular challenges were identified around the consultation being undertaken by schools. These included the need to take on board the views of staff; being careful to consult as well as inform parents and integrating consultation into the school timetable to enable pupils to effectively engage; and
- *Lessons learned:* Research participants identified lessons and suggestions for the future based on their own experience of the BSF programme. These lessons are relevant to all BSF stakeholders and focus upon five general themes:
 - Learn from best practice and share information;
 - Effectively consult all stakeholders;
 - Ensure appropriate resources in terms of finance, time and people;
 - Provide and make effective use of appropriate guidance and information; and
 - Ensure greater involvement of educationalists.

5 The impact of BSF on educational transformation

Introduction

- 5.1 The main objective of BSF is to use capital funding to enable schools and Local Authorities to renew and reorganise their estate to provide 21st century learning environments that will support educational transformation and improve pupil performance. This includes ICT provision, which is one of the levers for achieving educational transformation. In order to evaluate the contribution that BSF makes towards educational transformation, a number of intermediate outcomes have been identified such as engaging pupils and raising the aspirations of staff and pupils. Each of these intermediate outcomes is intended to contribute to the main outcome of raising pupil attainment. It is, however, important at this stage to recognise that these factors do not in, and of themselves, define education transformation and are only some amongst the factors which contribute.
- 5.2 This Chapter of the Report presents findings relating to the impact of BSF upon educational transformation. The remainder of the Chapter is structured under the following headings:
- Engaging pupils and raising aspirations;
 - The contribution of ICT;
 - The end outcome - raising pupil performance; and
 - Conclusion.

Engaging pupils and raising aspirations

- 5.3 The intention of BSF is to inspire and engage all who learn in, work in, lead and visit schools. A recent Report carried out by PwC suggests that engaging pupils and raising their aspirations is an essential element of improving educational outcomes.⁵¹
- 5.4 The headteacher and pupil surveys explored the extent to which the current school buildings raised pupils' aspirations and lifted their spirits. Overall, the findings would suggest that the current buildings are not raising pupils' aspirations or inspiring a sense of pride.

Survey findings on the impact of current buildings on engaging pupils

School facilities	Headteacher survey (% agree)	Pupil survey (% agree)
The buildings (and its grounds) raise pupil aspirations	20% (n=292)	11% (n=3,134)
Pupils feel proud of their school buildings	28% (n=292)	23% (n=3,122)
The BSF strategy will improve pupil behaviour in the school	61% (n=161)	-

Source: *Headteacher survey* (PwC, 2007) and *Pupil survey* (PwC, 2007).

⁵¹ DCSF (2007) '*Academies 4th Annual Report*'. London: DCSF.

- 5.5 Research interviewees were asked to provide their views as to whether or not school buildings had the potential to contribute to motivating and inspiring pupils and staff. Many respondents indicated that improved buildings have the potential to raise aspirations, and improve the morale and motivation of staff and pupils.

Views on the benefits of improved buildings

Research participant	Improved buildings lead to:	Quotation
Stakeholder	Improved aspirations	<i>"Well designed new buildings will also provide a better working environment for the teachers and pupils and make both feel more valued – improving aspiration and motivation."</i>
LA BSF Managers	Improved morale	<i>"The research I did and the headteachers that I spoke to who are operating out of new city academies schools – they tend to experience a honeymoon and there is a lot of excitement and engagement in the early stages." "I think it will make a big difference to young people and will be a real lift in morale."</i>
Schools	Improved motivation	<i>"If an area looks good, then it will improve pupil motivation." (Headteacher, Wave 1 school) "Yes they must do – there is a core of highly motivated pupils who will attain and then there are those who will not engage and there is that core in the middle and it is hoped that the building will swing it in terms of their motivation and engagement." (Class-based teacher, Pathfinder Wave)</i>
	Improve behaviour and inspire	<i>The proof of the pudding will be when we see the impact... my own kids express enthusiasm when they come and visit the site. The fact that when you have kids going into the new building with that level of enthusiasm has got to be good. The new learning environment will offer great benefits to them." (Class-based teacher, Pathfinder school) "We want students to come into the school and see fantastic work on the walls and display cabinets... we want them to come in and be enthused by what they see... and become enthusiastic to get on with the projects." (Class-based teacher, Wave 1 school) "The learning environment should make it easier to manage behaviour. The children's expectations should rise and we look forward to being able to concentrate on what we need to do. The new build should raise everyone's expectation." (Governing Body</i>

Source: *School site visits* (PwC, 2007).

- 5.6 Case study evidence from a Control school suggests that improved buildings can indeed lead to improved pupil behaviour and, in turn, impact positively on the motivation and engagement of pupils.

Case Study 4: New buildings deliver improvements in pupil behaviour, motivation and engagement

This school is a small special school and has recently been rebuilt on a new site. Each of the students attending the school has a statement of special educational needs. Currently there are 70 on the role. Many of the young people come from disadvantaged homes, and a few students are looked after by the Local Authority; a variety of agencies work alongside the school to provide support to these young people and their families.

Since reopening on the new school site, both the headteacher and head of student support have noted that pupil behaviour and motivation have improved although it was still too early to assess the impact on teaching, learning and pupil attainment:

"It is too early to quantify the impact on teaching and learning, but I have figures that indicate that young people stay in class more and that the level of internal truancy has decreased significantly." (Headteacher)

"The new school building has been enormously positive. I deal with a lot of external professionals like social workers and they have said the kids seem relaxed, they are engaged and they seem to be settled – they are confirming my beliefs that the teaching environment is conducive for the type of youngsters we have here." (Head of Student Support)

Major incident records for the first six months of occupancy in the new building indicate the following reductions in behaviour related incidents:

Medically related behaviours	reduced by 66%
Vandalism and theft	reduced by 61%
Substance misuse, real or suspected,	reduced by 58%
Absconding of resident students	reduced by 50%
Violence and aggression towards staff	reduced by 36%
Impulsive dangerous behaviour	reduced by 36%
Bullying and harassment	reduced by 33%
Threats and invective	reduced by 30%
Disruption/disobedience	reduced by 12%
Discriminatory behaviours	reduced by 11%

The contribution of ICT

- 5.7 Educational transformation is frequently linked with modern educational change, particularly when change involves new technologies.⁵² For example, research evidence indicates that where ICT is used effectively *"lessons are taught better and students get better results"*.⁵³ For this reason, ICT provision is a key focus of the BSF programme.
- 5.8 The headteacher and pupil surveys explored access, availability and impact of ICT upon teaching and learning (i.e. the situation in schools prior to BSF provision). Whilst there is room for improvement, the results indicate that there was generally good availability and access to ICT. Headteachers were positive about the contribution of ICT to teaching and learning; and most pupils agreed that using a computer helped them to learn. In relation to the headteacher survey, of those who disagreed/disagreed strongly with the statements about ICT, analysis showed that only a *very small* number consistently expressed a negative view and, generally, there was not a group of headteachers who consistently disagreed/disagreed strongly with all of these statements.

⁵² Fisher (2006) 'Educational transformation: Is it, like 'beauty', in the eye of the beholder, or will we know it when we see it?' *Education and Information Technologies*, 11(3-4), pp. 293-303.

⁵³ DfES (2006) *Harnessing Technology: Transforming Learning and Children's Services.* London: Department for Education and Skills.

Survey findings on ICT

Statement**		Agree/ Strongly Agree	Neither / Nor	Disagree/ Strongly Disagree
Access to ICT	There are enough computers for us to use ^a (n=3,132)	63%	14%	23%
	It is easy for us to get access to ICT in my classrooms ^a (n=3,127)	51%	26%	22%
	Pupils have ready access to computers when needs to support their learning ^b (n=94)	60%	16%	24%
	The ICT infrastructure is fully integrated and easily accessible ^b (n=94)	55%	17%	27%
Impact of ICT	Using computers helps me to learn ^a (n=3,127)	79%	15%	5%
	My school work has got better because I use ICT ^a (n=3,121)	47%	38%	14%
	ICT is used in a variety of different ways to deliver the curriculum ^b (n=93)	70%	18%	12%
	The use of ICT in this school has contributed positively to the learning experience of pupils ^b (n=92)	80%	16%	4%

** Totals may not sum to 100% due to rounding.

^a Pupil survey (PwC, 2007).

^b Headteacher survey (PwC, 2007).

- 5.9 The impact of ICT on teaching and learning was explored with interviewees. Overall, research participants agreed that ICT was already contributing positively in their school, and were confident that it had the capacity to further contribute to educational transformation by, for example, enabling changes in teaching and learning, and improving pupil monitoring.

Key issue	Supporting evidence
Enhance the school	<p><i>"I think that ICT will enhance the school even further. We currently have one computer for every two students, but we will be aiming for a computer for each child. Let's be having it. It's what it's all about."</i> (Governing Body, Wave 3 school)</p> <p><i>"BSF will maximise ICT and will bring everything together in a new and exciting environment and using this to help children learn."</i> (Governing Body, Wave 3 school)</p>
Enable changes in teaching and learning	<i>"ICT will be part of a far reaching change in teaching styles and learning opportunity. This will also be promoted by exemplar designs (Stakeholder)</i>
Improve pupil monitoring	<i>"A greater use of ICT can also help tackle issues such as attendance" (Stakeholder)</i>
Increase personalised learning	<i>"From what we understand about this on a very simplistic level the more individual computers you have and space you have, the better the personalised learning you will have." (Class-based teacher, Wave 3 school)</i>
Improve intermediate outcomes	<i>"One of the things that came from our recent Ofsted report was that we needed to make lessons more engaging for pupils and the use of ICT has enabled this." (Headteacher, Wave 3 school)</i>

- 5.10 One large school in Wave 1 of the programme is amongst a group that has received funding to improve ICT facilities, but where there has not been a need for further buildings investment. The Case Study below sets out the benefits this school is deriving from this funding and highlights some uncertainties about the implications of BSF funding in terms of ICT managed services.

Case Study 5: Deriving the benefits from ICT – the experience of a Wave 1 school
<p>One large school in Wave 1 of the programme has received funding to improve its ICT facilities, but no substantial buildings investment. The school is a specialist arts college and has benefited from a new building in the last five years with funding received from PFI. It is already quite advanced in terms of its ICT capacity. The Deputy headteacher stated that ICT is currently having a positive impact on pupil attitudes and attainment:</p> <p><i>“We have approached (it) in two ways – SIMS for the management of the school and the other area is working with the kids...it is down to the hardware in the rooms... The impact that ICT has on attainment and attitudes is massive.”</i> (Deputy Headteacher)</p> <p>The Headteacher highlighted the positive impact ICT has had on monitoring pupil progress and reducing admin burdens:</p> <p><i>“...we have very good pupil review systems...the use of ICT has assisted with reducing admin burdens and workload...I think it does definitely save time...”</i> (Headteacher)</p> <p>The school is also deriving positive benefits being derived from electronic pupil registration:</p> <p><i>“We make very good use of ICT, especially for managing the school...all registration and communication is done electronically amongst staff through the internet.”</i> (Headteacher)</p> <p>However, a number of concerns with BSF were noted. These related to ICT managed services becoming more centralised, which may result in the loss of valued ICT staff. However, there will also be benefits associated with centralisation:</p> <p><i>“We think we will lose our ICT manager in the next few weeks...soon we will not have him in school and we can't reappoint him... I think that the managed service has the potential to deliver even better results because teachers will have access to someone who is working with a group of schools to bring the best solution...”</i> (Headteacher)</p>

Source: School site visits (PwC, 2007).

The end outcome – improving pupil performance

- 5.11 The Government’s vision for BSF is that it should be a holistic programme to include all levers of educational achievement. Within this approach schools will be challenged to reconsider their aims, ethos and management, as well as considering how these can best be supported by their buildings to achieve the overall outcome of educational transformation.
- 5.12 It is perhaps inevitable that some schools will consider BSF primarily in terms of a capital delivery programme aimed at replacing old facilities with new and improved ones. However, findings from the headteacher survey suggest much broader aspirations for the new or refurbished building. In addition two-thirds of headteachers expressed confidence that BSF is educationally transformational.

Headteacher survey findings on aspirations for the new buildings

The school buildings	Agree / Agree strongly
BSF will promote and accommodate a wide variety of learning styles and situations (n=163)	87%
BSF will provide pupils with greater curriculum choice that will suit their pupils’ needs and interests (n=162)	77%
BSF will improve the quality of teaching and learning in the school (n=162)	84%
BSF is educationally transformational (n=170)	66%

Source: Headteacher survey (PwC, 2007).

- 5.13 Interviewees also expressed high aspirations for the new buildings, including improved pupil behaviour, increased pupil aspirations, flexible facilities, and the ability to offer a broader curriculum. Their views are contained in the following table.

Views on aspirations for the new building

Key finding	Supporting evidence
Enable personalised learning	<p>"We would like to have more personalised learning and I think that the new school should be able to accommodate this." (Class-based teacher, Control school)</p> <p><i>I think that we can do an awful lot in relation to personalised learning. We are some way towards it, but the refurb, it will help us to get nearer to personalised learning and I would like to see more of it.</i>" (Deputy headteacher, Wave 3 school)</p>
Provide more appropriate and flexible facilities	<p>"We hope that the rooms that we get will help us to deliver what we want to. We hope that each room will be different and will have a certain amount of flexibility in layout with a common theme running throughout. We hope we will have enough facilities to allow us to do what we need to do." (Wave 1 school, class-based teacher)</p> <p><i>"Having flexible spaces and enough spaces is important. It is important that the corridors are wide and roomy."</i> (Class-based teacher, Wave 2 school)</p>
Enable a broader curriculum	<p>"The ability of the school to deliver a vocational curriculum is a really big issue. The school would love to deliver courses on site and at the moment we have to organise transport which carries a huge expense." (Class-based teacher, Control school)</p> <p><i>"We are doing work in school around how the curriculum will change, talking about things like flexible Fridays. I would love to have a sixth form and to introduce the international baccalaureate."</i> (Headteacher, Wave 3 school)</p>
Realise the school's vision	<p><i>"Our vision is for small learning communities...our students are roaming around from one place to another... the new build will enable small communities in the main. They will have 60-70% of their time in one community...there will be a sense of belonging for staff and students."</i> (Assistant headteacher, Pathfinder Wave)</p> <p><i>"Turning a vision for improvement into a practical reality is not easy. Sometimes practical constraints overturn visionary ideals. We want to ensure that the vision is achieved. It will be kept in the forefront of discussions with architects, builders and the Local Authority."</i> (Headteacher, Wave 3 school)</p>

Source: School site visits (PwC, 2007).

5.14 Finally, the end outcome of BSF was explored with interviewees during the school site visits. Whilst at this stage of the evaluation, the views of research participants relate to the *potential* for BSF to contribute to improved end outcomes, nonetheless, it is important to note that there were mixed responses:

- A number of research participants were generally positive about the potential for new buildings to contribute to improved performance;
- Some research participants believed it is difficult to attribute a direct link between buildings and educational attainment; and
- Other respondents were of the opinion that whilst new buildings may lead to improved recruitment of staff, improved pupil behaviour, improved admissions, which, individually or combined, might contribute to improvements in pupil performance, in and of themselves, new buildings will not contribute to improved pupil attainment, because improving performance is complex and multi-dimensional.

Views on the end outcome of the new buildings

<p>Improved buildings potentially contribute to improved performance...</p>	<p><i>“Absolutely, and we have some evidence of this in the new schools that we have built here in this Local Authority. For all kinds of reasons, they can have an impact on pupil attainment.”</i> (Local Authority BSF Manager)</p> <p><i>“The building impacts on attainment in different ways. Different kids are motivated in different ways. The younger kids, in particular, need an environment that is well looked after.”</i> (Deputy Headteacher, Wave 3 school)</p> <p><i>“From my perspective it may well be teacher motivation in the first instance and then quality staffing which will lead to improvements in attainment.”</i> (Class-based teacher, Pathfinder school)</p> <p><i>“BSF will allow us to deliver a better curriculum, manage students better, improve communication and motivation...it will transform learning in this school and transform attainment.”</i> (Class-based teacher, Wave 1 school)</p>
<p>There is no direct link between improved buildings improved performance...</p>	<p><i>“A new building does not mean that you are going to succeed. There is no direct correlation between a new building and success. There are many other different factors to take into account”</i> (Class-based teacher, Wave 2 school)</p> <p><i>“It is fascinating that the government thinks that if you improve facilities you will improve attainment. I don’t think there is necessarily a direct correlation. There may be some peripheral effects.”</i> (Deputy headteacher, Wave 2 school)</p> <p><i>“The relationship between the school environment is weak...there is little evidence linking cause and effect.”</i> (Local Authority BSF Manager)</p>
<p>Improving performance is complex and multi-dimensional...</p>	<p><i>“It is hugely difficult to prove a causal link between attainment and building due to all of the factors, of which the home environment will have the largest impact...the other biggest link to attainment is to recruit high quality teachers with the potential of working in good quality buildings.”</i> (Deputy headteacher, Wave 3 school)</p> <p><i>“I am sure the building does impact on attainment but it is such a complex and multi-dimensional issue.”</i> (Governor, Wave 3 school)</p> <p><i>“I think the building could have an impact on pupil attainment in that we have a new building and parents want to send their children here. In this school it is difficult to say how the building impacts on pupil attainment because we have had a new regime and a new headteacher and new staff.”</i> (Class-based teacher, Wave 1 school)</p>

Conclusion

5.15 The key findings to emerge from this Chapter can be summarised as follows:

- *Engaging pupils and raising aspirations:* Overall, a minority of pupils in Waves 1-3 schools expressed pride in their current school buildings. Similarly, a minority of pupils indicated that their school buildings raised their aspirations, a view that was shared by the majority of headteachers in Waves 1-3 schools. Research participants indicated that improved (new / refurbished) buildings had the potential to improve the aspirations, morale and motivation of participants. Evidence from a Control school which had recently been rebuilt highlights strong evidence that new buildings can deliver improvements in pupil behaviour, motivation and engagement;
- *The contribution of ICT:* A majority of headteachers and pupils indicated that they had appropriate availability and access to ICT, and that ICT was contributing positively to teaching and learning in their school. Research participants agreed that ICT had the capacity to contribute to educational transformation by:

- Enhancing the school;
 - Enabling improvements in teaching and learning;
 - Improving pupil monitoring;
 - Increasing personalised learning; and
 - Improving intermediate outcomes.
- *The end outcome - raising pupil performance:* Headteachers were positive that BSF had the potential to improve the end outcomes for pupils, through improving teaching and learning and more particularly personalised learning; increasing curricular choice; and improving pupil behaviour leading to higher aspirations and educational transformation in schools. Notwithstanding this, some interviewees highlighted that it might be difficult to attribute a direct link between improved buildings and improved pupil performance.

6 Conclusions

- 6.1 This Report has provided an overview of the key findings emerging from the first year of this evaluation of Building Schools for the Future. It is too early, at this stage, to provide sufficient evidence about the overall effectiveness of the programme. Therefore, the findings at this stage should be treated as preliminary, indicative and subject to further refinement as the evaluation proceeds. In this context, this Report provides a baseline of research participants' views on the existing school estate, their experience of the BSF process to date, and on their aspirations for the future delivery of BSF.
- 6.2 The literature provides evidence on the impact of the design and condition of school buildings upon pupil learning and attitudes. However, there is a limited body of evidence in the UK to indicate a positive relationship between capital investment and pupil performance. It is intended that this evaluation will contribute to the evidence base as the programme develops.
- 6.3 The overall condition of the existing school estate was considered to be generally poor. Specific issues around flexibility, adaptability and environmental features were identified. Research participants indicated high aspirations for BSF to deliver buildings that will lead to improvements in the quality of teaching and learning.
- 6.4 There was a degree of uncertainty expressed about the specific elements and consequences of the BSF model, and a number of challenges were identified in relation to the process involved in delivering the programme. These included issues around administration, resourcing and transparency. There was evidence to suggest that appointing specific individuals who would take responsibility for BSF at a school level had contributed positively to the process. In addition, the importance of developing effective working relationships between schools and Local Authorities was highlighted.
- 6.5 Governors and headteachers are at the centre of the consultation process for BSF. Consultation is taking place both *with* schools and *by* schools. However, greater effort is needed in order to ensure more effective and consistent involvement of the end user.
- 6.6 The next round of evaluation fieldwork will take place at the beginning of 2008. As with this year's fieldwork, this will involve visiting participating schools and undertaking pupil and headteacher surveys, together with stakeholder interviews and inviting written submissions. This data will be analysed during the spring of 2008. In addition, between autumn 2007 and spring 2008 additional administrative data relating to pupil performance will be analysed in order to provide some comparisons between 2006 and 2007 (the baseline data in the current report related to 2006). All of this data will be presented in the 2nd Annual Report for the evaluation which, it is anticipated, will be published in September, 2008.