

SOUTHWARK COUNCIL CEA@SOUTHWARK

**ASSET MANAGEMENT PLAN
STATEMENT OF PRIORITIES**

DECEMBER 2003

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ASSET MANAGEMENT PLAN - STATEMENT OF PRIORITIES

CONTEXT

1. The Southwark Asset Management Plan (AMP) is being developed in partnership with CEA as a key part of the Education and Culture Department's overall business plan. This itself forms an essential element of Southwark Council's strategic vision by contributing to the key priorities of the borough as set out in its Community Strategy:
 - raising standards in our schools
 - tackling poverty
 - making Southwark cleaner and greener
 - cutting crime and fear of crime
 - improving the health of the borough.
2. Southwark Education has an ambitious vision. It is to establish Southwark as a lead borough for education and culture, regionally, nationally and internationally. Its aim is to create a better quality of life and enhanced life chances for all the residents and communities of Southwark by raising levels of educational attainment and continuously improving and developing learning and cultural opportunities for people of all ages across the borough. The service takes PRIDE in its work and seeks every opportunity to inspire PRIDE in the people it serves by:
 - **P**romoting learning
 - **R**aising achievement
 - **I**nstilling confidence
 - **D**eveloping competence and
 - **E**mpowering communities
3. Education and Culture is equally committed to delivering against the five corporate priorities as set out in the Corporate Plan:
 - customer focus
 - performance management
 - equalities
 - driving down debt
 - making the Council a greener organisation.
4. The key Council priority of raising standards in schools is reflected in the Council's Education Development Plan (EDP) for 2002-04. This sets out targeted programmes that provide the focus for the Council's work with schools over this period. The Plan's priorities are:

- to raise attainment in early years and foundation stage; primary phase; literacy; numeracy; and KS3 and KS4
- support for schools raising concern
- social and education inclusion – improving participation and the quality of education for all
- ensuring a consistent high quality of education is provided for all, through development of effective self-managing schools
- recruitment and retention.

These priorities are reflected in the Council's strategic plans for Education, including the Asset Management Plan and the Education Capital Strategy.

5. Education is at the heart of the Council's overarching priorities for regeneration and social inclusion. Southwark contains a very diverse, multi-cultural community, with well over 100 different first languages represented among the Borough's schoolchildren. The Borough has significant levels of poverty and disadvantage, for example:
 - Southwark is the 9th most deprived local authority in England based on ward rankings.
 - 15 of the current 25 wards fall within the most deprived 10% of wards in England.
 - all but one ward is in the worst 10% for housing deprivation.
 - social exclusion and deprivation affect people from all racial and cultural backgrounds. However, people from black and minority ethnic communities are over-represented in the poorest areas of the borough
 - the percentage of pupils eligible for free school meals in Southwark schools is 38%, compared to a national average of 17%.
7. Southwark also has a growing population. Primary rolls are expected to increase by over 18% and secondary rolls by nearly 15% over the next ten years. Important factors in this growth are:
 - the impact of new schools and academies
 - changes in cross-borough movement
 - the impact of regeneration initiatives.

Impact of new schools and academies

8. There is substantial evidence that in those areas where new provision has been made – for example The Charter School in 2000 and the City of London Academy in 2003 – major demand for places has been generated from parents who may not otherwise have opted for a Southwark school. The opening of attractive new schools has the effect of not only meeting the demand for which they were originally planned but also of stimulating new demand. This factor is now reflected in the Council's secondary school planning.

Changes in cross-borough movement

9. The reason that new provision is able to stimulate more demand is because of the extent of cross-borough movement at age 11. Southwark is a significant "importer" of

pupils from Lambeth and a major “exporter” to Lewisham and, to a lesser extent, Greenwich and Westminster. The overall effect is that more pupils are “lost” than “gained”. Much of this movement stems from geographical factors such as local transport links. However, public perception of the relative quality of local schools is also a powerful factor, as demonstrated by the popularity of the new provision at The Charter and the City of London Academy. An objective of the Council’s School Organisation Plan is that improving standards in Southwark schools will encourage a higher proportion of Southwark parents to opt for a local school for their children. This also is now firmly reflected in the Council’s secondary school planning.

Impact of regeneration initiatives

10. North Southwark is a key area of opportunity in the Mayor’s growth strategy for London and will see a number of developments that will significantly increase the population of the borough. The Council is committed to large regeneration and development schemes at Elephant and Castle, Bermondsey Spa and Canada Water that will increase population density and create new town centres with social, cultural and economic activity over the next decade and well beyond. Peckham is also likely to see significant new development opportunities in the medium term. Two major consequences arise for the strategic planning of Education provision:
 - the stimulus to population growth and the need for new school places
 - the opportunities to develop Education provision that secures and advances the physical and social regeneration of an area.

In physical terms, these two factors come together as an opportunity to use regeneration as a driver for change in securing imaginative and much needed investment in education buildings and infrastructure. Area regeneration can also provide a means of addressing one of the major constraints in a tight inner-city area such as Southwark – availability of sites for new or improved education provision. The regeneration of the Elephant and Castle area is a significant opportunity where this approach is being pursued.

STRATEGIC PRIORITIES

11. The Council’s strategic priorities for capital investment in Education stem directly from the corporate key priorities contained in the Community Strategy quoted in para. 1 of this document – most significantly that of raising standards in schools. The capital programme supports school improvement by seeking to provide a safe, secure and effective learning environment that encourages pupil motivation, behaviour and attainment. It underpins the strategy for school improvement as set out in the Education Development Plan and supports other statutory and strategic plans such as the School Organisation Plan, the Early Years and Childcare Development Plan, the SEN Policy, the Behaviour Support Plan and, most significantly, the Asset Management Plan. It also supports the Council’s area-based SRB and NDC regeneration projects and the Neighbourhood Renewal Strategy with its focus on priority neighbourhoods.

Opportunities from BSF

12. Southwark has been selected, with Lewisham, to join Greenwich as a Pathfinder under the Building Schools for the Future (BSF) initiative. It is also one of the five LEAs identified as a priority area within London Challenge. This combination of factors gives Southwark the potential to take full advantage of the opportunities offered by BSF. Southwark already has experience of seeking transformational change in its secondary schools through major capital investment. The Council has also embraced the academies initiative to deliver investment and improvement, with two academies already opened and a further two at consultation stage. The Charter and Waverley

schools have been the subject of extensive refurbishment using the Council's own capital resources; Kingsdale School is the subject of an innovative joint project with School Works and the DfES; and the former Warwick Park School is being radically improved as the new Academy at Peckham. All of these schemes are transformational in nature and it is encouraging to note that two of these schemes – The Charter and Kingsdale – are influential in the projects commissioned by the DfES as exemplar designs under the BSF initiative. BSF and the academies programme now provide the opportunity to extend the programme started at these four schools to all other Southwark secondary schools – plus potential new secondary provision at East Dulwich and elsewhere. It is hoped that the Pathfinder project will include rebuilding of one secondary school and the completion of the existing major projects at The Charter, Kingsdale and Waverley. All other schools are included in the Council's Expression of Interest submitted in December 2003 for Phase 2 of BSF to take place from 2006/07. The Expression of Interest and the implementation of BSF will be informed by the recently published Secondary Schools Strategy with its emphasis on achievement, inclusion, specialism, extended schools and innovation.

Needs of Primary and Nursery Schools

13. The national focus on secondary school investment reflects the Southwark priority of recent years. It is however evident that primary, nursery and primary special schools also have major capital needs. One third of the Council's primary schools were built in the century before last. Of the remainder, a large proportion was built in the 1960s and 1970s with major maintenance and suitability concerns. Despite significant investment in condition work and the successful provision of a new primary school (Alfred Salter) in Surrey Docks, most expenditure on primary schools has been piecemeal to address specific problems rather than radical and transformational. The challenge facing Southwark is how it can tackle these needs in the same transformational way that secondary school priorities are being addressed. This will include:
- giving priority to this sector in the allocation of the Council's own capital resources
 - prioritising primary schools for bidding initiatives such as the Targeted Capital Fund
 - using the opportunities presented by regeneration to their maximum effect.

Sufficiency of premises

14. Sufficiency of school accommodation to meet demand for places is reviewed in the School Organisation Plan. A review of the capacity of all school buildings was undertaken in 2002, using the new DfES Net Capacity Assessment. The challenges presented by rising rolls have already been described (paras. 7 to 10). The statutory duty to provide school places means that this must be the highest priority within the capital strategy. During 2003/04, the opening of two academies in Southwark has provided an additional eight forms of entry to meet rising secondary school demand. Consultations are currently in hand for a potential new secondary boys' school to federate with Waverley school to meet local demand in the East Dulwich area. With major new regeneration and development projects at the Elephant and Castle, Canada Water and Bermondsey Spa, further expansion is under consideration to meet basic need in these areas as part of the policy of providing local places for Southwark parents.

Condition of Premises

15. A basic requirement of any estates strategy must be to ensure that premises are well maintained and in good repair. This responsibility is shared with school governing bodies who have access to delegated revenue and devolved capital budgets. In recent years, major investment has been made in the fabric of school buildings with an emphasis on rewiring and external maintenance such as new windows and re-roofing. Over the last five years, some £35M has been invested in condition work in over 80

schools. Such investment means that the basic condition of Southwark schools compares favourably with most other LEAs. The 2001 DfES analysis of AMP Condition data showed that across all LEAs, the amount of high priority condition work still outstanding averaged £91 per pupil: in Southwark, the relevant figure was £26 per pupil. Nevertheless, condition surveys indicate that there is still considerable investment required, particularly for re-wiring. This is reflected in a five-year rolling programme, based on AMP Condition data. Using the priority categories in the Asset Management Plan surveys, a five-year programme of about £4M per year over the next five years will be required. In recent years, the Council has provided substantial resources to supplement DfES allocations for Condition work.

Suitability of premises

16. Over the last five years, some £25M has been invested in suitability work at 30 schools. The major part of this has been spent at secondary schools, reflecting the Council's priorities. With the introduction of BSF and the Academies programme, this priority is now very clearly reflected in national policies. There is therefore a need to ensure that the Council's own resources and allocation of the DfES Modernisation Fund allocations take the need of primary, primary special and nursery schools into account. The DfES analysis of AMP data published earlier this year showed that the suitability of Southwark schools is in line with the national average. A new round of suitability assessments is currently in hand.

The Capital Strategy

17. The Council's Education capital strategy reflects the three AMP criteria; the national Education agenda as expressed in Government priorities; and the Council's own strategic priorities as set out in para. 1. The basis of the strategy was drawn up by a working party consisting of members, headteachers and governors in 2000 and has been subsequently reviewed by the AMP Advisory Group.
18. The strategy priorities are as follows:
 - **Condition.** Maintaining schools in good condition, by reference to AMP Condition priorities.
 - **Sufficiency.** Ensuring sufficient school places, in line with the principles of the School Organisation Plan. These principles include:
 - the introduction of specialist schools and academies as outlined in the recently published Secondary Strategy;
 - potential expansion of popular and high achieving schools;
 - a network of local accessible schools;
 - a preference for primary schools of two forms of entry and elimination of ½ form entry;
 - planning to take account of an increasing proportion of Southwark parents seeking Southwark schools for their children.
 - **Suitability.** Ensuring that schools are fit for purpose. The Suitability criteria are further defined as follows:
 - to address accommodation needs that have been identified by Ofsted as inhibiting achievement at schools causing concern and at schools in challenging circumstances

- to ensure the premises needs of the national curriculum are met, particularly in specialist areas such as science, technology, music and sport; to promote E-learning through ICT investment; and to support enrichment in primary schools
 - to support the inclusion agenda through implementation of the Education Accessibility Strategy to increase incrementally the proportion of the schools estate that is accessible to disabled pupils; through development of the SEN policy by providing special needs facilities within mainstream schools; and through supporting the policies on behaviour and attendance, for example, ensuring suitable accommodation for Pupil Referral Units
 - to support the Council's Community and Neighbourhood Renewal Strategies, in particular through taking full advantage of area-based regeneration initiatives to ensure that Education needs are met, including development of the extended school model for wider community use.
 - to improve the school environment by making buildings and playgrounds more attractive to pupils, parents and staff; to make buildings welcoming to parents and the community; and to provide working conditions that assist the recruitment of both teaching and non-teaching staff.
 - to provide a safe and secure environment for all who learn or work in Southwark schools.
19. Following its use for determining priorities for the Targeted Capital bid this year, it is intended to adopt a matrix approach to determining priorities for the Suitability or Modernisation programme. This takes AMP data and contextual information on achievement and deprivation and assesses priorities against the criteria set out above. Major transformational schemes, such as those implemented at some secondary schools, will meet all, or nearly all, of these priority criteria. More modest proposals would be targeted more specifically on one or two of the criteria. The AMP Advisory Group will make recommendations for inclusion of projects in the programme following consideration of this matrix approach. For Condition work, prioritisation is more straightforward as it is based on the detailed Condition survey recommendations. A new three-year rolling programme of Condition surveys is under way, the results of which will inform the prioritisation process. Where it is feasible and provides value-for-money to do so, Condition and Suitability work will be linked in a single project.

Links between investment and standards

20. The link between capital investment and education standards forms an integral part of the Education capital strategy. Capital investment will play a significant part in helping to achieve the targets contained in the EDP and other Plans referred to above. At a basic level, where schools are in good condition and provide a secure environment, there are beneficial effects on morale and motivation of both pupils and staff and lessons are less likely to be disrupted. Making premises more welcoming and accessible to parents and the community will support recruitment both of pupils and of staff and help place the school at the heart of the community it serves. This can be further enhanced through development of the extended schools approach. Some investment will be more directly linked to the curriculum, for example specialist provision for science or technology. These curriculum areas cannot develop and meet schools' needs without major infrastructure improvements. Capital investment can in itself demonstrate the value placed by the Council and society in general on the school and the activities that go on inside it. Where the scale of the project is transformational, as at Kingsdale school, the effect on pupils and staff can be inspirational.
21. Schools that are supported by capital investment can be expected to make greater progress in meeting their individual achievement targets. Clearly capital investment in itself will not be the sole driver – or even the deciding factor – in raising levels of

achievement, but will form part of a wider range of school and LEA support for school improvement. The impact of capital investment on standards will be monitored as the capital programme is developed. Valuable experience is being gained through the Kingsdale School Works project where assessment of capital investment on pupil motivation, behaviour and achievement forms an integral part of the scheme.

The wider Council context

22. It is important to recognise that the Education capital programme is not a stand-alone process. It forms an integral part of the overall Council capital strategy that is currently being reviewed following the recent Best Value Review. As such, the Education programme is subject to a wider prioritisation and allocation process. A new scoring matrix has been introduced to ensure that in allocating Council resources, full regard is taken of the Council's overall priorities set out in the Community Strategy and Corporate Plan (as set out in paras. 1 and 3 above) as well as the Education service priorities outlined above.

MAKING BEST USE OF AVAILABLE RESOURCES

23. The Education capital programme consists of funding from a number of sources:

Basic Credit Approval (BCA) – DfES allocation mainly for basic need (i.e. provision for new school places) or Schools Access Initiative.

Supplementary Credit Approval (SCA) – specific DfES approval for named schemes, supplementing the BCA allocation plus the Modernisation Fund.

Standards Fund – capital funding from Standards Fund linked to specific projects plus the Condition Fund.

Education Capital Fund – major Council allocation of capital resources.

Capital Receipts – funding allocated by the Council from capital receipts.

LEA Co-ordinated Voluntary Aided Programme (LCVAP) - priorities for this programme for voluntary schools are determined by a joint working party containing representatives of the two diocesan authorities, using AMP criteria. The diocesan authorities are also included in the AMP Advisory Group.

24. In addition to the main streams of DfES or Council resources for the capital programme as outlined above, other sources – normally linked to specific schemes or initiatives – are currently or potentially available, which can provide very substantial funding. These include:

School Works. Resources of £9M have been allocated by the DfES for an innovative building project at Kingsdale School that seeks to link building design and effectiveness to pupil motivation, achievement and behaviour. Work started in 2002 and the main contract is due to be completed in Spring 2004. A Council contribution of £2M from the Education Capital Fund has been agreed, together with funding of £250,000 from the school governing body.

Space for Sport and Arts (SSA). A programme of £2.2M funded by Sport England for improved sports and arts provision is being implemented at four primary schools. It is a condition of funding that the new facilities will be shared with the local community.

New Opportunities for PE and Sport in Schools (NOF). A provisional allocation of £4.29M has been agreed covering 13 schools, of which the first three projects have now received detailed approval. As with the Space for Sport and Arts Programme,

the scheme must include community use and the potential for a group of schools to share improved facilities

Academies. The two Academies already opened and the two currently proposed will bring capital investment of at least £80M to Southwark.

Area Initiatives. The Aylesbury Estate New Deal for Communities will fund some £2M at local schools. A sum of £0.5M has been provided by the South Bank Employers Group through the Cross River Partnership SRB for improvement work at two local primary schools. There is major potential for capital investment at schools in the Elephant and Castle regeneration area where the need for capital investment, both in basic infrastructure and in additional community provision, has been identified.

Targeted Capital Fund (TCF). The Council was successful in one of its bids for last year's TCF – at Spa school. This allocation supplements allocations under the Conditions Fund and Space for Sports and Arts to provide substantial improvements at this special school. Three bids (including one voluntary school) have been submitted for the 2004/05 TCF programme. The Council is aware that under the TCF rules, only one of the submissions can be approved and that alternative arrangements will need to be considered for unsuccessful bids.

BSF. The opportunities arising from the BSF initiative are discussed in para. 12 above. In view of its inclusion in the Greenwich Pathfinder partnership and its priority under London Challenge, Southwark is confident that this initiative will provide timely and welcome investment in its secondary schools.

25. These different sources of funding do not stand alone. The aim of the capital programme is to join up different funding streams in order to tackle multiple priorities. A major example of this is the Kingsdale School Works project as described above. Other examples are:
- bringing together SSA funding with Condition and Modernisation resources and the school's devolved capital at Gloucester school to fund a larger package of work than would otherwise be feasible under the SSA allocation
 - supplementing a grant from the South Bank Employers' Group with a Standards Fund allocation under the Staff Workplaces programme and the school's own resources to fund improvements at Charles Dickens school.
 - Using Schools Access Initiative funding to supplement major schemes at Oliver Goldsmith, Dulwich Hamlet and Waverley schools.
26. It will be the intention in major Council regeneration schemes such as Elephant and Castle and Canada Water to obtain maximum advantage of planning gain under S.106, both to help fund new school places and improve existing provision. Meanwhile, at Dog Kennel Hill school, a pilot scheme is exploring the potential of securing a new building for integrated SEN provision and school dining facilities by means of an agreement with a Housing Association to lease "air rights" above new school premises for a housing development.
27. The current Education capital programme is substantial – an annual spend of over £20M (excluding devolved capital) with major projects at over 35 schools. Full use is made of DfES cost and design guidance in the planning of schemes: indeed, at one major project, Kingsdale, the DfES is one of the Council's partners in the development of the scheme. The innovative and aspirational approach pursued in the Council's capital programme is reflected in the fact that five Southwark projects were featured in the DfES publication, Schools for the Future, and that two Southwark schemes have been influential in the development of the new DfES exemplar designs for secondary schools. Through the various funding channels referred to above, the Council has

been able to ensure the allocation of very substantial capital funding to four of its seven community secondary schools (one of which is now an academy).

28. Major projects that are identified as high priority are subject to detailed feasibility studies and options appraisals. The LEA has a key role in securing value for money by carrying out options appraisals of all major projects; by reviewing life cycle costs; by encouraging sustainable building initiatives; and by developing partnering initiatives. The Council is reviewing its contract standing orders and approved list procedures to ensure that partnering arrangements can be developed with a smaller number of high quality consultants and contractors in the context of the Egan recommendations. A partnering approach to contracting has been adopted at two of the current major secondary school projects – at Kingsdale and at Waverley - and this experience will inform future procurement strategies.
29. Additional resources have recently been allocated to the central Education Property Team. This is in recognition of the increasing value and complexity of the capital programme and the need to strengthen project management to meet user expectations and to ensure value for money in the light of the Council's Best Value Review and recent audit reports. The Team will be supported by new corporate Council initiatives including the establishment of a central Capital Team to coordinate and stimulate improvement in delivery of the capital programme. This strengthening of the Team will also enable more support and advice to be given to schools on their own responsibilities for premises management. The Team will be supported by the professional expertise of the Council's Southwark Building and Design Service and, as necessary, by specialist technical support brought in for the BSF programme.

Devolved capital and school responsibilities

30. In 2002/03 the total Southwark schools' devolved capital allocation is just over £2M. This constitutes a valuable resource in giving schools the flexibility to determine local priorities and implement minor schemes. In putting forward proposals for the use of this funding, schools are asked to explain how their proposal will support raising standards as well as how it relates to AMP priorities. Under arrangements agreed in 2002/03, governing bodies are responsible for all capital work up to the value of their devolved capital allocation for the year in question. This means that there is no central funding programmed for schemes that cost less than a school's annual allocation.
31. About a quarter of the total DfES capital allocation to Southwark this year is devolved capital direct to governing bodies. In view of this and in recognition of the shared responsibility for the development of school premises, the Council seeks a contribution from schools' devolved capital towards the total cost of each centrally funded scheme.
32. DfES Seed Challenge funding has been fully subscribed in previous years. However, the relaxation in 2003/04 of the requirement for "new money" in certain circumstances has led to a greater demand for this resource this year. Prioritisation is by means of relevance to raising school standards and to AMP priorities.
33. The LEA offers a traded service for schools in relation to boiler maintenance, fire alarm maintenance and a traded health and safety inspection service. This is currently under review with the intention to brokering a considerably broader range of premises support services to schools from an approved list of providers. These services will include responsive day-to-day repairs, professional advice on property management and project management of minor capital schemes. Each school has a link Property Officer who is the first point of central contact for premises issues, including major building projects and monitoring of the AMP at the school. Through the AMP surveys; monitoring the use of devolved capital; and the Property Officers' knowledge of the schools, the LEA will monitor school responsibilities and ensure that they are making best use of resources and fixed assets.

TIMESCALES

34. Appendix A shows the Education capital programme over a three year period from 2003/04 to 2005/06. Further allocations from the Council's corporate capital programme are currently under consideration following the recent Best Value Review. As corporate decisions are made and as BSF allocations are determined, agreed schemes will be added to the schedule.

SCHOOL CAPITAL PROGRAMME AND CAPITAL FUNDING SOURCES

35. This document summarises the Southwark strategic priorities for Education and how AMP data is used to prioritise capital projects against relevant criteria, bringing together funding from a range of sources. The programme is monitored corporately, within the Education service and by the AMP Advisory Group. The capital programme has ensured that there is no backlog of Condition work and has supported an extensive programme of Suitability work, especially in secondary schools. Southwark is excited by the prospect afforded by BSF of extending this approach to other schools in the context of its new secondary strategy. At the same time, there is a shared commitment to the needs of primary and nursery schools and the need to identify funding opportunities for investment here. This is likely to be approached by prioritising non-BSF funding to these sectors and by taking maximum advantage of the Council's area regeneration proposals.
36. Attached to this Statement are the following appendices:
- **Appendix A** - Capital Monitor for 2003/04 to 2005/06
 - **Appendix B** – Outturn for 2002/03
 - **Appendix C** – Summary of BSF Proposals (to follow)

