

APPENDIX 3

**County of Avon Education Committee minutes 12
April 1994**

EDUCATION COMMITTEE
12 APRIL 1994

PROPERTY REVIEW

1 Purpose of Report

To request the Education Committee to give further consideration to a number of sites previously drawn to the attention of this Committee.

2 Background

2.1 At its meeting on 1 February 1994, this Committee received a Report entitled Property Review which listed a number of sites which were potentially no longer required for their existing Education purposes and raised issues regarding the potential use of capital receipts to fund Education capital projects.

2.2 The Committee agreed that consideration of the report be deferred and a further report providing additional information be presented to a future meeting of the Education Committee.

2.3 The list of sites previously considered is as follows:

land at Monks Park Secondary School, Bristol
land at Pen Park Secondary School, Bristol
land at Hengrove Secondary School, Bristol
land at Lawrence Weston/St. Bedes Playing Field, Bristol
Castle School, Thornbury, Chantry Road Playing Field, Northavon
King Edmund School, Yate, Kelston Close Playing Field, Northavon
Land adjoining Little Stoke Playing Field, Northavon
Bower Ashton Playing Field, Bristol
Wellington Hill Playing Field, Bristol
Stoke Lodge Playing Field, Bristol
Former Cameley Primary School site, Wansdyke
Former St. Peters, Portishead Primary School site, Woodspring.

2.4 This report deals with a number of the sites where all necessary further investigation has been completed and details in respect of each of the sites are provided as follows.

Pen Park School

Appendix A

Castle School Thornbury, Chantry
Playing Field

Appendix B

King Edmund School, Yate, Kelston Close Playing Field	Appendix C
Little Stoke Playing Field	Appendix D
Bower Ashton Playing Field	Appendix E
Stoke Lodge Playing Field	Appendix F
Former Camely Primary School site	Appendix G
Former St. Peters Portishead School site	Appendix H

2.5 Further reports will be presented in due course on the remaining sites.

3 Considerations

- 3.1 One of the main difficulties in considering the previous report was the complication caused by the issue of the potential use of 100% Capital receipts from the sale of land to fund Education capital projects on an in and out basis. This meant that consideration had to be given to potential alternative uses which raised a number of planning concerns.
- 3.2 Because of the difficulties posed by this, it is now felt that it would be more appropriate for the Education Committee to confine its consideration to the prime issue of whether the land in question is no longer required for Education purposes relating to this Committee's responsibility to ensure the efficient and effective use of resources. It would then be a matter for the Resources Coordination Committee to deal with the issue of reallocation or disposal of the land in question in accordance with the County's normal disposal procedures. The one exception to this relates to the Pen Park land where the disposal of the land linked directly with the use of the potential Capital Receipt to fund works at the School is still put forward for consideration.
- 3.3 However, it should be noted that if the Resources Coordination Committee subsequently agrees to the disposal of any of the sites in question, there may still be a possibility of use of the Capital Receipts to fund Education capital projects on an in and out basis. Under the in and out rules, subject to certain conditions the full Capital Receipt from the sale of land which has been in use by primary or secondary schools may be used to fund improvement works in primary and secondary schools.
- 3.4 This Committee is asked to consider, in each case, whether it wishes to request the Resources Coordination Committee to agree at this stage to the principle of the use of any Capital Receipts, which may be generated if the land is disposed of, to fund Education Capital works on an in and out basis. If agreement in principle is given by the Resources Coordination Committee, it would then be necessary to establish the detailed schemes to be funded which

would be dependent on the potential value of any receipt. It must be stressed that Education Committee would need specifically to propose the detailed project(s) and submit it in each case to the Resources Coordination Committee in due course to meet the in and out scheme rules. Works must be committed or expenditure incurred before the disposal is completed. The disposal must be concluded within three years of the decision to dispose.

- 3.5 If the Resources Coordination Committee does not agree this in principle, there are a number of cases namely Little Stoke, Kelston Close and Pen Park where the provision of security fencing for the adjoining school site would be a condition of any alternative allocations or disposal of the land. If the land is to be sold off, the provision of such works would need to be a condition of the sale. However, if the land is not disposed of but is allocated to another Committee, there is then an issue of responsibility for funding the necessary security works. This Committee does not currently have any budgetary provision for the works.
- 3.6 The Appendices to the Report deal with each of the sites in turn and include details of the land in question, its current use, the views of the Governing Bodies of any schools affected, any requirement for security fencing as a condition of disposal and comments of the Director of Property Services and County Planning Officer as appropriate. A plan showing the land in question is also attached to each Appendix.
- 3.7 With regard to the sites which are in Bristol, consideration is being given by the Joint Avon County Council and Bristol City Council Sub-Committee on the Bristol Local Plan, on 18 April 1994 and any comments of relevance from that Sub Committee on the particular sites dealt with in this report will be the subject of an update report.
- 3.8 Officers have had discussions with representatives of the Sports Council and the National Playing Fields Association regarding the possibility of the sites identified in this report being declared surplus to Education requirements. Both organisations are concerned to ensure that there is no loss of playing fields and would wish to be involved in discussions regarding the future use of any playing fields which are no longer required for Education purposes.

4 General Comments of the Director of Property Services

- 4.1 It is the policy of the County Council that the allocation of property to Programme Area Committees is not permanent and, if and when the original requirement for the property changes or disappears, that the property be referred back to Resources Coordination Committee to consider other appropriate users of such resources especially now when there is a greater need than ever to ensure that all resources, whether of money, land or staff, are used to the utmost efficiency.

- 4.2 Thus in these cases where in those specific locations the educational need has declined it is opportune to consider if and how those resources might be used elsewhere and hence the suggestion to refer them to Resources Coordination Committee for consideration.
- 4.3 Briefly the Disposals Procedure involves advising District and Parish/Town Councils, relevant District and County Councillors and the District and County Planning Officers plus other Departments of the County of the possible availability of the land before reporting back to the Resources Coordination Committee on future uses of the land for a decision.

There is delegated action procedure but in case of any controversy it is not appropriate for it to be used.

5 General Comments of the County Planning Officer

- 5.1 The Avon County Structure Plan Third Alteration as proposed to be modified establishes the basic County Council policy in relation to the development of playing fields. The two policies which are relevant are RC2 and RC2A which state:

RC2 Proposals for the development for other uses of open space of public value (including sports grounds and playing fields) normally will be resisted where:

- A) a deficiency of publicly available open space exists or would be created by the proposal; or
- B) a significant loss of amenity or identified wildlife interest would be caused by the proposal.

RC2A Playing fields and sports grounds will normally be protected from development, including that which would be acceptable within the terms of policy RC2, except where:

- A) sports and recreation facilities serving the local community would be enhanced by the proposal; or
- B) alternative playing fields or sports grounds of equivalent benefit to the local community would be provided.

- 5.2 There are, therefore, a number of specific criteria which need to be met before the release of playing fields for alternative development can be considered acceptable in planning terms. In addition the policies within the relevant adopted local plans of the District Councils will also need to be taken into consideration. The relevant local plan policies are attached as Appendix I.

Financial Implications

- 6
- 6.1 The Committee will be aware of the pressure on the County's capital resources and the likelihood that the 1995/96 Capital Programme will be severely constrained. In addition, the 1994/95 Capital Programme is dependent on the generation of significant Capital Receipts with 25% of the mainstream starts initially being subject to a moratorium pending confirmation of the receipts.
- 6.2 The Resources Coordination Committee has encouraged Programme Area Committees to identify property for potential disposal not only to generate corporate Capital Receipts but also to eliminate the revenue costs associated with maintaining an asset which is no longer required.
- 6.3 In some circumstances it is possible to recycle the full value of the asset by making use of the In and Out scheme provisions under the Capital Finance Regulations. In the Education sector this only applies to disposals of property used by Primary and Secondary Schools and the associated reinstatement in facilities for Primary or Secondary Schools. As long as various conditions over timing are met, 100% of the Capital Receipt may be used. If the conditions are not met only 50% of the receipt can be used to support new capital expenditure.
- 6.4 The generation of additional Capital Receipts would allow either additional capital earmarked expenditure or would allow substitute capital financing of existing projects.
- 6.5 If the In and Out rules can be used for particular disposals, it represents the best value for the County Council. It is for Resources Coordination Committee to determine whether the In and Out rules should apply in any particular circumstances and whether the proceeds should be used for additional projects or as substitute finance for existing projects.
- 6.6 The Camely and the St Peter's Portishead projects capital financing history is set out in Appendix G and H respectively. Given the previous corporate support for these schemes, it is recommended that the proceeds should be treated corporately rather than be allocated specifically to Education.

7

Recommendations

The Education Committee is requested to

(1) consider the recommendations as set out in the Appendices to this report as follows:-

Land at Pen Park School
Castle School Chantry Playing Field

paragraph 12 in Appendix A
paragraph 10 in Appendix B

King Edmund School, Kelston Close		
Playing Field	paragraph 11 in	Appendix C
Land at Little Stoke Playing Field	paragraph 9 in	Appendix D
Bower Ashton Playing Field	paragraph 8 in	Appendix E
Stoke Lodge Playing Field	paragraph 10 in	Appendix F
Former Camely School site	paragraph 9 in	Appendix G
Former St. Peters Primary School site	paragraph 8 in	Appendix H

(ii) advise the Resources Coordination Committee accordingly of its decisions regarding the individual sites and any recommendations regarding the principle of the use of any capital receipts to fund other Education projects on an In and Out basis.

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	Director of Property Services	County Planning Officer

Background papers: Report to Education Committee 1 February 1994.
County of Avon Structure Plan.
Local Plans/Draft Local Plans for Bristol, Woodspring, Yate and Chipping Sodbury, North fringe, Norton Radstock and environs.

No of Enclosures: 9

Any person wishing to inspect the background papers used in the preparation of this report should seek the assistance of the contact officer for the meeting (Peter Langley) and who is available by telephoning Bristol 225290 or 290777 ext 6384 or by calling at the office of the County Solicitor and Deputy Clerk, Floor 6, Avon House, Bristol (during normal office hours).

APPENDIX F

Stoke Lodge Playing Field, Bristol

Background

1. This site is a large detached playing field measuring in total 11.08 ha. It has been used in the past by a number of primary schools and by Fairfield Grammar School. Fairfield School is the principal user. The playing field adjoins the site of the Stoke Lodge Community Education Centre. The playing fields are also subject to Community use through lettings.
2. Concerns about future Education requirements for the playing field were first raised in connection with the delegation of the Grounds Maintenance budget. The total area of land is much greater than the schools require for playing field purposes and the schools were concerned about the high cost of maintenance relative to their needs. As a consequence, the primary schools have sought to make alternative arrangements.
3. Whilst alternative provision in the case of primary schools has been possible, there have been greater difficulties in the case of Fairfield School. Fairfield School has currently 496 pupils on roll and numbers are expected to remain stable over the next few years. The school site close to the centre of Bristol has no playing field and therefore requires off site provision to secure the delivery of the national curriculum. Consideration has been given to the possibility of Fairfield sharing playing fields with another secondary school and in particular, sharing use of the Kellaway Avenue detached fields with Cotham Grammar School. However, there are problems associated with matching the timetabling requirements of the two schools and problems associated with the condition of the Kellaway Avenue fields.
4. In the medium term therefore, it has been identified that Fairfield School will continue to require access to playing fields at Stoke Lodge. However, the requirement is for a much smaller area of land than is currently available at Stoke Lodge and it has been identified that 3.5 ha. out of the current total of 11.08 ha. would be sufficient to meet the needs of Fairfield and would also allow continued use by the primary schools should they so wish.
5. The previous report identified a number of options for the future of the Stoke Lodge site. Two of these involved the disposal of the entire site and the other two, the retention of part of the site for school playing fields and the disposal of the remainder either entirely as playing field/public open space or largely for playing field/open space with a small proportion being disposed of for housing. The report asked Members to consider whether the Capital Receipt for the disposal of the land could be used to fund Education capital projects. The value of the receipt would vary considerably depending on the alternative use.

Proposal

6. In view of the current requirements of Fairfield School, it is now proposed to retain 3.5 ha. as school playing field the precise location of which would need to be determined following investigation of pitch layouts etc. The remainder (7.58 ha.) playing field should be referred to Resources Coordination Committee to determine its future use. If it is decided to dispose of the land, this Committee may wish to request the Resources Coordination Committee to agree that any Capital receipt be used on an in and out basis to fund Education capital projects to be identified depending on the decision of the Resources Coordination Committee and the value of any receipt.
7. There is one further factor which the Committee may wish to refer to Resources Coordination Committee for consideration in relation to the future of the land no longer required by the Committee. This relates to the possible need to provide alternative playing fields for Colston Girls Independent School arising from the proposal to develop the current Redland Court site for a new Primary School. The total area of the land is greater than might be required for alternative playing fields for Colston Girls School but consideration would have to be given to the type of facilities to be provided as the Stoke Lodge field is currently all grassed area, whilst Colston Girls School may require facilities and tennis courts in addition to grassed pitches.

8. Comments of the Director of Property Services

As part of its policies, Resources Coordination Committee has procedures for consulting other departments and the relevant district council plus the County Planning Officer before deciding upon the re-allocation or future of any land. These procedures will apply in this case.

It is not yet possible to be definitive about Colston's requirements as the precise terms of compensation payable by the promoters of Redland CEVA schools have not been agreed. It is clear however that it is likely that whether a permanent move or a temporary move during construction is required, there will be a need to provide alternative playing fields for Colston's. Stoke Lodge seems likely to be acceptable although the need for changing facilities needs consideration. Tennis courts (for a temporary move) could be hired.

9. Comments of the County Planning Officer

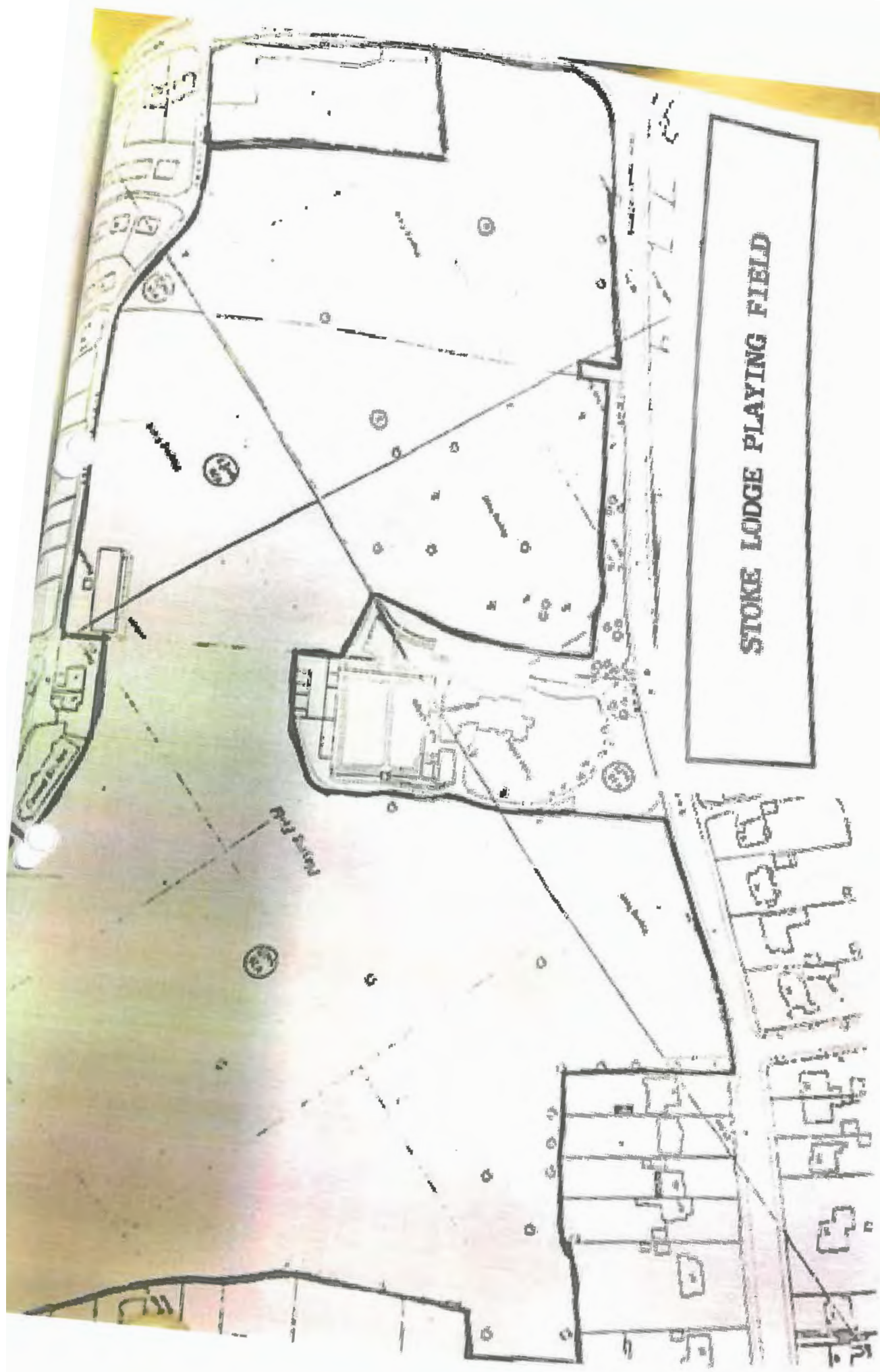
The playing field is identified for "Open Land and Recreational Use" in the Deposit Bristol Local Plan. Policies NE1 and L1 of the Local Plan therefore apply. These policies in common with the Structure Plan Policies RC2 and RC2A, contain a general presumption against the development of playing fields under which development proposals involving the use of part of the playing fields would normally be resisted.

For such proposals to be acceptable would require compliance with the provision of the aforementioned policies, in particular, those criteria relating to the availability of open space, loss of amenity and the enhancement of (or provision of alternative) sports and recreational facilities serving the community.

10. **Recommendations**

The Education Committee is requested to:

- (i) agree to retain 3.5 ha. of land at Stoke Lodge playing field for school playing fields, and to ask Resources Coordination Committee to determine the future of the remainder of the playing field site (7.58 ha).
- (ii) determine whether to recommend to the Resources Coordination Committee that consideration be given to the potential use of the surplus Education land to provide alternative playing fields for Colston Girls School should the decision on the development of the Redland Court site for primary school purposes require such provision to be identified.
- (iii) in the light of the decision on (i) and (ii), determine whether to request to the Resources Coordination Committee to agree that any Capital Receipt from the sale of the land be used on an in and out basis to fund Education capital projects to be identified depending on the value of any receipt.



STOKE LODGE PLAYING FIELD

APPENDIX 1

LOCAL PLAN POLICIES

The relevant local plan policies relating to the sites outlined in this report are as follows:

Deposit Bristol Local Plan

NE1 The City Council will protect public and private open space and other land which is important for nature conservation, recreation, historic landscape interest, landscape quality, visual amenity, community or outdoor leisure-related use, or providing setting or relief to the built environment, by:-

(i) Not normally permitting development proposals which would cause the loss of important open land.

NE6 The City Council will not normally permit development proposals which would adversely affect or disrupt any wildlife corridor. Any proposal for development on or adjacent to a site which forms part of the city's wildlife network should ensure that the wildlife corridor is effectively maintained, including features of importance. Opportunities will be sought to enhance existing greenspace within corridors and create additional links in the network.

L1 Planning Permission will not normally be granted for development resulting in the loss of recreational/amenity open space and/or buildings which provide leisure opportunities, unless:-

(i) loss of the land/property forms part of a larger proposal for the development of recreational/open space or leisure facilities serving the needs of the local community; or

(ii) compensatory recreational open space/leisure facilities, to an equivalent standard are provided in the same locality, and which are easily accessible and available to local people and capable of meeting existing demand and addressing local deficiencies; and

(iii) that any existing leisure activities will be accommodated and/or enhanced by such proposals.

Yate and Chipping Sodbury Local Plan

LP 5 (C) Proposals for residential development in areas to which policies LP1, LP2 and LP4 do not apply, but excluding established or proposed shopping and employment areas, will normally be permitted in:

The existing residential built up areas of Yate and Chipping Sodbury only where land is not required for open space or community use purposes or, in circumstances where a proposal relates to such land, suitable alternative provision can be made;

and only where development:

- would not give rise to a traffic hazard; and
- makes adequate provision for foul and surface water drainage; and
- would not adversely affect the amenities of adjoining occupiers; and
- would be compatible in terms of design and density with surrounding residential properties; and
- would be otherwise environmentally acceptable.

Bristol North Fringe Local Plan

LP3 (C) Proposals for residential development in areas to which policies LP1 and LP2 do not apply, but excluding the established or proposed shopping and employment areas, will normally be permitted in:-

the existing residential built up areas of Filton, Patchway, Little Stoke, Stoke Gifford and Frenchay (outside the conservation area) only where land is not used or required for open space or community use purposes or, in circumstances where a proposal relates to such land, suitable alternative provision can be made;

and only where development:-

- Would not give rise to a traffic hazard; and
- makes adequate provision for foul and surface water drainage; and
- would not adversely affect the amenities of occupiers of adjoining properties; and
- would be compatible in terms of design and density with surrounding residential properties; and
- would be otherwise environmentally acceptable

Norton Radstock and Environs Local Plan - Consultation Draft 1992

NRE4 Residential development in Norton Radstock and in other H4 settlements and outside the scope of policy NRE 3 will normally be permitted if:

- (a) it lies within the defined housing development boundary;
- (b) it would not prejudice the character of the settlement; and
- (c) vehicular access is adequate for the proposed development.