BARNSLEY PARTNERSHIP FOR LEARNING

BARNSLEY BSF

APPROACH TO PLAYING PITCH PROVISION

SEPTEMBER 2009

TURLEY ASSOCIATES

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Date of Issue: September 2009

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1. Introduction

1.1 This report has been prepared to provide an overview of the approach to playing field provision as part of the implementation of the Building Schools for the Future (BSF) programme for Barnsley. In particular this document has been prepared to support reserved matters approval applications for new Special Schools at Springwell and Greenacre both of which fall under the scope of the BSF programme. During initial discussions, Sport England has raised concerns regarding the potential reduction in playing field provision at both of these facilities along with a number of detailed comments. This report sets out how, through the BSF programme, this is to be compensated within the respective localities to comply with the provisions of PPG17 and other relevant planning policies. The report has taken account of previous work undertaken on a Borough wide basis in particular the Playing Pitch and Open Space Strategy produced by Barnsley Borough Council.

1.2 From early discussions with Sport England a key consideration to account for has been how the issue of playing field retention and new provision is to be dealt with as part of the programme and how this links with the associated Reserved Matters approval and other planning processes.

1.3 This report:

- Sets out the context and background to the BSF programme in Barnsley (see section 2);
- Outlines the overall approach to delivery of the programme (see section 3);
- Details the overall approach to playing field provision and the changes that are expected to occur as a result of the BSF programme (see section 4);
- Reviews the relevant Sport England and other planning policies that may apply (see section 5);
- Details the expected outcomes both Borough wide and, where appropriate at a more localised level where interim deficits may occur (see Sections 6 and 7);
- Sets out the approach to the retention of residual land and playing fields (see section 8);

- Details delivery mechanisms (see section 9); and

1.4 The report then draws conclusions regarding the BSF programme in Barnsley and .the overall approach to playing pitch provision.

2. Context

Background to BSF in Barnsley

2.1 In response to the continued economic decline of Barnsley Borough since the 1980's, ambitious plans were drawn up for the regeneration of the Borough which is known as Remaking Barnsley. In association with this, there is Education Vision which underpins the regeneration of the Borough. This has become known as Remaking Learning. Remaking Learning is a radical programme of transformation that will provide the highest quality learning opportunities for every child, young person and adult. A key tool in the delivery of this agenda is the Building Schools for the future programme, within which Barnsley is a wave 3 Authority.

2.2 BSF is not just a building programme but an agent of transformation that has significant commitment both politically and in the wider community. Barnsley has a strong corporate commitment to the improvement of standards across our schools. There is strong stakeholder buy-in to Remaking Barnsley and the important part that Remaking Learning and BSF contributes to it. Education is a priority for Barnsley which is backed by generous financing from schools and the Council at a time when funds are stretched.

2.3 Educational Attainment Standards in 2005 test and examinations at Key Stage 3 and 4 were below national averages and those attained by statistical neighbours. Results for the percentage of pupils who attained 5+A* - C remain 8% below national averages and also below statistical neighbours.

2.4 Changes in key personnel and a wholesale reorganisation of the structure and management of services commenced. An Education Partnership was also established to oversee recovery. Whilst there is still much to do the improvement of the LEA has been rapid as has attainment in schools with Barnsley being rated A for progress placing the LEA in the top 5% of the most improved LEA's.

2.5 The Council's broad strategy for raising attainment and inclusion in schools rest on improving the quality of teaching, support to teaching and the experience the school can offer. The design, environment, equipment and servicing of school buildings are central to these strategies and this has clear linkages with providing appropriate facilities that are fit for purpose. This includes playing field provision in both qualitative and quantitative terms. The current building stock has suffered through lack of investment and this has had a detrimental effect on attainment levels in Barnsley. There are serious suitability, condition and sufficiency issues to be addressed.

2.6 To address these issues and to achieve the educational vision highlighted above (together with condition and suitability issues), the complete reorganisation of the secondary school stock resulting in the creation of a smaller number of Advanced Learning Centres (ALCs) is the most appropriate solution and this is to be delivered through the BSF programme.

2.7 The BSF proposals will provide state of the art facilities providing access to high quality learning environments for all learners aged 11+ fit for the 21st Century. This will include making adequate playing field provision as a result of the overall proposals. This report sets out how this is to be achieved through the BSF programme.

3. BSF in Barnsley: Timescales and Approach to Delivery

3.1 The BSF programme in Barnsley is to be delivered in a single procurement over three phases. The construction phase for phase 1 commenced in June 2009 whilst all provision is expected to be complete by December 2012. Several factors have been taken into account in determination of the phasing of the building programme. These included reconciling educational need, individual site issues, the need to minimising decanting and disruption, condition and suitability issues, minimising blighting and funding issues.

3.2 The programme is to replace all of its remaining 13 Secondary schools with 9 Advanced Learning Centres on the grounds that only this option can achieve the education vision whilst also achieving value for money. The replacement/extension of 2 Special Schools at Greenacre and Springwell is also included within the programme for phase 2. The phasing is set out in the table below:

Phase	Schools	Actual/Projected start	Projected School Opening
1	• Carlton • Dearne • Darton • Penistone • Kirk Balk	• June 2009 • June 2009 • July 2009 • July 2009 • August 2009	• January 2011 • January 2011 • February 2011 • April 2011 • April 2011
Overall completion of phase 1 – October 2011[1]			
2	• Springwell • Greenacre • Shafton	• March 2010 • March 2010 • March 2010	• June 2011 • July 2011 • December 2011

[1] There is a period of post completion works to be undertaken following the opening of the school hence and this is over the period to October 2011.

Overall Completion of Phase 2 – December 2011			
3	• Wombwell/Foulstone • Holgate/Kingstone • St Michaels	• Sept 2010 • Sept 2010 • January 2011	• May 2012 • June 2012 • August 2012
Overall Completion of Phase 3 – August 2012[2]			

3.3 A location Map identifying each school by phase is attached at Appendix 1[3]

[2] Phase 3 dates are provisional at the present time.

[3] The figures shown in the Appendix are summaries, representing the net change in provision for schemes when accounting for potential losses from residual sites. These issues are explained in more detail within the main body of the report.

4. Overall Approach to Playing Field and Pitch Provision

4.1 Of particular significance to this report is the approach taken in respect of playing field provision as part of the procurement. In this regard, assuring an enhancement in the quality of the playing pitch provision whilst at least safeguarding the overall level of provision is an integral part of the approach taken with regard to the overall BSF scheme.

4.2 Prior to the implementation of the BSF programme, the schools affected as part of the programme provided a total of up to 693,606 sqm of playing field space across the Borough. The table at Appendix 2, shows a breakdown of this provision on a site by site basis. This is the starting point when considering proposals in respect of individual sites.

4.3 The BSF programme, will deliver enhancements to education provision across the Borough with the associated community benefits that will accrue. It is acknowledged however that additional provision in one part of the Borough may not necessarily compensate for a potential reduction in another. Nonetheless there are areas of concentration of educational facilities within the Borough which, as part of the BSF programme are subject to redevelopment within different phases. It is these components that are of relevance and these groupings are set out at Appendix 3 and Appendix 4 of this report. These issues and the clear functional relationships between the all sites that are part of the programme are also explored later in this report.

5. Sport England Policies and Other Relevant Planning Policies

5.1 In terms of the key considerations regarding the approach to playing field retention and provision, it is the policy approach of Sport England that is the key consideration.

PPG17 Planning for Open Space, Sport and Recreation (2002)

5.2 PPG17 emphasises the importance of well designed, open spaces, sport and recreational facilities for improving quality of life and wellbeing. The guidance states that outdoor recreational facilities can[4]: be a focal point for community activities; support an urban renaissance or rural renewal; promote health and well-being and promote sustainable development.

5.3 PPG17 states the importance of understanding the needs of local communities in order to ensure effective planning for open space, sport and recreational facilities. Accordingly, local authorities should undertake robust assessments of the existing and future needs of their communities for open space, sports and recreational facilities[5]. Audits of the quantity and public use of existing open space, sports and recreational facilities should be undertaken and should outline opportunities for new open space and sport facilities[6]. Such audits allow local authorities to identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities[7].

5.4 PPG17 requires that planning authorities set local standards for the provision of open space, sports and recreational facilities. To comply with PPG17, local standards should be premised upon quantitative and qualitative provision and public accessibility[8].

5.5 Where development is proposed upon open space, sports fields or land attached to recreational facilities, PPG17 states that:

> '*Existing open space, sports and recreational buildings and land should not be built on unless an assessment has been undertaken which has*

[4] PPG17 Foreword, Page 4
[5] PPG17, Paragraph 1
[6] PPG17, Paragraph 3
[7] PPG17, Paragraph 4
[8] PPG17, Paragraph 7

clearly shown the open space or the buildings and land to be surplus to requirements...In the absence of a robust and up-to-date assessment by the local authority, an applicant for planning permission may seek to demonstrate through an independent assessment that the land or buildings are surplus to requirements[9].

5.6 PPG17 states that planning applications for development upon playing fields may only be permissible if a robust assessment of need is demonstrated, or where[10]:

i) The proposed development is ancillary to the use of the site as a playing field and does not adversely affect the quantity or quality of playing pitches and their use;

ii) The proposed development only affects land which is incapable of forming a playing pitch;

iii) The playing fields that would be lost as a result of the proposed development would be replaced by a playing field or fields of equivalent or better quantity and quality and in a suitable location;

iv) The proposed development is for an outdoor or indoor sports facility of sufficient benefit to the development of sport to outweigh the loss of the playing field.

5.7 PPG17 advises that development upon open space, or land attached to sports or recreational facilities may be permissible where it remedies quantitative or qualitative deficiencies in existing provision. Planning conditions or obligations may be used to secure part of development sites for a type of open space or sports and recreational facility that is in deficit, or exchange the use of one site for another to account for the loss of outdoor playing space[11]. In the case of the latter, the new land or recreational facility should be of an equivalent or better quality, size and accessibility to the existing outdoor sports provision and should secure significant qualitative improvements.

[9] PPG17, Paragraph 10
[10] PPG17, Paragraph 15
[11] PPG17, Paragraph 12, 13 and 33

A Sporting Future for the Playing Fields of England (1997) - Planning Policy Statement

5.8 Sport England was appointed as a statutory consultee under the General Development Procedure Order (1995) for development proposals which affect playing fields and sports facilities. Sport England should be informed by both the Local Planning Authority and the applicant as to proposals to develop on land which is, or has been recently used as playing fields[12].

5.9 Sport England has established a series of policies that aim to ensure that there is no reduction in the supply of conveniently located, quality playing fields for current and future demand[13].

5.10 In accordance with Policy P1, Sport England will oppose planning permission for any development which would lead to the loss of, or would prejudice the use of, all or any part of a playing field. Sport England will only alter its stance if, in the judgement of Sport England, specific circumstances apply. The specific circumstances are outlined by Policies E1-E5 as described below:

- E1: 'A carefully quantified and documented assessment of current and future needs has demonstrated to Sport England that there is an excess of playing provision in the catchment and the site has no special significance to the interests of sport' – Sport England requires that such an assessment should make allowance for other development upon sport land for which planning consent has been or is likely to be granted.
- E2: "The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use."
- E3: "The proposed development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of or inability to make use of any playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing areas of any playing pitch or the loss of any other sporting/ancillary facilities on the site."

[12] Sport England, Planning Policy Statement (1997) Paragraph C1
[13] Sport England, Planning Policy Statement (1997), Paragraph 11

- E4: 'The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of a equivalent or better quantity, in a suitable location...prior to the commencement of development'. This should be confirmed by a legal agreement between the applicant and local planning authority.

- E5: 'The proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields.'

Barnsley UDP Policies

5.11 The Barnsley UDP was formally adopted in 2000 and constitutes the statutory development plan for the area. Eventually, the UDP will be replaced by the Barnsley Local Development Framework which will become the legal development plan for the borough.

5.12 The UDP has three principal purposes[14]:

- It provides a framework for decisions about development, conservation, the use of land and the management of traffic;

- It provides incentive through land use policies and proposals for stimulating development;

- It reflects the wider public view by balancing the varied and sometimes conflicting interests of individuals, groups and organisations.

5.13 The principal aims of the Barnsley UDP are to increase job opportunities, to conserve and improve the environment and to revitalise communities:

> *'The main objectives of the Guidance are to foster economic development and to revitalise the built-up areas and the communities within them, while ensuring conservation of the countryside and the urban heritage'*[15].

[14] UDP, Paragraph 1.7
[15] UDP, Paragraph 1.9

5.14 In order to provide a framework for delivering this aim three core goals were established[16]:

- To bring about economic restructuring and encourage greater industrial and commercial activity so as to increase the scale and range of job opportunities;
- To conserve and improve the natural environment in order to maintain and increase the attractiveness of Barnsley as a place to live, work, invest in and visit;
- To revitalise communities and lessen disadvantage.

5.15 These objectives lead to the formulation of the following principle policies which promote sustainable patterns of development.

5.16 Policy CF1 outlines that the provision of community facilities will be encouraged where they:

- Meet Community Needs
- Are convenient and accessible to pedestrians
- Have adequate car parking and access arrangements
- Are compatible with adjoining uses and do not adversely affect residential amenity[17].

5.17 Policy CF2 seeks to protect and retain existing community facilities. Where sites are identified within the UDP under area specific proposals, existing facilities are afforded planning policy protection against other forms of development under policy CF2.

5.18 The improvement of recreational and open space provision through new developments and upgrading existing sites is encouraged by Policy GS37. New development should not detract from existing outdoor sport and recreational space. In accordance with Policy GS36, a minimum standard of 2.43 hectares of outdoor sport or recreational space should be provided per 1000 population. This standard

[16] UDP, Paragraph 2.4
[17] UDP Policy CF1

applies to the creation of recreational facilities in association with developments that are primarily for other purposes[18].

5.19 Policy GS39 also encourages the provision of new indoor recreation and leisure facilities and improvement of existing facilities, particularly where these are associated with identified needs, offer greatest accessibility to the public and involve the use of derelict or degraded land, revitalising communities[19].

[18] UDP Policy GS37
[19] Policy GS39

6. BSF Programme: Expected Outcomes – Across the Borough

6.1 Taking the Borough wide position first, it is expected that as a result of the delivery of the BSF programme, there will be an increase in both the quantity and quality of playing field provision across the Borough. Subject to the grant of planning permissions and Reserved Matters Approvals we anticipate that additional playing field space associated with state of the art facilities will be provided, with adequate provision for community uses of these facilities across the borough. This is augmented by the phased approach to delivery of the overall programme and it is the ultimate outturn in provision that is significant in this case.

6.2 We acknowledge that as implementation of the programme moves ahead, variations in the level of provision will occur, but this is on a scheme by scheme basis. These should not be looked at in isolation as it is the ultimate outcome that will be key to the programme. Nonetheless a review of the potential outcomes resulting from each phase is set out below.

Phasing Outcome

Phase 1

Site Location	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)
Carlton ALC, Carlton Lane[20]	0	89,471	89,471
Royston School[21]	46,514	23,257	-23,257
Edward Sheerian[22]	35,109	35,109	0

[20] This is a new school resulting from the merger of Royston School and Edward Sheerian School. Therefore any playing field provision is additional to that already provided.
[21] This school is to be merged with Edward Sheerian School and decanted to the new ALC at Carlton. The site will be subject to redevelopment proposals which may involve the partial loss of playing fields. However this will be subject to consideration via the planning process and future consultations with Sport England. For now this is an estimate of the potential level of provision that will result following redevelopment
[22] This school is to be merged with Royston School and decanted to the new ALC at Carlton. The playing field provision is to be retained for future community uses and will form part of the wider provision for the

Site Location	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)
Darton School,	58,115	58,158	43
The Dearne School	90,777	91,202	425
Kirk Balk	59,665	62,800	3,135
Penistone Grammar	54,880	69,060	14,180
Total	345,060	452,314	+83,997

6.3 The table above, shows that, as a result of the delivery of the schemes under phase 1 of the programme, a net gain of 83,997 sqm of playing field provision is expected to result. . Here, proposals will be subject to planning applications and further consideration. This is the equivalent of a net 8.4 hectare increase in provision as a result of phase 1 alone.

6.4 .Sport England agreed these schemes and at the time of writing construction is now underway.

Phase 2

Site Location	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)
Greenacre	14,845	8,267	-6,578
Springwell	12,462	5,342	-7,120

redevelopment of the combined St Michaels School located adjacent to the site. This is to be brought forward under phase 3 where an increase in provision is expected.

Site Location	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)
Shafton	0	53,763	+53,763
Priory School[23]	48,365	48,365	0
Willowgarth School[24]	53,879	53,879	0
Total	129,551	169,616	+40,065

6.5 Across phase 2 of the BSF delivery programme, it is expected that there will be a net gain of up to 40,065 M2 of playing field, equating to approximately 4 hectares of new playing field provision.

6.6 It is acknowledged however that the phase 2 schemes at Springwell and Greenacre (both of which are Special Schools), result in a net loss of playing field provision. The next section details the overall approach as to how the playing field losses from these schemes are compensated via the approach taken across all 3 delivery phases of the BSF programme.

Phase 3

Site Location	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)
Wombwell/Foulstone[25]	0	80,689	80,689
Wombwell School[26]	65,672	32,836	32,836

[23] This school is to be merged with Willowgarth School and decanted to the new ALC at Shafton. The School site is to be the subject of redevelopment proposals which is expected to involve compensatory provision . This is expected to be subject to consideration via planning applications and the outcome of subsequent consultations. In this regard it is estimated that the compensatory provision will offset any potential loss.
[24] This school is to be merged with Priory School and decanted to the new ALC at Shafton. The playing field provision is to be retained for future community uses.
[25] This is a new school resulting from the merger of Wombwell School and Foulstone School. Therefore any playing field provision is additional to that already provided. Given that outline planning permission is yet to be in place and detailed schemes are yet to be approved, this figure is indicative at the present time.
[26] The residual Wombwell High School is expected to be the subject of redevelopment proposals that may result in the partial loss of some playing field provision. Given that planning applications are yet to be determined it is assumed that there will be a 50% reduction in playing provision as a result of redevelopment.

Site Location	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)
Foulstone School	0	0	0
Holgate School	76,517	106,539[27]	30,022
Kingstone School	44,456	44,456	0
St Michaels	32,350	42,924[28]	10,574
Indicative totals	218,995	340,280	88,449

6.7 It should be noted that at the time of writing, the Phase 3 schemes remain subject to the grant of outline planning permission and reserved matters approval. Therefore the figures presented here are indicative as it is not known at the present the extent of the net additional provision. Nonetheless all of the Phase 3 schemes are expected to deliver an enhancement in both the quantity and quality of playing field provision with and indicative increase in playing field provision of up to 88,449 square metres (net of any potential reduction as a result of possible redevelopment at the existing Wombwell school). This equates to approximately 8.8 hectare increase in provision as a result of the implementation of the Phase 3 proposals.

[27] Additional paying field area to be provided as part of the redevelopment of the school and expected relocation of the buildings to a newly acquired site.

[28] This indicative total does not account for the existing provision at Edward Sheerian which has already been accounted for under phase 1. This total represents the indicative additional provision that will result from the demolition of buildings and creation of new playing field provision.

7. Addressing Localised Deficits for individual sites

Greenacre School

Maintaining provision and Spatial Relationships

7.1 Under the proposals being considered at Greenacre it is acknowledged that there is a net loss of 6,578 sqm of playing field space.

7.2 However the relationship with the redevelopment proposals for other schools in the vicinity warrants further consideration.

Additional Provision in the vicinity under the BSF Programme

7.3 As part of the wider BSF programme, there are a number of sites within a reasonable distance of the Greenacre School that are also the subject of redevelopment or are under the control of the Council. See Appendix 3. These are:

- The redevelopment proposals for Kingstone school resulting from the merger with the Holgate school adjacent to the Greenacre site;
- The redevelopment proposals affecting the Holgate school; and
- Existing provision within the vicinity of the site that is under the control of the Council.

7.4 With regard to the Kingstone School, the approach to safeguarding playing field provision is as follows:

- The existing built up area of the Kingstone school (except for a modern sports hall facility) is to be sold off and redeveloped for a commercial venture;
- Pupils from the Kingstone School are to be decanted to a new ALC that is to be constructed as part of the proposals that relate to the Holgate School;
- The existing playing fields are to be retained in conjunction with the sports hall, and made available for community uses.

7.5 For the Holgate School, the approach to redevelopment is as follows:

- A site adjacent to the existing Holgate school has been acquired to accommodate a new school use (SR Gents site);
- The existing Holgate School buildings are to be demolished and these will form additional playing fields over and above the existing level of provision. It is expected that new school buildings will be accommodated on the acquired SR Gents site.

7.6 Overall therefore it is expected that there will be a net gain in playing field provision in the locality as a result of all phases of the BSF programme that will offset the loss of playing field provision at Greenacre. .

7.7 Therefore in terms of the ultimate outturn for playing pitch provision within the locality the position is as follows:

Row	School	Change in provision
A	Greenacre	-6,578
B	Kingstone	0
C	Holgate[29]	30,022
	Total change in provision (indicative)	23,444

7.8 It is clear therefore that, as a result of the whole BSF programme there will not be a loss of playing field provision overall in the locality. In terms of certainty the sites in question are also under the control of BP4L and consequently there is little reliance upon third parties for provision.

Curriculum Considerations

7.9 The design of the facility has been developed taking account of the requirements of the sports curriculum, and the specialist nature of the facility itself.. Therefore we

[29] Indicative additional provision at this time, subject to consideration of detailed proposals. The main gain is expected to arise from the demolition of the existing school buildings at Holgate School and the creation of new playing fields at that location. The new school building is expected to be located on a new site that is adjacent to existing playing field provision at Holgate. Subject to further design considerations it is likely that there will be further enhancement in provision and this is accounted for within the estimate.

consider that the level of provision present within the proposal will be sufficient to meet this requirement. delivery of the curriculum will not be prejudiced as a result in the new reduction playing field provision.

Community Uses

7.10 In order to understand the approach to community uses it is important to consider the purpose of the proposed building at Greenacre as a special educational facility. At the outset it is important to stress that Greenacre is designed to accommodate and educate pupils with special educational and care needs. The pupils would not fit well within the usual educational streams. As this is the case the proposals have been designed to accommodate the specific requirements of such a facility. As this is the case, design features include:

- Mostly single storey building with larger internal spaces/openings for wheelchair access etc.
- Specialist hydrotherapy pool; and
- A specialist MUGA to account for the special needs to the main users of the facility.

7.11 We understand that there are community uses of the existing facilities. However we have received confirmation that these will not be prejudiced as a result of the proposals. In terms of specialist community uses hydrotherapy pool is also to be retained for specialist community use as well

7.12 It is expected that community uses will be retained via specific proposals for management that are under consideration. It is expected that such management proposals will make use of adjacent facilities that are under the control of the Council and is expected to form a new approach to managing community uses of the existing and new facilities.

Detailed Points

7.13 As a result of early discussion there were some more detailed comments raised as a result of early discussions. Responses to these issue are as follows:

Comment:

- The layout shows all sports facilities isolated from each other i.e. the playing pitch is to the far east of the site and the MUGA, cycle skills area

and STP are in the middle of the site surrounded by buildings and car parking. This type of arrangement is not practical for either students or community use as the sports area cannot be isolated from the main school buildings.

Response

7.14 Site constraints and retained "post 16" facilities do not allow for great flexibility on site. The site layout has been primarily driven by accommodating the specialist requirements of the school as a specialist facility. As this is the case, we acknowledge that the STP, MUGA and Cycle skills are located near the "post 16" changing facilities, but detached from the grass playing pitch. Nonetheless changing for the grass playing pitch can be secured through the use of existing facilities at the adjacent site and the retention of the sports hall. The proposals have been designed to as to permit ready access between these sites.

Comment:

- There are male and female dry changing rooms adjacent to the main hall which implies the hall will be designed to accommodate sport but this is not clear at this stage. However, there does not appear to be provision made for outdoor changing facilities for the outdoor sports facilities. It is important there are separate changing facilities for outdoor sports and indoor sports to prevent mud transference across the changing facilities and different sports surfaces.

Response

7.15 Both the main hall and dining hall are to be used for indoor sporting provision. The proposals make no provision for outdoor sports changing facilities for both educational and community use as it is proposed to use retained sports hall changing facilities at the retained sports hall as part of the Kingstone proposals. It is expected that a management agreement between the facilities can be entered into to assure availability.

Comment

- The sports pitch is located in such a position that there is no flexibility in its use. The car parking to the south and landscaped area to the west

prevent the pitch from being repositioned to allow areas of wear to recover.

Response

7.16 Site constraints have determined the location and size of the playing pitch. Should the Greenacre pitch need resting then the retained pitches at Kingstone could be used in rotation. In addition there is also playing pitch provision opposite the school to the east that could also be used for both educational & community use to aid recovery. However, due to the specific circumstances surrounding the primary use of the school as a special education facility use not expected to be that high.

Comment

- The amount of car parking provision appears to be excessive for the size of school and has been designed in such a way that the playing field is completely isolated. The access route into the school also creates a conflict between vehicles and sports pitch users who have to cross the road. Some consideration would also need to be given to access for maintenance vehicles.

Response

7.17 Due to the nature of the proposed facility, there is a high staff-to-pupil ratio, with a lot of the staff not being from the Barnsley area. it is expected that the car will be the primary mode of transport for staff. This issue is addressed in a separate report that justifies the level of car parking provision as part of the proposal. Consideration has been given for FM vehicles as part of the scheme design and this is expected to be shown within the submitted details.

Summary

7.18 Sport England Policy sets out that an objection would be raised to the loss of playing field provision as a result of development proposals. However there are circumstances where Sport England may reconsider their position and sets out the conditions where 5 exceptions apply. These are reviewed at Section 5 of this report.

7.19 With regard to the position at Greenacre we consider that as part of the overall approach to the BSF programme, adequate compensatory provision will be

provided in the locality (that is under the control of the applicant) that will offset any reduction on the individual site.

7.20 The School has confirmed that the loss will not prejudice curriculum delivery and local circumstances are such that existing community uses will not be prejudiced.

Springwell School

Maintaining provision and Spatial relationships

7.21 It is acknowledged that as a result of the proposals for Springwell, there is a reduction of up to 7,120 sqm playing pitch provision for that site.

7.22 However the relationship with the redevelopment proposals for other schools in the vicinity warrants consideration.

Additional Provision in the vicinity under the BSF Programme

7.23 As part of the wider BSF programme, there are a number of sites within a reasonable distance of the Springwell School that are also the subject of redevelopment (see Appendix 4). These are:

- The New Carlton ALC some 1.5 miles from the site; and
- The St Michaels and Edward Sheerian schools which are adjacent to the Springwell site.

7.24 At the new Carlton ALC there is 89,471 sqm of new playing field provision as a result of the construction of the new school. This provision is under the control of the Council and will be available for wider community uses and will also be of a high quality offering state of the art facilities for both students and the wider community alike. At the time of writing construction of the school at Carlton is underway with expected opening on 2011. There is no substantive reduction in provision as a result of the merger of Royston and Edward Sheerian Schools as the existing level of provision at is to be retained at Edward Sheerian whilst a partial reduction in provision is anticipated at Royston. Further commentary is made in respect of the Edward Sheerian site below whilst the expected proposals for Royston is addressed in Section 8, and we acknowledge a reduction in playing field provision that may result. Nonetheless given the substantial new provision at Carlton alone, the interim deficit resulting from the Springwell proposals (and the possible result of proposals for the redevelopment of Royston) will be more than compensated by the net addition in provision at Carlton.

7.25 We turn now to the St Michaels and Edward Sheerian sites which are located adjacent to the Springwell site. Both of these sites are the subject of redevelopment under the BSF programme primarily under phase 3. Here, the proposed approach is as follows:

- Pupils from the Edward Sheerian site are to be decanted to the new Carlton ALC[30] site once completed under phase 1 of the programme.
- The Edward Sheerian site will then be combined with the St Michaels site and redeveloped under Phase 3 of the BSF programme. Subject to the grant of planning permission, the existing buildings are to be demolished and replaced with a smaller development footprint. The resulting additional vacant space is expected to form playing fields thereby resulting in an increase in provision.

7.26 The outturn of this approach is a net gain of playing field provision, with redevelopment providing a qualitative improvement in provision and state of the art facilities for both students and the wider community. Whilst the proposals for St Michaels remain in draft, there will be no net loss of provision as a result of the proposals.

7.27 Therefore in terms of the ultimate outturn for playing pitch provision within the locality the position is as follows:

Row	School	Change in provision
A	Carlton	66,214[31]
B	Springwell	- 7,120 loss
C	St Michaels/Edward Sheerian	10,574[32]
	Total change in provision	69,668[33]

[30] The Carlton ALC is an amalgamation of Edward Sheerian and Royston Schools. Any provision at Carlton will more than offset any potential reductions in provision that may result from redevelopment proposals at Royston.
[31] This figure is net of the potential reduction resulting from redevelopment proposals at Royston (89,471 – 23,257)
[32] This is an indicative position, pending the grant to planning permission and subsequent Reserved Matters. However, there will be no net loss in provision.

7.28 It is clear therefore that, as a result of the whole BSF programme a gain of up to 69,668 sqm of playing pitch provision is the likely outcome and this accounts for the reduction at Springwell and the potential redevelopment at Royston.

Curriculum Considerations

7.29 The design of the facility has been developed taking account of the requirements of the sports curriculum, and the specialist nature of the facility itself.. Therefore we consider that the level of provision present within the proposal will be sufficient to meet this requirement. delivery of the curriculum will not be prejudiced as a result in the new reduction playing field provision.

Approach to Community Uses

7.30 In order to understand the approach to community uses it is important to consider the purpose of the proposed building at Springwell as a special educational facility. At the outset it is important to stress that the Springwell centre is a borough-wide facility that is designed to accommodate and educate pupils with behavioural issues, and who do not fit well within the usual educational streams. The proposed design has been develop in conjunction the school to accommodate their specific needs. A key driver behind the design is to provide for an appropriate environment where pupils with behavioural issues can be educated safely.

7.31 As this is the case, design features of the facility include:

- A primarily single storey building
- A "cluster" design to separate form years and to reduce the scope for interaction; and
- Duplication of dining areas

7.32 The design of the facility is such that, confirmed community uses for the facilities at Springwell is not a realistic prospect and we understand that there are no community uses of the facilities at present. However to offset this the programme

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[33] This figure is indicative and subject to the grant of planning permission at St Michaels and Royston.

is delivering and will deliver additional facilities that will be available for wider community uses in the locality as these will be brought forward under the mainstream school proposals.

Detailed Points

7.33 As a result of early discussion there were some more detailed comments raised as a result of early discussions. Responses to these issue are as follows:

Comment

- The layout shows all sports facilities isolated from each other i.e. the playing pitch is to the north east of the site and the MUGA, and STP are in the opposite corner of the site separated by buildings and car parking. This type of arrangement is not practical for either students or community use as the sports area cannot be isolated from the main school buildings.

Response

7.34 The school design has been developed to reflect the specialist nature of the facility. Site constraints and other design considerations mean the grass pitch can only fit in its current location if the existing school is to remain functional while the new school is built. The proposed layout has been approved by the school as the main play and school sports use will be on the Muga side, with easy access from a side door. When the grass pitch is to be used for specific teaching, a class can easily access from the opposite side door.

Comment

- Although there is a sports hall indicated on the floor plan it is in the middle of the school buildings and separated from the outdoor sports provision. There is only one set of changing rooms indicated on the plan which would not be sufficient for the indoor and outdoor sports provision proposed. There does not appear to be provision made for outdoor changing facilities for the outdoor sports facilities. It is important there are separate changing facilities for outdoor sports and indoor sports to prevent mud transference across the changing facilities and different sports surfaces.

Response

7.35 The school are in agreement with the current design as the changing facilities are central to the core facilities and therefore more conducive to pupil supervision. By necessity, access to external facilities will need to be controlled/ restricted. We acknowledge that this does restrict community use as it would mean opening up the core of the school and this could lead to mud transference/security type of issues. As a specialist facility however, we consider that the scope for community uses is limited. Nonetheless when outdoor facilities are used it is proposed that pupils will have to remove boots before entering a side door and corridor to access the changing facilities.

7.36 In terms of details, the original area for changing was indicated in the authorities' accommodation schedule as 40m2. This was reduced to 32m2 during engagement meetings to allow for a 14m2 hygiene room. The changing is designed for a group of 12 - there is a 6 shower male changing room with benching for 8 students, and 2 shower female changing room with benching for 4 students. This is reflective of the design brief and the need to maintain supervision over a small number of pupils. There are no toilets in these changing rooms (apart from the adjacent hygiene room). Therefore if visitors were using the facility they would need to use the visitors toilets near the entrance.

7.37 Due to the specialist design considerations, we acknowledge that these changing rooms would not be suitable for community use of the football pitch. Nonetheless as a result of construction of a new ALC at Carlton, these facilities will be made available to the wider community along with the forthcoming proposals at St Michaels, both of which are under the control of BMBC and will make compensatory provision in the locality.

Comment

- The sports pitch is located in such a position that there is no flexibility in its use. The car parking to the south, landscaped area to the west, and school buildings to the east prevent the pitch from being repositioned to allow areas of wear to recover.

Response

7.38 Should the pitch need to recover, adjacent pitches at St. Michaels could be utilised in rotation to allow recovery. Irrespective of this the forthcoming facilities at Carlton

and St Michaels, will be better disposed to wider community uses than those provided as part of the specialist Springwell Facility.

Comment

- The car parking provision has been designed in such a way that the playing field is completely isolated. Some consideration would also need to be given to access for maintenance vehicles.

Response

7.39 Site constraints and design considerations cause this to occur. Consideration has been given for FM access. The specialist nature of the facility requires that pupils arrive by taxi, to the door of the facility and this requires a specific design response.

Summary

7.40 Sport England Policy sets out that an objection would be raised to the loss of playing field provision as a result of development proposals. However Sport England may reconsider their position and sets out circumstances where 5 exceptions apply. These are reviewed at Section 5 of this report. With regard to the positions at Springwell we consider that as part of the overall approach to the BSF programme, adequate compensatory provision will be provided in the locality (that is under the control of the applicant) that will offset any reduction on the individual site. The School has confirmed that the loss will not prejudice curriculum delivery. The specialist design of the facility means that the realistic prospect for community uses of the facility will be limited. Nonetheless local circumstances are such that community uses can be adequately accommodated by new provision being made at Carlton and forthcoming enhanced provision on an adjacent site.

8. Residual Land

8.1 The implementation programme seeks a reduction in the number of Secondary schools across the borough by 4. In part this will be achieved through a combination of school amalgamations to both existing school sites and decantment to entirely new sites. In this regard 3 of the new schools are located on brand new sites. The schools in question are:

- Carlton (an amalgamation of Royston and Edward Sheerian Schools)
- Shafton (an amalgamation of Priory and Willowgarth Schools)
- Wombwell (an amalgamation of the existing Wombwell and Foulstone Schools on to a new school site.

8.2 The sites where schools are to be combined on to existing school sites are as follows:

- Kingstone/Holgate
- St Michaels – a new through school using the Edward Sheerian site already accounted for in Phase 1

8.3 In variably, there will therefore be a supply of residual land following completion of the programme. Set out below is the approach to how this land forms part of the overall provision of playing pitches within the Borough.

The role of Residual Land

8.4 In terms of the potential approach to the residual land this is set out in the table below:

Programme phase	Residual Site	Future Role
1	Edward Sheerian	School to be demolished and playing fields retained. Once demolished the entire school site is expected to form part of the playing field provision, resulting in a net increase in playing pitch provision. Residual site to form part of the St Michaels School

		redevelopment for phase 3.
1	Royston	Half of the site is to be retained as playing field provision. Half of the site is to be the subject of development proposals.
2	Willowgarth	The existing Playing Fields are to be retained for community uses whilst the footprint of the building is to be the subject of redevelopment proposals. This is expected to result in no net change in provision.
2	Priory	There is to be a phased redevelopment of the site with expected compensatory provision to be made via remediation of a nearby site to offset any potential loss.
3	Kingstone	The site of school buildings is to be sold for redevelopment (expected to be housing). However the sports hall is to be retained along with existing playing fields.
3	Wombwell	The existing playing fields are to be retained in part and made available. The potential loss is to be offset by the new provision to be made at the new Wombwell school
3	Foulstone	The Foulstone School does not contain existing playing field provision and so redevelopment proposals associated with this site should not involve the loss of playing field provision.

8.5 It should be noted that the approaches set out above remain subject to final approval and the consideration of planning applications.

9. Delivery

9.1 To provide certainty that across all phases the proposals will be delivered, the following should be noted.

Ownership

9.2 All areas of land that are referred to within this document are in public ownership or fall under the control of Barnsley Metropolitan Borough Council. There are therefore no known issues regarding land availability or accessibility.

Funding

9.3 For all phases of the BSF programme, public funding streams are in place to assure delivery.

Planning Control

9.4 Aside from those sites that are currently under construction in phase 1, all phase 2 and phase 3 sites remain subject to:

- The grant of planning permission; and/or
- The grant of Reserved Matters approval.

9.5 This is also the case for the residual sites which, should redevelopment proposals come forward on these, then the same considerations would also apply. It should also be noted that the residual sites are also benefit from planning policy protection in the saved UDP. Barnsley Metropolitan Borough Council, as local planning authority will be an arbiter in this process and Sport England will be a consultee on any proposals that comes forward as a result.

9.6 To provide additional comfort the entering into a unilateral undertaking to assure compensatory provision is a mechanism to consider at the appropriate time. However, given that the sites are under the control of a public body, the relevant planning policy context is also a factor, and the redevelopment proposals of the majority of sites (both new facilities and the disposal of residual site) are not yet the subject of applications for the relevant planning approvals we consider that adequate planning control exist and the entering into a unilateral undertaking may not be necessary.

9.7 Therefore adequate controls are in place to ensure that the overall objectives of the BSF programme in terms of playing field provision are delivered and benefits accrue consequently.

10. Conclusions

10.1 Through the BSF delivery programme, we fully anticipate that across the Borough, there will be a net increase in the quantity and enhancement in the quality of playing field provision, as and when the delivery is complete in 2012.

10.2 We acknowledge that in the case of two individual sites, there will be a net reduction in playing field provision and in these cases community uses may not always be achievable. However compensatory provision is accounted for in the respective localities across all phases of the programme and these facilities are expected to be available for community uses. This report sets out how this is to be achieved.

10.3 The approach to residual land also assures the retention of playing field facilities and their availability for community uses.

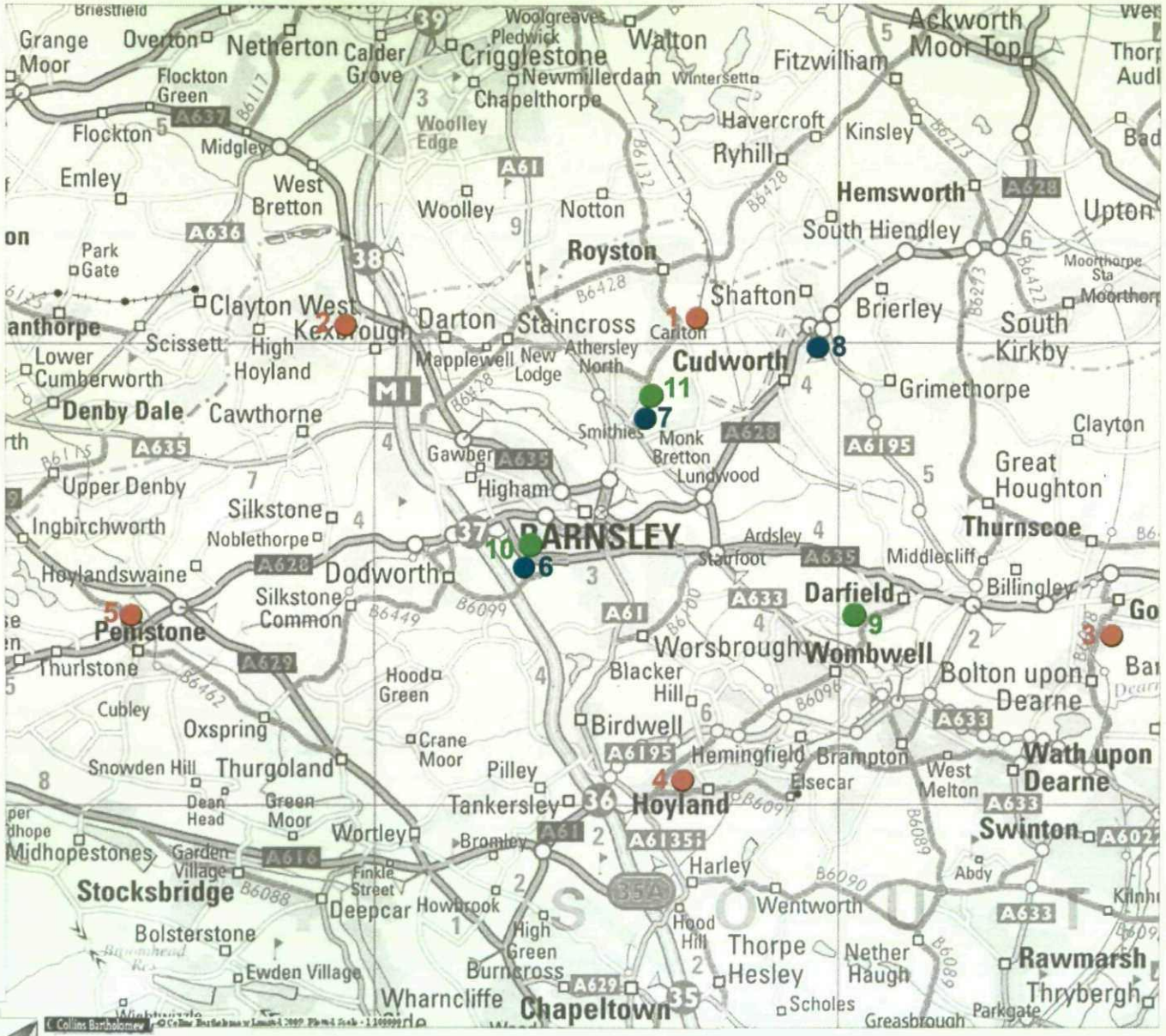
10.4 In terms of implementation and delivery, all of the land in question falls under the control of BMBC and in this regard there are no known issues of ownership. In addition, funding for delivery of the programme is in place and in this regard delivery is assured. Whilst we acknowledge that planning permissions or Reserved Matters approvals are not yet in place for phase 2 or phase 3 schemes, adequate controls are in place to assure delivery of the overall approach.

Appendix 1 – Map Showing Locations of BSF Schools across the Borough

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Playing Field Area Comparison Table

Barnsley Partnership for Learning



Barnsley BSF
Playing Field Comparison

Figures for current playing field areas based on topographical surveys.
Figures for playing field area after development – based on Landscape Masterplans submitted for planning

No.	SCHOOL	Current playing field area sq m	Playing field area after development sq m	Negative(-) or positive(+) effect sq m
1	Carlton (Combined Royston & Edward Sheerien)	81,623	147,837	+66,214
2	Darton	58,115	58,158	+43
3	Dearne	90,777	91,202	+425
4	Kirk Balk	59,665	62,800	+3,135
5	Penistone	54,880	69,060	+14,180
6	Greenacre	14,845	8,267	-6,578
7	Springwell	12,462	5,342	-7,120
8	Shafton (Combined Priory and Willowgarth)	129,551	169,616	+53,763
9	Wombwell Foulstone	65,672	113,525	+47,853
10	Holgate Kingstone	120,973	150,995	+30,022
11	St Michael's	32,350	42,924	+10,574

OVERALL **GAIN** IN PLAYING FIELD AS NOTED ABOVE
212,511 SQ M = 21.25 HECTARES

Note:- Phase 2 and 3 schools remain subject to the grant of outline planning permission and reserved maters approval.

Revision Notes

Rev A	27.02.09	Alteration to figures in the table due to changes in Playing Field Area at Darton (SLL)
Rev B	05.06.09	Phase 2 school figures added (SLL)
Rev C	15.09.09	Shafton and total figures amended (SLL)
Rev D	25.09.09	Phase 3 figures added (SLL)

Appendix 2 – Indicative Playing field Provision Table by Site and BSF Phase

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BSF Phase	Site Location	School Redevelopment, New school or to be replaced	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)	Comments
1	Carlton School, Carlton Lane	New School	0	89,471	89,471	Provision approved and on site
	Royston School	To be replaced	46,514	23,257	-23,257	Site being considered for partial redevelopment. Therefore it is assumed that approxiamtely 50% of playing field provision could be retained.
	Edward Sheerian	To be replaced	35,109	35,109	0	School buildings to be demolished and incorporated into the redevelopment of St Michaels School at Phase 3. area of demolition to be returned to playing field. Figure for demolished area to be accounted for as part of phase 3 proposals for St Michaels.
1	Darton School,	Redevelopment	58,115	58,158	43	Provision approved and on site
1	The Dearne School	Redevelopment	90,777	91,202	425	Provision approved and on site
1	Kirk Balk	Redevelopment	59,665	62,800	3,135	Provision approved and on site
1	Penistone Grammar	Redevelopment	54,880	69,060	14,180	Provision approved and on site

BSF Phase	Site Location	School Redevelopment, New school or to be replaced	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)	Comments
2	Greenacre	Redevelopment	14,845	8,267	-6,578	see main report body for details of compensation
2	Springwell	Redevelopment	12,462	5,342	-7,120	see main report body for details of compensation
2	Shafton	New School	0	53,763	53,763	New provision on a new site. Net additional provision overall.
	Priory School	To be replaced	48,365	48,365	0	Site being considered for redevelopment with compensatory provision being made on an adjacent site. This will be considered via the planning process.
	Willowgarth School	To be replaced	53,879	53,879	0	Ecisting playing field provision to be reatined. Only the building foot print will be subject to redevelopment proposals.
3	Wombwell/Foulstone	New School	0	80,689	80,689	New provision on a new site. Net additional provision overall.

BSF Phase	Site Location	School Redevelopment, New school or to be replaced	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)	Comments
	Wombwell School	To be replaced	65,672	32,836	-32,836	Site being considered for partial redevelopment. Therefore it is assumed that approxiamtely 50% of playing field provision could be retained.
	Foulstone School	To be Replaced	0	0	0	The site does not contain any existing playing fields therefore no change is expected.
	Holgate School	Redevelopment	76,517	106,539	30,022	site of existing school buildings to be demolished and turned to additional playing field uses. Additional adjacent site to be *acquired and used for new school* buildings for combined Holgate/Kinstone school
	Kingstone School	To be replaced	44,456	44,456	0	playing fields and recent sports hall and facilities to be retained. School buildings to be demolished and that part of the site to be redeveloped for a commercial venture.

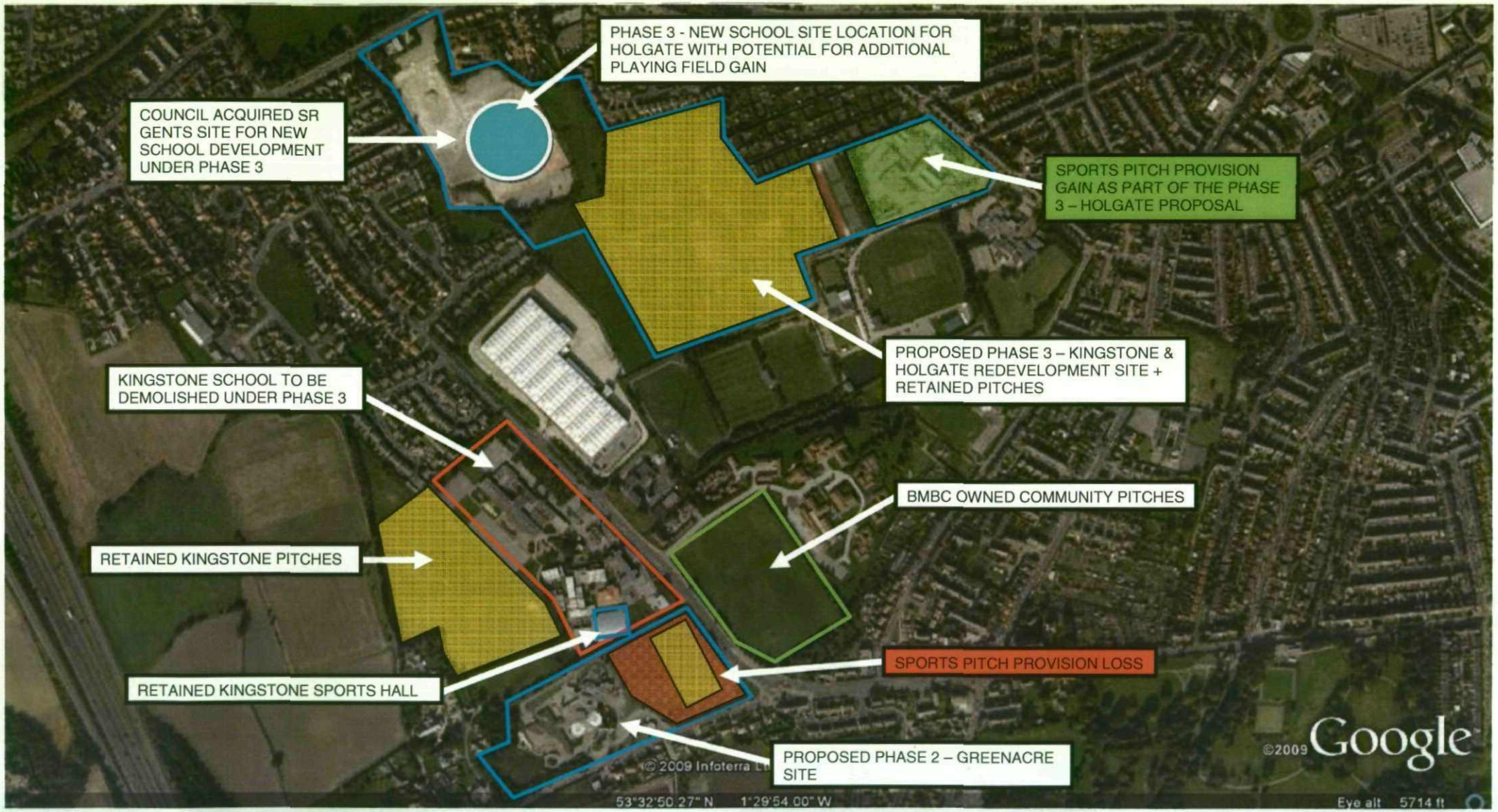
BSF Phase	Site Location	School Redevelopment, New school or to be replaced	Existing Area of playing field provision (M2)	Proposed Area of playing field provision (M2)	Difference (M2)	Comments
3	St Michaels	Redevelopment	32,350	42,924	10,574	Site to be redeveloped and combined with the former Edward Sheerian School to form a "through school" for education to 18. Reduced development footprint resulting in increased playing pitch provision.
		Indicative total all phases	693,606	906,117	212,511	
		Phase 1	345,060	429,057	83,997	
		Phase 2	129,551	169,616	40,065	
		Phase 3	218,995	307,444	88,449	

Notes

- All Phase 2 sites are subject to the receipt of Reserved Matters approval but figures shown are as per current and emerging plans.
- All phase 3 sites remain subject to the grant of planning permission and Reserved Matters consent. Therefore figures are indicative.
- The redevelopment of residual sites remain subject to final approval and the grant of respective planning permissions.

Appendix 3 – Approach to Compensatory Playing Field Provision–Greenacre

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- SCHOOL SITE/FACILITY
- *DEMOLITION SITE*
- BMBC OWNED COMMUNITY PITCHES
- EXISTING/RETAINED SPORTING PROVISION
- PROVISION LOSS
- PROVISION GAIN
- NEW SCHOOL SITE LOCATION

TURLEY ASSOCIATES

Appendix 4 - Approach to Compensatory Playing Field Provision – Springwell

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- SCHOOL SITE/FACILITY
- DEMOLITION SITE
- BMBC OWNED COMMUNITY PITCHES
- EXISTING/RETAINED SPORTING PROVISION
- PROVISION LOSS
- PROVISION GAIN
- NEW SCHOOL SITE LOCATION

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