

Case Number	16/02148/FUL -PP-05142203
Application Type	Full Planning Application
Proposal	Construction of 2 football pitches with floodlighting a grass rugby pitch and a grass training area, improvements to existing pitches, erection of pavilion building including changing facilities, kitchenette, education space, a gymnasium, club room and bar, provision of car parking accommodation and formation of new access road to Moss Way
Location	Site Of Old Westfield School And Sports Centre, Westfield Crescent, Sheffield, S20 5AQ
Date Received	03/06/2016
Team	City Centre and East
Applicant/Agent	Capital Delivery Service Sheffield City Council
Recommendation	Grant Conditionally Subject to Secretary of State
Date of Recommendation	11 October 2016

Time limit for Commencement of Development

1. The development shall be begun not later than the expiration of three years from the date of this decision.

Reason: In order to comply with the requirements of the Town and Country Planning Act.

Approved/Refused Plan(s)

2. The development must be carried out in complete accordance with the following approved documents:

151120-203.02B - Vegetation Removed and New Planting Areas
151120-102.03:01jun16 - Block Plan
151120-101.02:31may16 - Site Location
151120-103.03:01jun16 - Landscape Layout
151120-107.03:05oct16 - Pavilion Elevations
151120-104.02:31may16 - Layout Ground Floor In Context
151120-115.01:04oct16 - Site Layout Amended
151120-108.01:27may16 - Building Sections
151120-106.03:02jun16 - Pavilion Layout
SD-PC/04883 WFA P2 - Proposed Moss Way Access

SS2114 05 Rev 00 - 3G Artificial Grass Pitches Elevations
SS2114 04 Rev 00 - 3G Artificial Grass Pitches Plan
CC6081 - 15m Lighting Column
Optivision Downlight
MMD-341330-CC-D-DR-XX-1002 Rev P1- Cross Sections
MMD-341330-CC-D-DR-XX-1001 Rev P1 Cross Section Locations

Reason: In order to define the permission

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

3. The Development shall not commence until full details of the proposed surface water drainage, including calculations and modelling to demonstrate performance, have been submitted to and approved by the Local Planning Authority, including the arrangements for surface water infrastructure management for the life time of the development . This should be achieved by sustainable drainage methods where feasible. Should the design not include sustainable methods evidence is to be provided to show why sustainable drainage methods are not feasible for this site. The development shall thereafter be constructed in accordance with the approved details.

Reason: To ensure surface water flooding and pollution management.

4. No development shall commence until details of the means of ingress and egress for vehicles engaged in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the arrangements for restricting the vehicles to the approved ingress and egress points. Ingress and egress for such vehicles shall be obtained only at the approved points.

Reason: In the interests of protecting the free and safe flow of traffic on the public highway it is essential that this condition is complied with before any works on site commence.

5. No development shall commence until a Landscape and Ecological Management Plan, including short, medium and long term aims and objectives, management responsibilities and maintenance schedules for all distinct areas, has been submitted to and approved in writing by the Local Planning Authority. The Landscape and Ecological Management Plan shall thereafter be implemented as approved.

Reason: In the interests of protecting the biodiversity of the site. It is essential that this condition is complied with before any other works on site commence given that damage to existing habitats is irreversible.

6. No development shall commence until full details of measures to protect the existing trees to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate root protection areas and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS 5837, 2012 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

Reason: In the interests of protecting the identified trees on site. It is essential that this condition is complied with before any other works on site commence given that damage to trees is irreversible.

7. No development shall commence until the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below have either;
- a) been carried out; or
 - b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the pavilion is brought into use.

Highway Improvements:

Pedestrian and cycle improvements to Moss Way and Westfield Southway as shown on drawing SD-PC/04883 WFA P2

Reason: To enable pedestrians and cyclists to safely access the site in the interests of encouraging sustainable travel to the site.

Other Pre-Commencement, Pre-Occupancy and other Stage of Development Condition(s)

8. Prior to construction of the building commencing further details of the design of the roof enclosure shall be submitted to and approved by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.
- Reason: In the interests of the visual amenities of the locality
9. Details of all proposed external materials and finishes, including samples when requested by the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority before that part of the development is commenced. Thereafter, the development shall be carried out in accordance with the approved details.
- Reason: In order to ensure an appropriate quality of development.
10. The building shall not be used unless the cycle parking accommodation for 20 cycles as shown on the approved plans has been provided in accordance with those plans and, thereafter, such cycle parking accommodation shall be retained.
- Reason: In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield and Core Strategy policy CS51.
11. Prior to the installation of any commercial kitchen fume extraction system full details shall first have been submitted to and approved by the Local Planning Authority. These details shall be in accordance with Defra document; "Guidance on the Control of Odour & Noise from Commercial Kitchen Exhaust Systems" and shall include:
- a) Plans showing the location of the fume extract terminating and including a low resistance cowl
 - b) Acoustic emissions data.
 - c) Details of any filters or other odour abatement equipment.
 - d) Details of the systems required cleaning and maintenance schedule.
 - e) Details of a scheme of works to prevent the transmission of structure borne noise or vibration to other sensitive portions of the building.
- The approved equipment shall then be installed, operated, retained and maintained in accordance with the approved details.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

12. A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority before the development is commenced, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

Reason: In the interests of the visual amenities of the locality.

13. The approved landscape works shall be implemented prior to the development being brought into use or within an alternative timescale to be first approved in writing by the Local Planning Authority. Thereafter the landscaped areas shall be retained and they shall be cultivated and maintained for a period of 5 years from the date of implementation and any plant failures within that 5 year period shall be replaced.

Reason: In the interests of the visual amenities of the locality.

14. Within 9 months of the date of this planning permission a community use agreement prepared in consultation with Sport England shall be submitted to and approved in writing by the Local Planning Authority, and a copy of the completed approved agreement shall be provided to the Local Planning Authority. The agreement shall apply to playing fields, car parking and changing accommodation which are to be used by Mosborough Rugby Union Football Club and Aardwolf Archers and to include details of pricing policy, hours of use, access by non-members, management responsibilities and a mechanism for review, and anything else which the Local Planning Authority in consultation with Sport England considers necessary in order to secure the effective community use of the facilities. The development shall not be used at any time other than in strict compliance with the approved agreement.

Reason: To secure well managed safe community access to the sports facility/facilities, to ensure sufficient benefit to the development of sport and to accord with Development Plan Policy.

15. The proposed green roof(s) (vegetated roof system) shall be provided on the roof(s) in the locations shown on the approved plans prior to the use of the buildings commencing. Full details of the green roof construction and specification, together with a maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site and unless otherwise agreed in writing shall include a substrate based growing medium of 80mm minimum depth incorporating 15-25% compost or other organic material. Herbaceous plants shall be employed and the plants shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason: In the interests of biodiversity.

16. Prior to the use of the pavilion 5 nest boxes shall be placed on mature trees within the site or on the new pavilion, final details of which shall have been submitted to and approved by the Local Planning Authority.

Reason: In the interests of mitigating the impact on nesting birds.

17. No demolition and/or construction works shall be carried out unless equipment is provided for the effective cleaning of the wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the highway. Full details of the proposed

cleaning equipment shall be approved in writing by the Local Planning Authority before it is installed.

Reason: In the interests of the safety of road users.

18. Before the use hereby permitted commences, the applicant shall submit for written approval by the Local Planning Authority a report giving details of the impact of light from the development on adjacent dwellings. The report shall demonstrate that the lighting scheme is designed in accordance with The Institution of Lighting Professionals document GN01: 2011 'Guidance Notes for the Reduction of Obtrusive Light'. The development shall be carried out and thereafter retained in accordance with the approved details. [The guidance notes are available for free download from the 'resources' pages of the ILE website.]

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

19. The parking layout shown on the approved plans is not approved as part of this consent and revised details of the layout, surfacing and marking out of the spaces shall be submitted to and approved by the local planning authority before construction of the car park commences. The building shall not be used unless the approved car parking has been provided in accordance with those plans and thereafter such car parking accommodation shall be retained for the sole purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

20. The new access from Moss Way shall not be used unless the sight lines, as indicated on plan SD-PC/04883 WFA P2, have been provided. When such sight lines have been provided, thereafter the sight lines shall be retained and no obstruction to the sight lines shall be allowed within the sight lines above a height of 1 metre.

Reason: In the interests of the safety of road users.

21. At all times that construction work is being carried out a site compound including details of contractor parking shall be provided to the satisfaction of the Local Planning Authority within the application site or within the immediate vicinity of the application site. Before the development is commenced full details of the compound shall have been submitted to and approved by the Local Planning Authority. When the above-mentioned compound has been provided thereafter it shall be used for the sole purpose intended and be properly maintained.

Reason; In the interests of traffic safety and the amenities of adjoining occupiers.

22. The pavilion hereby approved shall be constructed to achieve a standard equivalent to a minimum rating of BREEAM 'very good' and before construction is commenced a BREEAM pre-assessment shall be submitted to and approved by the Local Planning Authority to demonstrate that BREEAM 'very good' is likely to be achieved. Within 3 months of occupation of the pavilion a report shall be submitted to and approved by the Local Planning Authority to demonstrate that the works and actions have been undertaken as set out in the BREEAM pre-assessment.

Reason: In the interests of mitigating the effects of climate change in accordance with Sheffield Development Framework Core Strategy Policy CS64.

Other Compliance Conditions

23. The pavilion shall be used for the above-mentioned purpose only between 0700 hours and 2330 hours on any day.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

24. The use of any sports pitch and the associated floodlights illuminating the pitch surface shall cease at 2200 hours on Monday to Friday and 19:00 hours on Saturdays, Sundays and Bank Holidays.

Reason: In the interests of the amenities of adjoining residential occupiers.

25. Amplified sound or live music shall only be played within the building and in such a way that noise breakout does not exceed the prevailing ambient noise level by more than 3dB when measured at 1m from the façade of the nearest noise sensitive property;

- a) as a 15 minute LAeq, and;
- b) at any one third octave band centre frequency as a 15 minute LZeq.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

26. Prior to being discharged into any watercourse, surface water sewer or soakaway system all surface water drainage from parking areas and hardstandings shall be passed through a petrol/oil interceptor designed and constructed in accordance with details to be approved in writing by the Local Planning Authority.

Reason: Prevent pollution of the water environment.

27. No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall, other than the local public sewerage, for surface water have been completed in accordance with details submitted to and approved by the Local Planning Authority (reference Flood Risk Assessment (prepared by Mott MacDonald - Report 341330_CD_R01 dated May 2016)

Reason: To ensure that the site is properly drained and in order to prevent overloading, surface water is not discharged to the foul sewer network.

28. Surface water discharge from the completed development site shall be restricted to a maximum flow rate of 5 litres per second per hectare.

Reason: To reduce the risk of flooding in accordance with the National Planning Policy Framework.

29. If works are undertaken to the tussocky semi improved grassland during the reptile hibernation period (November - February inclusive) the mitigation measures listed in section 5.4 of the ecology report shall be followed.

Reason: In the interests of mitigating the impact of the construction phase on reptiles.

30. The rugby pitch located on the redgra pitch hereby permitted shall not be constructed other than in accordance with World Rugby Union's Facilities Guidance note 5 Grass Pitches for Rugby.

Reason: To ensure the development is fit for purpose and sustainable and to accord with Development Plan Policy.

31. The measures to mitigate the impact of floodlighting on bats, as set out on page 28 of the ecology report, shall be implemented. Ten bat boxes shall also be erected on mature trees within the site in accordance with the details set out on pages 30/31 of the ecology report.

Reason: In order to mitigate the impact on the development on protected species..

32. No gates or barriers shall be erected on the means of access to the site from Moss Way unless details of the design and location have been submitted to and approved by the Local Planning Authority.

Reason: In the interests of traffic safety.

Attention is Drawn to the Following Directives:

1. The City Ecologist has recommended that a pre-commencement of development check for badger setts is carried out by an ecologist immediately prior to the commencement of site enabling works. The City Ecologist has also recommended that following precautions should be taken to minimise the impact of the development on badgers.

Security lighting should be directed away from setts.

- Chemicals should be stored as far away from the setts and badger paths as possible.
- Trenches must be covered at the end of each working day, or include a means of escape for any animal falling in. (Badgers will continue to use established paths across a site even when construction work has started).
- Any temporarily exposed open pipe system should be capped in such a way as to prevent badgers gaining access as may happen when contractors are off site.
- Badger gates may need to be installed in perimeter fencing. If so, specialist advice should be sought.
- Water sources (for badgers) should always be safeguarded.
- Trees should be felled away from setts and must not block badger paths

In order to minimise the impact on breeding birds the clearing of trees and shrubs should take place outside of the bird breeding season taken to be the beginning of March to the end of August. If it is necessary to clear vegetation within this period a nesting survey should be carried out by a suitably qualified person.

2. Plant and equipment shall be designed to ensure that the total LAeq plant noise rating level (including any character correction for tonality or impulsive noise) does not exceed the LA90 background noise level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.
3. To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact Mr S A Turner on Sheffield (0114) 2734383.

4. You are required, as part of this development, to carry out works within the public highway. You must not start any of this work until you have received a signed consent under the

Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group
Development Services
Sheffield City Council
Howden House, 1 Union Street
Sheffield
S1 2SH

For the attention of Mr S Turner
Tel: (0114) 27 34383

5. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.
6. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
7. The applicant is advised that the parking layout is not approved as an improved arrangement of spaces and lanes can be achieved which would avoid long reversing manoeuvres for disabled drivers.

INTRODUCTION

The applicant has stated that it is imperative that this application be considered by this Committee because of the need to hit a time critical funding deadline. They state that the £4.4 million part-funding for this project is coming from the exchequer and that the City Council must have evidenced spend by 31st March 2017. They say that there is no flexibility with this and that a delay to the planning decision would place significant risk on the City Council's ability to deliver against these deadlines.

In order to hit the target for the spend works must start well before Christmas on forming the access road to the site. The contractor for the project can only be secured once planning permission is obtained. Given that this is a design and build project there will then need to be a mobilisation period and a period of contractor design development before building works commence on the main pavilion. Given the need to refer this application to the Secretary of State, delaying the consideration of this application until 1st November would result in a decision not being issued until late November which would make hitting these construction milestones incredibly difficult.

At the time of writing this report there are a number of minor outstanding items which it is anticipated will be resolved before the meeting of the Committee in order to allow a favourable recommendation to be made. An updated report will be distributed in advance of the meeting to address these issues. These issues are as follows:

- Further information to finalise the assessment of the adequacy of the parking proposed. That is, how many participants and spectators might be expected when the pitches are in full use and whether the parking levels have been based on survey information of a similar site
- Final details to ensure adequate and safe pedestrian and cycle access to the facility
- Additional information in relation to light spread above ground level from the proposed floodlights
- A final detailed plan clearly indicating the areas of trees that will be lost as a result of the development (identifying the extent of existing trees/shrubs along the southern and eastern boundaries and clearly indicating those areas where they will be lost taking into account earth works and working areas)
- Clarification on an earthwork feature to the rear of the pavilion on the line of section A/A to establish whether this is a temporary construction phase requirement or a permanent feature
- Revised elevations of the building – these would not alter the form of the building, only some minor elements of the external materials to improve its overall appearance.

LOCATION AND PROPOSAL

The application site was formerly part of the Westfield School playing fields and occupies a site of approximately 9.6 hectares. It comprises of 6 grass pitches on various levels and a RedGra all-weather pitch that contains some floodlighting columns and changing/storage containers. There is also a grass rugby pitch and running track on the eastern part of the site that is not in a good state of repair. The pitches are used by local clubs and accessed from Westfield Crescent to the west of the site. Parking takes place on the former tennis courts and along the access route from Westfield Crescent.

To the north and north-west the site adjoins open agricultural land. To the east there is an area of woodland adjoining Moss Way with housing estates further to the east. To the south there are allotments and the site of the former school buildings which is in the process of being developed as a new housing estate by Miller Homes. To the west there is housing accessed from High Street.

The application is seeking to provide 2 new fully accessible artificial grass pitches, upgrade 3 natural turf pitches for football and a new turf rugby pitch. The existing RedGra pitch is to be converted to a grass pitch for rugby training purposes. The existing grass pitches will be improved and regraded to create more level playing surfaces.

A pavilion and car parking area is to be located on the south eastern part of the site and will be accessed by a new road from Moss Way. The pavilion will be 2 storeys high and is approximately 50m long by 15m wide. It is to be cut into an embankment that separates the lower level pitches from the upper pitches. It has been designed with a curved green roof and is faced at ground floor level with buff brick and timber cladding above. It accommodates 6 changing rooms, bar/social space and coaching room on the ground floor and a health and fitness club on the first floor.

A 200 space car park and one of the artificial floodlit pitches is to be located adjacent the pavilion and on the site of a grass pitch and the running track. Both this and the second artificial floodlit pitch, which is located to the west and in the middle of the site will be illuminated by 15m high floodlights and will be bounded by 4.5m mesh ball stop fencing to be powder coated dark green.

They will also include a 2.6m high metal equipment storage container finished dark green.

The applicant has advised that artificial pitches allow extended usage particularly during winter weather conditions. They can offer a variety of pitches and training areas within the same enclosed space to support adult, youth and mini soccer training areas. The 3G pitches allow multiple games to take place at the same time and will provide a greater opportunity for play than is currently available. They have been designed in accordance with the FA Guide to 3G Football Turf Pitch Design Principles and Layouts.

The applicant has indicated that Football use will operate between 10am and 10pm Monday to Friday, and the Health and Fitness use from 6.30 am to 10pm, closing half an hour earlier on Friday. On Saturdays and Sundays/public holidays the gym is expected to operate 7am to 9pm and 8am to 8pm respectively; whilst football will be open between 9am and 7pm and 9am and 9pm respectively.

The scheme will provide the third 'football hub' forming part of the Sheffield Parklife Project, supported by the Football Association (FA), Sport England and Sheffield City Council (SCC).

The scheme flows from the Council's Outdoor Sports Strategy which states that the current council subsidy model for outdoor sport needs to be replaced with a more sustainable approach given the unprecedented budget pressures. This will involve a greater role for other sports providers and clubs in the delivery and management of outdoor sport. The aim of the strategy is to increase investment and participation in all parts of the city.

The playing pitch strategy of 2013 seeks to concentrate investment on a small number of high quality hubs whilst addressing specific shortfalls such as mini football pitches and

investing in artificial surfaces that have a higher capacity. It recognises the need to ensure a geographical spread of facilities across the city.

Within football the quality of pitches are perceived to be poor and clubs consider that more pitches and better ancillary facilities would mean more teams. They also consider 3G artificial pitches are needed to support training requirements.

The Westfield project is estimated to cost £7.5m and will be funded by a council contribution from the capital receipt of the Westfield housing site and grants from Sport England, and the Rugby Football Union

SUMMARY OF REPRESENTATIONS

One representation has been received in connection with the proposals from a planning agent acting on behalf of Miller Homes, who are in the process of developing the adjoining site for 150 dwellings (case reference 16/00375/FUL). The development will take approximately 3 years to complete. Their representation can be summarised as follows:

- Miller Homes wish to work with the developers of this site and facilitate good working practices as well as protect the living conditions of future occupants of the dwellings
- There is no in principle objection to the proposal but there are issues that need addressing in relation to floodlighting, access, parking and construction arrangements
- They are aware of a future potential proposal to enhance Rugby facilities on the adjoining tennis courts with a separate access from Westfield Crescent. They consider that a joint access from Moss Way should be provided. (Members should note that there is no formal planning application for the rugby proposal so it is not possible to consider it as part of this application)
- The proposed floodlighting raises the potential of a statutory nuisance to the new housing development and it is considered that additional information / clarification is required to demonstrate that the housing development will not suffer from excessive light levels. They do not consider that this aspect of the proposals can be dealt with by condition
- It is not clear whether the pavilion will be used as a social venue with the associated bar. Some of the dwellings closest to the pavilion could be subject to disturbance (including from the first floor balcony of the pavilion)
- Late night disturbance could be caused by people leaving the pavilion late at night and using the footpath which crosses through the housing scheme.
- Appropriate management of access to the pitches and control over the hours and type of use associated with the pavilion could alleviate these concerns. Permitted development restrictions to prevent temporary uses should also be considered
- It is understood that a proposal for the adjacent rugby club facilities would result in no direct access being available between this proposed development and the future rugby club proposals which would result in access to the rugby club only being available via Westfield Crescent, which they deem to be unsuitable and would result in additional disturbance to new and existing residents. The planning application currently under consideration should take account of these concerns in order that access to the rugby facilities can be gained from Moss Way. The car parking proposed should also be available to the rugby club and pedestrian access

between the car park and the rugby club should be secured in a bid to prevent parking on surrounding residential streets.

- There do not appear to be any opportunities for overspill parking if a large number of players/spectators are present and this could result in overspill on to surrounding residential streets.
- A full scale traffic management plan to cover the construction phase will be required in order to ensure the safe operation of the highway network and to ensure that this development and the Miller Homes development can work side by side without disruption. This should include site compounds, vehicle routings and timings as well as contractor parking arrangements (Members should note that it is usual for this aspect to be dealt with by condition as it was on the Miller Homes site)
- Miller Homes would welcome the opportunity to discuss the proposals with the City Council as landowner, the Football Association and the Rugby Club in order that the developments can be brought forward in a sustainable manner to the benefit of all.

Sport England are a statutory consultee as the development will result in the loss of 2 natural turf pitches, a Redgra pitch, an old running track and an area once used as cricket nets. Their policy is to oppose development that would lead to the loss of playing fields unless it meets one of their exceptions set out in policy.

Sport England have confirmed that they consider that the proposal meets their exception policy in that the development will be ancillary to the principle use of the site as a playing field; the playing fields lost will be replaced by playing fields of an equivalent or better quality and the facilities are of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field. They have no objection to the scheme and recommended conditions about the quality of the rugby pitch and for a community use agreement. These have been included in the recommended conditions.

PLANNING ASSESSMENT

Policy issues

The whole site is open space and most lies within the Green Belt which separates Westfield, Mosborough and Owlthorpe, as defined on the Unitary Development Plan Proposals Map. A small part of the southern section of the site lies outside the Green Belt but within an Open Space Policy Area.

Open Space

Core Strategy Policy CS 45 seeks to give priority to safeguarding and improving open space over the creation of new areas. The commentary to this policy refers to improvements being achieved through the design and the provision of facilities, supported by associated management measures aspiring to nationally recognised quality standards. The application is supported by this policy in that it will provide additional facilities ancillary to the open space and improve pitches to meet nationally recognised standards.

Policy CS 47 is concerned with safeguarding Open Space. The construction of the pavilion and the car parking will result in the development of open space. However the policy allows for the loss of open space where it would be ancillary to the open space and have a minimal impact on the use or character of the open space. In this case the development of the changing facilities, kitchen, education room, bar and the car parking is ancillary to the formal open space use and it will enhance the formal sports use of the site. Therefore the proposal is considered to be acceptable under this policy.

Green Belt

The National Planning Policy Framework advises that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.

Local planning authorities should plan positively to enhance the beneficial use of the Green Belt such as providing opportunities for outdoor sport and recreation.

Inappropriate development is by definition harmful to the Green Belt and should not be approved except in very special circumstances. Construction of new buildings in the Green Belt are inappropriate, with exceptions being the provision of appropriate facilities for outdoor sport and outdoor recreation as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it.

Unitary Development Plan Policy GE1 says that development in the Green Belt will not be permitted except in very special circumstances where it would lead to encroachment of urban development into the countryside. Construction of buildings other than essential facilities for outdoor sport and recreation will not be permitted except in very special circumstances (Policy GE3).

The scheme as a whole is seeking to enhance outdoor sports provision and in this respect is supported by policy as it will enhance the beneficial use of the Green Belt. The proposed new pavilion is located in the Green Belt and certainly includes some facilities which are appropriate for outdoor sport. These are primarily contained on the ground floor and comprise of the changing rooms, toilets, store, modest club social space and coaching room. The applicant has advised that the club room is not intended to be let out for functions, parties, weddings etc. However the first floor contains a large gym and studio space with ancillary changing and toilets that is similar to a commercial health/fitness facility. This element cannot be considered to be appropriate for outdoor sport and recreation and therefore is inappropriate development. Therefore this element can only be approved if very special circumstances can be demonstrated.

Assessment of Very Special Circumstances

The applicant has stated that the health and fitness element generates the revenue stream for the outdoor sports facilities both on this site and on sports sites across Sheffield. This allows for enhancements on this site and also for enhancements and maintenance of other sites across the city which would not be viable without the health and fitness facility. An outline business case for the Westfield scheme has been submitted which shows that the scheme is being funded by a combination of a Council contribution, grant funding from Sport England and the Football Association and a Rugby Football Union Grant. A Football Trust will oversee the site and the revenue generated from the site will be used to support the maintenance of the site and the improvement and

management of other football pitches currently provided by the Council. The applicant has advised that there is an agreement which will guarantee a licence payment from the operator of the facilities to the Trust/Council. There is an overarching agreement that allows the Council to present sites to the Trust on an annual basis for them to take on the maintenance and management; and all the income from the football hub sites has to be reinvested in the Council grass sites elsewhere throughout the city.

The applicant has considered the feasibility of providing the health and fitness element on alternative sites outside the Green Belt but close to the site. A pavilion on the school's former tennis courts, which are adjacent but outside the Green Belt, were previously granted permission. This would have been accessed through the new Westfield housing site; however the housing developer indicated that they would not be willing to proceed with the site being accessed through the new estate and planning permission has now been permitted for a housing layout which precludes this option. The only other feasible option for accessing this site would be from Westfield Crescent. However the applicant has advised that the traffic calming works and amendments to parking arrangements within the estate to facilitate access by this route would render the scheme economically unviable. It is also likely that there would be strong opposition from residents of this estate if all the traffic were to access the site from this point.

Other options considered were the location of the building to the south of the site in the open space area adjacent to the allotments. The Football Association who is a major funder of the scheme would not accept this location as it would not allow for direct level access from the changing rooms to the artificial grass pitches. It would also be difficult to achieve the controlled access from the building to the pitches without overlong fenced routes. Moving the building closer to the pitches would compromise the parking provision. Some of the options considered would involve relocating a public footpath through the sports pitches and the allotments. However the potential timescales for diverting the footpath would result in public funding being lost which would affect the viability of the scheme. There would also be a significant impact on the existing woodland with some of these options.

For the reasons given above it is accepted that there is no feasible alternative site outside of the Green Belt.

The benefits from the scheme include the following:

- The scheme is part of the 'Parklife Football Hubs Programme' which is a collaboration between the Council, the FA, the Premier League and Sport England to deliver investment in facilities where pressures on the local game are greatest. It is intended to encourage people to play more regularly and become more active, to be affordable, open and accessible. It is also consistent with the 'Move More' plan which has a long term vision of creating a culture of physical activity within the city.
- The Westfield site is well used but the pitches are average or below average quality and become waterlogged, resulting in games being cancelled. There are currently no changing, toilet or shower facilities for participants and spectators and no dedicated parking. The proposal will improve pitch quality allowing year round access to high quality football facilities, and provide the facilities that are currently lacking on site. This will significantly improve the user experience and is likely to result in increased participation and raise football skills.

- The scheme will help to address the shortage of playing pitches identified in the playing field strategy, particularly the artificial pitches. These all-weather pitches allow more flexible use and along with floodlighting facilitate increased usage over longer hours.
- The revenue generated will allow the improvement and better maintenance of outlying outdoor pitch sites and help to reduce public subsidy and thereby put football on a more sustainable footing in the long term.
- As the scheme is likely to deliver increased participation in sport is recognised that this will in turn result in health benefits. Sport can also bring communities together and provide opportunities for personal development for young people.
- The improved disabled access facilities will allow wider more inclusive use of the site.

As explained above very special circumstances are needed to justify the health and fitness element in the Green Belt. It should be noted that the health and fitness suite is located above the changing facilities and therefore it does not increase the footprint of the built development, only its height, and as explained, the siting of the building means that it would not be particularly prominent in the Green Belt. It can reasonably be argued that there is some synergy between the outdoor pitches and this facility as it is likely some of the players will use the facility for fitness training purposes. It is also likely that some parents/spectators will combine use of this facility with transporting players to the site thereby reducing the need to travel.

It is accepted that the Health and Fitness facility is needed to deliver the significant benefits of the scheme. It is also considered that it will have a limited impact on the openness and visual amenity of the Green Belt. Given this and the scale of the benefits it is concluded that these are very special circumstances that justify the development of this facility in the Green Belt.

Impact on the Openness and visual amenity of the Green Belt

In terms of the impact on the openness of the Green Belt the pavilion building has been sited so as to minimise the impact on the openness of the Green Belt. It is sited on the southern part of the site close to the existing urban development to the south and east. This is lower part of the site which will help to reduce the visual prominence of the building and associated car parking and reduce the length of new access road that needs to be constructed. Furthermore the building is cut into an existing embankment and has been designed with a green roof. This minimises the impact on existing woodland and helps to integrate the building in the landscape. Siting the building between the two artificial pitches which are located at different levels enables both pitches to be fully accessible with inclusive access being provided via a lift within the building. Siting the building where it is also minimises the impact of the development on the existing woodland on the southern part of the site thereby helping to integrate the development more successfully with its surroundings.

The pavilion, car park and the footlights will have a limited urbanising effect on the Green Belt. It can reasonably be argued that the floodlights are appropriate development as they extend the hours of operation of the pitches and are essential to meet the Football

Association requirements. Provided the car parking is not excessive and needed to serve the outdoor sports facilities this also should not be considered inappropriate development. Although the site lies within the Green Belt it is close to urban development with housing to the north, east and south west. It is not an isolated site in the open countryside but an actively managed site with an engineered landform at the edge of a finger of Green Belt that extends into the urban area. The urban elements are located on the least prominent parts of the site and closest to existing urban development. The car parking and building will be substantially screened in views of the site from Moss Way and the public footpath to the south. These elements will mainly be viewed from the higher land to the north and west within the site. The lighting columns will be fairly slim structures which will be most prominent when illuminated in the hours of darkness. However as stated above this is a site in close proximity to urban development and the areas to the east, south and south west will already be illuminated at night and in this context it is your officers view that the illumination will not appear too intrusive. Whilst the pavilion, parking and floodlights will have a negative impact on the visual amenity of the Green Belt this impact will be limited given the context of the site and this harm is considered to be outweighed by the benefits of the proposal.

The artificial grass pitches will be surrounded by ball containment fences which are also necessary to prevent unauthorised access and vandalism but the pitches themselves will appear similar to grass pitches. It is considered that these aspects of the scheme will not have a significant impact on the character of the Green Belt.

Town Centre Uses

Fitness uses are main town centre uses. The National Planning Policy Framework seeks to direct uses such as this which attract large numbers of users to town centres. The applicant has however demonstrated that the health and fitness use is essential and integral to the whole development. It would generate the revenue stream needed for the outdoor sports facilities and therefore there is a site specific need which means it passes the sequential test.

Design Issues

Core Strategy Policy CS74 seeks to encourage high quality development that takes advantage of the topography and open spaces.

The scale of development in the Green Belt should be in keeping with the area and wherever possible conserve and enhance the landscape and environment (Policy GE4).

The scale of the pavilion building is defined by the functions that it needs to accommodate. The floodlights are 15m and need to be sufficiently high to illuminate the pitches and provide adequate lighting levels for play.

The pavilion, parking areas, access road and floodlights are located on the southern part of the site which is the least exposed and least prominent part of the site. These areas are well screened from their surroundings by the existing trees to the east and south that are to be retained.

As the pavilion is located on the lowest part of the site and will be cut into an existing embankment it will appear as single storey when viewed from the west.

This will help to reduce its apparent scale when viewed from the Green Belt to the north and north-west. The green roof will also help to assimilate the building within its playing field context and thereby reduce its visual impact.

The materials selected for the pavilion; timber for the upper floor with a solid brickwork plinth, green roof and significant areas of glazing are considered to be appropriate for the green belt setting. They are reasonably high quality and the timber and green roof will give a softer finish for the green setting. The overall design has a contemporary feel and is reasonably pleasing. The glazed elements facing on to the car park will provide a welcoming and reasonably active frontage for participants /customers. The portal frame around the entrance helps to define and emphasise it, creating a legible design. The dark green powder coated fencing around the artificial pitches will help to minimise the impact of the fencing.

It is concluded that the urban elements of the scheme, in particular the pavilion and car parking are located in the best location for minimising the visual impact on the Green Belt. The scale of the development is in keeping with the area and has been designed to minimise the impact on the landscape. The design of the pavilion is considered to be satisfactory and reasonably sensitive to its location.

Highways & Transport

A new access to the pavilion and associated car parking will be constructed from Moss Way. The existing access to the allotments will be altered and widened to enable coaches to access the site. The access will incorporate a shared pedestrian cycle route along the southern side. **The highway officer is satisfied that the access design meets the appropriate highway standards and a condition is proposed to ensure appropriate visibility splays are provided to enable vehicles to enter Moss Way safely.**

The nearest bus stop is on Station Road is approximately 500m to the south west of the site with the most frequent service being hourly. **Therefore the site is not particularly well served by public transport. There is however a large walk in population from the housing areas to the east, north and west of the site. There is footpath with street lighting through the woodland belt adjoining Moss Way and to the south of the site that with connections across and under Moss Way to the housing areas to the east of the site. This same footpath also connects into the adjacent Miller Homes site.**

Improvements are also proposed to Moss Way and Westfield Southway adjoining the new access road to incorporate a pedestrian island in Moss Way and combined pedestrian/ cycle facilities to allow safe access to the site. Westfield Southway connects via residential roads and footpaths to a large area of housing to the east of the site.

20 covered cycle stands are proposed adjacent to the pavilion.

Overall the site will be well connected to surrounding residential areas for pedestrians and cyclists.

A travel plan will be developed to influence travel choices by staff and visitors and encourage sustainable travel to the site.

The impact of the additional traffic generated by the development on the Moss Way/Station Road and Moss Way/Waterthrope Greenway junctions has been assessed. The Waterthrope Greenway junction operates within capacity without the development but around the theoretic capacity in 2017 both with and without the development in the weekday PM peak. In 2020 it is forecast to operate above its capacity in the weekday PM peak both with and without the development. The Station Road junction operates within capacity at present and is forecast to do so in 2017. In 2020 the right turn onto Station Road is forecast to operate slightly above the theoretical capacity in the weekday PM peak with and without the development. **The highway officer is satisfied that there are no significant highway capacity issues in respect of the development and no junction improvements are required to accommodate motorised vehicles apart from the new site access from Moss Way.**

190 standard parking spaces and 11 disabled spaces are proposed. The busiest time is expected to be Sunday when a maximum of 270 participants are proposed although spectators will be in addition to this. In many cases spectators and participants will be travelling together. The 201 spaces proposed are considered to be about right for the peak usage if not a little high. However it is considered that there is only likely to be a small level of over provision. Given this will minimise the risk of highway safety and amenity problems due to parking on Moss Way and in local housing estates and the impact on the Green Belt will be minimal the parking levels are considered to be acceptable

The provision of the new access and dedicated parking will have the benefit of reducing vehicle movements through the Westfield Crescent housing area and providing much improved user experience for players and spectators who currently have to park informally around the site.

The building has been designed to be fully inclusive and fully accessible changing and toilet facilities will be provided. Disabled parking has been provided close to the building to the appropriate standard and the new artificial pitches will be fully accessible.

Conditions are proposed which will control the construction access and the provision of contractor parking and a site compound.

Ecology

An ecological appraisal has been submitted in support of the application. The majority of the site is occupied by grass pitches which comprise of amenity grassland. The embankments between the pitches are generally poor semi improved grassland some containing areas of dense scrub. There are large areas of broadleaf woodland to the east and south of the site and a species poor defunct hedge along part of the western boundary.

A small area of scrubby woodland will be lost to construct the site access and pavilion in the southern part of the site. The appraisal recommends compensatory planting and which could be achieved on the northern and western boundary. Given the presence of

semi-natural habitats on the site it is recommended that a landscape and habitat management plan is prepared.

The woodland and woodland edge habitats provide foraging opportunities for bats. In order to assess the impact of floodlights and the loss of woodland on bats **a bat activity survey has been carried out. This shows that floodlighting will be in areas that are little-used by bats. New landscaping should be developed to create new foraging opportunities for bats and new hedgerows and woodland planting along the northern and western boundaries could achieve this. It is also recommended that bat boxes are placed on mature trees adjacent to the site.**

New landscaping should be developed to create new foraging opportunities for bats and new hedgerows and woodland planting along the northern and western boundaries could achieve this. It is also recommended that bat boxes are incorporated on mature trees adjacent to the site.

To compensate for the loss of the small area of shrub woodland it is recommended that the hedge and woodland planting is carried out as described above and bird nesting boxes are provided on the pavilion or on adjacent mature trees.

The landscape plan proposes new areas of tree planting which is over twice the size of that which will be lost. Planting will comprise of native species and the area of native species rich hedgerows will be increased. The green roof on the pavilion will off-set the loss of the semi improved grassland on the footprint of the pavilion. A landscape and ecological management plan is conditioned which will ensure the planting is managed to maximise the biodiversity gains. Overall it is concluded that new habitat and on-going maintenance will result in a net gain to biodiversity as the habitats mature. With the mitigation measures in place it is expected that there will be no significant impact on protected species and birds. The City Ecologist has been consulted and raised no objections to the proposal.

Sustainability

The application is seeking to improve existing pitches within the urban area which is inherently more sustainable than developing a new facility. There is a largely catchment population within close proximity to the site which will help to minimise the need to travel.

Core Strategy Policy CS 64 seeks to encourage sustainable design by requiring developments of 500 sqm or more to be designed to meet BREEAM Very Good standard. **The applicant is concerned about the costs of going through a BREEAM certification process. A condition has been agreed which is intended to achieve an equivalent design standard without going through the full certification process.**

Core Strategy Policy CS 65 seeks to secure a minimum of 10% of the building's predicted energy needs generated by renewable or low carbon energy on site. The applicant has advised that over 95% of the energy use will be hot water for showering. It is proposed to utilise air source heat pumps to meeting all the heating, cooling and hot water load which would result in an energy reduction of 64% over part L 2013 of the building regulations.

Landscaping

Trees, saplings and shrubs will need to be removed particularly to facilitate the construction of the new access from Moss Way. A tree survey has been submitted which only considers trees of 150mm diameter or above at chest height. It indicates that 18 would be removed to facilitate the access of which 17 are Category C (low quality and value) and 1 which is Category A (high quality and value).

The area of vegetation to be removed is estimated at being less than half of the new tree and hedgerow planting proposed as part of the scheme.

A landscape masterplan has been submitted which shows new hedge and tree planning on part of the northern boundary of the site and on the western boundary adjacent to the existing RedGra pitch which is to be upgraded for rugby training. New tree and hedge planting is also proposed to the west of the new pavilion and additional tree planting on the embankment between the two 3G pitches **where some existing trees will be removed do to regrading works.** There is also some limited specimen planting proposed within the car park and adjacent to the pavilion. **Given that the site is surrounded by significant areas of woodland planting which help to screen the car park it was considered that it would be preferable to maximise the retention of existing trees. This was considered to be better than introducing planting in the car park which would have been likely to have resulted in the car parking having to be extended in to the existing woodland to replace the spaces lost to planting.**

Whilst the loss of existing planting is regrettable this has been kept to a minimum and will be compensated for by the replacement planting which will help to enhance the biodiversity of the site and screen some of the views from the north in the medium to long term. Overall the landscape impact is considered to be modest and the short term harm is outweighed by the overall benefits of the proposal. Conditions are proposed requiring the protection of trees to be retained and detailed planting plans to be submitted.

Floodlighting

A floodlighting spill diagram has been submitted in support of the application. This shows that the light spill at 1.8m high drops to zero within approximately 35m of the edge of the artificial pitches. This means that it will spill to a small extent into the woodland on the eastern edge of the site but except for this it will be kept within the existing area of pitches. The luminaires to be used direct light downwards towards the playing surface. The applicant has advised that the floodlighting system complies with an Environmental Zone E2 which is rural surrounding with low district brightness. Upward waste light will be minimised, achieving a cut-off with 0% projected into the atmosphere which satisfies the recommendations of the British Astronomical Association's Campaign for Dark Skies.

Whilst the submitted floodlighting assessment indicates that there should not be any significant impact on the Miller Homes housing development, it does not include a full vertical and horizontal lighting assessment. In particular it does not consider the impact at above 1.8m. Therefore a condition is proposed requiring a full light impact assessment to be submitted and a report to demonstrate that the lighting scheme is designed in accordance with The Institute of Lighting Professionals document 'Guidance Notes for the Reduction of Obtrusive Light'. Following discussion with the Council's Environmental Protection Service who advise officers on floodlighting issues, officers are confident that this will not bring in to question the principle of floodlighting or the position of the lighting

columns although it may influence the shielding or direction of lights etc in order to ensure the impact of floodlight spill on the housing is within acceptable levels. Therefore there is no reason why this cannot be conditioned. It should be noted that it is approximately 90m from the floodlighting to the nearest Miller Homes house.

Drainage/Flood Risk

The application site lies within Flood Zone 1 where the risk of flooding is low. The existing pitch drainage system appears to drain to the Short Brook. The site is currently greenfield land and the development of artificial grass pitches, a pavilion and car park is likely to generate relatively large amounts of storm water runoff. Therefore it is important that this is managed in order that it does not pose a significant flood risk. The existing pitch drainage system is to be retained and the outfall to the Short Brook reused.

Given the impermeable ground conditions, the use of infiltration is not suitable. Therefore the next priority in the drainage hierarchy is to discharge to a watercourse which is considered to be feasible in this instance. New pitch drainage systems will be provided for the grass pitches and the drains and connection to the Short Brook will largely remain intact and no attenuation will be provided to this system.

However the surface water flows for the artificial pitches, pavilion and car park will be limited to 5 litres per second which is the greenfield runoff rate. An indicative assessment of the amount of surface water storage and an indicative drainage masterplan has been produced. This shows the most appropriate Sustainable Drainage System to be a green roof on the pavilion building and permeable paving with storage under the car park and lower level artificial pitch. This will attenuate the runoff from the site and provide some improvement in water quality.

The Lead Local Flood Authority is satisfied with the principles of the drainage scheme subject the detailed design. Conditions will be needed to secure the necessary technical details and limit the runoff from the development to the greenfield rate of 5 litres per second per hectare.

Ground Conditions

A land contamination assessment has been submitted with the application. This has been considered by both the Coal Authority and Council's Environmental Protection Service both of whom have no objections to the proposals.

RESPONSE TO REPRESENTATIONS

Although there is no formal application for the Rugby Club officers are aware of their plans. Vehicular access by participants and spectators to all the pitches is currently via an existing access from Westfield Crescent. This application will ensure the majority of vehicular access will be via Moss Way which is an improvement over the current position. Extending the vehicular access from Moss Way to the former tennis courts is not considered to be feasible due to level differences and the impact it would have on the artificial grass pitches proposed.

The pavilion is over 100m from the nearest Miller homes property. The social space is on the ground floor which is cut into the embankment and there are no

ground floor openings facing the Miller Homes housing. At first floor level there are escape doors and doors from the lift core that provide access to the a walkway which provides the disabled access route from the car park to the upper artificial grass pitch. The applicant has indicated that it is not intended that the social space will be let out for functions. A condition is proposed controlling amplified sound to levels that would not impact significantly on residential amenity. Given the entrance to the building faces on to the car park it is unlikely that large groups of people will be exiting the site via the footpath that connects into the Miller Homes site and therefore the risk of disturbance is considered to be low. A condition is proposed limiting the hours of operation of the pavilion until 11.30pm and the hours of use of the sports pitches and floodlights to 10pm.

SUMMARY AND RECOMMENDATION

The proposal is considered to be supported by the Development Plan open space policies as it will significantly improve the existing formal open space by enhancing the quality of the pitches and providing ancillary changing accommodation, education space and car parking. It will help to address the shortfall in playing pitches and the artificial grass pitches and floodlighting will allow more intensive and extended use. The improvements are likely to increase participation in sport and thereby deliver associated health and social benefits.

The scheme is part of the Parklife football hub project which is expected to developed football in the city and is supported by the Football Association, Sport England, and the Premier League. It is intended to develop football in the areas where the pressures are greatest and put its funding on a more sustainable footing in the long term. The health and fitness element of the scheme is needed to secure the overall viability of the scheme and will deliver a revenue stream that will be used to carry out improvements and maintenance of playing pitches across the city.

Whilst the health and fitness use has linkages with the outdoor sports facilities and will provide enhanced facilities for local residents this element of the use is considered to be inappropriate development in the Green Belt. The urban elements of the scheme will have a limited harmful impact on the visual amenity and openness of the Green Belt. However the pavilion which accommodates the health and fitness use and the car parking and floodlights have been designed in the best configuration for minimising the impact on the openness and visual amenity of the Green Belt. Given the significant benefits associated with the development and the limited impact on the Green Belt it is concluded that the benefits of the proposal outweigh the harm and the proposal meets the very special circumstances to justify inappropriate development in the Green Belt.

The design of the pavilion is considered to be satisfactory and responds to its Green Belt location. The access and parking arrangements are considered to be safe and adequate to meet the needs of the development. The floodlights and use of the pavilion is not likely to have a significant adverse amenity impact on future residential occupiers given the physical separation and topography and the proposed conditions will help to safeguard the amenity. There will be a short term negative landscape impact due to the loss of trees, however this will be mitigated in the longer term as the new planting matures. The ecological impact is likely to be positive in the longer term due to the more bio diverse planting.

Overall it is concluded that the proposal is sustainable development and therefore it is recommended that planning permission is granted subject to the listed conditions and to no objection from the Secretary of State.

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