# Agenda Item 9



## **Report to Policy Committee**

Author/Lead Officer of Report: Lisa Firth Director or Parks, Leisure & Libraries

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Report of:	Lisa Firth			
Report to:	Communities Parks and Le	eisure		
Date of Decision:	19 September 2022			
Subject:	Sheffield Playing Pitch Stra	ategy		
Has an Equality Impact Assessment (EIA) been undertaken?		Yes X No		
If YES, what EIA reference number has it been given? 1242				
Has appropriate consultation taken place?		Yes X No		
Has a Climate Impact Assessment (CIA) been undertaken?		Yes No X		
Does the report contain confidential or exempt information?		Yes No X		
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
"The ( <b>report/appendix</b> ) is not for publication because it contains exempt information under Paragraph ( <b>insert relevant paragraph number</b> ) of Schedule 12A of the Local Government Act 1972 (as amended)."				
Purpose of Report:				
To seek approval for the adoption of the Sheffield City Council Playing Pitch Strategy 2022. This Strategy focusses on the supply and demand for playing pitches within the city and provides general and sport specific recommendations and actions The Strategy was undertaken by independent consultants and uses the methodology prescribed by Sport England.				

#### **Recommendations:**

1. Approve the adoption of the Playing Pitch Strategy for Sheffield as set out in this report.

### **Background Papers:**

(Insert details of any background papers used in the compilation of the report.)

Appendix 1 – Sheffield Playing Pitch Strategy and Action Plan

Lea	Lead Officer to complete:-			
I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms	Finance: Chris Nicholson  Legal: Henry Watmough-Cownie			
	completed / EIA completed, where required.	Equalities & Consultation: Louise Nunn		
		Climate: Victoria Penman		
	Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.			
2	SLB member who approved submission:	Ajman Ali		
3	Committee Chair consulted:	Richard Williams		
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.			
	Lead Officer Name: Lisa Firth	Job Title: Director – Parks, Leisure & Libraries		
	Date: 19th September 2022			

#### 1. Proposal

This report seeks approval for the adoption of the Sheffield City Council Playing Pitch Strategy 2022

#### **BACKGROUND**

The provision of high quality and accessible community outdoor sports facilities at a local level is a key requirement for achieving targets set out by central Government and Sport England.

The Playing Pitch Strategy for Sheffield provides a clear framework for all outdoor sports facility providers, including the public, private and third sectors and provides a clear, strategic framework for the maintenance and improvement of existing playing pitches and ancillary facilities within the city, and includes the sports of football, rugby league and rugby union, cricket, hockey and artificial grass pitches. It considers the needs of all these identified sports, picking up on demand/supply issues locally. The report will undergo annual monitoring to ensure the data included and the delivery that results from it remain accurate and up to date.

A Project Steering Group comprising representation from the council, Sport England and National Governing Bodies of Sport (NGBs) has guided the study from its commencement. At critical milestones, the Steering Group members have reviewed and verified the data and information collected to allow the work to proceed efficiently through each stage.

The approach to developing a Playing Pitch Strategy consists of 10 steps which are outlined in the Strategy document and grouped into the following five stages as outlined in Sport England's Playing Pitch Strategy Guidance to developing and delivering a playing pitch strategy:

- Stage A: Prepare and tailor the approach.
- Stage B: Gather information and views on the supply of and demand for provision
- Stage C: Assess the supply and demand information and views
- Stage D: Develop the strategy
- Stage E: Deliver the strategy and keep it robust and up to date

It is important that as part of the Stage E there is need for regular annual monitoring and review against the actions identified in the Strategy.

The Strategy provides an evidence base that will allow the city to plan, prioritise and schedule future playing pitch improvement projects. The Strategy is primarily to aid the Local Plan process to enable SCC to advise and direct potential developers to ensure they deliver new playing pitches or improve current playing pitches within the district.

In line with National Planning Policy Framework, it is important that there are robust

and up to date assessments of the need for sport and recreation facilities, including quantitative and qualitative deficits or surpluses of facilities. Information gained from the assessments can then be used to determine what provision is required to meet both current and future demand.

Sheffield City Council are working on a new Sheffield Local Plan, which will guide the future of the city, by setting out, how and where development will take place up to 2039. Once it has been adopted, it will replace the Sheffield Core Strategy (2009) and 'saved' policies in the Sheffield Unitary Development Plan (1998). Policies in the Draft Sheffield Local Plan, when it is adopted, will help shape the kind of place that Sheffield will be in the future (to 2039). The Sheffield Strategic Housing Market Assessment 2013 is currently being updated. The evidence contained within this Playing Pitch Strategy will help inform relevant sport and housing policies.

Sport England is a statutory consultee on all planning applications that affect sports facilities and has provided published guidance that specifies the methodology and approach to developing and delivering a playing pitch strategy. This Strategy is compliant with Sport England requirements and supports Sport England principles:

- 1. To protect the existing supply of outdoor sports facilities where it is needed to meet current and future needs.
- 2. To enhance outdoor sports facilities and ancillary facilities through improving quality and management of sites.
- 3. To provide new outdoor sports facilities where there is current or future demand to do so.

Given these factors, it is important that the Council has a clear and effective strategy to ensure it can deliver the outdoor sporting provision and infrastructure the community needs.

#### **Sheffield Playing Pitch Strategy Overview**

The vision for the Sheffield Playing Pitch Strategy is to Create a network of highquality community and specialist sustainable facilities used for outdoor sports in Sheffield that will be provided and funded in a variety of ways and enhance the quality of life for the people of Sheffield.

Sheffield Playing Pitch Strategy is a strategic assessment that provides an up-todate analysis of supply and demand for playing pitches (grass and artificial) and outdoor sports facilities in the local authority.

The assessment has focused on facilities used by the following sports:

Football

- Rugby Union
- Cricket
- Hockey
- Rugby League

All identified outdoor sports facilities were assessed and a quality rating recorded within the audit. These quality ratings were used to help estimate the capacity of each facility to accommodate competitive and other play, within the supply and demand assessment. Future demand was estimated from population projections and housing growth by applying national standard formula for participation rates.

The Playing Pitch Strategy provides a robust and up-to-date evidence base to inform policy direction, specifically the development of planning policies concerned with the protection of existing playing pitches and new provision required to meet future demand. The findings and recommendations will also be used as a basis upon which to consider planning applications and development proposals.

The Strategy also provides a robust evidence base that will allow the city to plan, prioritise and schedule future outdoor sport pitch improvement projects and provides guidance for maintenance and management decisions and investment made across Sheffield which Sheffield City Council is committed to developing and implementing this Strategy alongside the Steering Group.

The Steering Group is a collaborative consortium made up from relevant sporting National Governing Bodies (NGBs) as outlined below, representatives from Sheffield City Council and Sport England.

The Strategy will have a life of three years, extended to five, provided that annual monitoring takes place. It is important to monitor delivery of the Strategy and Action Plan; and the data that informs it.

The Playing Pitch Strategy Action Plan makes general and sport specific recommendations which Sheffield will deliver and implement, subject to further consultation where necessary to demonstrate there is still need and demand for certain projects. Further information is available in section 5 of the background paper Sheffield Playing Pitch Strategy Action Plan.

By addressing issues identified in the Assessment Report and using the strategic framework presented in this Strategy, where resources can be identified, the current and future sporting and recreational needs of Sheffield can be met.

The consultant team has worked with the council and the Playing Pitch Strategy steering group to provide a strategy that is fit-for-purpose and addresses the specific issues and risks for the area. It is key that this Strategy reflects the local context and enables the council to maximise the amount of high-quality sporting provision for its residents, while understanding the need to meet planning and housing requirements.

The Strategy will therefore aim to deliver against the following drivers:

- To ensure that the city has an up-to-date framework for the prioritisation, provision, and development of sports facilities across the public, private and independent sectors.
- Support the implementation of the Council's adopted Local Plan policies relating to the protection, enhancement and provision of community sport and physical activity facilities and provide an evidence-based framework to support negotiations with developers who may provide funding or other assistance to improve local provision.
- The identification of deficiencies and opportunities for improvement will set the context for decisions about the priority and delivery of local sports/physical activity facilities in the district.
- Provide a robust evidence base to support funding bids from National Sports bodies like Sport England and National Governing Bodies (NGB's) of sport.
- Ensure that a planned approach to sport and physical activity facilities takes
  place in Sheffield now and up to 2039 (the timeframe for the forthcoming
  Local Plan), ensuring that the city has access to high quality facilities, helping
  communities to increase their levels of physical activity and improve their
  health

#### **Sheffield Playing Pitch Strategy Recommendations**

To facilitate the of the Playing Pitch Strategy it is advised that the Steering Group, set up as part of the Playing Pitch Strategy project continues to work together to deliver the recommendations defined as part of this strategy.

#### The Steering Group will:

- Provide a clear indication of development and investment priorities for planning and funding purposes across Sheffield and illustrates clearly where investment should be targeted and why. This strategy will feed into the Sheffield Community Infrastructure Levy (CIL), reflecting the city-wider priorities for pitch investment.
- Provide innovative ways to link existing community assets/groups into the development of new identified projects ensuring that new projects are sustainable and embedded within communities.
- Provide ways in which the development of new pitches link in to sport and wider health and social and community development agendas, in addition to sport agendas, including parks and open spaces strategies and education capital programmes.

At a strategic level, the following key **general recommendations** have been identified for each of the sport typologies, as well as for general sports provision.

#### **General Playing Pitch Strategy Recommendations**

For further details and sport specific recommendations please see section 5 of the

background paper 'Sheffield Playing Pitch Strategy and Action Plan'

**Recommendation G1:** It is recommended that Sheffield City Council local planning policy continues to protect the provision of playing field sites under its jurisdiction, in order to reduce the risk of loss and subsequent impact on sport and physical activity provision. This includes any lapsed sites, currently disused sites or any school playing fields that were not marked out as formal pitches at the time the research for this study was undertaken (2019) and are therefore omitted from the report. This study does not support the disposing of any dormant or currently disused playing field sites (unless otherwise stated) without a full investigation into the possibility of the site being provided as additional supply for sporting activity.

Where a site is to be lost, the future development plan for the site should meet one of the five policy exceptions identified in Sport England's March 2018 issue of the Playing Fields Policy and Guidance, in that it should either be replaced or there should be strategic evidence to demonstrate that it is no longer needed. In addition, it is key that local authority planning policy supports the development of new, high-quality sports provision required to meet the needs generated by major housing development and population growth. This policy and associated strategic planning are particularly key when existing provision cannot meet the growing need generated by an influx of new residents living in a single area. Therefore, it is recommended that the tools and guidance identified in this strategy are used to identify the typology and quantity of provision, as well as the overall strategic direction of sport facility development in the study area

**Recommendation G2:** Work with local sports clubs to utilise the existing volunteer network across Sheffield and providing more autonomy for clubs, allowing those organisations that have adequate governance and financial stability to develop facilities and participation.

**Recommendation G3**: Address the issue of poor ancillary and changing pavilion quality through the refurbishment and replacement of existing ancillary facilities, prioritising those on multi-pitch sites that are currently well used. Utilise the action plan to identify specific sites for enhancement

**Recommendation G4**: Enhance the drainage and maintenance of both natural turf and artificial pitches at priority sites, to increase the pitch capacity to accommodate demand of current user clubs, especially on council-maintained pitches. Utilise the action plan to identify specific sites for enhancement.

**Recommendation G5**: Work with educational establishments that provide playing pitches for use by community teams, through artificial provision, to secure formal community use of pitches and ancillary facilities through a Community Use Agreement. Where these community use agreements currently exist, work with education establishments and users to ensure that requirements for community use are being enforced.

**Recommendation G6**: Work with clubs based at Local Authority owned sites, to establish long-term security use agreements, ensuring that clubs and participants have security of use and are able to grow and develop through grant funding wider investment.

**Recommendation G7**: Address site specific needs as identified in the action plan.

#### Sheffield Playing Pitch Strategy Action Plan

Through a detailed supply and demand analysis of the sports included in the scope of the strategy, as well as stakeholder consultations across the study area, an action plan has been created, which will guide the steering group in their delivery of sports provision and facility decisions over the next 10 years. The action plan is broken down by site with clear owners, timescales and expected resources. **For further detail see section 5.2 and table 5 in the background paper.** 

The Playing Pitch Strategy Action Plan makes sport specific recommendations which Sheffield will work to deliver and implement, subject to further consultation (where necessary) to demonstrate there is still need and demand for certain projects.

The Action Plan identifies potential sources of external funding which includes CIL monies, S106 funding and Community Grant Schemes. This is not an exhaustive list and could be extended to other sources, depending on availability.

The Action Plan does not identify all those clubs that may be partners or provide resources in relation to its delivery. It is assumed that where clubs have a long-standing interest in a specific site that they will be a partner in delivering the actions and contribute financially or in-kind where appropriate.

The Action Plan does not identify Sheffield City Council as a key resource either in terms of officer time or finance, except for those sites owned and/or managed by the Council. However, the Council has an interest in all those projects delivered within the local authority area and may contribute towards them either financially or in-kind, as appropriate, and subject to available resources. It should be noted that not all sites have actions allocated to them, as it is unrealistic to expect funding partners to contribute to improvements at all facilities across a local authority.

The Playing Pitch Strategy Steering Group should regularly review and refresh the Action Plan, taking account of any changes in pitch quality (and hence changes in

pitch capacity) and demand as well as new provision that has been created or any new negotiations for community use of education sites in the future. This should take place at least annually, although more frequent regular liaison with the steering group is recommended.

All sport specific sections have been signed off by the relevant National Governing Body's in discussions with sports clubs, Sport England, and Sheffield City Council.

#### 2. HOW DOES THIS DECISION CONTRIBUTE?

(Explain how this proposal will contribute to the ambitions within the Corporate Plan and what it will mean for people who live, work, learn in or visit the city. For example, does it increase or reduce inequalities and is the decision inclusive?; does it have an impact on climate change?; does it improve the customer experience?; is there an economic impact?)

- 2.1 This decision contributes to Our Sheffield priorities including
  - Strong and connected neighbourhoods which people are happy to call home
     through improvements to the quality of green spaces
  - Healthy lives and wellbeing for al-through providing facilities that enable people to take part in sport and physical activity

The Council is currently refining and resetting its strategic approach to leisure, physical activity, sport, and wellbeing. This is particularly important following the impact of the global pandemic and its impact on the leisure industry and behaviour in relation to sport and physical activity.

The Council are committed to placing Sheffield at the forefront of sport, physical activity, leisure, and wellbeing in the UK. We want our facilities, activities, and services to be modern, welcoming, and inclusive to meet the needs of everybody in Sheffield. We have carried out a citywide consultation. The Council's new Sport and Leisure Strategy will be a public facing document which summarises the public consultation findings and sets out a clear position and ambition for the future of Sport, Leisure and Physical Activity in the City which will guide redevelopment and investment over the next 10 years.

Our Sport and Leisure Strategy will be underpinned by several themes and principles which will be considered in designing, planning, and delivering all the work that we do.

- THEME 1 INVESTING IN AN ACTIVE SHEFFIELD The Council will invest its available resources in high quality indoor and outdoor sport and leisure facilities, prioritising access for those with the least resources and reflecting the desire to minimise any impact on the environment.
- ➤ THEME 2 INSPIRING SPORTING ACHIEVEMENT

  The Council will ensure that major sporting events attract investment and

deliver social and economic benefits to Sheffield. Local sporting talent should reach their full potential through a network of support, coaching and quality facilities.

#### THEME 3 – ACTIVE COMMUNITIES

The Council will focus on enabling local, enjoyable, and accessible opportunities for everyone be active in their own neighbourhood. We will particularly support those groups who are least likely to take part, such as older people, disabled people, and people with long term health conditions.

# ➤ THEME 4 – ACTIVE CHILDREN AND YOUNG PEOPLE The Council will work in partnership to enable positive experiences of physical activity for children and young people. This will support their physical health, mental wellbeing, personal and educational development.

#### ➤ THEME 5 – ACTIVE ENVIRONMENTS

The Council will prioritise the design of safe, attractive, and environmentally sustainable places and routes across all neighbourhoods and communities. We will support active travel options and make it easier for people to be active in their everyday lives.

➤ THEME 6 – CONNECTING HEALTH AND WELLBEING
The Council will prioritise partnership working with local sport and physical activity organisations and health providers, promoting joined up thinking to support residents in moving more and feeling great.

The Playing Pitch Strategy will sit alongside both the Sport and Leisure Strategy and the Leisure Investment Strategy to provide an evidence base for use in planning, investment, and sports development decisions.

#### 3. HAS THERE BEEN ANY CONSULTATION?

3.1 The objectives contained within the Playing Pitch Strategy have been developed via a variety of consultation methods were used to collate information about leagues, clubs, county associations and national/regional governing bodies of sport.

Local sports development officers, county associations and governing body officers advised which of the clubs to include in the face-to-face consultation. Sport England was also included within the consultation process prior to the project commencing. Issues identified by clubs returning surveys were followed up by telephone or face to face interviews.

Consultation with Sports Clubs, National Governing Bodies of Sport, Schools, and Colleges have been involved in ongoing consultation throughout the development of the strategy.

Sheffield City Council also carried out a city wide consultation exercise in early 2022 to help inform a new Sport and Leisure Strategy which will be launched later this year. The consultation focused on people's current views about sport, leisure and physical activity, the impact of the pandemic, what would help them be more active, priorities in their local areas and where they would like to see investment. Feedback from this consultation included strong support for the protection of pitches, in particular cricket, the need to improve maintenance of football pitches and the need to identify hockey pitch provision, which link to recommendations within the Playing Pitch Strategy.

#### 4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

#### 4.1 Equality Implications

- 4.1.1 The proposals identified within this report are expected to have positive equality of opportunity impacts as our consultation and subsequent investment in facilities will help to reduce barriers to participation and encourage more people to be more active, more often, especially those who do not currently use the facilities. An Equality Impact Assessment has been completed for the project which identifies the Strategy as contributing to a number of our Equality Objectives including:
  - Understanding Communities we will use the data and insight we collected as part of the Playing Pitch Strategy, Sport and Leisure Strategy consultation and future consultations to inform our decision making
  - Break the cycle of inequality and improve life chances The Strategy will
    contribute to improving health and wellbeing and supports the development
    of additional facilities in line with community need and in areas that require
    new/additional facilities. This includes but is not limited to, pavilions, pitches,
    changing facilities etc. These new facilities will be designed with marginalised
    groups in mind e.g., women and girls, disabled people and children which
    improves access to sporting activity.

#### 4.2 Financial and Commercial Implications

4.2.1 Implementation must be considered in the context of its financial implications and the need for some proposals to also meet planning considerations, within the context of the National Planning Policy Framework.

The proposals within this strategy cannot be met within the existing budgets allocated to Leisure Services alone. The service will work with partners and stakeholders to identify appropriate additional sources of funding to deliver projects within the Strategy without the need for additional council funding. Delivery of this strategy is highly dependent on relationships and future collaboration between partners. Funding for new and improved sports pitches will be met by the respective site owners or through developer contributions (CIL and or Section 106 funding) and potentially external support from Sport England and sport's National Governing Bodies (NGB's). The Playing Pitch Strategy enables the council and clubs within the

city to seek funding from the NGBs.

#### 4.3 <u>Legal Implications</u>

4.3.1 There is no legal requirement for the council to produce a playing pitch strategy. Under LGA 1972, s 111, local authorities have a general power to do anything 'which is calculated to facilitate, or is conducive or incidental to the discharge of any of their functions'.

There are no legal implications at this stage other than the impact on Local Plan production should be noted. (See Planning implications section 4.5)

#### 4.4 Climate Implications

- 4.4.1 This proposal will have positive climate implications and will support Sheffield City Council's ambition to be a Net Zero City by 2030 through the protection of grass playing pitches which ensures good quality green and open space is retained benefitting nature and providing opportunity for flood alleviation. Any new facilities developed under the recommendations of the Playing Pitch Strategy will consider the following principles:
  - Ensure the use of sustainable construction methods
  - Identify opportunities to improve energy efficiency of facilities
  - Identify opportunities to promote and increase active travel and sustainable transport access to facilities
  - Consider opportunities for improving biodiversity where appropriate

Artificial Grass Pitches – Sheffield City Council is currently progressing a project with the Football Foundation at Woodbourn Road Football Hub as part of research into which will test new more sustainable infill/ design solutions for artificial grass pitches. Learning from this pilot project will inform future artificial pitch installation.

A full scored Climate Impact Assessment has not been completed at this strategy stage but will be completed for any projects delivered under the recommendations of this strategy.

#### 4.5 Other Implications

#### 4.5.1 **Planning Implications**

The National Planning Policy Framework (NPPF) sets out the reformed planning policies for England. It details how these changes are expected to be applied to the planning system. It also provides a framework for local people and their councils to produce distinct local and neighbourhood plans, reflecting the needs and priorities of local communities.

As a prerequisite the NPPF states existing open space, sports, and recreation sites, including playing fields, should not be built on unless:

- An assessment has been undertaken, which has clearly shown the site to be surplus to requirements.
- The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.
- The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

The Playing Pitch Strategy seeks to provide guidance for planning decisions made across Sheffield. By addressing the issues identified in the Assessment Report and using the strategic framework presented in this Strategy, the current and future sporting and recreational needs of Sheffield can be satisfied. The Strategy identifies where there is a deficiency in provision and identifies how best to resolve this in the future.

The National Planning Policy Framework requires planning polices to be based on robust and up to date assessments of the need for open space, sport, and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, what resources are needed, and which plans should then seek to accommodate.

The Sheffield Playing Pitch Strategy fulfils this requirement and forms part of the evidence base for the Local Plan. There is both a reputational risk (through having commissioned an up-to-date assessment and then not taken its recommendations on board) and a risk of non-compliance with national planning policy, should the Playing Pitch Strategy not be adopted by the Council.

#### **Personnel Implications**

The council is required to ensure that the strategy is implemented and is kept up to date. Sport England and the sports' governing bodies expect the Council to undertake an annual review, and this is essential to keep the Playing Pitch Strategy up to date. Resources to ensure this work takes place will be identified across the Sport, Leisure & Health and Parks and Countryside Service.

#### 5. ALTERNATIVE OPTIONS CONSIDERED

5.1 The alternative option is to not adopt the Playing Pitch Strategy. This option is not recommended due to the following risks:

There is a risk that without an adopted strategy the council would be unable to negotiate effectively with developers where proposals have an impact on the provision of open space, sport and recreation facilities

There is a risk that without an adopted strategy Sport England and the Sport's Governing Bodies will not consider applications for external funding from the council or from any sports club within the city, and additionally if not kept up to date it would not be considered an up-to-date robust assessment needed to inform planning decisions.

#### 6. REASONS FOR RECOMMENDATIONS

The Playing Pitch Strategy for Sheffield provides a framework for improvement and, although resources may not currently be in place to implement it, partners and possible sources of external funding have been identified. Collaborative working, strong partnerships, and good local governance will be critical towards achieving strategic potential and future successes ahead.

The Playing Pitch Strategy needs to be formally adopted by Sheffield City Council to provide the framework and inform the City's future priorities in conjunction with Sport England and the sports NGB's. By adopting this strategy, we can start to engage with a range of stakeholders to consider delivering key projects across Sheffield. These projects will align with local need and demand, therefore supporting effective and efficient use of resources.

In moving forward, we need to be realistic about what is achievable, and who is best placed to deliver on the key aspects of the Strategy. The council will remain accountable for the delivery of the Playing Pitch Strategy and the Action Plan and providing expertise to seek resources to support that delivery.

The Council will engage with partners to discuss the Playing Pitch Strategy action plan and how projects can be developed. The Strategy will be used to provide a robust evidence base to aid decision making in respect of future provision and management of grass pitches and built sports provision. The Steering Group will continue to meet, to ensure the delivery and implementation of the Playing Pitch Strategy recommendations and actions, as well as ensuring the evidence and data remain up to date.

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