

LEISURE AND RECREATION

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Leisure and Recreation

Leisure plays an essential part in people's health and well-being. It is therefore important that adequate open space and leisure facilities are available throughout the City. From the very young to the very old, able-bodied and those with disabilities, women and men, all need opportunities to relax, meet friends, play sports or be entertained.

Open spaces are valuable for many other reasons. Many are important for nature conservation while others are valued for their appearance or historical or archaeological reasons.

The Policies in this chapter aim to improve leisure and recreation opportunities and guide the protection, improvement and creation of open space.

TOURISM, BUILT LEISURE FACILITIES AND OPEN SPACE

Leisure and tourism are major growth areas of the economy and make an important contribution to employment. Sheffield has recently had a boom in leisure development, especially as a result of new facilities for use by the public built before the World Student Games.

However, whilst facilities for indoor leisure activities and tourism need to be encouraged, they can damage the environment or cause problems for people living nearby. They need to be very carefully sited. The Policies in this section aim to steer developments towards those areas where they are best located.

LRI TOURISM

Definition

'Tourism industry' - attractions and facilities that cater for visitors to Sheffield. These include hotels and other visitor accommodation, conference venues, theatres, museums, parks, art galleries, major sporting venues, etc.'

Other information

For Policies to safeguard the environment and character of an area ➤

Sheffield's growing tourism industry will be encouraged by:

- (a) generally supporting developments which promote tourism where they would be in keeping with the environment and character of an area; and**
- (b) improving the environment in areas where it is unsatisfactory; and**
- (c) conserving areas and buildings of architectural, historic, nature conservation or landscape interest**

Reason for the Policy

The Government's strategic guidance states that tourism in South Yorkshire is a relatively untapped source of jobs and revenue. It states that the potential for economic growth which tourism offers should be

maintained through environmental improvement, protection of the industrial heritage and provision for new development. The guidance also emphasises the need to encourage growth and diversification of the rural economy. Tourism can make an important contribution to this aim.

Tourism is a fast growing part of Sheffield's economy. The City is already a major centre for conferences. The theatres, museums, universities, major sports facilities, parks, history and countryside will ensure that Sheffield attracts an increasing number of visitors both in and around the City in the 1990s.

The Government's national planning guidance emphasises the major contribution that tourism makes to the national economy and to the prosperity of urban and rural areas. Tourism helps to support a wider range of amenities and services than might otherwise be sustainable in a particular area. Sports facilities, restaurants, cinemas and theatres are often not viable if they have to depend purely on local custom and business.

The Government's national guidance also recognises that many areas have important natural, historic or architectural features which serve to attract tourists but which must also be protected. Without an attractive environment tourism will not flourish. For example, excessive pressure in parts of the countryside can damage nature conservation sites or bring difficulties for people who live there. It can also make it less attractive for the visitors.

How it will be put into practice

By:

Deciding planning applications

Negotiating with developers.

Consulting and working in partnership with local residents, voluntary groups and the private sector.

Promoting Sheffield as a major tourism venue.

Implementing Sheffield's tourism strategy (Sheffield Tourism Initiative) and the English Tourist Board's Joint Development Initiative.

Using grants, and encouraging the take-up of grants, from English Heritage.

Carrying out environmental improvements.

Providing good transport links to the City.

LR2 NEW LEISURE USES AND FACILITIES

New leisure uses and facilities, and improvements to existing ones, will be promoted, particularly where they would:

- (a) **be in areas with few facilities or in areas of known poverty; and**

see the Built Environment and Green Environment chapters, pages 59-119.

For priorities for environmental improvements, see Policy BE4, page 62.

For areas and buildings of architectural, historic or landscape interest, see Policies BE15 to BE22, pages 76-86.

For the Government's strategic guidance, see Regional Planning Guidance Note RPG5, Strategic Guidance for South Yorkshire, Department of the Environment, 1989, paragraphs 8 and 20.

For the Government's national planning guidance, see Planning Policy Guidance Note PPG21, Tourism, Department of the Environment, 1992, paragraph 1.1. See also PPG7, The Countryside - Environmental Quality and Economic and Social Development, Department of the Environment, 1997, paragraphs 3.12 and 3.13.

For areas where hotels may be acceptable, see Policies IB5 to IB7, pages 128-133, H10, page 156, CF6 and CF7, pages 176-178, S3, S7 and S8, pages 187, 194 and 196, MU3 to MU10, pages 206-217, and LR3, page 223.

For more information on tourism, see Sheffield Tourism Initiative, Sheffield Partnerships Ltd., 1990.

Definitions

'Leisure uses' - all those in the Use Class D2 (see Appendix 2) ▶

and art galleries, museums, public libraries, public halls and exhibition halls from Use Class D1, and theatres.

'Areas of known poverty' - as for Policy BE4, page 62 and shown on Map 2, facing page 64.

'Appropriate farm diversification' - diversification schemes which would protect the natural environment and maintain the Green Belt (see Green Environment chapter, pages 87-119).

Other information

For the Government's national planning guidance, see *Planning Policy Guidance Note PPG17, Sport and Recreation*, Department of the Environment, 1991, paragraph 2.

For areas where leisure and recreation facilities may be acceptable, see Policies IB5 to IB7, pages 128-133, H10, page 156, CF6 and CF7, pages 176-178, S3, S7 to S9, pages 187 and 194-199, MU3 to MU6 and MU8 to MU10, pages 206-212 and 213-217, and LR3, below.

- (b) be small-scale local facilities; and
 - (c) be easily accessible by public transport;
- or where they would:
- (d) encourage tourism in the City Centre; or
 - (e) facilitate appropriate farm diversification.

All new leisure developments or improvements to existing facilities will be expected to be accessible for people with disabilities or with young children and must therefore comply with Policy BE7.

For entertainment and leisure developments which attract a lot of people the development must:

- (f) not undermine the vitality and viability of the evening economy of the City Centre; and
- (g) comply with the conditions of Policy S5.

Reasons for the Policy

In the 1990's, more people will have time and money to spend on leisure. This is reflected in the growth in this part of the economy.

The Government's national planning guidance encourages the provision of a wide range of opportunities for recreation. This means providing a variety of indoor and outdoor facilities, as well as catering for specialist and resource-based activities (e.g. golf, water sports).

An improved distribution of small-scale leisure facilities across Sheffield can help everyone to use and benefit from them. However, some facilities, such as nightclubs, may cause disturbance to people living nearby and can only be built in certain locations.

Easy access to new facilities can encourage full use by as many people as possible. Sports centres, for example, are more likely to be used by women, people with young children and people on low incomes if they are easy, cheap and safe to get to. It is also important to ensure that leisure facilities are designed to be accessible to people with disabilities.

New leisure facilities can enhance the potential of the City Centre to attract visitors. This encourages the tourism industry in Sheffield (see Policy LRI, above). Public transport links to the City Centre are good so leisure facilities located there are easily accessible to local people and visitors.

Sites or buildings for conversion in or at the edge of the City Centre are appropriate for major leisure uses, such as cinemas and bowling, if they can be planned in conjunction with parking and complementary uses. Where this is not possible, such developments are best located on sites which are, or will be, as part of the development, made highly accessible by public transport.

How it will be put into practice

By:

Deciding planning applications

Providing and managing facilities owned by the City Council.

Consulting local residents and voluntary groups.

Promoting the use of new facilities but particularly by disadvantaged people and children.

Negotiating with developers to encourage the provision of leisure facilities within all major developments.

LR3 DEVELOPMENT IN BUSINESS: INSTITUTION: LEISURE AREAS

In Business: Institution: Leisure Areas, the following uses will be:

Acceptable

Small shops (A1)

Food and drink outlets (A3)

Business (B1)

Hotels (C1)

Residential institutions (C2)

Community facilities and institutions (D1)

Leisure and recreation facilities (D2)

Hostels

Open space

Unacceptable

Other shops (A1)

Offices used by the public (A2)

General industry (B2)

Warehouses and open storage (B8)

Housing (C3)

Garage and transport depots

Scrapyards

Development proposals for uses not listed will be decided on their individual merits.

All new development must also comply with sub-paragraphs (b) to (g) of Policy CF8.

Reasons for the Policy

The Government's strategic guidance states that local planning authorities should ensure that an adequate supply of land should be made available for sport, recreation and leisure facilities.

It can be particularly difficult to find sites suitable for built leisure facilities. They need to be located where development would not harm living conditions for local residents or impede industrial development in industrial areas.

Opportunities may arise where other large buildings set in extensive

Definitions

'Small shops' - shops usually with not more than 280 sq.m. sales area or which are ancillary to other acceptable uses in the Area.

Other information

The codes in brackets in the Policy, for example (A1), tell you which class each land use belongs to. For more information, see Appendix 2.

For Policy CF8, see page 178.

For the Government's strategic guidance, see *Regional Planning Guidance Note RPG5, Strategic Guidance for South Yorkshire, Department of the Environment, 1989, paragraph 8.*

For new leisure uses and facilities, see also Policy LR2, above.

grounds (like schools, colleges, private sports centres or clubs) are no longer required for their present use. For instance, some schools may have to close due to declining numbers of children.

It is not anticipated that the present use of these areas will necessarily change during the period of the Plan. The Policy allows for the expansion and consolidation of existing uses but also indicates the types of new development which would be acceptable should the current use cease.

Where opportunities for new development or changes of use do arise these areas are usually well suited to leisure development, including hotels and sports facilities.

Large-scale businesses, hotels and recreation facilities are generally not acceptable in Housing Areas because they would harm the living conditions of people living in these areas. Business: Institution: Leisure Areas exist to increase the opportunities for uses such as these but are still near to where people live.

Small shops, business uses, community facilities (including education uses) and residential institutions would provide further jobs or services for local people.

Housing development is not acceptable in these areas because it neither generates local employment nor provides facilities for local people. New houses can be accommodated elsewhere in Sheffield.

Development for all other uses is better located elsewhere in Sheffield. Some developments, like general industry, warehouses and open storage, would harm living conditions of nearby residents.

How it will be put into practice

By:

Deciding planning applications.

Identifying and promoting sites suitable for development.

Advising developers about other areas of the City where development which is unacceptable in Business: Institution: Leisure Areas might be allowed.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

LR4 OPEN SPACE

Open space will be protected from built development where it is needed for outdoor recreation, or where it makes a valuable contribution to the natural environment, urban heritage or quality of life.

As opportunities arise, open space will be:

- (a) improved, where it is of poor quality; and**
- (b) created, where there is a shortage.**

Definitions

'Open space' - a wide range of public and private areas. This includes parks, public and private sports grounds, school playing fields, children's playgrounds, woodland, allotments, golf courses ➤

Reasons for the Policy

Sheffield is a relatively green city, reflecting both its topography and historical development. The river valleys which extend into the built-up area, together with large parks and other open spaces, are an important part of the character of Sheffield and enhance the quality of urban life. Development requirements can be met elsewhere.

Open space is important for exercise and relaxation, as a meeting place and for children's play, for nature conservation and education, and it provides areas for outdoor sport. Even open spaces which are unsuitable or unsafe for public access (e.g. railways), still contribute to the Green Network (see Policy GE10, page 98) and the green character of the City.

The Government's national planning guidance recognises that sport and recreation are important parts of civilised life. Participation can help improve the individual's health and sense of well-being. Sport and recreation also have a valuable social and economic role and promotion of sporting excellence can help foster civic and national pride.

Government guidance also requires local planning authorities to take into account the value of open space not only as an amenity but also as a contribution to the conservation of the natural and built heritage of the area.

How it will be put into practice

By:

Deciding planning applications.

Negotiating with developers.

Consulting with local residents, community groups and developers.

Providing appropriate advice to developers which may include supplementary planning guidance or planning briefs.

Carrying out City Council capital programmes.

Continuing to support the South Yorkshire Forest initiative (see Policy GE14, page 103).

cemeteries and crematoria, nature conservation sites, other informal areas of green space and recreational open space outside the confines of the urban area. On the Proposals Map, areas over 0.4 hectares are normally defined as Open Space Areas or are included in the Green Belt (except in the City Centre where, because of the limited amount of open space that exists, there is no minimum size criterion).

'Natural environment' - as for Policy GE11, page 99.

Other information

For the Government's national planning guidance, see Planning Policy Guidance Note PPG17, Sport and Recreation, Department of the Environment, 1991, paragraphs 2 and 4.

See also Recreational Open Space in Sheffield, UDP Policy Background Paper No. 11, Department of Land and Planning, Sheffield City Council, 1993.

PROTECTION OF OPEN SPACE FROM BUILT DEVELOPMENT

Sheffield is a relatively green city, well provided with open space generally. This is part of the City's character and enhances the quality of urban life. Because these areas are not built on, they are subject to many pressures from development, particularly those which are in private ownership.

The Policies in this section aim to ensure that important open spaces are protected from built development. The Policies also aim to ensure that recreational open space is available to everyone and that any

development which does take place in open spaces is appropriate.

LR5 DEVELOPMENT IN OPEN SPACE AREAS

Development in Open Space Areas will not be permitted where:

- (a) it would cause damage to nature conservation sites, Scheduled Ancient Monuments or other archaeological sites; or**
- (b) it would cause damage to mature or ancient woodland or result in a significant loss of mature trees; or**
- (c) it would significantly detract from the green and open character of the Green Network; or**
- (d) it would make an open space ineffective as an environmental buffer; or**
- (e) it would harm open space which forms the setting for a Listed Building or other historic building, or is needed to maintain an important view or vista; or**
- (f) it would damage the character of a Historic Park or Garden; or**
- (g) it would harm the character or appearance of a Public Space; or**
- (h) it would result in the loss of open space which is of such quality that it is of City-wide importance; or**
- (i) it would result in over-development or harm the character of an area; or**
- (j) it would harm the rural character of a wedge of open countryside; or**
- (k) the proposed use would be incompatible with surrounding land uses.**

Reasons for the Policy

Some open spaces are valuable in their own right and cannot easily be replaced elsewhere. Long established parks, such as the Botanical Gardens form part of Sheffield's urban heritage. Others make an important contribution to the setting of historic buildings or are essential to the character of an area.

Many open spaces contain valuable wildlife, geological and archaeological sites, or are part of the Green Network. As well as benefiting wildlife, the Green Network provides a variety of recreational opportunities and an attractive setting for development.

Public spaces such as squares and formal gardens contribute to the identity and character of the City. They are important areas for people to

Other information

For environmental buffers, see Policy IB14, page 139.

Definition

'Over-development' - where new building would upset the balance between built development and open space so as to create an unpleasant environment for people living or working next to the site.

For other definitions, see Other information.

Other information

See also:

The Built Environment chapter, pages 59-86, for Scheduled Ancient ➤

Monuments and other archaeological sites (Policy BE22), Listed Buildings (Policy BE19), other historic buildings (Policy BE20), Historic Parks and Gardens (Policy BE21), views and vistas (Policy BE2) and Public Spaces (Policy BE11); and

The Green Environment chapter, pages 87-119, for nature conservation sites (Policies GE12 and GE13), mature trees and ancient woodland (Policies GE14 and GE15) and the Green Network (Policy GE10).

For development of recreation space in Open Space Areas, see Policies LR6 and LR7, below.

Definitions

'Recreation space' - as for Policy LR7, Table 1, page 229.

'Indoor leisure and recreation facilities' - normally those which are ancillary to the use of land as open space (such as sports centres, swimming pools, squash and badminton courts, indoor tennis courts, gyms, other indoor sports areas, small tea-shops and cafes).

Other information

For suitable locations for new leisure uses and facilities, see Policy LR2, page 221.

For non-recreational uses in Open Space Areas, see Policy LR7, below.

walk and meet in and significant features in visitors' image of the City.

Some areas are valuable as the only open space in densely built-up areas. Others provide a buffer between sensitive uses, such as housing, and uses which can cause disturbance, such as heavy industry.

How it will be put into practice

By:

Deciding planning applications.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Consulting local residents and voluntary groups.

Implementing Policies to conserve the built and green environment (see pages 59-119).

LR6 DEVELOPMENT OF RECREATION SPACE FOR INDOOR RECREATION FACILITIES

In Open Space Areas the development of recreation space for indoor leisure and recreation facilities will be permitted only if they would:

- (a) complement and improve existing opportunities for recreation in the open space; and**
- (b) occupy only a small part of the open space; and**
- (c) comply with Policy LR5.**

Reasons for the Policy

Some indoor sports and entertainments facilities contribute to people's enjoyment of open spaces.

Large-scale facilities cannot easily be accommodated within these areas without destroying their open and green character.

It is important that built development is not allowed in open spaces where it would damage the natural or built heritage of an area or adversely affect the area's character. Any proposals for indoor recreation facilities, therefore, also need to comply with Policy LR5 above.

How it will be put into practice

By:

Deciding planning applications.

Carrying out City Council capital programmes.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Consulting, and working in partnership with, local residents, voluntary

groups and the private sector.

LR7 DEVELOPMENT OF RECREATION SPACE FOR NON-RECREATIONAL USES

In Open Space Areas the development of recreation space for non-recreational uses will be permitted only if:

- (a) well designed new recreation space of equivalent area and facilities were created or, in exceptional cases, improvements were made to existing recreation space which would compensate for a loss in area; and
- (b) the new recreation space, or improvements to existing recreation space, would be:
 - (i) in the catchment area of the development site; or
 - (ii) in a part of the City where the provision of recreation space is below the minimum guideline; and
- (c) it would not result in urban recreation space being replaced on a site outside the built-up area; and
- (d) provision of recreation space within the catchment area of the development site would not fall below the minimum guideline after development had taken place; and
- (e) people would not be denied easy access to a Community Park or a District Park; and
- (f) it would comply with Policy LR5.

Reasons for the Policy

The Government's national planning guidance recognises the particular concern felt by many communities that open spaces with recreational value should be protected from development. Local planning authorities are asked to ensure that adequate land is allocated both for organised sport and for informal recreation.

The national guidance also indicates that decisions on the alternative use of recreation land and open space should be based on a long-term perspective and take into account the needs of future generations. Once built upon, open space is likely to be lost to the community forever.

Local planning authorities are advised that it is helpful for them to draw up their own standards of provision for formal and informal sport and recreation, based on their own assessment of need.

The Policy refers to a 'minimum guideline' for the provision of recreation space and this will be used to inform decisions about alternative uses. However, demand for, and quality of, facilities are also important considerations, as is ease of access. Provision of recreation space in

Definitions

For definitions of 'Recreation space', 'Minimum guideline', 'Part of the City', 'Easy access', 'Community Park' and 'District Park', see Policy LR7 Table 1, opposite.

'Non-recreational uses' - all development other than appropriate indoor leisure and recreation facilities, which are covered by Policy LR6 above, and development for outdoor sport.

'In exceptional cases' - where either:

- the proposal involves the loss of informal recreation space which has a low recreational value and which is of low visual quality; or
- equivalent new formal recreation space is provided on an area of low quality informal recreation space where development of formal recreation space is proposed.

'Catchment area' - 400 metres for children's play space and informal recreation space; 1200 metres for youth/adult outdoor sports areas (unless the original facility serves a City-wide function).

'Urban recreation space' - recreation space which is largely surrounded by built development or urban

Table 1 Definitions relating to Policy LR7**'Recreation space'- comprising:****Formal recreation space**

- youth/adult outdoor sports areas, in public or private ownership, including pitches for team games; courts; greens; athletics tracks; training areas and golf courses;
- children's play space including equipped and adventure playgrounds.

Informal recreation space

- informal public open space, including casual or informal play areas; woodland; commons; ornamental parks; nature parks; informal areas in community, district and city parks; redundant cemeteries; graveyards and crematoria; and allotments.

Recreation space includes areas of open space around the edge of pitches but excludes road verges and areas associated with buildings where public use for recreation is limited.

'Part of the City'

- within the specified catchment areas of District Parks (see Map 17 and definition of 'easy access' below).

'Minimum guideline'

- is based on the National Playing Fields Association Standard and studies of open space provision in Sheffield. The minimum guideline is 6.0 hectares of recreation space per 1,000 population comprising:

1.7-1.9 hectares of *formal recreation space* including:

- youth/adult outdoor sports areas which can be used by the public (excluding golf courses);
- children's play space.

4.1-4.3 hectares of *informal recreation space* (excluding allotments), and including informal play space for children in Housing Areas.

'Easy access'

- within the distances used to define the catchment areas of Community and District Parks.

'Community Park'

- area of public open space of 0.4-4.9 hectares which can be used like a large garden, meeting the everyday leisure and social needs of the local community (e.g. walking, sitting, relaxation, children's play, nature).

Community Parks generally serve people living within 400 metres but less if there is a busy road, railway or river in the way.

'District Park'

- public open space of a least 5.0 hectares. It should offer a range of activities and entertainments relating to ecology, social pastimes and relaxation, sports and fitness, and it should be staffed.

District Parks generally serve people living within 1,200 metres, although they may serve wider areas where they are more widely dispersed (see Map 17, facing page 230).

Other Information

For a fuller explanation of the minimum guideline, District Park catchment area and provision of recreation space in Sheffield, see *Recreational Open Space in Sheffield, UDP Policy Background Paper No. 11, Department of Land and Planning, Sheffield City Council, 1993.*

uses of land.

Other information

For the Government's national planning guidance, see Planning Policy Guidance Note PPG17, Sport and Recreation, Department of the Environment, 1991, paragraphs 1, 3, 7, 16 and 41.

For new open space, see Policy LR11, page 234.

Other information

For indoor recreation development in Open Space Areas, see Policy LR6, page 227.

For open space in new housing developments see Policy H16, page 164.

Definitions

'Local open spaces' - small areas of public and private open space which are not shown as Open Space Areas on the Proposals Map. They are normally less ➤

different parts of the City is shown on Maps 18-20, opposite.

Catchment areas for open spaces are based on experience in Sheffield and elsewhere. They are based on distances which people, and particularly children, may safely and willingly travel to open spaces.

The Government's national planning guidance notes the special significance of playing fields, both for their recreational and amenity value and, in towns and cities, for their contribution to the green space within an urban environment.

Sheffield has only just enough pitches for outdoor sport and they are unevenly distributed throughout the City. There is also an acute shortage of children's playgrounds. It is, therefore, important that there is no overall loss in area.

Occasionally, the development of recreation space for other uses may allow it to be replaced by new recreation space in areas which have very little at present.

Replacement of recreation space in the Green Belt would generally result in a net loss of open space within the urban area. This can make it less easy to get to for people living in the Inner City.

Sheffield as a whole is generally quite well provided with informal public open space, but this is an important part of the character of the City. It also contributes to the quality of life and increases the attractiveness of the City to outside investors. Many of these areas are protected for other environmental reasons but the guideline provides a minimum figure to ensure that there will be enough open space for recreation needs. Despite the relatively generous provision, many people live in areas without a community park and lack opportunities for informal recreation.

How it will be put into practice

By:

Deciding planning applications.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Consulting local residents and voluntary groups.

Monitoring the creation and loss of recreation space.

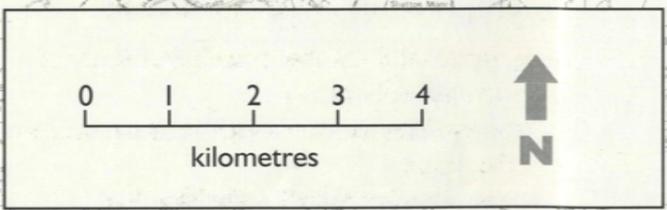
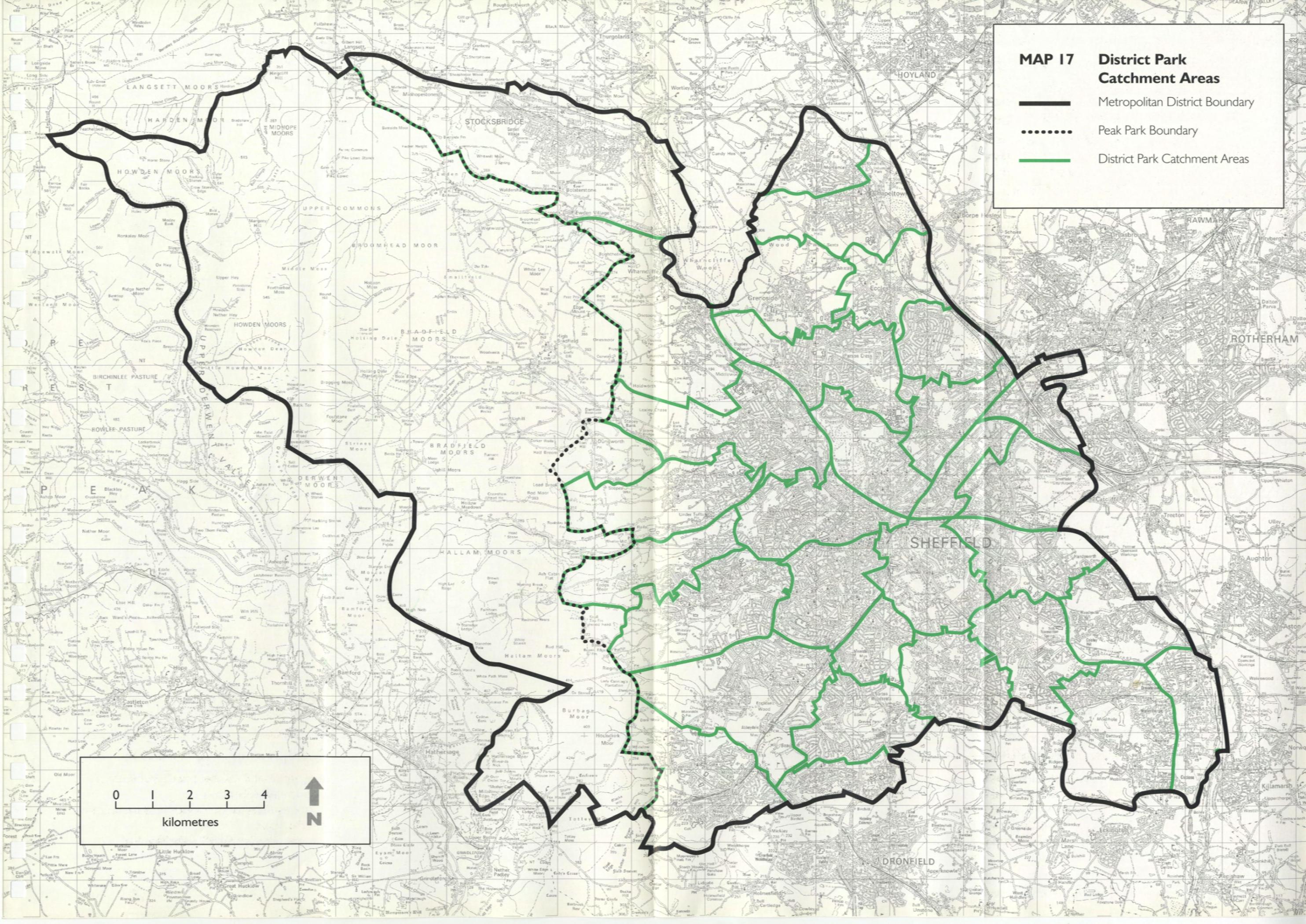
LR8 DEVELOPMENT IN LOCAL OPEN SPACES

Development in local open spaces will not be permitted where:

- (a) it would involve the loss of recreation space which:**
 - (i) serves a Housing Area and where provision is at or below the minimum guideline; or**
 - (ii) is in an area where residents do not have easy access to a Community Park; or**
 - (iii) provides a well used or high quality facility for**

MAP 17 **District Park Catchment Areas**

-  Metropolitan District Boundary
-  Peak Park Boundary
-  District Park Catchment Areas



MAP 18 Total Recreation Space Provision

(excluding non dual-use schools, golf courses and allotments)

Hectares per 1000 population

