

## **COMMUNITY SERVICES**

### **INTRODUCTION**

- 10.1 Successful implementation of the Plan's objectives will require the support of community service providers and public utilities
- 10.2 The Selby and York Primary Care Trust and North Yorkshire County Council are the major providers of health, education and personal social services. In preparing the Plan, service providers have been consulted to find out whether their land requirements are likely to change in the period up to 2006. Proposals in the Plan will also assist service providers and utilities by indicating areas for future development and population growth.
- 10.3 Whilst the District Council can have only indirect influence on the provision of services, the retention and, wherever possible, improvement of local services will be supported subject to compatibility with other planning policies.

### **STRATEGIC FRAMEWORK**

- 10.4 PPG12 (Development Plans and Regional Planning Guidance) advises local authorities to ensure that development plans consider the land requirements of service providers and utilities whilst taking into account the environmental effects of additional provision. PPG8 (Telecommunications) stresses the need to balance the increasing demand for telecommunications development with environmental considerations. DOE Circular 17/91 (Water Industry Investment and Planning Considerations) requires Local Plans to provide for the investment programmes of the water industry.

### **OBJECTIVES**

- 10.5 The community services policies of the Plan have the following main objectives:
- 1) To make land available for social and community facilities to meet the needs of the local population.
  - 2) To safeguard and enhance the provision of community facilities.
  - 3) To ensure that redundant community facilities are re-used for uses that benefit local communities.

### **POLICIES AND PROPOSALS**

#### **Health Care**

- 10.6 Following the implementation of the 1990 National Health Service and Community Care Act, health services in the Plan area are mainly provided by the Primary Care Trust. Principal facilities include the Selby War Memorial Hospital that provides inpatient, outpatient and minor injuries facilities, a community unit for the elderly and mentally ill, clinics in Selby and Tadcaster, and an ambulance station in Selby.

- 10.7 Organisational changes within the Health Service mean that services will be progressively decentralised closer to where people live. Whilst no significant land use requirements have been identified to date, sites for small-scale facilities may be required in the future.
- 10.8 The Primary Care Trust co-ordinates the provision of doctors' surgeries, dental practitioners, chemists and opticians. There are currently a total of thirteen doctors' surgeries, nine dentists' surgeries, six ophthalmic surgeries and eight pharmacies serving the Plan area, mainly concentrated in and around Selby and Tadcaster. It is likely that the demand for new surgeries will increase as a result of planned residential development, and proposals for new facilities may arise from time to time. Residential accommodation may sometimes be suitable for conversion to surgeries.

**CS1 Proposals for the development of additional health facilities, including clinics, general practitioners and dentists' surgeries, will be permitted, provided:**

- 1) There is an identifiable local need and the proposal would improve the distribution of medical facilities;**
- 2) The proposal is situated within defined development limits unless there is a demonstrable need for the provision of a more than local facility;**
- 3) The proposal would not create conditions prejudicial to highway safety or which would have a significant adverse effect on local amenity; and**
- 4) Where change of use from residential is proposed, wherever practicable some self-contained residential accommodation would be retained.**

**Education**

- 10.9 There are numerous education establishments throughout the Plan area. Primary, secondary and nursery education is primarily the responsibility of North Yorkshire County Council which provides forty-three primary schools, six nursery classes and six secondary schools in the Plan area. Further and higher education is provided by Selby College. In addition, there are two privately-funded schools, namely Queen Margaret's School (for girls) at Escrick and the Read School (for boys) at Drax.
- 10.10 School rolls indicate that many schools in the Plan area are operating near or above capacity. The County Council has identified the need for additional school places in both Selby and Sherburn in Elmet in connection with planned development and will continue to keep the situation under review.
- 10.11 The 1988 Education Act has meant that schools can become independent of North Yorkshire County Council by 'opting out' and becoming self-funding. Whilst none have 'opted out' to date, schools remaining under the control of the County Council now manage their own budgets and can rent out buildings and playing fields.

- 10.12 It is County Council policy to promote the dual use of school facilities within the local community. Adult education is provided in fifteen schools and Youth Services have been established in a further ten. In addition, many schools permit the use of sports halls and playing fields by members of the public. The District Council will encourage the provision of dual use buildings as an integral element in the design of any new school facilities.
- 10.13 PPG17 (Planning for Open Space, Sport and Recreation) emphasises the recreational and amenity value of school playing fields. It is important that future proposals affecting school playing fields are considered against the potential loss to the community. In particular POLICY RT1 ensures that school playing fields will be protected except where there is an over supply in sports pitch provision in any locality, or where some facilities can be retained and enhanced in connection with the redevelopment of part of the site, or where alternative provision of equivalent community benefit is available.

**CS2 Proposals for the development of new schools and other educational establishments, and the extension of existing premises, will be permitted, provided:**

- 1) The proposal would be situated within or adjacent to defined development limits;**
- 2) Adequate access, car parking and areas for safe setting down and collection of pupils off the highway would be provided;**
- 3) The proposal would not create conditions prejudicial to highway safety or which would have a significant adverse effect on local amenity;**
- 4) The internal design would permit the dual use of sports and other facilities;**
- 5) A satisfactory amount of open space and playing fields to meet the needs of pupils and the local community is incorporated in the development; and**
- 6) The proposal would achieve a standard of design, materials and landscaping appropriate to the locality, and which would not have a significant adverse effect on the appearance or character of the surrounding area.**

### **Children's Nurseries**

- 10.14 Playgroups and day nurseries are a valuable social amenity in modern society, providing care, supervision and education for children of pre-school age. The County Council has responsibility for regulating and approving these facilities and itself provides six nurseries attached to existing schools within the Plan area. The Nursery Education Development Programme includes further pre-school provision in the area. It is anticipated that proposals will come forward from private sources as a result of projected

population increases and the changing nature of employment patterns, particularly as more women enter the job market.

10.15 The District Council will encourage additional provision provided there is no conflict with other planning policies. For sustainability reasons, the Council would normally expect such proposals to be located within Development Limits but exceptionally they may also be permitted within the sites of existing schools or colleges situated beyond Development Limits. Particular consideration will be given to the impact on local amenity and the problems which may arise from associated traffic, including traffic noise and highway danger.

**CS3 Proposals for the development of or change of use to a children's nursery will be permitted provided:**

- 1) **The proposal would be situated within the defined development limits or within existing school or college sites;**
- 2) **The proposal would not create conditions prejudicial to highway safety or which would have a significant adverse effect on local amenity;**
- 3) **Adequate car parking, and an area for the setting down and collection of pupils off the highway is available, or the proposal is not situated close to a busy road junction or where peak hour loading restrictions are in operation; and**
- 4) **Adequate outdoor space for children's play is provided.**

**Community Halls and Places of Worship**

10.16 Community halls and places of worship represent an important community resource.

10.17 There are forty-three known community halls and village halls within the Plan area, mostly the responsibility of Town and Parish Councils. They provide a meeting place for a wide variety of organisations, including clubs, societies and toddlers groups, and cater for leisure uses such as aerobics, badminton and dancing.

10.18 Churches and other places of worship also make an important contribution to community life and many also accommodate multiple uses. There are numerous churches scattered throughout the Plan area. Many are also important local landmark buildings, and may be specifically protected as listed buildings or by virtue of their location within conservation areas.

10.19 A survey of Parish Councils undertaken in connection with the preparation of the Local Plan revealed an element of dissatisfaction regarding the availability of meeting rooms and halls or the adequacy of existing accommodation (for example many Parishes share facilities or have no easy access to community halls). Whilst the District Council is not directly responsible for the provision of community halls, grants have previously

been made available to assist with the provision of new halls or the refurbishment/extension of existing facilities. These include recent schemes at Hemingbrough and Cawood. Clearly, future provision will be dependent upon the availability of financial resources.

- 10.20 Grants are also available from the Countryside Agency and European or National Lottery funding. A number of Parish Councils have already sought such financial support and have gained planning consent for extensions to, replacement of, or new community halls.
- 10.21 In considering proposals for new community halls and places of worship, the District Council will take into account the potential impact on the amenity of adjoining residents, including the effect of increased pedestrian and vehicular movement and associated noise. In addition, it is important that they are located so as to be easily accessible for people with mobility problems. The value of community centres and church halls can also be maximised if they are flexibly designed so that they can be used by different groups for a variety of purposes.
- 10.22 Wherever possible, the District Council will encourage the provision of community halls in connection with development proposals through the process of planning gain. A replacement village hall at Wistow was secured in this manner in connection with a large housing scheme.

**CS4 Proposals for new community centres, places of worship and church halls, and for extensions to community centres, will be permitted within defined development limits provided;**

- 1) The proposal, and associated activities, would not create conditions prejudicial to highway safety or which would have a significant adverse effect on local amenity, and adequate provision could be made for car parking;**
- 2) The proposal would achieve a standard of design, materials and landscaping appropriate to the locality, and would not have a significant adverse effect on the appearance or character of the surrounding area;**
- 3) The site would be accessible for the local community including those without a private car; and**
- 4) In the case of new community centres the internal design would permit several types of activity to be accommodated.**

**Exceptionally, where there is no suitable site available within defined development limits, proposals may be permitted at or close to the edge of the settlement.**

## **Libraries**

- 10.23 Library services are the responsibility of North Yorkshire County Council. There are four full-time libraries in the Plan area, at Barlby, Selby, Sherburn in Elmet and Tadcaster. There are also part-time libraries and mobile library services.
- 10.24 A comprehensive review of the library service was undertaken in 1992. Whilst there are no current plans for changes in the level of provision in Selby District, the County Council will continue to balance demand against reducing financial resources.

## **Cemeteries**

- 10.25 Both the Parish and District Councils have powers under the Local Government Act 1972, Section 214 for the provision of cemeteries and burial grounds. The Church has the power to provide consecrated churchyards under the Consecration of Churchyards Act 1867.
- 10.26 Within built-up areas, cemeteries and churchyards often provide a 'green space function'. A number of cemeteries and churchyards have been identified as locally important amenity space (POLICY ENV29) and those will be protected accordingly.
- 10.27 Crematoria facilities are available outside the Plan area in Pontefract and York.
- 10.28 Adequate land capacity to cater for foreseeable needs exists within the majority of existing cemeteries. However, it is recognised that demographic structures are subject to change and the introduction of new legislation, for example Groundwater Regulations 1998, may affect the need to provide additional grave space. This is clearly evident for the villages of Bolton Percy and Colton. Whilst no designations are included within the Plan for new or extended graveyards, the District Council acknowledges its powers to provide cemeteries and burial grounds and as such will act as necessary. In principle, proposals for cemeteries in the countryside (i.e. outside Development Limits) fall within the scope of acceptable forms of development covered by POLICY DL1. PPG2 (Green Belts) provides that essential facilities for cemeteries are appropriate forms of development inside a Green Belt. Individual planning applications will be judged on their own merits.

## **Emergency Services**

- 10.29 There is varied provision for emergency services throughout the Plan area, mostly concentrated in the three market towns of Selby, Sherburn in Elmet and Tadcaster.
- 10.30 A Fire and Rescue Service is provided by North Yorkshire County Council. There are staffed stations at Selby and Tadcaster. The Plan area is also served by York Fire and Rescue District, and could be supplemented by adjoining Brigades from West and South Yorkshire, and Humberside through mutual assistance arrangements. There are no plans for additional service bases or other expansion.

- 10.31 A North Yorkshire Police main station is located in Portholme Road near Selby town centre. No additional land requirements have been identified.
- 10.32 The Plan area is also served by North Yorkshire, West Yorkshire and Humberside Ambulance Services. There are ambulance stations at Selby and Sherburn in Elmet. The services have no current intention to expand or relocate prior to 2006.

### **Telecommunications**

- 10.33 Modern communications are an essential and beneficial element in the life of local communities and the economy. New technology in this field is spreading rapidly to meet demand from businesses, homes and public services, which in turn have implications for land use.
- 10.34 With the ending of the monopoly in the telecommunications industry, there are opportunities for new companies to provide telecommunications services. Each provider of a service may wish to erect their own aerial or satellite dish mast, leading to an unnecessary proliferation of such structures and the lowering of environmental quality.
- 10.35 PPG8 (Telecommunications) advises that Local Plans should facilitate the growth of telecommunications systems where this is compatible with environmental objectives through criteria-based policies. It is recognised that there are technical and operational considerations which dictate, to a large extent, the location and design of apparatus. However, proposals for the installation of satellite dishes, microwave antennae, radio masts and other telecommunications apparatus which require planning consent should be sited so as to minimise the effect on the existing building or structure, and the character of the surrounding area. Particular attention should be paid to the siting and screening of radio and telecommunications masts and towers, in view of the generally flat landscape of the Plan area. The possibility of sharing masts should always be investigated in order to reduce the cumulative impact.
- 10.36 In sensitive areas, such as conservation areas, the District Council will seek the co-operation of telecommunications companies in providing for the undergrounding of telecommunications cables wherever possible and will encourage the removal of obtrusive wires, cables and telegraph poles in conjunction with conservation area enhancement proposals.

### **CS5 Proposals for the erection of telecommunications equipment will be permitted provided:**

- 1) The development necessitates the form proposed and there is not a more appropriate alternative;**
- 2) There is no reasonable possibility of sharing existing facilities;**
- 3) The proposal would not have a significant adverse effect on the character of the surrounding area, and the wider landscape; and**

- 4) The proposal would achieve a standard of design and landscaping appropriate to the locality, which would minimise the visual impact.**

#### **Developer Contributions to Infrastructure and Community Facilities**

- 10.37 New development may require the provision or upgrading of existing infrastructure, including drainage, waste water treatment, water and power supply, and highways. Similarly, residential development may have a direct impact on the provision of community facilities, including recreation open space (for which separate provision is made in POLICY RT2) and education. The impact of development on pedestrian safety and highway safety is also a relevant planning consideration.
- 10.38 Where new development results in a need for new physical and social infrastructure and community facilities which are directly linked to the development, it is reasonable to expect developers to provide or contribute toward the provision of these facilities, so as not to place an undue burden on existing infrastructure or services.
- 10.39 It is equally important to ensure that, where appropriate, proposals for development incorporate measures to compensate for the consequences of development including off-site works. These may include the provision of traffic calming, footpath and cycleway links and the enhancement or creation of wildlife habitats and other resource protection.
- 10.40 DETR (now ODPM) Circular 11/95 provides guidance on the use of planning conditions to deliver facilities necessitated by new development. (See Paragraph 11.11 of Chapter 11 of the Plan). Section 106 of the Town and Country Planning Act 1990, as amended by the 1991 Act, also enables planning authorities to seek financial contributions, or contributions by way of buildings, land and direct works, to enable development to go ahead in circumstances where planning conditions are inappropriate and where the proposal might otherwise be refused.
- 10.41 DETR (now ODPM) Circular 1/97 provides guidance on the use of such planning “obligations” to enhance the quality of development. Annex B, paragraph 2, stresses the need for planning obligations to be necessary, relevant to planning, directly related to the proposed development and fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects. In the case of education, this could mean asking developers for a contribution towards the cost of providing new or extending existing educational facilities, provided it can be demonstrated that there is, or will be, no spare capacity in local schools; and a burden or “planning loss” would therefore be imposed on the community. A similar situation would exist if a development would impose a traffic problem on local roads.
- 10.42 POLICY CS6 is intended to apply over and above the provisions of site-specific policies for housing and employment land allocations. Further advice on the calculation of developer contributions for specific community needs will be provided in Supplementary Planning Guidance. The Council’s specific requirements in relation to the provision of recreation



open space and affordable housing are set out in separate POLICIES RT2 and H4.

**CS6**      **The District Council will expect developers to provide for or contribute to the provision of infrastructure and community facility needs that are directly related to a development, and to ensure that measures are incorporated to mitigate or minimise the consequences of that development.**

**Normally, these requirements will be imposed through conditions attached to the grant of planning permission.**

**Where this is not appropriate, the district council will seek to negotiate planning obligations with developers to secure direct provision and/or a financial contribution towards the provision of facilities or works:**

- 1) That are fairly and reasonably related in scale and kind to the proposed development; and**
- 2) Which are necessary to remedy any shortfalls or adverse impacts resulting from the proposed development; or**
- 3) Are necessary to make the proposal acceptable in land use planning terms.**