

City of Bradford Metropolitan District Council



## Core Strategy: Issues and Options

### Topic Paper 6: Community Facilities



February 2007

## Local Development Framework for Bradford

This document is one of a number that make up the Local Development Framework for the Bradford District. If you need the contents of this document to be interpreted or translated into one of the community languages or you require it in Braille, Large Print or on tape, please contact the Local Development Framework Group on (01274) 434050, (01274) 434544 or (01274) 434606

ब्राडफोर्ड डिस्ट्रिक्ट (Bradford District) एर लोक्याल डेवेलोपमेन्ट फ्रेमवर्क (Local Development Framework - स्थानीय उन्नयन काठामो) एर अनेकगुलो कागजपत्र वा दलिलपत्रेण एकटि हलो एहि तथ्यापत्रटि । एहि तथ्यापत्रेण विषयवस्तु कमिउनिटिण लोकदेण कोनो भाषाय बुवाते चाईले अथवा लिखित अनुवाद चाईले नतुवा ता ब्रेईले (अक्षलिपिते), मोटा हरफे किंवा क्यासेटे रेकर्ड करे चाईले, अनुग्रह करे लोक्याल डेवेलोपमेन्ट फ्रेमवर्क ग्रुप (Local Development Framework Group)-के (01274) 434050, (01274) 434544 वा (01274) 434606 नांखारे फोन करण ।

यह दस्तावेज़ उन बहुत से दस्तावेज़ों में से एक है जिनसे मिलकर ब्रैडफोर्ड डिस्ट्रिक्ट का लोकल डिवेलपमेंट फ्रेमवर्क बनता है। यदि आप इस दस्तावेज़ की जानकारी का हिन्दी अनुवाद या इसे ब्रेल, बड़े अक्षरों या टेप पर प्राप्त करना चाहते हैं, तो कृपया लोकल डिवेलपमेंट फ्रेमवर्क ग्रुप से (01274) 434050, (01274) 434544 या (01274) 434606 पर सम्पर्क करें।

ਇਹ ਦਸਤਾਵੇਜ਼ ਅਜਿਹੇ ਬਹੁਤ ਸਾਰੇ ਦਸਤਾਵੇਜ਼ਾਂ ਵਿੱਚੋਂ ਇੱਕ ਹੈ ਜਿਨ੍ਹਾਂ ਨਾਲ ਬਰੈਡਫੋਰਡ ਡਿਸਟ੍ਰਿਕਟ ਦਾ ਲੋਕਲ ਡਿਵੈਲਪਮੈਂਟ ਫਰੇਮਵਰਕ ਬਣਦਾ ਹੈ। ਜੇਕਰ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਵਿੱਚ ਦਿੱਤੀ ਗਈ ਜਾਣਕਾਰੀ ਦਾ ਪੰਜਾਬੀ ਅਨੁਵਾਦ ਜਾਂ ਇਸਨੂੰ ਬ੍ਰੇਲ, ਵੱਡੇ ਅੱਖਰਾਂ ਜਾਂ ਟੇਪ 'ਤੇ ਪ੍ਰਾਪਤ ਕਰਨਾ ਚਾਹੁੰਦੇ ਹੋ ਤਾਂ, ਕ੍ਰਿਪਾ ਕਰਕੇ ਲੋਕਲ ਡਿਵੈਲਪਮੈਂਟ ਫਰੇਮਵਰਕ ਗਰੁੱਪ ਨਾਲ (01274) 434050, (01274) 434544 ਜਾਂ (01274) 434606 'ਤੇ ਸੰਪਰਕ ਕਰੋ।

یہ دستاویز بریڈفورڈ ڈسٹریکٹ کے مقامی ترقیاتی لائحہ عمل سے متعلقہ دستاویزات میں سے ایک ہے۔ اگر آپ کو اس دستاویز کا زبانی یا تحریری ترجمہ کسی بھی کمیونٹی زبان میں درکار ہو یا آپ اسے بریل، لارج پرنٹ یا ٹیپ میں چاہتے ہیں تو براہ مہربانی لوکل ڈیولپمنٹ فریم ورک گروپ سے ٹیلی فون نمبر: 01274 434050، 01274 434544 یا 01274 434606 پر رابطہ کریں۔

ਆ ਦਸਤਾਵੇਜ਼ ਥਾਈਂ ਨਾ ਓਕ ਓ ਕੇ ਓ ਓ ਓ ਓ ਓ ਓ ਓ ਓ ਨਾਂ ਸਥਾਨਿਕ ਵਿਕਾਸ ਨੀ ਰੂਪਰੇਖਾ ਯਨਾਵੇ ਓ. ਓ ਤਮਨੇ ਆ ਦਸਤਾਵੇਜ਼ਾਂ ਲਯਾਭਾਨੁੰ ਪ੍ਰਾਇਮਰੀ ਆਥਓਆਂ ਆਧੰਤਰ ਕਰਾਵਾਨੀ ਅਥਵਾ ਤੇਨੋ ਅਰਥ ਸਮਝਵਾਨੀ ਜੜ੍ਹ ਜਥਾਯ, ਅਥਵਾ ਤਮਨੇ ਤੇਨੀ ਜੜ੍ਹ ਓਓਲ, ਯਾਜ਼ ਮਿ-ਟ ਕੇ ਪਠੀ ਟੇਪ ਓਪਰ ਓਯ, ਤੋ ਮਠੇਰਯਾਨੀ ਕਰੀ ਲੋਕਲ ਡਿਵੇਲਪਮੇ-ਟ ਫ਼ੇਮਵਰਕ ਗ੍ਰੁਪਨੋ (01274) 434050, (01274) 434544 ਅਥਵਾ (01274) 434606 ਪਰ ਸੰਪਰਕ ਕਰੋ.

## 1.0 INTRODUCTION

- 1.1 A high quality of life for all residents, which includes access to goods and local services help to make communities sustainable. This Topic paper considers the main strategic Issues and Options relating to the provision and access to community facilities as well as goods and services. The paper seeks to generate discussion about the issues and opportunities relating to the provision of facilities to meet local needs including; schools, community and recreation areas, health services and shop, in order to promote social inclusion and well being.

The paper is divided into the following sections:

- Influences
  - Key Issues and Options
  - Evidence base
  - Key questions
- 1.2 The Councils planning policies determining the delivery and location of new community facilities are presently contained in the replacement Unitary Development Plan (2005). The Governments planning reform agenda under the Planning and Compulsory Purchase Act (2004), means that this document will need to be replaced by the Local Development Framework (LDF). The Core Strategy is the key document, which will set the top level policies guiding the location of development including community facilities. The aim of this Issues and Options paper is part of the process to provide an opportunity for the community to consider the big issues facing the District and shape the long term vision for the district and ultimately the strategic polices to deliver the vision.
- 1.3 The purpose of these documents is to encourage responses to key issues and options affecting Bradford. The list of issues is not meant to be final, but it represents the initial thoughts as to the key issues that the Core Strategy could address. It is also an opportunity to raise new issues.

## 2.0 INFLUENCES

### National Guidance

- 2.1 The Government's principal objective to facilitate sustainable development, ensuring the creation of successful, thriving, healthier and safer communities in urban and rural areas is set out in the **Sustainable Communities Plan Building for the Future** (ODPM 2003). Planning Policy Statements guide local authorities in the delivery of this objective through the Planning system.
- 2.2 **Planning Policy Statement 1: Delivering Sustainable Development** (ODPM 2005) sets out the Government's vision for planning and the key policies and principles for the planning system. These are built on four themes:
- Sustainable Development
  - Spatial Planning
  - Good design
  - Community Involvement
- 2.3 **Planning Policy Statement 12: Local Development Frameworks** (ODPM 2004) and its companion guide provides Government policy and guidance on preparing the new development plan documents.
- 2.4 **Planning Policy Statement 6: Planning for Town Centres** (ODPM 2005) sets out the Government key objective toward providing healthy and vibrant centres which build sustainable communities. The statement provides advice on guiding the growth, promotion and the enhancement of the services and facilities in city, town and village centres, ensuring that local services are accessible to all.
- 2.5 **Planning Policy Statement 7: Sustainable Development in Rural Areas** (ODPM 2004) sets out guidelines for planning and providing for sustainable development to support thriving rural communities and businesses while protecting the beauty and character of the countryside. Part of its aim is to support the provision of rural community services and facilities, including village shops and halls.
- 2.6 **Planning Policy Guidance note 17: Planning for Open Space, Sport and Recreation** (ODPM July 2002) sets out the guidelines to ensure the communities need for open space, playing fields and sports and recreational facilities are met. This requires Councils to produce an up to date assessment, which will inform both the protection of existing open space but also new provision to meet existing deficiencies and future needs.
- 2.7 The **Local Government White Paper** (November 2006) makes several proposals of relevance including the transfer of community facilities to Community Groups, role of Health Scrutiny in assessing

quality of Local Health Services and in their location/accessibility- their impact on reducing health inequalities.

- 2.8 **Our Health, Our Care, Our Say: A New Direction For Community Services\_– White Paper** published by the Department of Health (DOH) in January 2006, is the key policy document on the nature and provision of Primary Care Services over the next 10 years. It has implications for the location of preventative services, the role of joint commissioning with LA's Social Services and the influence of shared facilities and shared services.

#### Regional Guidance

- 2.9 The draft **Regional Spatial Strategy (RSS) for Yorkshire and the Humber** published in January 2006, embodies the vision of the Sustainable communities Plan. It seeks to improve peoples accessibility to shopping, cultural, health, education and leisure facilities as part of its core approach and reverse the dispersal of large proportions of the population away from the regions, cities and town centres, whilst at the same time promoting access and inclusion to facilities. The strategy also promotes the importance of local services and facilities in rural areas and stresses the need for improvements to be delivered through the spatial planning process.
- 2.10 The RSS promotes the improvement to health and well being and social inclusion of residents through enhancing access to sport and recreation facilities and also accessible health care facilities focusing on retaining and developing major health care facilities in the main cities and town centres and outreach facilities in rural areas and promotion of local health care facilities in places accessible by good public transport (policy ENV11). A new policy YH3 was proposed to be included in the core approach at the Examination based on reducing inequalities and improve health and well-being.

#### Local Planning Guidance and other Strategies

- 2.11 A vibrant community and cultural life supported by access to quality public services is a key component of the Vision 2020 and **Community Strategy**. In particular its aims include:
- Promoting healthier communities though access to services including, education and housing
  - Improving access to recreation and leisure facilities in support of healthy life choices, education and skills in support of a vibrant economy
- 2.12 **The replacement Unitary Development Plan** adopted in October 2005 is the Districts present development plan. Open spaces, retail areas and some sites for new schools are identified and protected from development by other types of uses. For other facilities it is often

difficult to know in detail what the future needs of communities are, and consequently the development of other facilities for community uses are considered under the general policies of the plan. The Local Development Frameworks will replace the replacement UDP and the core strategy will properly address the development needs of a wide range of community facilities spatially, to ensure those land needs are fully addressed.

2.13 The **Strategy for Children and Young People In the Bradford District 2003-2006** sets out the objectives and targets for the delivery of services for children and young People (ages 0-19) in the District. It includes 5 objectives:

- **Health** – promoting health and reducing health inequalities
- **Home & Community** - providing safe, comfortable and loving home within a safe community
- **Education** – to provide access to high quality learning
- **Employment** – access to further education employment and training
- **Play** – to have access to play, arts, sports and leisure activities

2.14 **The Council's Older People's Strategy** aims to maintain older people in their homes for as long as they want, which will have an implication on location of services for older people.

### 3.0 KEY ISSUES AND OPTIONS

3.1 Planning Policy Statement 1 supports the promotion of health and well being and requires local planning authorities to recognize the link between social inequalities in the provision of health services, access to open spaces in the natural and built environment and the location of schools, shops and other facilities to reduce the need to travel. In delivering such facilities it is important that the Core Strategy ensures that suitable locations are found for these uses which address local needs, whilst continuing to protect and enhance the natural built environment with high quality and inclusive designs.

#### Health

3.2 The provision of Local Health Care facilities is the joint responsibility of the Bradford and Airedale Primary Care Trust and the two Hospital Trusts (Bradford Teaching Foundation Trust and Airedale Hospital Trust). Their primary objectives are to:

- Provide excellent primary and acute health care
- To ensure patients receive a seamless “care pathway” through Primary Services to acute where relevant.
- To reduce inequalities in health outcomes.

3.3 One of the challenges faced by Primary Health Care in the district is to replace or refurbish Health Care Premises that are no longer fit for purpose. The Department of Health policy paper, ‘Our Health, Our Care, Our Say’, promotes Primary Care Trusts to develop care facilities in local communities, in liaison with Social Services Departments.

3.4 In the Bradford District, a new provision will be achieved through:

- Remodelling of existing G.P Surgeries
- Re-siting of GP Surgeries into multi-purpose Community Health Centres
- Re-siting of Health Care Services into Multi-Agency shared facilities

3.5 District wide, the three main hospitals; St Lukes, Bradford Royal Infirmary and Airedale General Hospital are controlled by the **Bradford Teaching Hospitals NHS Foundation Trust**. £70 million<sup>1</sup> of funding, has recently been announced by the Trust for the modernisation and rationalisation of the 2 city hospitals, which involves land disposal, new buildings and refurbishment. Airedale General Hospital at Steeton, is already undergoing significant expansion and refurbishment. There are currently a number of other small hospitals and treatment centres across the District, which may be replaced by other facilities in time.

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<sup>1</sup> T&A 27/11/06

- 3.4 Given the ambition of Primary Care Trusts to provide Health Care Facilities, close to communities and the various competing demands on land in many parts of the District, the Core Strategy will need to provide clear guidance on how this can be achieved.

**Key Question**

6.1 How should the council ensure that new and existing Health Care Facilities are accessible, well serviced by Public Transportation and promote Social Inclusion?

**Options**

- Concentrate health facilities where they are most accessible
- Provide large centralised facilities in transport nodes
- Provide more dispersed facilities within communities

Education

- 3.5 The Government believes that the quality of the building delivers educational success. Responsibility for local education is controlled by the Council. In 2002 the re-organisation of the district's schools into a two-tier system involved a massive local programme of investment which involved new school buildings, extensions and the refurbishment of classrooms and other facilities to the majority of schools. Since then there has been significant improvements in attainment at both tiers; Most Primary schools are showing an overall improvement since 2003 and the local authority average has risen closer to the national average; Secondary schools overall have shown a 10.3% attainment improvement for pupils achieving at least 5 GCSE's (A-C grades) since 2003 compared to the national average of 5.6%<sup>2</sup> with some schools showing exceptional improvement levels of up to 19%. There are however, some schools which still rate significantly under the national average and consequently the Government are now supporting Bradford in a further re building and renewal programme at both primary and secondary level in Bradford.
- 3.6 At Primary level the Government has recently announced that Bradford has been chosen as one of 23 pathfinder authorities who get a share of £150 million to transform some of the Districts 158 primary schools by replacement and refurbishment of school buildings and this will make a contribution to those schools with serious accommodation problems and may involve the need for larger sites. Bradford is also one of four pathfinder authorities in the Building Schools for the Future (BSF) programme, a national initiative involving the major rebuilding/renewal of all 28 secondary schools, to provide modern up to date education facilities. This involves 2 phases initially with phase 1 seeing 3, totally new schools being built at Buttershaw, Salts (Baildon) and Tong to

<sup>2</sup> Source: Department for Education and Skills.

replace existing buildings. Phase 2 involves the regeneration of Beckfoot (Bingley), Greenhead (Keighley) and Grange Technology College (Great Horton). All re building programmes are expected to involve larger schools, contained on existing sites. Later phases will extend to all schools in Bradford but it is unknown at this stage whether the scale of re building will mean the need for other sites.

- 3.7 Despite this commitment by the Government, the authority annually struggles to deal with the demand for school places in some parts of the District. The growing population and demand by new comers to the District is placing additional pressure on existing schools in the inner areas, which means that in order to keep class sizes small, some new schools will be needed and a number of options are currently being considered.

### **Key Question**

6.2 How should the Council ensure that new and existing facilities for education are accessible and well served by public transport?

### **Options**

- Concentrate education facilities where they are most accessible
- Ensure that facilities can be accommodated which meet the needs of the community which they serve to avoid travel

### Leisure and Open Space

- 3.9 The replacement UDP protects a large number of informal and formal open spaces including, parks, playgrounds, recreation grounds, village greens and allotments across the District. It also contains policies, which require the developers of new housing to make a contribution toward the improvement of existing spaces or the creation of new open spaces including sites for children's play, which serve the development itself and the wider community.
- 3.10 Well designed open areas are hugely valuable in their ability to reduce social barriers, improve health and well being and generally enhance and define local areas. Poorly designed they can encourage anti social behavior, which discourages the use of the area by the wider community.
- 3.11 Some areas are less well served by open space than other areas. The quantity, attractiveness and accessibility of open space and leisure facilities determines the success of the local area in terms of creating a prosperous community and in attracting new investment, There is presently little facility by the Council to secure new areas of open space unless the land is being re developed for residential use. A key

issue for the Core Strategy to contend with is how best this issue can be resolved to ensure that a fair and equitable supply of green open areas can be delivered through the planning system.

**Key Question**

6.3 How can the Council ensure that all communities have access to a high quality green space and sport and recreation facilities?

**Options**

- Protect and enhance all greenspace
- Protect and enhance greenspace as part of strategy
- Allow green space which has low value and function where it is surplus to be redesignated and used for other uses
- Require developers to make appropriate new provision for open space sport and recreation inline with open space assessment and associated strategies
- Develop green networks with in the urban areas linking to the open countryside

Access to Shopping Facilities

- 3.12 Vibrant town and local shopping facilities, which successfully compete and provide local choice, make a valuable contribution to the local community, which they serve.
- 3.13 The centres offer particular advantages namely:
- the wide range of services and facilities that they offer, which encourages competition from which all consumers are able to benefit;
  - their high accessibility by public transport, which benefits public transport users, particularly those without access to a car, and provide for the most sustainable pattern of development in the future;
  - their attractive built environment and urban heritage.
- 3.14 The centres do however exhibit inherent planning problems compared with out of centre locations namely:
- sites for development are not always easy to obtain, assemble and develop; roads within the centres are more congested;
  - access to and use of car parking facilities is not always as convenient. There is a need to cater for those who wish to use cars since failure to do so will inevitably result in continuing pressure for out of centre development;

- there is a legacy of buildings which are not easily adapted for current activities. These are often small, having upper floors, and no parking or loading facilities. Areas of neglect and dereliction are created where these buildings are underused or vacant.
- 3.15 In the city centre there have been significant losses to the shopping range as a result of the demolition of buildings to make way for the Broadway development. Over the coming years this should be resolved by the development of a brand new shopping centre which together with additional investment in the rest of the city centre will allow Bradford to compete with other centres in the region, by clawing back shoppers who currently go elsewhere. The District's shopping centres are already protected for retail use from other development by policies in the rUDP and in the government's Planning Policy Statement 6. However there is a growing trend for existing food superstores and supermarkets in suburban locations to sell a wider range of comparison goods. This action competes with the roles of city and town centres to be the main destinations for comparison shopping. There is also growing pressure from superstore / supermarket operators to build new and larger stores across the District which can also pose a threat to established centres.
- 3.16 Guidance in PPS6 requires LPA's in preparing development plans to define a hierarchy of centres. The current 4 tier hierarchy in the RUDP comprises the City Centre at the top, underneath which are the 4 town centres of Keighley, Bingley, Shipley and Ilkley, then in the Bradford area, the 7 district centres at Greengates, Five Lane Ends, Thornbury, Tong Street, Mayo Avenue, Great Horton, Girdlington, and then forming a bottom tier, some 40 local centres. This hierarchy reflects the city centres status as the largest and most important centre. The role and function of town centres is to serve their towns and surrounding hinterland. Within the Bradford urban area, district centres are located at strategic points on the transport network close to substantial catchment populations. Their purpose is to provide retail and leisure facilities that complement but do not significantly compete with the City Centre , to enable people to meet their day-to-day needs and minimise the need to travel. Local centres are small centres with appropriately sized local supermarkets and small shops that meet the day-to-day needs of people in the immediate locality. The size and number of facilities in local centres should be such as to be unlikely to attract people who live closer to other centres, in order to minimise the propensity to travel."

#### **Key Questions**

- 6.4 How should the Council ensure that all sections of the community have access to retail provision?
- 6.5 Does the existing hierarchy and policy approach to sustain and enhance these centres best meet peoples needs?

**Options**

- Continue the hierarchy of centres currently identified in the RUDP
- Amend the hierarchy for example by re-designating Silsden and Queensbury from local centres to higher order status as significant freestanding settlements.
- Allow small-scale retail provision to meet more localised need in communities.
- Protect small shops in small villages and communities.

**Community Uses**

- 3.13 The provision of centres which provide wider community facilities such as libraries, public houses, children and youth services and cultural/religious buildings are often better provided for in the centre of a community whether that be in the town centre, local centre or in the middle of a housing estate, wherever the wider needs of local people can best be served. At present no specific allocations for health provision have been made in the rUDP.

**Key Question**

- 6.6 How should the Council ensure that all sections of the community have access to a range of local community and cultural facilities?

**Options**

- Concentrate new community facilities where they are most accessible?
- Protect existing local facilities from loss?

**4.0 EVIDENCE BASE**

4.1 The Council has undertaken/commissioned or is in the process of undertaking studies in order to provide a sound evidence base required for the LDF. The Council has also drawn on other studies and documents. Of particular relevance to community facilities are the following studies/documents:

Bradford Open Space, sport and Recreation Study (KKP, due January 2007)

Bradford's Accommodation Strategy for Older People 2006-2009

Annual Changes to the Retail Floor Space Survey (CBMDC 2005)

## **5.0 KEY QUESTIONS**

- 6.1 How should the council ensure that new and existing Health Care Facilities are accessible, well serviced by Public Transportation and promote Social Inclusion?
- 6.2 How should the Council ensure that new and existing facilities for education are accessible and well served by public transport?
- 6.3 How can the Council ensure that all communities have access to a high quality green space and sport and recreation facilities?
- 6.4 How should the Council ensure that all sections of the community have access to retail provision?
- 6.5 Does the existing hierarchy and policy approach to sustain and enhance these centres best meet peoples needs?
- 6.6 How should the Council ensure that all sections of the community have access to a range of local community and cultural facilities?