

Bingley Parish Neighbourhood Plan

Introduction

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Foreword

Neighbourhood Development Plans come out of the Government's aim to ensure that local communities are closely involved in the decisions which affect them.

The Bingley Neighbourhood Development Plan is being developed to establish a vision for the parish and to help deliver the local community's aspirations and needs for the plan period from 2019 to 2030.

Our Neighbourhood Development Plan is a statutory document that must sit within and will be incorporated into the district planning frameworks and must be used by the City of Bradford Metropolitan District Council to determine planning applications.

Our Plan has been produced by local residents and Town Councillors who form the Neighbourhood Plan Working Group, established by the Town Council. The group represents those who live in Bingley and the villages that form the parish: Cottingley, Crossflatts, Eldwick, Gilstead and Micklethwaite.

A Neighbourhood Plan has many benefits:

- It can help protect our community from uncontrolled, large scale, or poorly placed development
- Spread the development required by the City of Bradford Metropolitan District Council's Core Strategy around the parish
- Ensure that development is sympathetic to, and improves, the look and feel of the parish
- Minimise the loss of greenfield sites by, where possible, using previously developed sites
- Give the parish access to Community Infrastructure Levy funding to improve facilities. (With a Town Council, the parish gets 15% of any CIL, with a Town Council and Neighbourhood Plan, the parish gets 25% of CIL)

However, the Neighbourhood Plan cannot undo decisions, for example the development of Greenhill, already made by Bradford district planning authority. The Plan also does not allocate land for housing, although it suggests the house types and sizes needed in the parish.

An initial consultation was carried out in September 2019 for residents to comment and make suggestions on the work done to date. The Neighbourhood Plan Working Group has been consulting and listening to the community and local organisations to ensure the plan supports the sustainability and long-term preservation of our community and efforts to tackle climate change. Every effort is being made to ensure that the views and policies contained in the Plan will reflect those of the majority of residents.

All comments from this initial consultation were reviewed by the Neighbourhood Plan Working Group. Ultimately, the Plan will have to be approved by residents through a referendum.

All documents relating to the plan to date are available on the Bingley Town Council website www.bingleytowncouncil.gov.uk

The Town Council would like to thank all members of the Neighbourhood Plan Working Group for their work since the start of 2018 when the group was formed.

The Town Council is also grateful for the help and the engagement of many others in the parish who are assisting in the production of the Neighbourhood Plan and to our planning consultant Andrew Towlerton.

Ros Dawson

Chair of Bingley Town Council and the Neighbourhood Plan Working Group

Feb 2019

1.0 INTRODUCTION AND BACKGROUND

A Neighbourhood Development Plan for Bingley

The Pre-Submission Bingley¹ Neighbourhood Plan (referred to hereafter as the Plan) sets out the vision, objectives and policies for the sustainable development of the Parish through until 2030.

The Localism Act 2011 gives parish councils and other relevant bodies new powers to prepare statutory neighbourhood plans to help guide development in their local areas. The aim of the legislation is to empower local communities to use the planning system to promote appropriate and sustainable development in their area.

The Plan will contribute to sustainable development by seeking improvements in environmental, social and economic conditions. In particular, the Plan seeks to ensure development protects and enhances the natural, built and historic environment.

The Plan considers the important local issues identified through the consultation process and avoids re-stating existing national or local planning policies. The policies proposed in the Plan, therefore, focus on a relatively small number of key development issues.

Once approved at a referendum and adopted by the City of Bradford Metropolitan District Council ('BMDC'), the Neighbourhood Plan becomes a statutory part of the development plan for Bingley Parish and will carry significant weight in how planning applications are decided.

The Neighbourhood Plan will cover the period from 2019 to 2030 which complements the plan period for the Bradford Local Plan.

¹ The Plan uses the words and phrases Bingley, town, Bingley town and parish interchangeably. All refer to Bingley Parish unless otherwise stated.

Neighbourhood Area

The boundary of the Bingley Neighbourhood Area corresponds to the Parish boundary as illustrated in Figure 1.

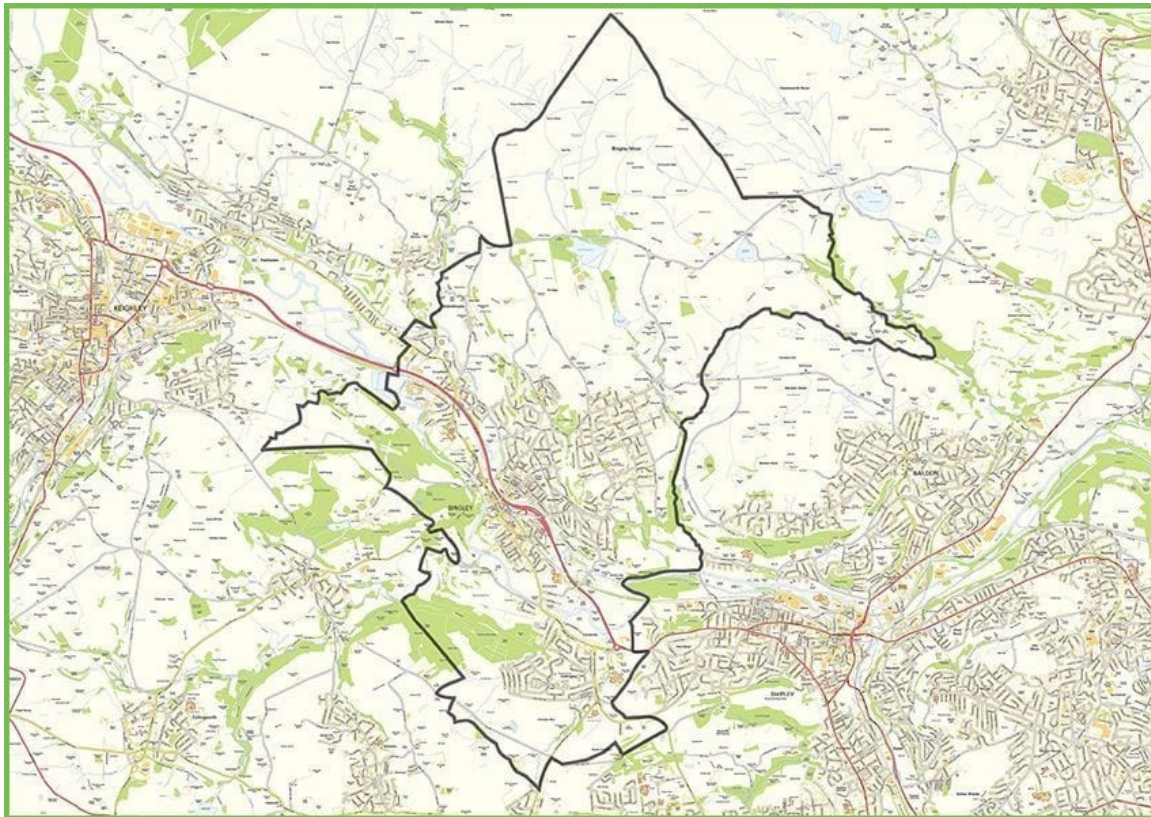


Figure 1: Neighbourhood Area

How the Plan was prepared

The Plan has been prepared by a steering group comprising town councillors and other members of the community supported by officers from the Town Council and neighbourhood planning consultants *andrewtowlertonassociates*.

As the appropriate 'Qualifying Body', Bingley Town Council applied to BMDC in July 2017 to designate it as Neighbourhood Plan Area. BMDC subsequently publicised the application for a six-week period and invited any representations. The Assistant Director of Planning, under delegated powers, approved the application on Wednesday 30th August 2017.

Following its designation as a Neighbourhood Plan Area, members of the community were informed about the neighbourhood plan process and invited to get involved in its development. This included through the Town Council website as well as a well-attended consultation event which took place on 21 November 2017.

How this introduction is organised

The Introduction is structured in the following way:

Section 1: 'Introduction and Background' sets out the background to the Plan.

Section 2: 'Why we are preparing a Neighbourhood Plan for Bingley' describes why the Town Council considers it important to take the opportunity to prepare one.

Section 3: 'Planning Policy Context' outlines the strategic planning policy framework within which the Plan has been prepared.

Section 4: 'About Bingley Parish' describes Bingley past and present and highlight the key issues that the Plan will address.

Section 5: 'Vision and Objectives' outlines the Plan's vision and objectives.

Section 6: 'Policies' sets out the planning policies for the town.

2.0 WHY WE ARE PREPARING A NEIGHBOURHOOD PLAN FOR BINGLEY

A Neighbourhood Plan enables local communities like Bingley to have more control over development in their own area by preparing a framework against which planning proposals can be judged.

Bingley is a historic parish with a rich heritage, a great sense of identity and purpose and a good natural and built environment.

The town has and is likely to continue to experience significant development over the coming years. This includes new housing.

We have been clear at the outset that sustainable development is not only necessary but desirable; without it, Bingley may not flourish and prosper. However, we want to influence and direct the shape and nature of the development.

We firmly believe that decisions about the future development of the town are best made at the local level by bodies and individuals that truly understand the local area and its needs and aspirations.

Having a Neighbourhood Plan gives us the opportunity to identify the best ways to deliver development, directing it towards what the local community most needs and wants. Sustainable development and regeneration will only occur if it takes an inclusive and coordinated approach that helps deliver the changes required especially in housing, health, employment and commerce, whilst conserving and enhancing what makes Bingley proud and distinctive.

Further, a Neighbourhood Plan will bring a financial benefit to the area. BMDC has introduced a levy on future development called the Community Infrastructure Levy (CIL). Without a Neighbourhood Plan, the Town Council would receive 15% of any CIL collected, with a Plan it would receive 25% of the CIL collected, and this will be spent in the town. With many new homes proposed in Bingley, this could be a substantial sum.

The Plan aims to provide a course of action that is shared by everyone, and that will deliver positive and lasting change benefitting the town as a whole. It focuses on those issues that the evidence has identified as having the most pressing need for action and which can add the greatest value.

It is for anyone and everyone with an interest in Bingley – residents, visitors, businesses and investors.

3.0 THE PLANNING POLICY CONTEXT

Basic Conditions

The Neighbourhood Plan is required by legislation to meet a set of ‘basic conditions.’ It must:

- have appropriate regard to national planning policy and guidance which is largely set out in the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG);
- contribute to sustainable development through improvements in environmental, economic and social conditions or through the consideration of measures to prevent, reduce or offset any potential adverse effects arising from proposals;
- be in general conformity with the strategic policies of the adopted ‘Development Plan’;
- be compatible with European Union obligations, most notably directives requiring consideration to be given to the likely significant effects of the plan on the environment and on European Sites recognised under the EU Habitats Directive.

National Planning Policy Framework

National policy is set out in the National Planning Policy Framework (NPPF). The NPPF was updated in 2018, and the Plan has been developed in regard to this latest version. The Framework is supported by Planning Practice Guidance (PPG).

The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. Further, that the policies in the NPPF, taken as a whole, constitute the government’s view of what sustainable development means in practice for the planning system (para 6).

Paragraph 29 of the NPPF states that neighbourhood plans can shape, direct and help to deliver sustainable development by, influencing local planning decisions as part of the statutory development plan. Further, that neighbourhood plans should not promote less development than set out on the strategic policies for the area or undermine those strategic policies.

Local Strategic Planning Policy

The existing development plan for Bradford primarily comprises the Core Strategy (adopted in July 2017 by BMDC) and the emerging Allocations Development Plan Document, both of whose constraints and guidelines this Neighbourhood Plan must comply with.

As set out in BMDC's core strategy document,

The Core Strategy will:

- Set out the broad aims and objectives for sustainable development within the Bradford District for the next 15 to 20 years until 2030.
- Set out broad policies for guiding and restraining development.
- Set out the broad locations for new housing, employment and infrastructure investment.
- Take account of national and regional planning policy along with the Community Strategy.
- Not allocate specific sites for new housing and employment development.

There are a number of strategic policies contained in the Core Strategy that are especially relevant to the town, including:

- *Bingley will see the creation of 1,400 new homes through the redevelopment of sites within the urban area and some local green belt changes in sustainable locations.*
- *Employment will be created in financial, professional and public services, town centre office space and retail and leisure schemes at 5 Rise shopping centre, former Bradford and Bingley HQ and Lilycroft Mill.*
- *Will be the principal focus for indigenous economic development including starter units for small and medium sized businesses.*
- *Support the role of Keighley and Bingley town centres as locations for a mix of retail, leisure and office developments benefiting from excellent rail and road connections to Leeds, Bradford, Craven and the Central Lancashire region.*
- *Conserve and enhance the designated and undesignated heritage assets.*
- *Protect and enhance landscape character and the range of habitats and diversity of species found in the wetlands, woodlands, Pennine Uplands and upland fringe areas of Airedale*
- *Support a number of local green belt releases in sustainable locations that meet accessibility standards.*

As set out in BMDC's emerging Allocations Development Plan document,

The emerging Bradford Allocations Development Plan Document ('Allocations DPD') will:

- *Allocate land to meet the district's needs over the period to 2030 for new homes, and will identify sites for gypsies and travellers, sites for business and industry, and sites for infrastructure and community uses such as schools and road improvements.*
- *Identify which greenspaces will be protected and enhanced.*

- *Deliver the vision and objectives set out within the Council's Core Strategy which aims to meet the challenges involved in providing for the needs of a rapidly growing population in the best and most sustainable way.*

It is anticipated that the Allocations DPD will be approved before 2020.

National Planning Policy Guidance advises that a neighbourhood plan is not tested against the policies in an emerging local plan (in this instance the Allocations DPD), but that the reasoning and evidence informing the local plan process may be relevant to the consideration of the basic conditions against which a neighbourhood plan is tested.

The evidence supporting the emerging Allocations DPD has where relevant, been used to inform the policies in the Neighbourhood Plan

4.0 ABOUT BINGLEY

Bingley Past

Bingley developed from an ancient Saxon township founded by a ford on the River Aire at the site of Ireland Bridge. This crossing gave access to the villages of Harden, Cullingworth and Wilsden on the south side of the river. Bingley is listed as "Bingheleia" in the Domesday Book of 1086.

Bingley became a market town with the grant of a Market Charter in 1212 by King John.

According to the poll tax returns of 1379, Bingley was bigger than the nearby towns of Bradford, Leeds and Halifax.

In 1592, Bingley was shown on a map as a single street with prominent buildings including its parish church, the Grammar School and the Manorial Corn Mill, located at what is now Millgate. The Old White Horse Inn dates from the 17th Century.

Bingley remained centred on all subsequent transportation routes through this narrowest point in the lower Aire Valley, and this influenced the growth and development of the town. Main Street became part of the Keighley and Bradford Turnpike road of 1753, following construction of the stone Cottingley Bridge, with assorted inns on the route providing coaching services from Bradford & Leeds to Kendal.

The Bingley section of the Leeds and Liverpool Canal was completed in 1774, linking the town with neighbouring Skipton and Shipley, later with Bradford & Leeds, and eventually with Liverpool.

Local cotton spinning mills relying on water power were located in the valleys of Harden and Morton becks outside of the town, along with a large mill constructed on the river at Castlefields, in 1791. Accessibility to steam power from 1801 led to the building of small cotton & woollen spinning mills on the riverside and alongside the canal at Dubb. A railway line and goods yard were constructed in 1846 bringing further trade, and sustaining Bingley as a hub for communications.

Only a handful of the mills remain with many converted to engineering whilst others have been converted to residential apartments but their architecture remains a reminder of the town's industrial heritage.

By 1801, the population had grown to around 4,100, with half of those being employed primarily on the land. It then rose dramatically to around 17,000 by the 1890's, as Bingley changed to being primarily an industrial town.

Improvement Commissioners, established in 1847, allocated lands to either side of Park Road for further industrial development and as a result a 25-year housing boom began around 1865 to house the mill workers and owners. The Commissioners initiated services such as water, sewerage, gas, drainage and lighting and regulated the development of new streets. Main Street was later redeveloped, including the diversion and widening of the main road through the former church graveyard.

Many schools were built between 1885 and 1910, including a training college for teachers. Additional housing was provided by the Co-operative Society, following their acquisition of much of the former Myrtle Grove Estate, at Poplar House. Their development of 250 assorted terraced houses commenced in 1898 and was allocated its own school in 1904. By 1910, two large parks were created, along with a fire station, library, hospital, courthouse, police station and public baths.

After the First World War over 550 Council Houses were built at Cottingley and Crossflatts. Later the Ferncliffe lands were purchased and developed with over 350 houses. Private developments at this time included housing on former estate lands at Ashfield, Southlands and Ghyll Wood in Cottingley, and Falcon and Fairfax Road on the former manorial estate of Gawthorpe.

Later the hamlets of Priestthorpe and Crownest and the village of Gilstead became conurbated with the main town of Bingley. The village of Eldwick remained separated only by the Prince of Wales Park and Gilstead Moor. The population of Bingley reached a peak at the 1951 census at 22,000 then stagnated and declined. Nevertheless, the spread of housing continued, with housing developments in Eldwick and Gilstead being built on farmland through the 1960's and onwards.

Much of the older and poorer back to back housing in the centre of town was demolished in the 1950's and 1960's to make way for the provision of flats on York Street, 'sheltered' blocks on Bradford Road and social housing at Crossley Wood.

In the early 1970's, the Bradford and Bingley Building Society Headquarters became the town's new landmark structure and a new Theatre and Arts Centre was erected to the north of Myrtle Place with Jubilee Gardens beyond providing an open space in the centre of town.

Several suburban housing estates were built on the estate lands in the Oakwood area during the 1980's, and the former residential blocks of the teacher training college were converted to apartments with the large grounds covered with further housing projects. Just after 2000, the large Swan Avenue housing estate was built, effectively joining the two villages of Eldwick and Gilstead together.

Serious traffic congestion was eased with the Relief Road of 2004 which required remodelling of the top end of town for the connecting Ferncliffe road. The early textile mills at Dubb were demolished for the new A650, though other worsted mills had already suffered such fate.

The demise of the Bradford and Bingley Building Society in the financial crisis of 2008 resulted in the loss of several hundred local jobs and the former site has now reverted to retail usage.

Within the Bingley parish, several villages such as Cottingley, Crossflatts and Micklethwaite lie just outside of the main conurbation of Bingley, but with little physically separating them now from the main area of Bingley.

Bingley Present

Bingley is a popular, distinct and civic parish in the metropolitan district of Bradford, West Yorkshire. It had a population of 23,602 at the time of the 2011 Census.

The parish comprises the main town of Bingley together with the villages of Cottingley, Crossflatts, Eldwick, Gilstead and Micklethwaite. Beyond these main settlements, there are several hamlets, plus many isolated dwellings.

The parish is strategically well located in relation to the national road network, with reasonable direct access to the A1(M) and M62 motorways. It is served by two train stations that provide easy access to Bradford, Leeds, Carlisle and other major towns and cities in Yorkshire. It has a reasonable network of footpaths, cycleways, and public transport. Leeds Bradford airport is only 10 miles away. The level of car ownership is relatively high with 90.7% of households having one or more cars or vans, and above the comparable Bradford District (69.5%) and England (74.8%) averages.

Employment in the town has changed in recent years with the loss of major employers such as the closure of the Bradford & Bingley's head office and a growth in small businesses. At 10.1%, the proportion of economically active residents that state that they are self-employed is above the Bradford District (8.9%) and England averages (9.8%). Residents are more likely to hold a degree level or above qualification.

It has a vibrant and historic town centre (Bingley) that provides the principal focus for the town's shopping, social and leisure activity.

The town continues to experience significant housing and other growth. The latest figures from Bradford MDC show that between 2011 and 2018 about 250 new homes were built.

The attractiveness and location of the town mean that average house prices are higher than in neighbouring areas. The average house price was £204,8212 in 2017, about a quarter again of the Bradford district average at £164,399.

The housing stock is largely characterised by large dwellings. At 22%, for example, the number of dwellings with four or more bedrooms is above the district (20.3%) and the national averages (19%).

Reflecting the national trend, it has an ageing population. At 18.3%, the proportion of people in the town aged over 65 plus is well above the equivalent Bradford District (13.3%) and England (16.3%) averages.

While levels of deprivation, ill-health and disability are an issue, the rates are below the district and national averages.

Much of the town is green and open in nature. This green landscape is important to the character and setting of the town as well as the wildlife and wildflowers it supports. These extensive green spaces support some important habitats and a wide variety of wildlife and

² Office for National Statistics

wildflowers, some of which are rare or declining. There are several environmental assets that have been identified as of national significance. These include three Sites of Special Scientific Interest (SSSI), namely the South Pennine Moors, Leeds-Liverpool Canal and Bingley South Bog.

It has a rich history. One of the most obvious manifestations of this is the number of fine buildings that can be found within it. There are over a hundred 'Listed' Buildings that have been designated as of national architectural or historic importance. Many of these Listed Buildings lie in the four designated Conservation Areas (Bingley, Micklethwaite, Eldwick Beck and the Leeds-Liverpool Canal) that can be found in full or part in the parish.

The parish has a reasonable range of community facilities and services. These include churches, primary schools, secondary school, medical facilities, pubs, shops and a Town Hall. Generally, residents look outside the town, mainly to the nearby city centres of Leeds and Bradford, to meet many of their day to day retail, community and other needs.

5.0 THE VISION AND OBJECTIVES FOR BINGLEY

The Plan seeks to address, where relevant, the key local land use and planning issues raised by the community.

The process of developing the Plan has also highlighted what it is the community like about living in Bingley. It is important that these special qualities are protected and where possible, enhanced through the planning policies.

Sections 3 and 4 of this Introduction have set out the current context, essentially where Bingley is now and to some degree where Bingley is headed in terms of future growth and change.

The vision sets the direction for where the community would like to see Bingley head in terms of future land use and development.

POLICY I1: BINGLEY – OUR VISION

Our vision is for Bingley to retain its distinct identity and continue to be a prosperous town and district. Through this Plan we will encourage appropriate housing, support employment and its opportunities, and conserve the district's heritage in order to achieve this vision. We will also encourage and support appropriate development within the district and recognise the local infrastructure and transport links.

In order to move towards this vision, the Plan will be guided by a series of objectives set down to help create the vision that Bingley Town Council has of the parish area. The policies that aim to achieve the objectives should engage not only the council but all the community and visitors to the parish. It is the aim of the town council to encourage the local community to

foster a strong sense of ownership and responsibility for, and satisfaction with, the ongoing development of Bingley and its parish.

All objectives are of equal importance.

Objective – Town Centre and Core area

Within the core area of Bingley town enhance links between the major elements in and around the town centre namely: retail area, Jubilee Gardens, Myrtle Park, Myrtle Walk, Three and Five Rise locks on the Leeds and Liverpool canal, in order to create better connection and interaction within safe environments. Also, to the town centre streetscape to make it attractive to retail, leisure, commercial and residential users.

Objective – New, Affordable, and Resilient Housing

New housing development should be of quality design and landscaping with high sustainability standards, be energy efficient, will not be prone to or will be resilient to flooding, impose minimum intrusion in the local landscape, wildlife and natural habitats. It should include a proportionate number of small, affordable, homes for young families and people and the downsizing elderly, and include housing for rent.

Objective – Greenhill Development

Ensure the proposed Greenhill housing development is sympathetic to its setting and prominent location alongside the national heritage structure of the canal, and where conservation of ecological and natural features in the vicinity are of paramount importance.

Objective – Crosley Wood

Protect the Crosley Wood site for affordable housing needs.

Objective – Local Economy and Employment

Encourage and support the retention of local businesses & enterprises and attract new business and commerce into the parish using appropriate measures and schemes.

Objective – Natural Environment and Landscape

Protect surrounding Green Belt and Local Green Spaces and promote, preserve, restore and retain important wildlife sites, habitats, species and features of local, national and historic interest, character and importance.

Objective – Infrastructure and Interconnection

Seek opportunities to enhance existing - and create new - access corridors, connections and routes, particularly for pedestrians and cyclists, from Bingley town centre and between key local community facilities and residential areas, major employment areas, leisure and green environments.

Objective – Heritage and Design

Safeguard Bingley Parish's special character areas eg Milner Field and Cottingley Village, character buildings and structures of local heritage interest from intrusive development.