

Bingley Parish Neighbourhood Plan

Housing

DRAFT

This page deliberately left blank

Housing

Introduction

One of the most important aspects of the Neighbourhood Plan is to consider the amount, type and location of new housing in the town for the next 15 to 20 years.

Bingley's semi-rural location, range of services, sense of identity and good transport links makes it an attractive place to live. As a consequence, the demand for housing is high.

The Plan seeks to ensure that the town accommodates housing growth in a sustainable manner that conserves its distinctive character and identity, best meets local need, protects important green spaces and retains its rural setting. There is a significant concern to maintain a balance between the level of new housing development, and the amount of employment and community infrastructure available or that can be provided to meet the needs of future residents so as to avoid the town increasingly becoming a dormitory settlement.

Housing Requirement

In preparing a Neighbourhood Plan, a community is not working from a blank piece of paper. There are rules and regulations governing how it must be prepared.

One of the most important of these is that it must be in general conformity with the most up to date local strategic policies for the area. This includes ensuring that the Parish makes its full and proper contribution to meeting any Bradford-wide housing or other development related targets.

The approved Bradford Core Strategy established a housing requirement for the whole of the district between 2013 and 2030. This is 42,100, which equates to 2,476 per annum.

The Core Strategy further establishes a minimum housing requirement for all of the main towns and villages throughout Bradford. This identifies a need for 1,200 new dwellings between 2013 and 2030 for Bingley town and 200 for Cottingley. This equates to a minimum target of 1,400 new homes for Bingley and Cottingley. In the other villages and settlements in the town and wider district, the Core Strategy does not set a specific housing requirement for these but does permit, in principle, housing development of a suitable scale to meet local need.

This figure of 1,400 homes covers the period 2013-30. As at 31st March 2018:

- In Bingley - 201 dwellings had been completed and a further 493 were expected on sites where planning permission is in place; and
- In Cottingley - 33 dwellings had been completed and a further 3 were expected on sites where planning permission is in place.

These contribute to meeting this target. Taking into account houses that have been built, this leaves a residual housing requirement of 706 homes for Bingley and 164 homes in Cottingley. Existing Bradford planning policies require that this supply come from one source – sites allocated for housing purposes in a development plan.

While other local planning authorities have made an allowance for housing from another source - windfall sites (i.e. housing sites not specifically identified in the development plan, such as small housing developments of a few houses), Bradford Council has determined not to make such an allowance. The NPPF permits local planning authorities to make an allowance for windfall sites in meeting their housing requirements, "*there should be compelling evidence that they will provide a reliable source of supply*"¹. The Town Council consider that there is compelling evidence that windfall housing development will continue to take place in the town and more generally. It is, therefore, pressing Bradford Council to make a specific allowance for windfall sites toward the achievement of the housing requirement set for Bingley and the other main towns and villages. If this is successful then development like that at the Cattle Market site, which was designated as an employment site in the 2016 land allocations, will count towards the Bingley housing total.

Bradford MDC is preparing the Allocations Development Plan Document (DPD). This will determine where these new homes will be located.

The preparation of the DPD has been complicated by the decision of Bradford MDC in 2018 to undertake a partial review of the Core Strategy. This partial review will reconsider and set out a new housing requirement for the District and the scale and distribution of that housing to the main towns and villages, including Bingley and Cottingley in the Parish.

While it is anticipated that this review will recommend a lower overall housing requirement for Bradford and consequently Bingley (of circa 800) and Cottingley (none), it should be noted that the housing requirement for the district and the distribution of that will remain as currently set within the Core Strategy. These numbers will not change until the completion of the Core Strategy Partial Review.

Given the uncertainty around the scale and distribution of housing in the town and the wider district, the Plan does not seek to establish an appropriate level of future growth or identify specific sites to accommodate future growth. It is considered that this is best done by Bradford MDC through the DPD. This will provide an opportunity for residents, developers and other interested bodies to contribute to this debate. Rather, the Plan focuses on securing an appropriate and suitable mix of housing types, sizes and tenures in new development, including affordable housing.

This does not mean that the Plan does not have strong views on the housing growth strategy for Bingley as articulated in the Core Strategy and accompanying DPD - far from it.

1

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/740441/National_Planning_Policy_Framework_web_accessible_version.pdf

The level of housing growth planned for the town was highlighted as a major concern of local residents in the consultation undertaken as part of the preparation of this Plan. It showed that residents were not opposed to further house building, but were very concerned about the scale of new housing planned to take place, much of it on land presently in the Green Belt. In particular, it was disproportionate and not sustainable. It was placing significant pressures on already stretched facilities such as health, education, green spaces and the road network. In addition, it was adding to the already high levels of commuting away from the Parish for jobs and services.

It is important, therefore, that the housing growth proposed for the town in the DPD is appropriate in scale, nature, location and character. In addition, the need to maintain the Green Belt is paramount as articulated in the Natural Environment Section.

During the consultation process on the initial draft of the DPD, residents and agencies in Bradford were asked in 2016 to consider a schedule² of potentially suitable and viable sites suitable for housing, and to a lesser extent, other forms of development such as employment. The Town Council organised a series of consultation events, including drop-in events, to help people to give their thoughts. This feedback helped guide the Town Council in giving their views on the merits of each site and its potential to contribute towards the sustainable development of Bingley. In total, over 60 sites were considered for their suitability as potential development sites. Of these sites, the Town Council considered that about 40 of the sites were considered to be suitable for further consideration as development sites as part of the Local Plan process because they, in principle, fulfil the DPD criteria.

The Town Council assessment of the sites identified through the DPD, including those it considers most suitable, is shown in summary form below, by main settlement in the Parish. Whilst the 2016 consultation identified sites which were appropriate for housing purposes, it should be noted that some may also be considered as appropriate for employment purposes.

Here is a copy of the Town Council's [detailed response](#) located in the [Evidence Library](#).

Here are the [associated maps](#).

Crossflatts

BI/029. Keighley Road/Kings Road, by Post Office - now developed

BI/049. Bend on Sleningford Road – now developed

BI/011. Green space/garden off Lady Lane

BI/028. Small plot near Lady Lane School

BI/012. Land off Lady Lane, opposite Park – now developed

BI/58. (for industrial and commercial development only). Between bypass and Homebase

²

<https://www.bradford.gov.uk/Documents/LandAllocationsDPD/Issues%20and%20Options/Other%20documents/Scope%20and%20content%20of%20the%20plan.pdf>

BI/50. (for industrial and commercial development only). Farmer's field next to Travel Lodge, just outside of the parish.

Eldwick

BI/015. Area South of Eldwick Hall

BI/016. Small plot off Spring Lane, opposite Pennygate

BI/024. Small plot Sheriff Lane/Lode Pit Lane junction, accessible along Lark Vale

BI/021. Yorkshire Water site at Gilstead

Gilstead

BI/033. Small plot of land off Gilstead Lane, towards Sheriff Lane

Bingley

BI/031. Mornington Road/Ferncliffe junction. Steep grass slope below Falkland Court

BI/023. Off Stanley Street – now developed

BI/005. Auction Mart off Keighley Road – under development

BI/039. Auction Mart off Keighley Road – under development

BI/004. Ireland Bridge – waste land further on from Ireland Street apartments

BI/003. Stanley Mills brownfield site between Park Road, the canal and Whitley Street

BI/040. Units between Whitley Street, Clyde Street and Industrial Street

The old court/police station should be incorporated into BI/001 for social housing – these buildings have now been demolished.

BI/052. – develop a multifunctional building, housing a Town Community Centre, Shops and apartments. – now developed, Lidl site, opening Spring 2019

BI/025. - Apartments over the 5 Rise shopping centre should be developed at the earliest convenience as the units are already in existence as shell.

BI/036. Field to North and opposite Dowley Gap Locks, running up to Primrose Lane

BI/037. Small plot opposite Fisherman's pub, off Dowley Gap Lane

BI/027. Plot of land just below BI/037, opposite Dowley Gap Business Park

BI/054. Continuation of land below BI/027

BI/026. Retain 50% of the land as green space with the balance for housing development. Crosley Wood Road, green space backing onto Cornwall Road and land occupied by the 3 high rise blocks due for demolition

Cottingley

CO/001. Fields on other side of road from houses in New Brighton.

Careful consideration needs to be given to the proposed volume of traffic especially in respect to the safety of pupils using the school.

CO/002. Fields off March Cote Lane.

Careful consideration needs to be given to the proposed volume of traffic especially in respect to the safety of pupils using the school.

SH/044. Continuation of CO/001 site, field behind Dixons Cottingley Academy

Careful consideration needs to be given to the proposed volume of traffic especially in respect to the safety of pupils using the school.

SH/048. Continuation of SH/044 site, at back of school, but running down towards Bradford Road, essentially linking Nabwood urban area to Bingley.

Careful consideration needs to be given to the proposed volume of traffic especially in respect to the safety of pupils using the school.

Note CO/001 SH/044, SH048 are just outside of parish

CO/003. Cottingley Moor Road, just past Cottingley Village Primary School, on both sides of the road

Serious consideration will need to be given as to the safety of the current highway with the resulting traffic increase.

CO/010. Narrow strip of land opposite CO/003

Serious consideration will need to be given as to the safety of the current highway with the resulting traffic increase.

CO/004. Near roundabout to the bypass, between bypass and Bradford Road

CO/005. Cottingley Bridge – End of Hazel Beck

CO/006. Cottingley Bridge – Behind Hazel Beck

CO/007. Off Lee Lane

CO/008. Off Lee Lane

Greenhill Housing Development (BI/008)

Greenhill is a proposed major housing development bordering the northern side of the Leeds-Liverpool Canal between Bingley and Crossflatts.

In 2016 outline planning permission was granted for the construction of between 420 and 440 homes on the site.

As it is likely to be the biggest development in the Parish for many years, it is considered imperative that the community plays its part in ensuring that its future development reflects local needs and priorities, is compliant with all planning conditions and meets the climate change and sustainability policies within this Plan.

POLICY H1: GREENHILL HOUSING DEVELOPMENT

The Plan seeks, as well as other planning requirements, that the Greenhill Housing Development should:

- 1. Maintain and improve the canal-side as SEGI conservation area and wildlife habitat corridor to provide more habitat and visual screening along the canal, including:
 - a. a woodland belt along the canal boundary 25m wide, providing a rich habitat for plants, birds, insects, etc.; and*
 - b. continuation of the woodland belt, and some tree planting within the area from Micklethwaite swing bridge along the path of a stream from Laythorpe Farm, plus potential for a small area of wet, alder woodland planting for this location.**
- 2. Review and reduce housing elevations and housing density be undertaken in conjunction with the public and private green spaces, including:
 - a. a strip of perhaps 27 properties to be pushed back from the canal;*
 - b. the presence of 9 houses be reconsidered along the short stretch of Micklethwaite Lane to the corner of Sty Lane;*
 - c. that the network of hedgerows and trees should be widened;*
 - d. that it should be made a planning condition that a Landscape and Ecology Management Plan (LEMP) will be submitted and approved prior to commencement. The LEMP will contain targeted measures for the protection and enhancement of biodiversity and conservation of heritage assets including the means for securing management for the lifetime of the development.*
 - e. that generally the distribution of housing densities and heights of buildings be reviewed; and*
 - f. a meaningful open space(s) in the middle of the site suitable for children to play.**
- 3. Conserve key heritage features within and bordering it, including:
 - a. that a heritage garden be created surrounding the cup and ring stone/carved rock so that it can be conserved in situ;*
 - b. a pair of these gateposts be placed in the heritage garden;*
 - c. that the boundary walls should be conserved;**

d. archaeological works to conserve the Chamber and Lime Kiln site and the rough ground below to become a car-park; and
e. that archaeological survey should be undertaken across the whole site, provide signage, naming of roads and web information, together conserving and communicating heritage features of the site.

Housing Mix

It is important that the town's housing growth sustains the changing population of the parish over the plan period.

Housing delivered as part of proposed new development must be of the right type to address the needs of the new population. If the mix of new-build housing stock fails to do this, then it is likely to be filled solely by immigrants to Bingley. New migrants to the town are, in themselves, not seen as a bad thing. They help to maintain the vitality of the town, for example. However, if this means that local residents, who require different accommodation to their current dwelling, are unable to access this locally and are forced to move out of Bingley, then this is an unacceptable position

As part of the development of the Plan, a detailed examination of the available housing data from the 2011 Census and other reliable sources has been undertaken. This [Housing Needs Assessment \(HNA\)](#) forms part of the Neighbourhood Plan and can be found in the [Evidence Library](#).

In determining a recommended housing mix, the HNA considered the existing housing provision and its suitability, having regard to demographic shifts in age and household composition, to address future, as well as current community need. This is summarised in the paragraphs below.

Bingley is characterised by a significantly higher proportion of detached homes and flats than the broader district.

There is a relative lack of smaller housing and a relative over-provision of larger housing.

Bingley has an older population, being significantly lower in the 0-15, 16-24 and 25-44 age groups and significantly higher in the 45-64, 65-84 and 85+ age groups than the district and national levels as reported in the 2011 Census.

Between the 2001 and 2011 Census, Bingley saw growth in all population age groups with the greatest growth in the 45-64 and 85+ groups.

Whilst lower than at district level, population growth in the 25-44 age group is significantly above that nationally, suggesting that Bingley is a location which remains attractive to families.

About a third of households are occupied by a single person, in line with District and national averages. Within Bingley this number increased significantly between 2001 and 2011, with the main increase in the under 65 age group.

Together these give the below suggested housing mix for future developments

Number of bedrooms	District-based mix	Nationally-adjusted figure
1 bedroom	19.2%	9.9%
2 bedrooms	26.3%	25.1%
3 bedrooms	48.5%	59.5%
4 or more bedrooms	6.0%	5.5%

Source: AECOM Calculations

The District based mix is for Bradford as an urban area where homes would be expected to be smaller, as Bingley is semi-rural area any deviation from the District mix should be in the direction of the national figures.

Thus the HNA provides clear evidence in support of a policy to encourage smaller dwellings. This in part is needed to rebalance the existing housing market but perhaps more significantly by the forecast growth in the number of households of retirement age.

In line with national trends Bingley's older population is increasing and there is compelling evidence that the growth in the number of people aged over 65 has and will continue to grow significantly. Analysis of Lower Super Output Area Mid-Year Population Estimates indicates the proportion of residents living in the Bingley Town Council area aged 65 and over increased from 18% in 2011 to 20% in 2016. This implies the number of residents aged 65+ rose by 16% (767) during this period. Further, latest available population projections³ suggest that Bradford's 65 plus age group is forecast to grow by around 48% between 2014 and 2034.

Whilst some older people will wish to remain in their own family home, others will wish to downsize, especially if they can remain in their local area. This coupled with the growth in this population segment will result in increasing demand for small dwellings. A survey undertaken for the Bradford 2019 SHMA concluded that for people over 65 who wish to move and remain in Bingley, there was a preference for Bungalows over flats (59% against 31%).

It is arguable that a housing market that is tilted towards the provision of larger sized dwellings does not meet the need of an ageing population and young people many of whom are struggling to get onto the housing market (see also affordable housing section below).

This means that housing developments should prioritise the provision of smaller dwellings (one or two bedrooms). This should assist in addressing the relatively high number of properties that are under-occupied - for example, elderly households living in large family housing – this, in turn, may release larger dwellings into the housing market.

³ Subnational Population Projections for Local Authorities in England: 2014 based

The provision of the smaller types of dwellings may also help in tackling the major issue of housing affordability (see next section) especially for young people and families.

The need to improve housing choices for both younger and older people was a major theme of the consultation.

This is also in accordance with national and district planning policy, both of which encourage planning for a mix of housing which reflects local need.

POLICY H2: MIX AND TYPE OF HOUSING IN HOUSING DEVELOPMENTS

New housing development will be required to demonstrate how it relates to the need identified in The Housing Need Assessment for smaller homes (one or two bedrooms), especially for young families and young people and for older people who wish to downsize, or the needs identified in a more up to date assessment of housing need. No more than 10% of new homes in a development of more than 10 dwellings should have 4 or more bedrooms.

Affordable Housing

Housing affordability⁴ is a major issue in the town.

There is a high (above average) disparity between average house prices (both for sale and rent) and average income. In 2017 at £204,821 the average house price in the Parish was about a quarter above the district average (£164,399).

The HNA analysis of the housing market highlights this disparity, average income is insufficient to purchase an average price property and lower quartile income is insufficient to purchase a starter home. Data indicates that households with lower quartile incomes find average private rents at the margin of affordability so are limited to affordable and social rent properties.

Furthermore, the proportion of properties that are available for social rent is relatively low. At 10.7% it is about two-thirds of the district average (14.8%) and about half the national average (17.7%), according to the 2011 Census. This proportion has been falling whilst provision of private rented accommodation has been growing.

As a consequence, many people who wish to live in the town, including those with a local connection, are unable to do so as they cannot find suitable accommodation either to buy or rent. There is strong evidence that the housing affordability situation in the town will continue

⁴ The Plan uses the national definition of affordable housing as set in the National Planning Policy Framework (2018). This is "housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions":

to worsen unless prompt action is taken. According to market analysts, Zoopla, between January 2017 and January 2018, there was 7.91% increase in the average house price in the town – making Bingley tenth in their list of the country’s top house price hotspots. The Bradford Strategic Housing Market Assessment 2013 Update⁵ identified that there are shortfalls in affordable housing across the District and in Bingley in particular.

Further, there are proposals to demolish and redevelop Crosley Wood Road – High Rise Flats, one of the largest social housing estates in Bingley. It provides hundreds of much needed affordable housing (both for sale and rent). In view of the affordable housing challenges the parish faces, it is vital that this site is safeguarded for affordable housing provision.

POLICY H3: CROSLY WOOD ROAD SITE

The Plan supports the retention and safeguarding of the Crosley Wood Road site for the provision of affordable housing.

Bradford MDC set out the detailed policies concerning the provision of affordable housing. In Bingley, the target is that all new housing development proposals, especially those involving fifteen or more dwellings, should provide at least 30% affordable housing on site. Bradford MDC are currently reviewing its affordable housing policies and associated guidance. It is hoped that these will be finalised shortly.

The evidence gathered does not support the Plan developing its own specific affordable housing policy as regards the proportion of newly built dwellings to be affordable but does support national and local planning policies aimed at providing for affordable housing that clearly reflects and meets parish housing need. In addition, it underlines the importance and compelling case to meet local targets for affordable housing provision in the town.

It is also seeking that affordable housing should normally be provided on site in order to meet the needs of residents of the local community. In exceptional circumstances, where it can be justified, affordable housing will be accepted off-site; this must be on a site that is agreed as being in a suitable location relative to the housing need to be met, ideally within the same town or village, or if this is not feasible, then within another town or village in the Parish.

Further the statistical evidence gathered as part of the preparation of the Plan above, combined with the evidence from the local community, collectively demonstrate a clear preference for housing for rent in the affordable element of a housing development to meet a local need.

POLICY H4: AFFORDABLE HOUSING

Proposals for developments resulting in a net gain of ten dwellings or more will be expected to provide affordable housing on the site, in accordance with the Local Plan or

an up-to-date housing needs assessment. The provision of housing to rent should be prioritised and supported, where required, as part of a housing development. In exceptional circumstances, where it can be justified, affordable housing will be accepted off-site; this must be on a site that is agreed as being in a suitable location relative to the housing need to be met, ideally within the same town or village, or if this is not feasible, then within another town or village in Bingley Parish.

The Plan recognises that this Policy (H4) alone may not be sufficient to secure the provision of the amount of affordable housing that may be needed in the town over the lifetime of the Plan.

Should it be clearly demonstrated to the District Council that it is not sufficient to meet a local housing need for more affordable housing, the Town Council in partnership with Bradford MDC and other relevant parties will investigate other options to secure the provision of more affordable housing in the town.

One way to help do this is through 'Exception Sites'. This approach enables the development of affordable housing (suitable for first-time buyers, or those looking to rent their first home), to meet a local need, which would not otherwise be met, on small suitable sites (no more than one hectare) adjacent to settlements, which would not normally get planning permission for housing. This could include land in the Green Belt.

Both national and local planning policies support the provision of affordable housing through exception sites, where justified.

POLICY H5: EXCEPTION SITES FOR AFFORDABLE HOUSING

Development proposals will be considered sympathetically for the provision of affordable housing on 'exception' sites where:

- a) It can be demonstrated to the satisfaction of the District Council in consultation with the Town Council that it meets a Parish need which would not otherwise be met and has been clearly identified in an up to date survey of housing need;*
- b) The development would provide exclusively affordable housing;*
- c) They are of a size, type, tenure, occupancy and cost that is justified by evidence from an up to date Parish housing needs survey;*
- d) The development is directly adjacent to the built-up parts (as defined by the Green Belt) of Bingley or Cottingley;*
- e) They are in keeping with the form and character of the relevant settlement and its landscape setting; and*
- f) They will remain affordable in perpetuity, in line with the governments National Planning Policy Framework.*

Climate Emergency and Sustainability

In 2019 along with many other Local Authorities both Bingley Town Council and Bradford MDC declared a Climate Emergency. This Plan recognises that there are many actions that can be taken to help reduce the impact on the environment of human activity.

In terms of housing the Plan recommends that all new homes built within the Bingley parish be energy efficient and endeavour to use the Passivhaus standard or equivalent and encourages the integration of renewable energy such as solar, thermal, PV or heat pumps in all new developments

POLICY H6: CLIMATE EMERGENCY DESIGN CONSIDERATIONS

*Proposals for developments should incorporate energy efficiency measures:
All new homes built in the Bingley parish should be energy efficient and endeavour to exceed building regulations and meet building standards set by the Association for Environment Conscious Builders or similar, and
All new developments are encouraged to incorporate the integration of renewable energy such as solar, thermal, PV or heat pumps*

Flooding & Water Management

As stated in the Natural Environment chapter, the greater part of Bingley Parish falls within the Airedale character area of 'wooded incline' and 'floodplain pastures' with the northern part of the Parish in the Rombalds Ridge character area of 'gritstone moorland' and 'mixed upland pasture.'

Bingley Parish lies within the middle River Aire catchment area. The River Aire and the Leeds and Liverpool Canal both run through the southern half of the Parish in a south easterly direction. Here the Aire valley and its flood plain is relatively narrow surrounded by higher land to the north and south. Heavy rainfall not only produces local runoff into the River Aire, but river levels tend to increase over a prolonged period due to rainfall from the upper catchment area of the Yorkshire Dales. This is recognised in the Environment Agency Aire Catchment Flood Management Plan which highlights 'rapid onset of flooding', 'complex risks to local communities' and 'potential for mixed source flooding, risk to life and the role of the local economy'.

Flooding is an issue of great concern to residents of Bingley. In recent years, notably December 2015 parts of the Parish suffered serious flooding, the worst in recent history with record river levels attained on 26th December 2015. Further significant flooding occurred in February 2020. Whilst these incidents were mainly due to exceptional rainfall they have also highlighted concerns relating to the adequacy of the system in place to deal with water management as development has impacted on both water runoff and loss of upstream flood plain.

Detailed maps of [Beckfoot flood risk area](#), [Bailey Hills & Crossflatts flood risk area](#) and [Eldwick flood risk areas](#) are available in the [Evidence Library](#). An overview of the Bingley flood risk is shown in the map below.

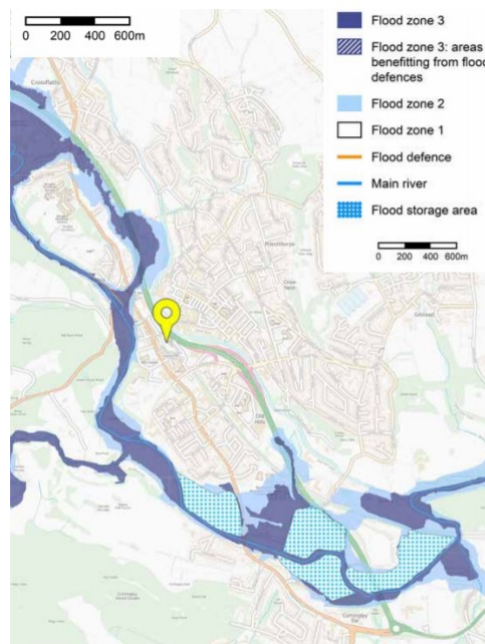


Fig 3.5 EA Flood Zone map
(Source: Environmental Agency:
<https://flood-map-for-planning.service.gov.uk/>)

It is predicted that climate change has and will continue to contribute to an increase in the intensity and frequency of floods. The need to ensure that proper controls are in place to minimise flood risk is a top priority of the community and the Plan.

A key element of this is to ensure that new development does not escalate the severe problems being experienced, as any additional development has the potential to exacerbate these. New developments, especially large ones, should consider how they can contribute to minimising and managing the risk of flooding both on and off-site.

POLICY H7: FLOODING AND WATER MANAGEMENT CONSIDERATIONS

Development should not increase the risk of flooding and/or exacerbate existing drainage problems.

Development proposals must consider their impact on surface water management and, where appropriate, demonstrate that they have a surface water management plan, which shows that the risk of flooding both on and off site is minimised and managed. The management of surface water run-off from new development should incorporate sustainable drainage techniques and should be designed to deliver wildlife benefits, where possible.

Development proposals should protect existing watercourses.

POLICY H8: RESILIENT BUILDING

Where development is undertaken in an area highlighted as susceptible to flooding development proposals must include measures to minimise the impact of flooding and buildings should be resilient to flooding

DRAFT