

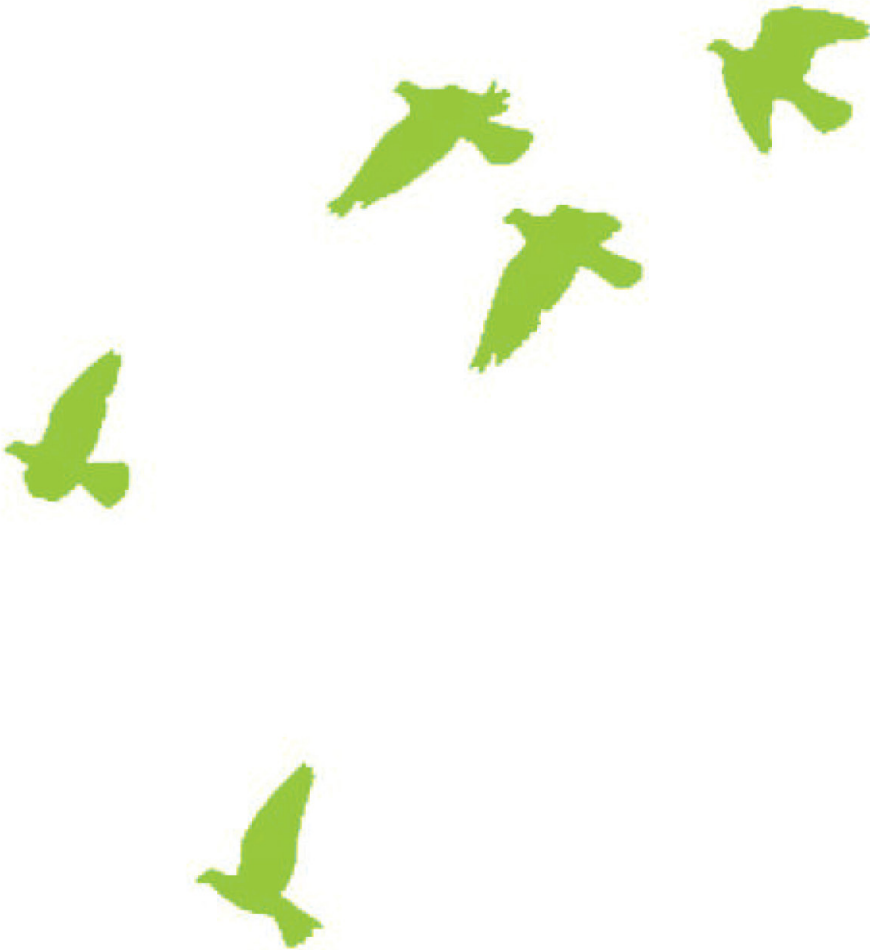


Adel Neighbourhood Forum  
Giving You a Voice

# Adel Neighbourhood Plan

## Policy Intentions Document

June 2015



## What is a Neighbourhood Plan?

The Government's Localism Act of 2011 empowered communities like Adel to be able to shape their future through Neighbourhood Plans, which will become enshrined in the Local Council's (Leeds's) Development Plan for the next 20 years.

The Neighbourhood Plan will be informed by local opinions on a variety of planning matters, such as the design of new buildings, protection and improvement of green spaces, built heritage assets, community facilities and local shopping.

## Where are we in the process?

In 2012 members of the Adel Association established a Neighbourhood Plan Steering Group to guide the establishment of a Neighbourhood Forum and the production of a plan for the Adel area.

In 2013 it undertook a series of consultation events and a survey to seek the views of the community and from these a number of focus groups were convened to consider what were the priorities for the Adel area.

It is on the basis of the findings of these groups that this current 'policy intentions document' has been produced.

This sets out the proposed policy and land use intentions which the Adel Neighbourhood Forum is minded to include in its final draft plan, to be published for formal consultation in September this year.

This current document enables the community to take the opportunity to comment and suggest improvements which can be incorporated in the final draft plan

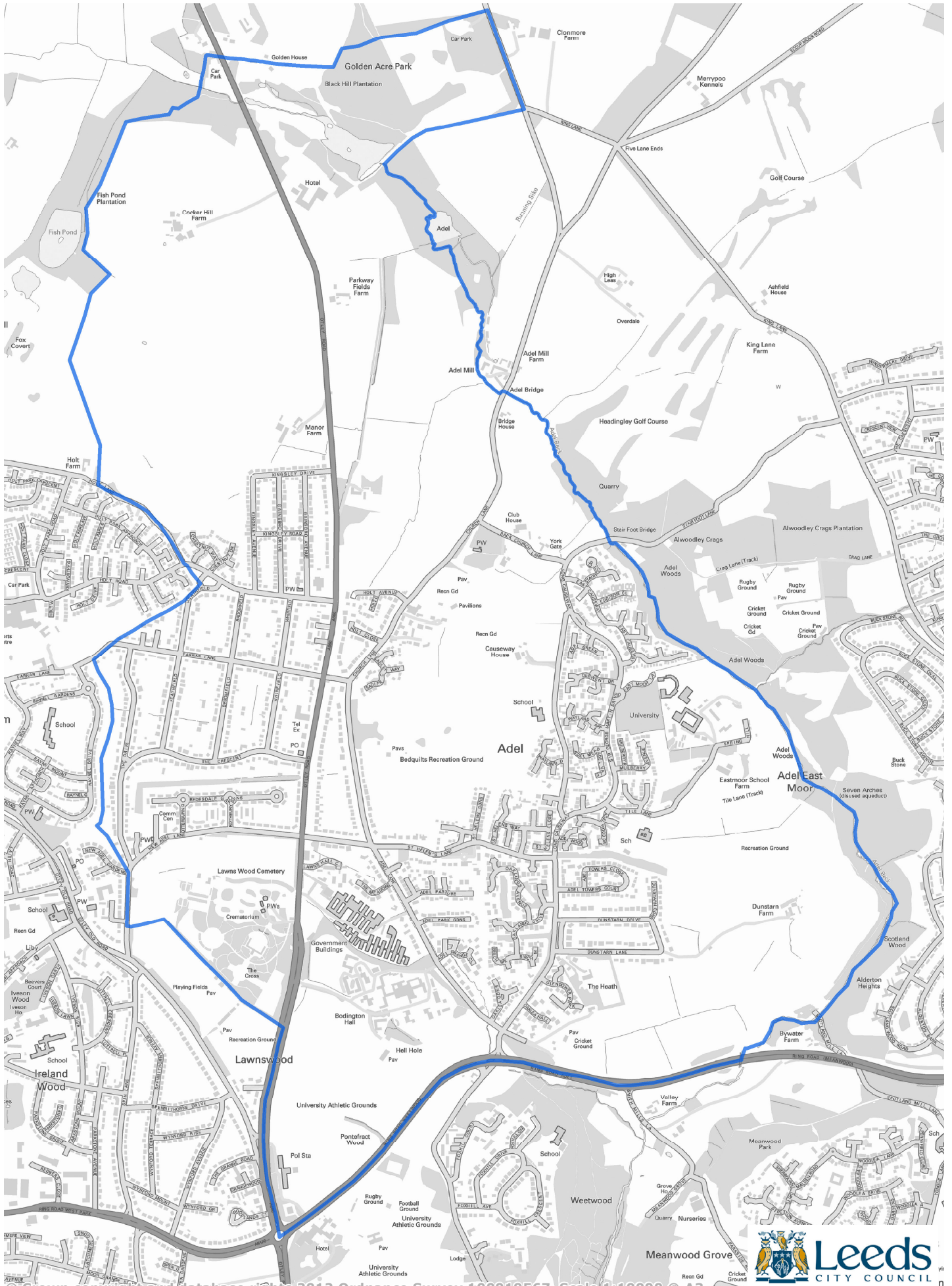
## What's Next?

Following this current consultation, the final draft plan will be prepared, taking on board comments from the community and a wide range of stakeholders and statutory consultees. It will then be published for an extended formal statutory public consultation.

After further modification, the Final Plan will then be submitted to Leeds City Council for further scrutiny and independent examination to ensure it complies with legal obligations.

It will finally be put to a community referendum of the people of Adel, and hopefully come into force by the end of 2016.

# Adel Neighbourhood Area





# The Vision & Objectives for Adel

## Vision

*Our Vision is to build on our ancient history and ensure that future developments help define, protect and enhance Adel as a modern settlement in its own right known for its landscape, green spaces and gardens together with the character of its buildings.*

*The quality of our amenities, facilities and education provision will also be major priorities which will help to strengthen our sense of community. Excellent accessibility to the city will be increasingly important for economic and social benefits.*

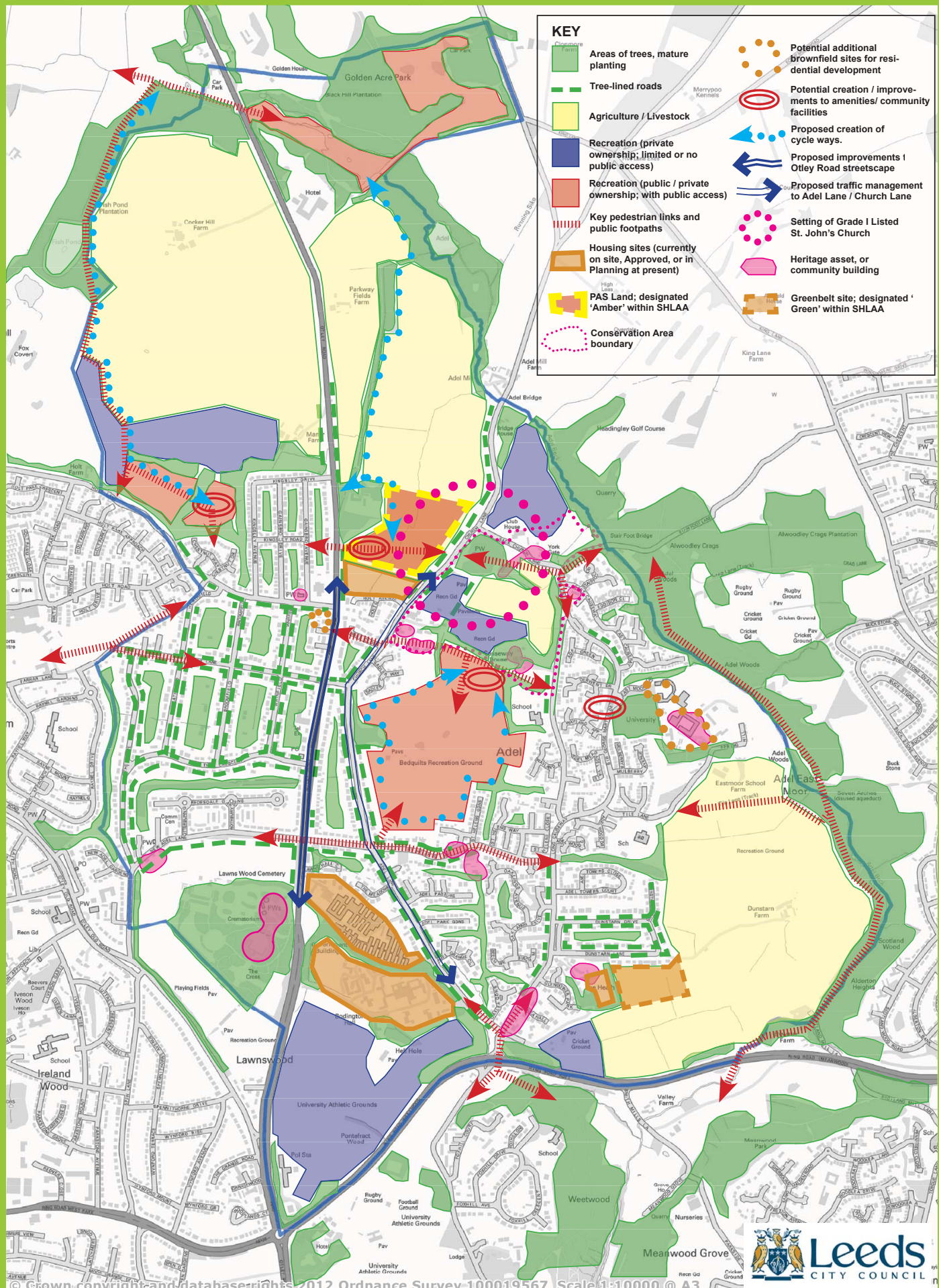


## Objectives

- to integrate new housing into Adel in a manner that underpins the sustainable future of the neighbourhood.
- to improve the diversity of housing developments, with a range of different house types, and a greater range of affordable housing with this clearly being expressed in consultation with the local community.
- to ensure that future housing development contributes to the enhancement of the over-riding character of Adel stemming from its history, its landscape setting, and the distinctive character of its housing.
- to ensure the design quality of houses, and other building types, must be of the highest order for Adel to continue to be renowned for the quality of its built environment.
- to ensure that new developments are to be designed to the highest quality and to the highest environmental standards.
- to reduce the impact of congestion and improve road safety within Adel through the introduction of a traffic management plan.
- to improve existing pedestrian and cycle routes within Adel and develop connectivity with pedestrian and cycle routes beyond Adel. Spaces to retail premises along A660.
- to ensure that there is sufficient capacity within primary school provision for Adel, and to allow families within Adel to access their choice of primary school provision.
- to preserve and enhance the key heritage assets of Adel.
- to protect and, where possible, enhance the identity of Adel with local green space designated and a green infrastructure created.
- to ensure that existing links that cross the community are protected and improved where possible, and a new network of green links between the open areas in and around Adel are created.
- to ensure that Adel has a recognised community centre or centres that can provide for a range of community provision extending and enhancing what is currently provided
- to ensure that Adel has a children's play area that is valued and accessible for the wider community
- to ensure that new developments must have adequate provision for play, recreation and communal outdoor activities within the development area.
- to ensure that community facilities in Adel meet the needs of the whole community i.e. all age groups.
- to optimise the use of existing facilities and amenities throughout the day and evening.
- to support and develop a thriving shops and services sector of physical businesses, with particular emphasis on those that are in keeping with the character of Adel, that offer relevant and appropriate services.



# Constraints and Opportunities Plan



## Policy and Land Use Intentions

The Neighbourhood Plan, once 'made' (ie adopted) will be a statutory planning document with the same status as the Leeds Local Plan. As such, planning applications will be judged by reference to it. It is therefore essential that the final plan is written in the form of legally enforceable planning policies and proposals.

For the purposes of this 'policy intentions document' however, and for ease of understanding, it is the policy and proposal intentions which are set out, together with some background and justification. Final policy wordings, together with full evidence and detail will be presented in the final draft plan.

The policy and land use intentions are presented in six sections below, respectively covering:-

Natural and Built Heritage

Character and Design

Housing

Community Facilities and Green Space

Retail and Business

Highways and Traffic

## Natural and Built Heritage

Adel is located within a rich historic landscape. It's proximity to open countryside with accessible green open spaces is one of the characteristics which define it.

This is something which the community is anxious to preserve, a fact consistently expressed in consultation throughout the last 10 years.

The importance of this landscape has been recognised by Leeds City Council (LCC) with much of it designated as 'Special Landscape Area' as a result of which it's character and appearance both enjoy protection against unsympathetic development. It is also designated as Green Belt and Green Infrastructure in the Council's Core Strategy.

A new landscape appraisal, commissioned by the Neighbourhood Forum, has provided up-to-date and more detailed information on the localised character of this landscape, on the basis of which more nuanced Neighbourhood Plan (NP) policies for its protection and improvement can be developed.

Within this encompassing landscape, and indeed within the built-up area of Adel, there is much of intrinsic nature conservation value – both individual sites and habitat features such as woodland. The NP will identify these, protect their wildlife value and seek appropriate enhancement and extension.

Adel's natural heritage is complemented by its historic built legacy which the community remains equally committed to preserving.

Much of the central core of Adel already enjoys Conservation Area status via the designation of the Adel – St John's Conservation Area in 2009. This affords it statutory protection against adverse development.

This designation currently excludes the PAS land opposite the Parish Church of St John the Baptist, Adel, an area felt, with good evidential justification, to be worthy of similar protection.

A Conservation Area extension to cover this area will be pursued by the Forum under the NP umbrella, but in the meantime the NP will put in place a 'Local Heritage Area' policy to provide at least interim protection.



Adel is also rich in terms of its individual heritage buildings and structures, 11 of which (eg the Parish Hall ('The Stables') and Stairfoot Bridge) have been listed by Historic England and are as such already protected.

Other 'positive' or 'character' buildings/structures however, such as St Helens Lane and the Milestone at Junction of St Helens Lane / Otley Road are not listed and remain relatively unprotected against unsympathetic development.

The NP will introduce policy in order to protect what makes them important and to encourage appropriate enhancement.

The Grade II Listed Adel Reformatory and Chapel presents an exciting opportunity for heritage-driven redevelopment in order to bring it back into beneficial use. NP policy will provide a concept statement cum outline brief setting out suitable uses acceptable to the community and parameters for successful site development and layout.

## POLICY NBH1: ADEL SPECIAL LANDSCAPE AREA

*Policy will identify and protect the character and appearance of the designated area against adverse development and ensure that the siting, design and materials of any development are sympathetic to its setting and that site landscaping is included.*

## POLICY NBH2: EXTENSION OF TREE COVER

*Policy will welcome and encourage development which provides for new tree planting in order to complement and extend Adel's wooded environment.*

## POLICY NBH3: PROTECTION AND ENHANCEMENT OF NATURE CONSERVATION ASSETS

*Policy will protect the wildlife value of identified nature conservation assets against adverse development and encourage appropriate enhancement.*

## POLICY NBH4: LOCAL HERITAGE AREA – PROPOSED CONSERVATION AREA EXTENSION

*Policy will designate and define the area opposite the Parish Church of St John the Baptist, Adel as a Local Heritage Area and require the design of all development within it to respect its documented characteristics in line with clear layout and design criteria to this effect.*

## POLICY NBH5: LOCAL BUILT HERITAGE ASSETS

*Policy will protect, and support the sympathetic enhancement of, designated Local Built Heritage Assets.*

## POLICY NBH6: CONCEPT STATEMENT / BRIEF – ADEL REFORMATORY AND CHAPEL

*Policy will set out acceptable uses for the site and buildings, together with requirements for its successful layout, design and development.*

### Character and Design

Adel stands as one of the first garden suburbs created as part of the 'Garden Towns' movement. Its key characteristic is, in fact, that it displays a variety of different, distinctive characters across its area. It has enjoyed a range of housing styles throughout its history, mostly of high quality and respecting of its semi-rural, green nature, resulting in generally low density housing and relatively large gardens. These elements join all its styles together.

The importance of 'character', 'gardens' and 'environment' have been well to the fore in Neighbourhood Forum consultations to date.

This disparate yet united character is well documented in the recently updated Adel Neighbourhood Design Statement, which in turn draws in part on the Adel – St John's Conservation Area Appraisal.

The Statement sub-divides Adel by 15 Character Areas and details the key distinguishing features of each.

On this basis, the NP will set out a detailed policies stipulating the requirements that future development must meet, in each area, in order to fit in with existing character traits and to proceed.

## POLICY CD1: CHARACTER AND DESIGN

*Policy will ensure that development preserves and enhances the character of Adel by setting out clear requirements in respect of:-*

- *Height, scale, spacing, layout, orientation, design and materials*
- *Built heritage assets*
- *Nature conservation assets, trees and biodiversity*
- *Views and vistas*
- *Landscaping*
- *Boundary treatments*

# Housing

Housing, and the key issue of inappropriate new housing developments not meeting local needs, is probably the 'number one' concern of local people as expressed across a succession of public consultation events.

The level and specified location of future housing development in Adel up to 2030 will be determined in line with the LCC Local Plan via a combination of the adopted Core Strategy and the Site Allocations Plan (SAP), due for draft consultation in autumn of this year. This latter will identify and allocate Adel's new housing sites, which the NP must then take on board. The Neighbourhood Forum is still active in consulting with Leeds City Council regarding the development of these sites.

The phased release of allocated housing sites is guided by Core Strategy Policy H1 (Managed Release of Sites). Its implication for Adel is that sites with "the best public transport accessibility" and "best accessibility to local services" are likely to be phased for earliest release in the Site Allocations Plan.

The expressed desire of the Neighbourhood Forum is to control phasing such that there is both a steady release over time and the prioritisation of brownfield over greenfield release. NP policy will seek to reflect this aspiration, subject to the constraints placed upon it by Leeds's higher level strategic planning policy, ie H1.

**The housing sites allocation in Adel recommended by Leeds City Council Planning Department are:**

**Land off Church Lane** - opposite the Parish Church of St John the Baptist, Adel - is proposed as an allocated housing site to be consulted on in the LCC SAP in the autumn.

The potential development of this site was previously examined by a Government Inspector as part of the Unitary Development Plan inquiry of 1999, as a result of which, clear parameters for any future development were set out, in terms of protecting the setting of the Grade I Listed Parish Church of St John the Baptist, Adel. NP policy will reflect these parameters and set out the context for any future development within the plan period.

**Land to the south of Dunstarn Lane** is proposed as an allocated housing site to be consulted on in the LCC SAP in the autumn. This site, located in greenbelt, is south of the main residential area of Adel, sloping towards the ring road. Development of the site is considered by Leeds City Council to "round off" the existing built up area. Access would need to be through adjacent Site Ref 687 which is housing allocation on the existing UDP, without planning permission. The impact of any development of this site on neighbouring properties needs to be addressed.

**East Moor Tile Lane** is proposed as an allocated housing site to be consulted on in the LCC SAP in the autumn. The land was previously the site of the East Moor Secure Unit which has now been replaced with purpose built accommodation on an adjoining site. As such it is a brownfield site and appropriate to be considered for housing purposes.

**Former Government Buildings, Lawnswood.** Outline planning permission has been granted for housing use.

**Bodington.** As a designated brownfield site, housing development is at an advanced stage.



The allocation, by Leeds, of particular sites for future housing development cannot of course preclude developer applications on alternative and/or additional sites within Adel. In the first instance, the response to such applications is governed by Core Strategy Policy H2 (New Housing Development on Non Allocated Sites).

This states that infrastructure capacity (transport, education, health), accessibility standards, intrinsic amenity, recreation or nature conservation value and visual/historic/spatial character are all key factors in determining acceptability.

At a local level, the Forum is keen that any such response should be subject to Adel-specific sustainability tests. As such, it will look at the possibility of framing a NP policy embodying such tests, again subject to the higher level policy context.

The type and range of new housing available is very much a related concern for local people. In the October 2013 questionnaire survey almost half of the respondents highlighted a perceived need for both family houses and bungalows. Additionally, 28% said that their housing circumstances were likely to change in the next 5 years, half of which expressed a desire to remain in Adel.

In support of this, a local Housing Needs assessment carried out by Re'new has identified the need to provide more smaller 2 and 3 bedroomed properties appropriate both for older people wishing to downsize and younger people wanting to move into the area.

NP policy will provide for this requirement.



## POLICY H1: PHASED RELEASE OF ALLOCATED HOUSING SITES

*Policy may set out phasing requirements relative to distribution of release over time and brownfield/greenfield status.*

## POLICY H2: CONCEPT STATEMENT/BRIEF – LAND OFF CHURCH LANE OPPOSITE PARISH CHURCH OF ST. JOHN THE BAPTIST ADEL

*Policy will set out requirements for the successful layout, design and development of this site, relative in particular to the setting of the Grade I Listed Parish Church of St John the Baptist, Adel.*

## POLICY H3: CONCEPT STATEMENT/BRIEF- LAND TO SOUTH OF DUNSTARN LANE

*Policy will set out requirements for the successful layout, design and development of this site, relative to its location on the edge of settlement and in bordering green belt.*

## POLICY H4 : HOUSING DEVELOPMENT ON NON ALLOCATED SITES – LOCAL CRITERIA

*Policy may set out local sustainability tests for determining the acceptability of housing development on non allocated sites.*

## POLICY H5: HOUSING TYPE AND MIX

*Policy will require that the types of houses built satisfy the needs of the local community in respect of smaller properties suitable for younger people and older people seeking to downsize.*

## Community Facilities and Greenspace

Even though a variety of community services are delivered in Adel from a number of different locations, the absence of a dedicated community centre for the area is a longstanding and oft-repeated community concern.

The Forum's commitment is, in the first instance, to safeguard existing provision and to work with existing providers in order to address the deficiency, but it remains open to the possibility of developing a totally new community resource. NP policy will reflect this position.

Local education and the high quality of Adel's primary schools are both of enduring importance for the community, but over-subscription and difficulties in securing local school places for local children are concerns. While there appears to be no imminent or indeed planned solution to this problem, the Forum is eager to see the issue addressed and NP policy will be positive and flexible in welcoming potential development-based options.

'Open space', 'green space' and their safeguarding are both of primary importance to the Adel community, a fact confirmed throughout NP consultations in 2013. The Core Strategy prioritises green space protection (Policy G4) and the SAP will carry this through and apply it to a number of specified sites.

The NP however, as empowered by the 'Local Green Space' (LGS) provisions of the Government's National Planning Policy Framework (NPPF), has the opportunity to both complement and extend this protection via a policy identifying and designating LGS sites and encouraging their appropriate enhancement.

Despite the wealth of community green space across Adel, there have, since the 2006 Neighbourhood Design Statement, been repeated calls for a safe, gated play area for younger children to be provided, for e.g. at the Bedquilts Recreation Ground or adjoining Adel St John's Primary School or at some other suitable location.

LCC readily accept that this is a pressing concern and local elected members are active in exploring options and seeking solutions. NP policy will as a minimum be permissive of development which would deliver the required play area and may look to specifically identify and allocate a suitable site if one can be found.

New planned housing development will in turn generate the need for additional green space provision in accordance with Core Strategy Policy G4 (New Green Space Provision). Within this context, the NP has the opportunity to specifically address any green space deficiencies within Adel identified in the LCC Open Space, Sport and Recreation Assessment of 2011, or elsewhere.

Further work will be done to confirm if there are any such deficiencies and the NP may seek to put forward land use allocations and/or policy solutions. The lack of and desire for allotments has already been raised in some quarters.

Adel is a walkable and cyclable community. It is seen as important that existing walking and cycling routes that cross the community and link it to surrounding countryside and green spaces are protected and that improvements and extensions to this 'local green infrastructure network' are implemented. Core Strategy Policy G1 provides generally for this.

NP policy will develop this further, relative to an indicative Adel Local Green Infrastructure Network map, to include the following desired routes:-

- Adel to Paul's Pond and Golden Acre
- Circular routes within Bedquilts
- Internal Adel Woods routes
- Corpse Way and Beech Walk



## POLICY CFGS1: PROTECTION AND PROVISION OF COMMUNITY CENTRES

*Policy will resist the loss of specified community services and facilities to be listed in the final plan and will welcome and encourage development which provides for the improvement or provision of new community services and facilities, including via the development of a new community centre.*

## POLICY CFGS2: NEW OR EXTENDED PRIMARY SCHOOL PROVISION

*Policy will support the extension of existing schools or development of a new school, including the loss of an existing school if replaced by a more sustainably located alternative within the Neighbourhood Area.*

## POLICY CFGS3: PROTECTION AND ENHANCEMENT OF LOCAL GREEN SPACE

*Policy will protect designated Local Green Spaces from development and change of use which would adversely affect their value to the local community, while welcoming and encouraging their appropriate enhancement.*

## POLICY CFGS4: NEW CHILDRENS PLAY AREA

*Policy will welcome and encourage development which would bring about the provision of a new children's play area, and may allocate a suitable site for such a play area.*

## POLICY CFGS5: ADDRESSING GREEN SPACE DEFICIENCIES

*Policy may identify local green space deficiencies by type/area of Adel and require development-led provision in order to address them. Policy may also allocate a suitable site or sites for the remedying of any such deficiencies.*

# POLICY CFGS6: ADEL LOCAL GREEN INFRASTRUCTURE NETWORK

*Policy will require the protection, improvement and extension of an identified network of green infrastructure links within Adel.*

## Retail and Business

Access to local shops was one of the attributes that local people highlighted about Adel, providing great support to the community and convenient facilities without the costs of time and travel.

The view that Adel has enough good quality and variety of local shops and services was held by 45% of respondents to the October 2013 questionnaire survey. By implication however, that left 55% either neutral or in disagreement with this view, amplified by observations regarding “the loss of greengrocers and bakers and an increase in takeaways” and concerns about “the change of use of local shops”.

Residents at the April 2013 Forum Open Day also recorded “no more fast food outlets”.

The Leeds Core strategy considers Adel ‘shopping centre’ to be a ‘Neighbourhood Shopping Parade’, covered by Policy P4.

This policy already works to protect Adel’s existing retail provision against change of use (including to restaurants, cafes and take away fast food shops), to support appropriate improvements in provision and to encourage new stand alone/small scale food stores where such provision would not impact adversely on the existing ‘parade’.

The Forum nonetheless feels that such is the strength of local opinion on this that the Neighbourhood Plan policy will set more detailed Adel Specific criteria regarding change of use to more non retail uses particularly takeaway fast food shops

The community has, however, specifically indicated its support for a new stand alone/small food store (or stores) which could ease congestion/parking problems around the main ‘west of Otley Road’ parade and the existing Co-op store.

The community has also signalled the need for an ‘upmarket real ale pub or café bar’ as a high priority and indicated its support for such provision in an appropriate location. NP policy will reflect this wish and may identify a suitable potential site or sites if such can be found.

NP research indicates some 258 businesses in Adel, plus significant homeworking (a fifth of respondents to the October 2013 survey indicated frequent or occasional homeworking with the likelihood of this increasing).

There is only one site in Adel designated for Employment use. It is on the Bodington Business Park, on the eastern side of Otley Road LS16 site reference 2602760. It has been given a “Go ahead” green coding for Office use with 24375 sq meters. This proposal is supported and consideration would be given to other employment uses subject to our overall policies.

The NP is supportive of this allocation and is minded also to support other new and appropriate employment uses in suitable locations.

Core Strategy policy (Spatial Policy 8, EC1 and EC3) would broadly support both the safeguarding of existing employment uses in Adel and the protection of new, relative to Adel’s non-priority location for such provision and its good road accessibility.

The Forum's Business Focus Group is keen to support Adel's sizable business community in whatever ways it can and has identified the particular possibility of developing a 'business centre' offering business services such as meeting space, virtual office facilities and café at a suitable location.

The Forum proposes to support this aspiration through NP policy and may identify a suitable potential site or sites if such can be found.

## POLICY RB1: ADEL SHOPPING CENTRE. CHANGE OF USE TO NON- RETAIL USES

*Policy will set detailed criteria to govern change of use from retail to non retail uses*

## POLICY RB2: NEW PUB OR CAFÉ/BAR

*Policy will welcome and encourage the development of a new pub or café/bar and may identify a suitable site or sites for such a development*

## POLICY RB3: ADEL BUSINESS CENTRE

*Policy will welcome and encourage the development of an 'Adel Business Centre' and may identify a suitable site or sites for such a development*



## Highways and Traffic

Traffic was consistently highlighted as an issue in local consultations in 2013. 84% of respondents in October 2013 said there is too much traffic going through Adel, with a similar number concerned regarding road safety. Access to the city and good bus and road links are frequently cited as 'good things' about Adel in terms of access to the city.

Key concerns revolve around peak/school times traffic congestion – on both primary and minor routes. In response, the NP will seek to put in place a policy designed to ensure consideration of traffic impacts and measures to mitigate such impacts as part of any significant development schemes affecting the A660, Adel Lane/Church Lane and Sir George Martin Drive.

The retail frontages on the west side of Otley Road attract both local and passing shoppers. The lack of suitable parking spaces to service these units is a concern identified through community consultation. NP policy will endeavour both to regularise and secure existing parking provision and to encourage additional spaces.

There is strong community support for increased cycle access around Adel as an integral part of overall highways and transport considerations and for better pedestrian connections to local schools, amenities and green spaces. The NP will put in place a policy designed to deliver improvements linked to future new development.

### POLICY HT1: TRAFFIC CONGESTION

*Policy may require assessment of the traffic impacts of significant new development and measures to address any identified impacts as part of that development*

### POLICY HT2: RETAIL CAR PARKING – OTLEY ROAD

*Policy may protect existing parking areas and encourage/welcome development which provides for further spaces.*

### POLICY HT3: IMPROVED CYCLING AND PEDESTRIAN CONNECTIONS

*Policy will encourage/welcome new development which contributes to the improvement of cycling and pedestrian connections in Adel*

## Non-Planning Policies & Actions

Initial consultations on the Neighbourhood Plan also served to highlight a variety of non-planning issues, concerns and ideas. These ranged from a nature trail, public transport improvements and an extension to the Conservation Area, to addressing speeding, facilities for young people, a trim trail, a Business Association and a farmers market.

While much of this falls outside the ambit of a statutory Neighbourhood Development Plan, the Neighbourhood Forum will nonetheless look to include actions to address such issues within the plan's non-planning sections and to seek funding for such actions, as appropriate, from sources including the new Community Infrastructure Levy (CIL).

## Community Infrastructure Levy (CIL)

The CIL is a new charge on development that the local planning authority (Leeds) will use to raise funds from developers who undertake building projects in their area. The funds raised will go to improving local infrastructure. With a Neighbourhood Plan in place, the spending of 25% of all CIL receipts raised from development

within the Neighbourhood Area will be subject to agreement between Leeds City Council and the local community. Based on consultation responses to date, the Neighbourhood Forum has considered various areas where this money could be used to benefit Adel. Further feedback from the community is sought on these initial ideas.

## Potential Priorities for CIL

Ideas put forward for spending any developer contributions that could accrue to Adel are as follows.

They are not in any order of preference:

- Tree planting
- Nature trail
- Public transport improvements e.g east of Adel to Holt Park, Horsforth and Leeds/ Bradford Airport
- Regulated pedestrian crossing on Church Lane and Otley Road
- Improvements to key footpaths and access points within Adel
- Children's play area
- Trim trail
- More diverse leisure/recreation activities
- Young people facilities/activities
- Tidy up retail frontages
- Improved links / cycle routes to Paul's Pond and Golden Acre Park
- Improved landscape setting to Otley Road
- Adel Business Centre
- Secure bicycle parking at shops/ Bedquilts changing rooms/ local parks

