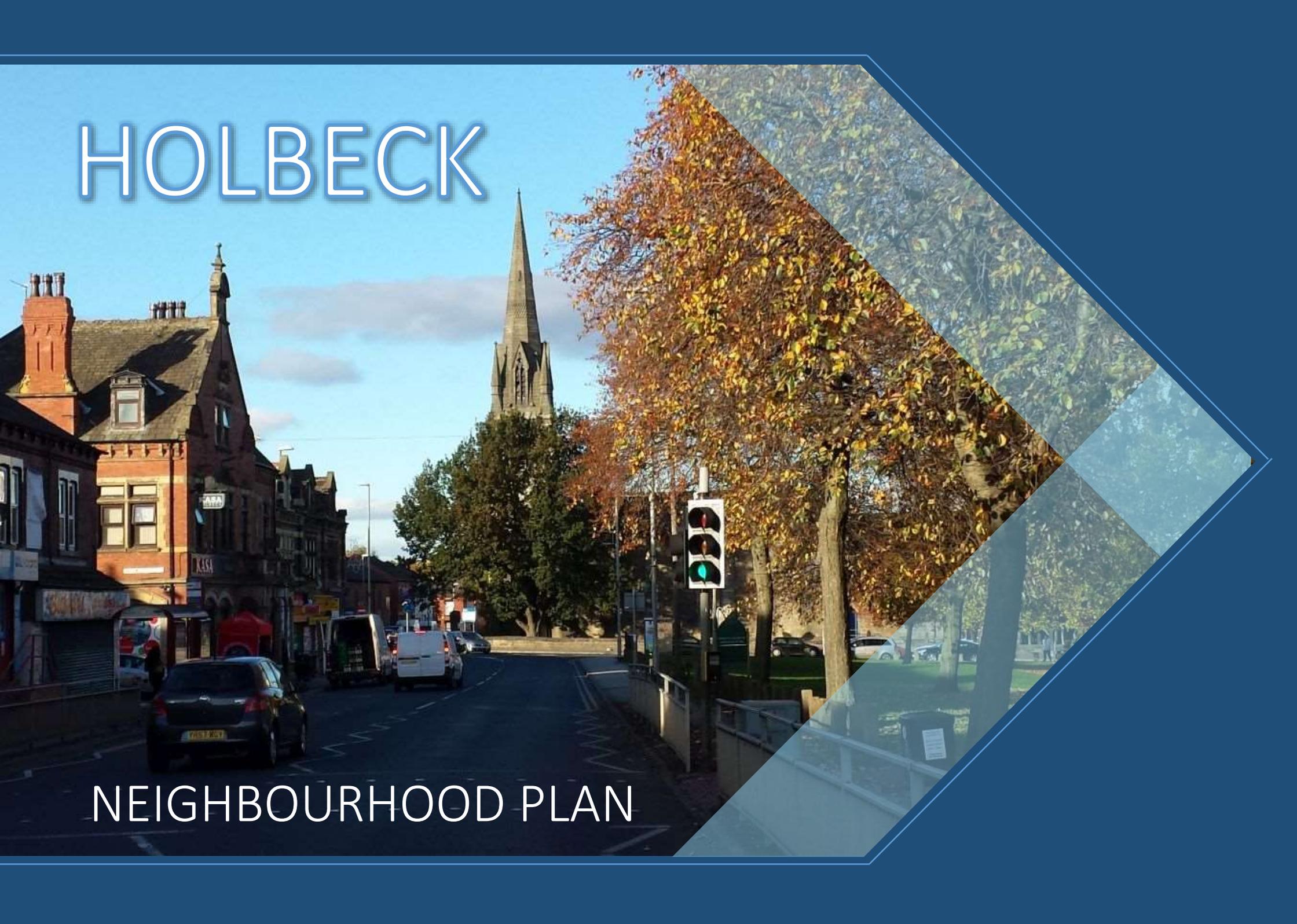


# HOLBECK

A street scene in Holbeck, Leeds, featuring a church spire in the background, trees with autumn foliage, and a traffic light.

NEIGHBOURHOOD PLAN

# CONTENTS

1. Introduction.....	3
2. Vision and Objectives.....	7

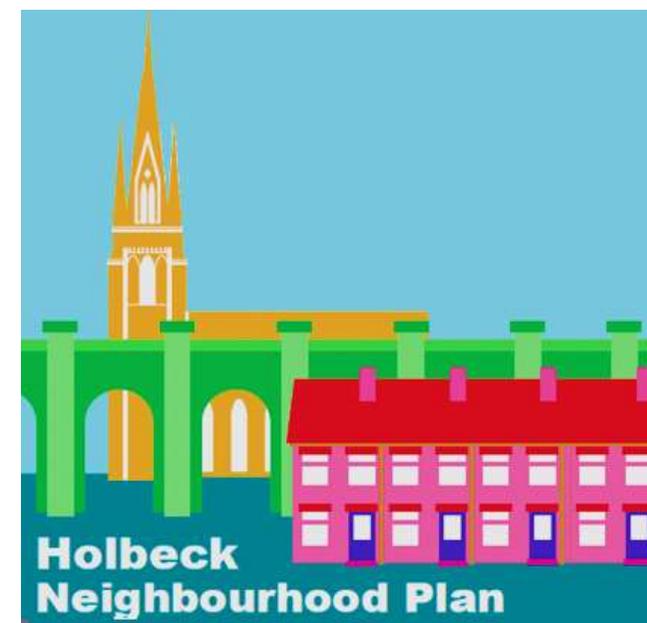
## TOPICS AND POLICIES

3. Continuing Regeneration .....	10
4. A Thriving Local Centre .....	13
5. A Range of Community Facilities.....	18
6. A Choice of Quality but Affordable Housing .....	25
7. A Variety of Local Job Opportunities .....	33
8. A Green Environment.....	39
9. Respecting Heritage and Local Character .....	47
10. A well connected neighbourhood.....	58

11. Delivery Plan .....	65
-------------------------	----

## ADDITIONAL INFORMATION

12. History of Holbeck.....	69
13. Green Spaces .....	71
14. Heritage Assets .....	77



# 1. Introduction

## 1.1 The Plan

- 1.1.1 The Holbeck Neighbourhood Plan covers the period 2017 to 2028 and enables the community of Holbeck to shape the development and growth of the local area through a shared vision for the neighbourhood.
- 1.1.2 The Plan initially sets out:
- A **Vision** for the future of the area (see 2.1);
  - **Objectives** for each of the topic areas set out in the vision (2.2), and;
  - An overview of the **continuing regeneration** which the Plan aims to achieve (3.0);
- 1.1.3 The next part of the Plan (4.0 – 10.0) covers the main topics from the Vision (see side panel). Within each topic are:
- an appraisal of the 2016 context (numbered paragraphs) which form part of the general evidence for subsequent policies;
  - neighbourhood **planning policies**, based on the particular evidence and justification preceding them (bullet paragraphs). The full evidence base for these policies can be found at [www.holbeckneighbourhoodplan.org.uk](http://www.holbeckneighbourhoodplan.org.uk). These policies will be used when determining planning applications to help the Vision;
  - **projects** to be carried out in partnership with a variety of organisations and for which planning policies may be inappropriate;
- 1.1.4 The Plan concludes with:
- **A delivery plan** (11.0).
  - Detailed information and additional evidence describing:
    - the History of Holbeck (12.0);
    - Green Spaces (13.0), and;
    - Heritage Assets (14.0).
- 1.1.5 The policies are applicable both individually and as a whole: development will be subject to all the relevant policies in the Plan, as well as local policy set out in Leeds City Council's Core Strategy and Site Allocations Plans.

## Topics

- **Continuing regeneration;**
- **A thriving local centre;**
- **A range of community facilities;**
- **A choice of quality but affordable housing;**
- **A variety of local job opportunities;**
- **A green environment;**
- **Respecting heritage and local character and;**
- **A well-connected neighbourhood.**

**Policies** in the Neighbourhood Plan are complementary to, and in general conformity with national guidance set out in the National Planning Policy Framework (NPPF) and the Core Strategy and Site Allocations Plan of Leeds City Council. Together with these, the Holbeck Neighbourhood Plan forms the development plan for the local area and will contribute to an environmentally, socially and economically sustainable future for Holbeck.

**Policies in this Plan are shown on a green background.**

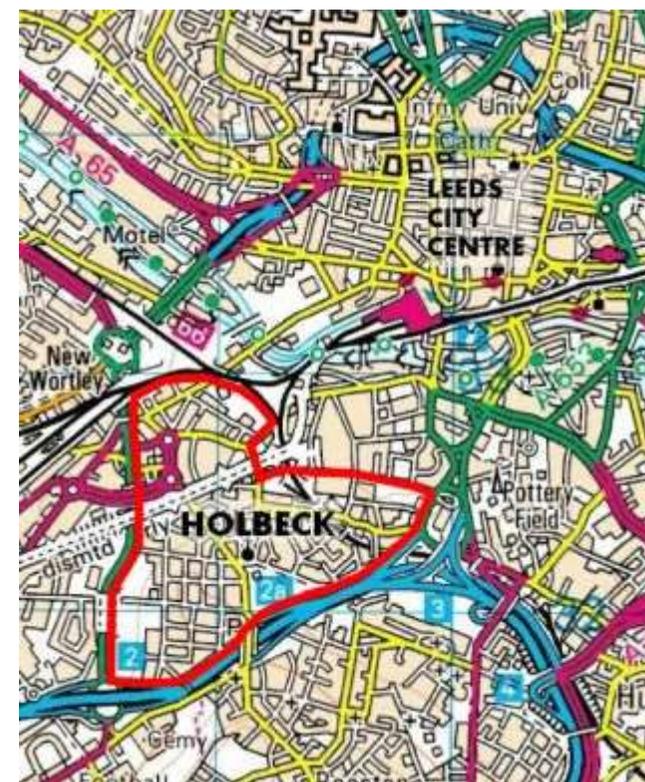
Site-based policies are shown on the overall Policy Map on p12 and on individual topic maps.

An interactive policy map, maintained by Leeds City Council can be viewed at this [link](#).

- 1.1.6 Projects will be overseen by the Inner South Community Committee in conjunction with the local community through the Holbeck Neighbourhood Forum or any successor. This body will also monitor the effectiveness of policies within the plan.
- 1.1.7 The Holbeck Neighbourhood Plan is required by the legislation to meet the following basic conditions:
- having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the neighbourhood development plan;
  - the making of the neighbourhood development plan contributes to the achievement of sustainable development;
  - the making of the neighbourhood development plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area), and;
  - the making of the neighbourhood development plan does not breach, and is otherwise compatible with, EU obligations.

## 1.2 About Holbeck

- 1.2.1 Centred on a pre-industrial village, Holbeck is an inner-city area located about 1km south-west of Leeds city centre (see Map 1). The Neighbourhood Plan boundary is well-defined by Ingram Way to the west, the M621 to the south, Meadow Road to the east and the railway and Sweet Street to the north. To the north-east is the remainder of Holbeck for which a Supplementary Planning Document has been produced. Part of the Neighbourhood Plan area, between the railway and Sweet Street, is covered by that SPD and also lies within the wider South Bank area in the city centre.
- 1.2.2 The population of Holbeck, estimated from the 2011 census is about 3,900. The neighbourhood has an advantage of being close the city centre and includes employment uses. It has a long and interesting history, both pre-and post-industrial, and retains many examples of that heritage. The historic Holbeck Moor at its heart is an important focal point and the residents of Holbeck have a strong sense of community and pride in the area.
- 1.2.3 Nevertheless, Holbeck is a complex area with a ranking of overall deprivation in the highest 10% in the country, including income, employment, health, education and living environment deprivation (2011 Census). The area's stock of rented housing is higher than the city average and it has a high proportion of back-to-back terraced housing built before 1919. There are limited amenities, the local centre is congested with traffic and does not function well, and connections to the city centre and neighbouring areas are not easy.



Map 1 Location

### 1.3 Community Engagement and Consultation

1.3.1 The separate Consultation Statement describes the community engagement on the Neighbourhood Plan which has continued from earlier involvement in previous regeneration projects carried out by Leeds City Council (see 3.0).

1.3.2 5th March 2012: Holbeck was selected as a frontrunner Neighbourhood Plan area put forward by Leeds City Council based on the area having one of the highest levels of multiple deprivation in the city, the opportunities for physical improvement, and past experience of community engagement.

1.3.3 11<sup>th</sup> October 2013: The Holbeck Neighbourhood Area was designated by Leeds City Council

1.3.4 27th March 2014: Holbeck Neighbourhood Forum was designated by Leeds City Council. The Forum consists of 21 representatives of local residents and businesses. At the first AGM on 29<sup>th</sup> March 2014 a Board of 12 Forum members were formally elected to steer the Plan process.

1.3.5 Financial, administrative and other support has been provided by Leeds City Council through Ward Councillors, the Inner South Community Committee and staff, and latterly by Government funding administered by Locality. Professional support has been provided throughout by The Royal Town Planning Institute's Planning Aid England scheme, both by staff and volunteers. Funding by the government through Locality has enabled the appointment of a planning consultant to help prepare the draft Plan, and this has been developed through additional meetings of the Board and the full Forum and discussions with Leeds City Council officers.

1.3.6 Throughout the community engagement the main issues that emerged were:

- the strong sense of identity and community;
- the lack of shops, particularly convenience shops;
- congestion in the local centre;
- the provision and use of community facilities and activities;
- the range of housing available and its affordability;
- the availability of job opportunities;
- the extent of open space and its use;
- the heritage and history of Holbeck, and;
- the connections between the area and the rest of the city.



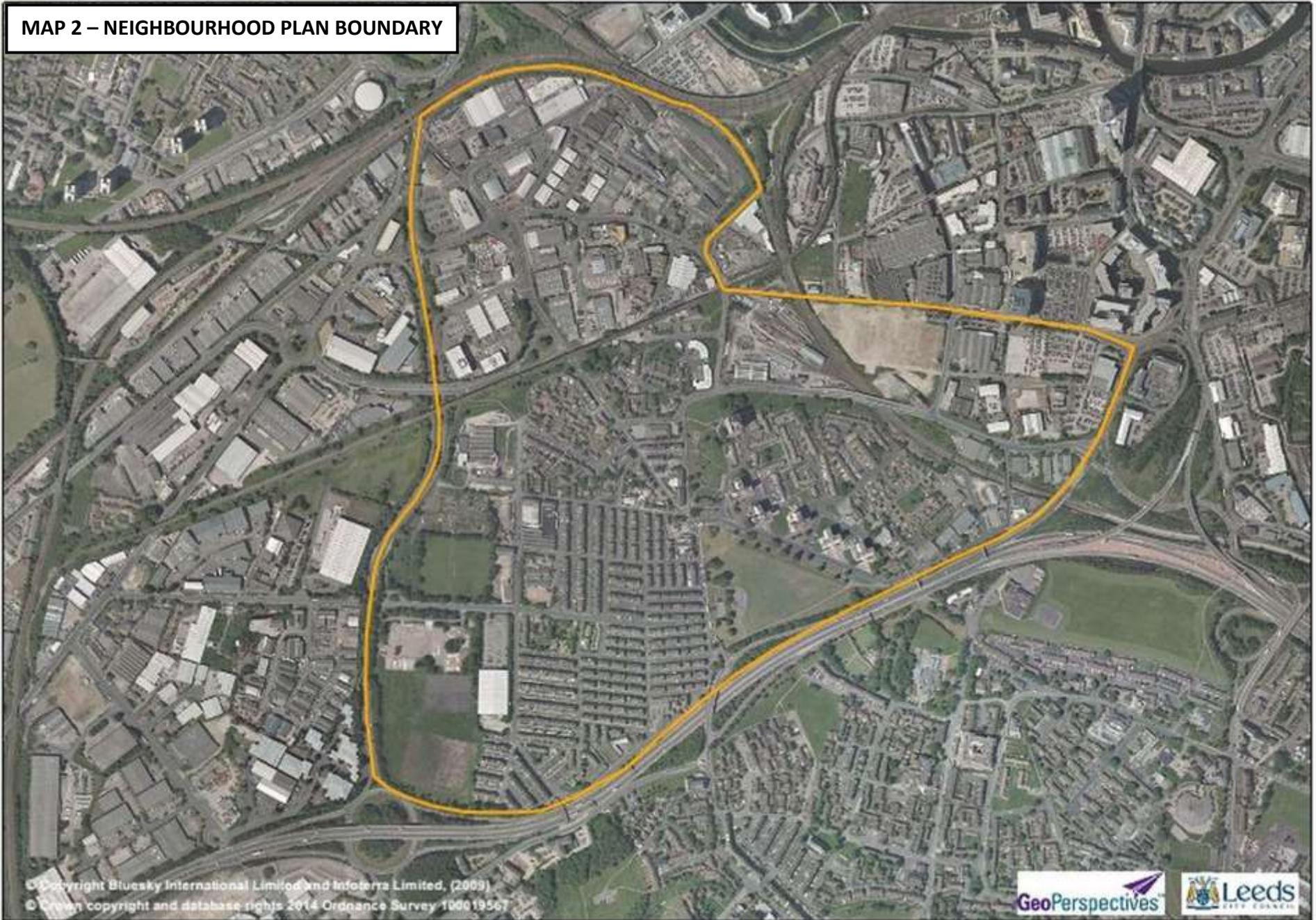
*Holbeck Gala Stall*



*Forum workshop*

Full details of the community engagement throughout the development of the Neighbourhood Plan are contained within the separate **Consultation Statement**.

**MAP 2 – NEIGHBOURHOOD PLAN BOUNDARY**



© Copyright Bluesky International Limited and Infoterra Limited, (2009)  
© Crown copyright and database rights 2014 Ordnance Survey 100019567



PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

Path: L:\COMGIS Projects\Neighbourhood Planning Progress\Neighbourhood Planning Progress JAN 2016\Neighbourhood Planning Progress boundaries on aerial.mxd Date: 22/07/2015 Created by: MB

## 2. Vision and Objectives

### 2.1 Vision

- 2.1.1 The Vision sets out the overarching purpose of the Neighbourhood Plan and describes what the community wants Holbeck to be like by 2028 at the end of the plan period. The objectives, policies and projects in the Neighbourhood Plan are aimed at achieving that Vision.
- 2.1.2 From the responses to the questionnaire, it is clear that the people of Holbeck have pride in the place, particularly its heritage and history, but feel there are many ways in which it can be improved. As a result, the following Vision for Holbeck was developed by the Board, endorsed in principle by 96% of respondents to the questionnaire in June 2014 and agreed by the Forum:

**To make Holbeck a more attractive and healthier place for everyone, it will have a thriving local centre with a range of community facilities, a choice of quality but affordable housing, a variety of local job opportunities, all set in a green environment, respecting the heritage and local character of the area, and well connected to the city centre and adjoining neighbourhoods.**

### 2.2 Objectives

- 2.2.1 Underlying the Vision is the intention of improving the sustainability of Holbeck. This means ensuring that the area continues to become a vibrant, cohesive and inclusive community and includes providing for the residential, working and leisure needs of residents, providing for their health and well-being and continuing the provision of adequate services.
- 2.2.2 To achieve the vision, the following objectives have been identified:

### **Objectives for a thriving local centre**

---

- Develop the Local Centre as the focus of retail and community services for the whole neighbourhood, including healthcare and well-being facilities, thus creating a thriving new ‘heart’ for Holbeck.
- Improve accessibility and safety in the Local Centre, particularly for pedestrians, including widened pavements, and provide off-highway short stay parking.
- Improve the appearance of the Local Centre through a recognition of its heritage, maintenance and repair of existing buildings and improvements to shop fronts.

### **Objectives for a range of community facilities**

---

- Retain and increase, where feasible, the use of community activities and facilities, including those aiming to improve health and well-being, making them more easily accessible.

### **Objectives for a choice of quality but affordable housing**

---

- Provide additional housing suitable for the elderly, together with more affordable housing.
- Carry out improvements to houses and the streets and spaces between them, particularly in the area occupied predominantly by pre-1914 development.

### **Objectives for a variety of job opportunities**

---

- Encourage new employment and mixed use development in appropriate locations.
- Improve business premises by attractive boundary treatments, shop fronts, and access/servicing arrangements.
- Improve vacant sites/premises by temporary greening or uses.

### **Objectives for a green environment**

---

- Create ‘Green Corridors’ to provide attractive and safe pedestrian routes.
- Improve facilities on green spaces, notably Holbeck Moor.
- Create local green spaces within both the residential and business areas linked to the green corridors.
- Public Realm spaces:
  - improve ‘Streetscapes’ – focus on ‘local centre’ with high quality hard and soft landscaped public realm and street tree planting generally, especially in the industrial and residential areas (particularly back-to-back streets);
  - extend green infrastructure.
- Encourage Community Safety by ‘Secure by Design’/natural surveillance.

## **Objectives for respecting heritage and local character**

---

- Recognise the contribution that an understanding of local heritage significance and positive design sympathetic to local character can make to successful regeneration and a sustainable future.
- Recognise and protect the special architectural and historic interest of the area through a review of the Conservation Area coverage and adoption of Conservation Area Appraisals and Management Plans by:
  - reviewing and extending the Holbeck Conservation Area to bring in further areas of interest around Holbeck Lane to include the disused railway viaduct (“the Viaduct”) (Holbeck Industrial Heritage Area, Map 11);
  - designating a New Conservation Area around St. Matthews including Domestic Street and Holbeck Moor (Holbeck Historic Core, Map 11).
- Sustain and enhance the significance of heritage assets by promoting their viable use consistent with their conservation, including addressing the “at risk” status of the Holbeck Conservation Area and other heritage assets in the area, e.g. Low Hall Mill.
- Seek heritage-led regeneration funding for enhancement and celebration of the heritage assets of the area, including exploring and promoting the submission of a Townscape Heritage grant bid to the Heritage Lottery Fund.
- Ensure that development preserves and enhances the special character of the area by treating the positive buildings sensitively and by recognising the different ‘Character Areas’ and local distinctive features (Map 10).
- Seek enhancements to St Matthew’s in terms of both its heritage significance and its use by the community.

## **Objectives for a well-connected neighbourhood**

---

- Improve accessibility and safety of pedestrian links and cycle ways within the area and to surrounding neighbourhoods and the city centre/South Bank.
- Improve bus services to shopping centres, other neighbourhoods and the city centre.
- Remove through traffic from Domestic Street/Top Moor Side, including the link with the M621.
- Extend 20mph zones.
- Give priority to residents’ parking and short/medium stay parking.

## 3. Continuing Regeneration

### 3.1 Past and Current Projects

- 3.1.1 The Holbeck community has been involved in two earlier regeneration projects in partnership with Leeds City Council (see side panels).
- 3.1.2 As a basis for these regeneration projects, part of Holbeck (up to the Viaduct) is included in the **South Leeds Regeneration Priority Programme Area** (Core Strategy Spatial Policy 4). This designation was brought forward from the earlier Unitary Development Plan which the Core Strategy supersedes.
- 3.1.3 The aims of both regeneration initiatives remain relevant, and some of their proposals have been implemented: redevelopment of the tower block site on Holbeck Moor Road; redevelopment of some back-to-backs; improvements to the public areas in the 1970s residential areas. The achievements to date demonstrate the success of partnership working to meet shared objectives. Both documents form important pre-cursors to the Neighbourhood Plan.
- 3.1.4 **The Holbeck, South Bank Supplementary Planning Document** (the “Holbeck SPD”) was adopted in 2016 and sets out guidance and principles for the development of the area of Holbeck north of the railway. This overlaps the Neighbourhood Plan Area between the railway and Sweet Street and is intended, amongst other things to provide *“the best opportunity to safeguard the existing heritage, for innovative and sustainable development which integrates with, and enhances, the historic environment and delivers new jobs, services and homes.”* Within the overlap area, this Neighbourhood Plan, alongside the Leeds Core Strategy and Site Allocations Plan, provides the policy basis for the vision set out in the Holbeck SPD for that area; in particular, the aim to:
- *“create a mixed-use, sustainable community with a distinctive sense of place, which exemplifies best practice in regeneration and sustainable development;*
  - *improve ... links to the surrounding communities of Beeston Hill and Holbeck;*
  - *create new opportunities for employment and skills, living and leisure, and;*
  - *further enable the growth of key economic sectors in the area, including creative and digital, high quality and modern manufacturing”.*

#### Beeston Hill and Holbeck Land Use Framework

was adopted by Leeds City Council in February 2005 as Supplementary Planning Guidance. This was the product of community consultation and engagement and identified locations for refurbishment and development as well as urban design improvements.

#### The Holbeck Regeneration Plan

subtitled *“towards a more sustainable community”* was adopted as a Supplementary Planning Document in November 2010, also resulting from the Council and the community working together, and put forward several regeneration priorities with improvement proposals for residential areas, connections between Holbeck and neighbouring areas, and green spaces and infrastructure.

- 3.1.5 **The South Bank Planning Framework**, due to be adopted in 2017, also sets out a direction for the development of the wider area, including the Holbeck SPD area and thus part of this Neighbourhood Plan area.
- 3.1.6 Regeneration in Holbeck is also aimed at improving the health and well-being of residents. Improvements in social cohesion, integration, housing, employment and training can all have significant positive effects on health.
- 3.1.7 Further regeneration is required, continuing and expanding the work currently taking place. A more attractive and healthier place for all means firstly taking steps to identify and preserve Holbeck's assets: its distinctive qualities, its heritage and its green spaces. Where improvement is needed, the Neighbourhood Plan includes policies and projects to help bring this about.
- 3.1.8 A distinctive and successful local centre as a focus for a neighbourhood helps provide identity, as do the facilities that enable a community to be more cohesive and mutually supportive; places for people of all ages to meet and enjoy on a formal and informal basis. The Neighbourhood Plan includes policies and projects to strengthen the function and use of the local centre and community facilities, to mitigate the effects of traffic and make it easier, safer and more pleasant to walk and cycle in the area.
- 3.1.9 A sustainable community is one which is inclusive and where people feel they can put down roots and make a home both now and for future generations. In addition to a pleasant environment and a sense of identity, that means ensuring that good housing and employment opportunities are available. Improvements to housing in the area are taking place and this will continue as a result of the Neighbourhood Plan. Policies in the plan are aimed at ensuring there is a range of housing for all ages and means and that new housing meets the needs and expectations of existing and future residents.
- 3.1.10 Holbeck has many employment opportunities within its boundary. The Neighbourhood Plan includes policies aimed at retaining and increasing those, including improvements to the environment and better access for all towards other employment opportunities in the nearby city centre.
- 3.1.11 Any development in Holbeck should therefore be aimed at continuing the regeneration which will achieve the Vision set out in this Neighbourhood Plan. The general policy R1 (right) will therefore apply:

### Policy R1 – Continuing Regeneration

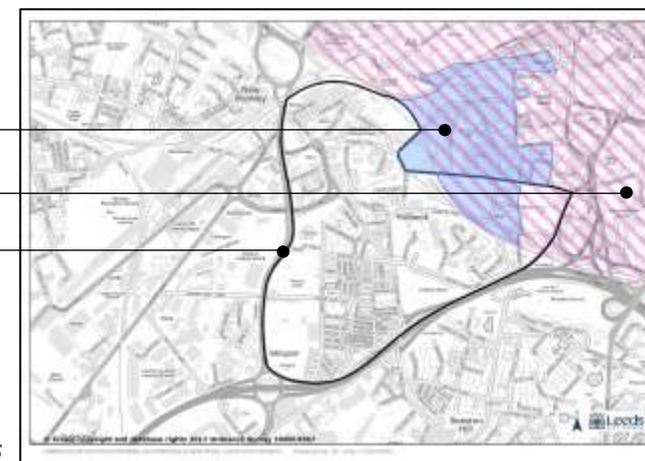
Development should seek to make Holbeck a more attractive and healthier place to live and work, through consideration of the following priorities:

- creating a thriving local centre;
- maintaining and expanding the range of community facilities and services, especially for health and well-being;
- providing a choice of quality but affordable housing;
- creating the opportunities for a variety of local jobs in an improved environment;
- enhancing green infrastructure and local green space;
- respecting local heritage and character, and;
- improving connections to the city centre and adjoining neighbourhoods.

Holbeck, South Bank SPD area

South Bank Framework area

Holbeck Neighbourhood Plan boundary

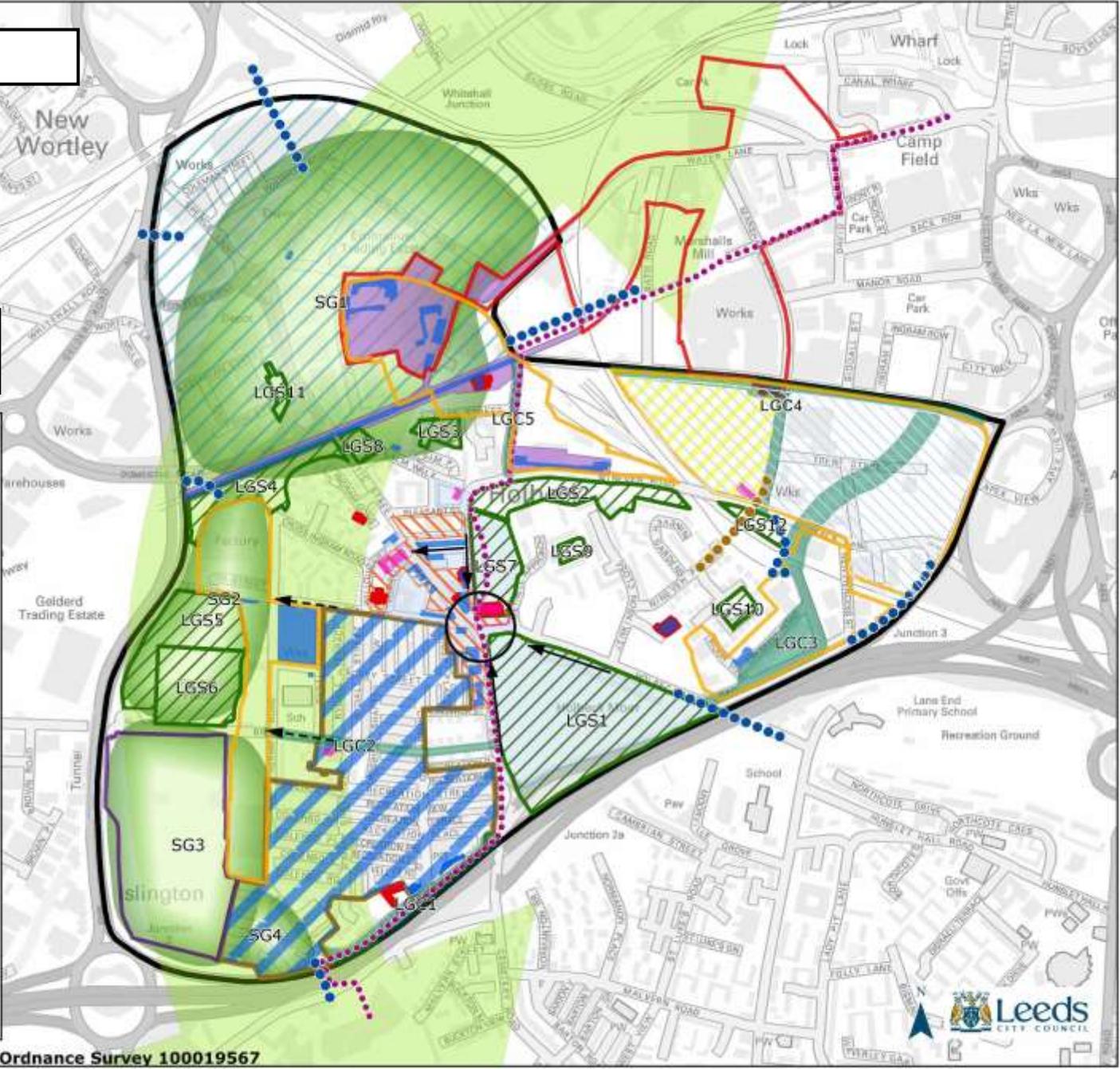


Map 3 – Adjacent Policy Areas

# MAP 4 – POLICIES MAP

For an interactive version of this policy map, follow this [link](#)

-  Holbeck Neighbourhood Area
-  Policy LC1 - A Focus for Holbeck
-  Policy C2 - Retaining existing facilities
-  Policy H3 - Matthew Murray site
-  Policy H4 - Mixed Use Opportunities
-  Policy H5 - Area south of Sweet Street
-  Policy H6 - Housing regeneration
-  Policy E1 - New Employment Uses
-  Policy E2 - Land at Sweet Street West
-  Core Strategy - Strategic Green Infrastructure Opportunities
-  Policy G1 - Strategic Green Infrastructure Opportunities
-  Policy G1 - Local Green Corridors
-  Policy G2 - Local Green Space
-  Policy HC1 - Holbeck Industrial Heritage Area
-  Policy HC2 - Holbeck Historic Core
-  Policy HC3 - Holbeck Housing Heritage Area
-  Policy HC4 - Heritage Assets
-  Listed Building
-  Holbeck Conservation Area
-  Policy HC5 - Non-designated heritage asset or positive building
-  Policy HC6 - History Trail
-  Policy HC7 - Positive Design
-  Focal point
-  Local vista
-  Long distance view
-  Policy T4 - Nineveh Bridge
-  Policy T1 - Improved opportunities for walking and cycling



© Crown copyright and database rights 2018 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL Produced by: NI Date: 17/01/2018

## 4. A Thriving Local Centre

### 4.1 Context

4.1.1 Holbeck Local Centre has been defined in the Core Strategy as a lower order local centre (CS Policy P1). A boundary has been proposed in the draft Site Allocations Plan and includes the shops and facilities along Domestic Street and part of Top Moor Side (Map 5). This boundary does not include the Shafton Lane surgery or St Matthew's Community Centre (but see the Local Centre Delivery Plan below).

4.1.2 When surveyed in 2015, of the twenty-four units in the Local Centre, seven were shops (A1 use), including a well-used post office and two specialist grocery shops. Three were unoccupied and the remainder a variety: four hairdressers, a tailor, tattoo parlour, betting shop, launderette, a takeaway and three cafes. There was also a small medical surgery and a dental surgery. The only general grocery store was at the southern edge of Holbeck on Elland Road with the nearest large supermarket at Hunslet 2.5km away. The Core Strategy includes a proposal to seek a site for convenience food shopping in its Policy P5.

### 4.2 Townscape

4.2.1 The older buildings in the Local Centre are of some quality with the most imposing being the Grade II listed Holbeck Mills, now a carpet shop but built c.1880 as a United Methodist Free Church of some grandeur. However, the focal point of Holbeck centre is the junction of Domestic Street, Top Moor Side, Shafton Lane and St Matthew's Street with buildings of interest on each corner. The Grade II listed St Matthew's Community Centre (formerly Church) is the most dominant of these, but Shafton House and the old cinema frontage, which provide a pair of semi-octagonal frontages to the opposite sides of Domestic Street, also contribute to this focal point. Unfortunately, many buildings in the local centre are in poor condition or have lost their architectural integrity through inappropriate alteration. Others have been demolished over the years, leaving gaps in what was once a continuously lined street of shops.

### 4.3 Movement

4.3.1 Domestic Street and Top Moor Side form a busy traffic route providing access to and from junction 2A on the M621 with drivers attempting to bypass the congested Ingram Distributor. This can cause displaced congestion within Holbeck itself at times, making footway use more daunting, particularly on Domestic Street where they are narrower. Thus, the local centre is not as pleasant to use as it could be, leading to low activity which in turn has contributed to its present condition.

#### Objectives

- Develop the Holbeck Local Centre as the focus of retail and community services for the whole neighbourhood, including healthcare and well-being facilities, thus creating a thriving new 'heart' for Holbeck.
- Improve accessibility and safety in the Holbeck Local Centre, particularly for pedestrians, including widened pavements, and provide off-highway short stay parking.
- Improve the appearance of the Holbeck Local Centre through a recognition of its heritage, maintenance and repair of existing buildings and improvements to shop fronts.



*Holbeck Local Centre*

### LC1 - A focal point

- Both the NPPF (Section 2 – “Ensuring the vitality of town centres” para 23) and Leeds Core Strategy (Objective 10) recognise the importance of concentrating retail and leisure uses within town and local centres thus improving accessibility and contributing to their vitality. The Core Strategy includes policies to restrict permission for these uses elsewhere (CS Policies P3 and P4) and has identified the area as a Lower Order Local Centre (Spatial Policy 2 and Policy P1).
- The Character Area 3 analysis (Section 11 – Heritage Assets) shows that the Local Centre at Holbeck is at a focal point in the area in terms of the road network and is visually highlighted by the spire of St Matthew's Community Centre.
- To reinforce that focal quality, proposals for publicly accessible uses should be concentrated within the Local Centre.

#### **Policy LC1 – A Focus for Holbeck**

Holbeck Local Centre (as defined on the Policies Map 4 and 5) should be developed as the focus of and preferred location for retail and community services for the whole neighbourhood, including healthcare and well-being facilities.

### LC2 - Uses in the Local Centre

- The few retail shops in the Local Centre reflects a wider issue including general changes in shopping habits with more available on-line. However, the centre's lack of appeal to shoppers reduces its attraction for comparison shopping outlets. Whilst more retail outlets will help to improve footfall, other active uses including cafes, community facilities and health-related uses will increase the attraction for residents.

#### **Policy LC2 – Uses in Holbeck Local Centre**

Changes of use and new development proposals in Holbeck Local Centre which provide additional A1 (e.g. shops), A3 (e.g. cafes, pubs etc.) and D1 (e.g. community facilities) uses are encouraged and supported.

### LC3 - Supermarket

- Leeds' Core Strategy Policy P5 - “Approach to Accommodating New Food Stores across Leeds” states that: “A number of town centres could perform more successfully as major locations for weekly shopping needs if they included investment in new food store provision and/ or redevelopment of existing facilities to expand their retail offer or expand their function. Appropriate provision within centre or on the edge of centre, will be encouraged, and will be supported where sites can be identified” and goes on to include Holbeck as one of those locations: “A site for convenience retailing will be sought in the Holbeck area to meet an existing deficiency and complement wider regeneration initiatives”.
- There is a shortage of convenience shopping. 98% of respondents to the questionnaire felt that better shops were needed and of those who expressed a wish, 89% wanted more food-related shops with 60% expressly

wanting a supermarket. The nearest large supermarket in Hunslet is difficult to get to and there are no local butchers, bakers, etc. so proposals for convenience food shopping will be particularly encouraged.

- The availability of fresh produce within walking distance offered by a local supermarket could beneficially affect the below average health outcomes as evidenced by the 2011 census.
- Ideally a supermarket would be located within the local centre, though site opportunities there may be limited: locations outside it would be considered subject, depending on size, to sequential and impact assessments (CS Policy P8).

#### LC4 - Appearance of the Local Centre

- To counteract the physical fragmentation of the Local Centre, new development could help to fill gaps in the street frontage along Domestic Street and Top Moor Side. To retain the traditional character of buildings lining the back edge of the pavement, new development there should continue that arrangement. The poor design of shop fronts, use of external security shutters and excessive use of adverts can also adversely affect the character of the local centre and these aspects will need to be considered in any new proposals, and enforcement action taken to prevent unauthorised signage.
- The character of the local centre has a special value for the community (84% of those questioned felt it should be a conservation area). In addition, policies have been included in Section 9 (“Respecting the Heritage and Character of the area”) to preserve this historic core as well as a proposal to designate a conservation area here.



*Holbeck Local Centre*

#### **Policy LC3 – Convenience Retailing**

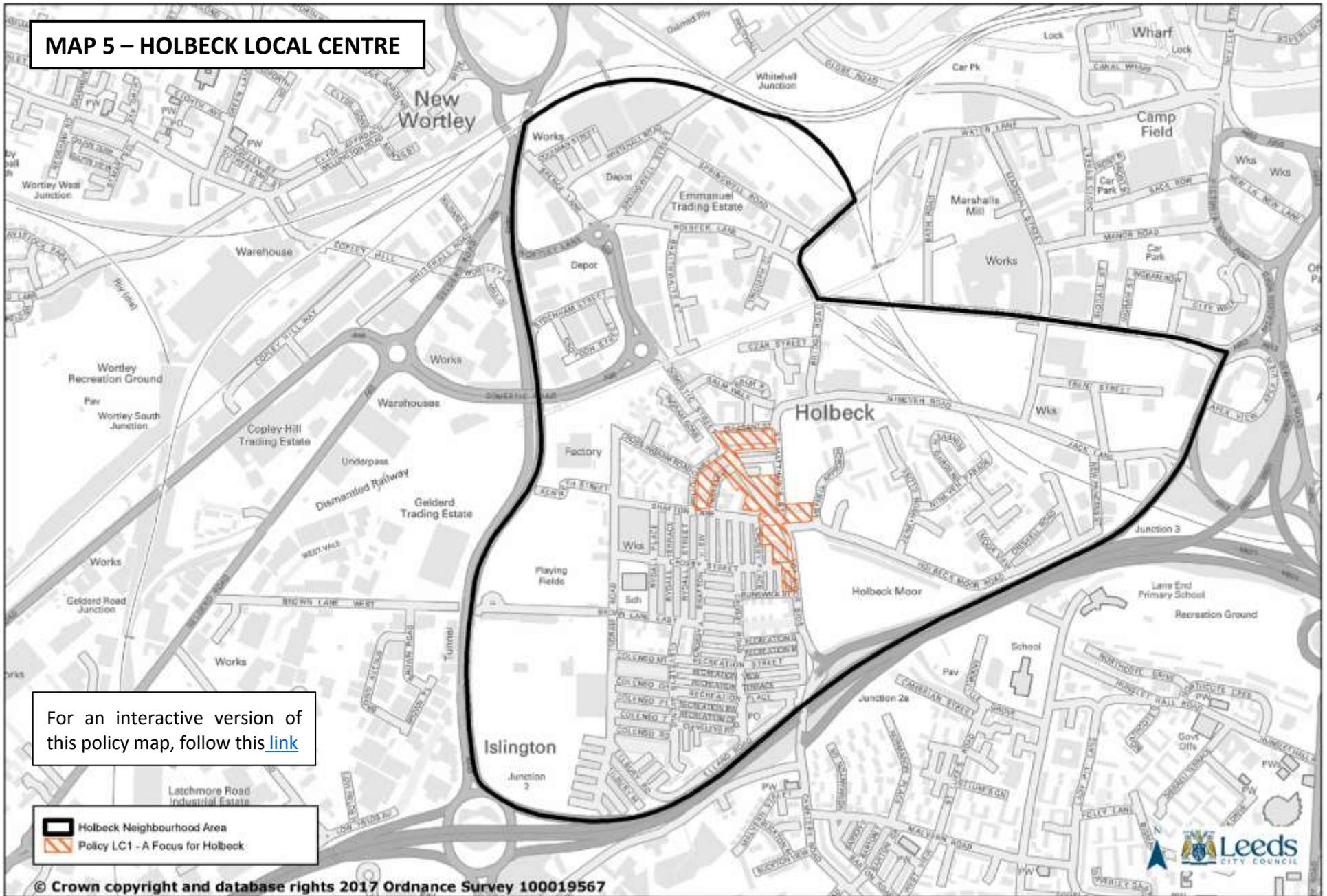
Development of a general food convenience retail store will be encouraged. If a site within the Local Centre is not available, consideration will be given to suitable alternative sites within the Holbeck Neighbourhood Area subject to satisfactory access, effect on local amenity and other planning considerations.

#### **Policy LC4 – Appearance of Holbeck Local Centre**

Developments within Holbeck Local Centre should make a positive contribution to the overall design of the area and in particular should:

- maintain the scale and size characterised by existing buildings;
- maintain the traditional back-of-footway building line;
- include active frontages with views into the building;
- use internal security shutters where shutters are considered necessary, and;
- provide signage which does not dominate the building or the streetscape.

## MAP 5 – HOLBECK LOCAL CENTRE



PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL Produced by: NT Date: 21/03/2017

### Getting around the Local Centre

- Making the local centre more attractive for pedestrians and shoppers will require a reduction in vehicle traffic which currently restricts pavement width, reduces crossing opportunities and increases pollution, particularly when it is heavily congested. 74% of questionnaire respondents thought that traffic through Holbeck should be reduced with 67% of those seeing this as a high priority. Many of the individual comments received through the community engagement process related to the difficulties of crossing Domestic Street as well as specific concerns about congestion there at peak times.
- Full closure is unlikely to be an option as Domestic Street is required for local traffic movement, but measures which make the route less attractive to through traffic by giving pedestrians priority, reducing traffic speed and making the route less convenient as a short cut, could be implemented (see sketch plan below right).
- If pedestrians are to be given priority over vehicles, there needs to be sufficient short-term parking nearby so that those who need to drive can also get access. Most nearby roadside parking (when surveyed in 2016) is unrestricted and local consultation evidence suggests it is mainly used by commuters into the city centre.
- A project will therefore be developed to carry out public realm improvements, including measures to reduce congestion, provide off-street short stay parking, widen pavements and provide more planting.

**Project LC-a** – Improve the quality of the public realm within the local centre to create a sense of identity and place, including carrying out traffic management alterations to reduce congestion.



*Holbeck Local Centre as it could be*

*Suggested traffic management scheme for Holbeck Local Centre*

*©: Crown copyright and database rights 2012  
Ordnance Survey 100019567*



## 5. A Range of Community Facilities

### 5.1 Context

- 5.1.1 Holbeck has a range of community and cultural facilities (Map 6) serving its residents including community centres and pubs.
- 5.1.2 The consultation revealed that these facilities are valued but some of the activities within them are not as well-known locally as they could be. Security requirements because of perceived anti-social behaviour issues mean the community centres are not casually accessible. There is scope for making residents more aware of what is available and increased use could help to make them more easily accessible.
- 5.1.3 As part of the aspiration, also expressed in the South Bank Planning Framework, for improved social, cultural and economic (as well as physical) connections between the South Bank and Holbeck, community and other facilities within the neighbourhood plan area could be used by those living or working outside it, and *vice versa*.

### 5.2 Community Facilities

- 5.2.1 The following community facilities cater for either the whole area or more local needs:
- St Matthew's Community Centre includes a meeting hall and some small meeting rooms. Amongst other things, it hosts events organised by Holbeck Elderly Aid, Messy Play for toddlers, and acts as the South Area Youth Base, providing a variety of youth provision by the Youth Service. It is also the main location for meetings and activities of Holbeck-wide community groups. However, the layout is not particularly flexible and the internal space is consequently not as well used as it could be;
  - Holbeck Community Centre on Elland Road includes a hall, various meeting rooms and an external multi-use games area (MUGA) as well as a car parking area. It is the local base for "Health for All" and home of the Holbeck Youth Centre providing a range of activities;
  - Ingram Gardens Community Centre mainly serves the local Ingrams area but includes a hall which is used for public meetings about current regeneration proposals, for meetings of the Holbeck Gala Committee and volunteers as well as for local coffee mornings etc.;
  - Meynell Heights Community Room provides meeting facilities for its local area, and;
  - The Holbeck on Jenkinson Lawn, established in 1877 is claimed to be the oldest working men's club in the country, and is a privately run licensed club. It hosts a series of events from music to wrestling in its 300-seat concert room.

#### Objectives

- Retain and increase the use of existing community activities and facilities, including those aiming to improve health and well-being, making them more easily accessible.
- Promote the development of a community hub containing health centre, library, drop-in centre and other facilities.



*The Holbeck*

### 5.3 Pubs

5.3.1 Pubs play an important role in community activity and culture. Research by CAMRA concludes that *“People who regularly use a 'local' pub have more close friends on whom they can call for support, are happier and more trusting of others and feel more engaged with their wider community”* (*“Friends on Tap”* CAMRA Feb 2016). Only one pub, the Bull’s Head on St Matthew’s Street remains in the area with five having closed in recent years, though the Commercial Inn has not changed use and could re-open (see side box)

### 5.4 Health, Education, Cultural and Wellbeing Services

5.4.1 The following services exist within the area:

- medical services include the Shafton Lane Surgery and the Holbeck Dental Practice in Domestic Street, each with a single practitioner. There is a larger medical centre at Beeston Hill, south of Holbeck;
- Oak House on Balm Walk is the offices of Holbeck Elderly Aid, a charity providing a range of services to support and enhance the life of older people in the area, including advice and advocacy, providing transport, arranging day trips, coffee mornings and other events;
- Health for All, based at Holbeck Community Centre, is a community health development organisation working in partnership with local government, health services and local people to engage with and improve disadvantaged communities. *“The Bridge”*, at Elland Road, is Health for All's Learning Disability Service for adults in the area;
- The Holbeck Feast Cafe is a Dementia Cafe run by the Alzheimer's Society at Ingram Gardens Community Centre;
- Ingram Road Primary School is the only school in Holbeck. The secondary school, Matthew Murray on Brown Lane East closed in 2004 and pupils transferred to what is now the South Leeds Academy in Beeston. Schools have an important role in the wider community through educational activities supporting and learning about the area, enabling community use of facilities and encouraging community involvement in school activities;
- The Old Chapel on Czar Street is occupied by the Leeds Music Trust, a charity which aims to *“promote the art of music, develop musical education and skills and provide professional expertise and facilities for amateur musicians and local communities”*. This facility is a valued social asset in the community, as well as ensuring the continued use of a locally important heritage building, and;
- based just outside the area but playing an active role in it, is Swung Low, a community theatre company.

5.4.2 There is no longer a library in Holbeck. The old library building on Nineveh Road is listed and now used as offices. Following its closure the library was housed in a pre-fabricated building on the apex of Holbeck Moor from 1961 until its removal in 1999. The library re-located to Domestic Street and when it closed in 2012, was replaced by the present Post Office.

#### Pubs in Holbeck

- The Bull's Head on St Matthew's Street in the local centre.

Pubs closed since 2010:

- The Kings Arms on Stocks Hill (now residential use);
- The Britannia (now a convenience store) on Top Moor Side;
- The Spotted Cow (demolished 2015) also on Top Moor Side;
- The United Bar (previously the Waggon and Horses) on Elland Road, and;
- The Commercial pub on Sweet Street serving the whole of Holbeck. This may be revived as regeneration continues to add residents and workers in the South Bank area.

Pubs in Holbeck outside the Neighbourhood Plan area:

- The Cross Keys on Water Lane;
- The Midnight Bell on Water Lane, and;
- The Grove Inn, Back Row.

## *Policies to achieve a range of community facilities*

### **C1 - Expanding the range of existing facilities**

- The facilities previously described and the services they provide are important ingredients in community life in Holbeck and have been consistently endorsed by the local community during the development of the Neighbourhood Plan. 74% of questionnaire respondents made use of the existing facilities while 80% thought additional facilities were required. It is therefore important that they are retained to serve the needs of Holbeck, and supplemented where possible.

#### **Policy C1 – Expanding the range of existing facilities**

Development which retains and adds to the range of local community facilities and services available to meet the needs of all within the Holbeck Neighbourhood Area will be encouraged.



*St Matthew's Community Centre*

## C2 - Retaining existing facilities

- The list of facilities contained in the following policy are those which are particularly valued and the loss of any one of them through development or a change of use would be detrimental to the future of Holbeck. In some cases, their location is important: for example, the Post Office needs to remain in the Local Centre.
- The NPPF emphasises the importance of the planning system in creating healthy inclusive communities (para 69) and that *“to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should “(among other things) “guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs” (para 70).*
- Leeds Core Strategy Policy P9 – Community and other Services, states that *“Where proposals for development would result in the loss of an existing facility or service, satisfactory alternative provision should be made elsewhere within the community if a sufficient level of need is identified”.*
- Policy C2 provides the local parameters for that Core Strategy policy:

### Policy C2 – Retaining existing facilities

Where proposals for development would result in the loss of any of the following facilities or services, satisfactory alternative provision should be made elsewhere within Holbeck Neighbourhood Area if a sufficient level of need is identified:

1. St Matthew's Community Centre;
2. Holbeck Community Centre;
3. Ingram Gardens Community Centre;
4. The Holbeck;
5. Shafton Lane Surgery;
6. The Bull's Head, St Matthew's Street;
7. The Commercial, Sweet Street;
8. Old Chapel Studios, Czar Street, and;
9. Post Office, Domestic Street.



*Holbeck Community Centre*

### C3 - Improving Health and Well-being

- Holbeck lies in an area with the highest level of deprivation in terms of health (decile 1) and scores 7.16 out of 10 for life satisfaction in data on subjective wellbeing (Leeds as a whole = 7.45 - from Office of National Statistics and [opendatacommunities.org](http://opendatacommunities.org)).
- *“Access to local facilities such as shops, schools, health centres and places of informal recreation are important for health and well-being, both for the physical activity taken in getting there and the social interaction on the way there or at the facilities”* (“Addressing the social determinants of health: the urban dimension and the role of local government” World Health Organisation 2012).
- Enhancing the provision of facilities for health, cultural services and physical activity and making walking, running and cycling routes easier, safer and more attractive can all assist in improving health and wellbeing in Holbeck (more information on the role of greenspace and outdoor sports is included in Section 8).
- Most pupils at Ingram Road School live within walking and cycling distance. Ensuring safe travel to school is important in encouraging more children to walk and cycle, and there is considerable evidence that this type of regular activity can improve fitness and health (Sustrans overview of evidence “Young People – related academic evidence” July 2011). Creating designated safe routes to schools both within and outside the neighbourhood will help provide the confidence that children and their parents need to encourage more active travel. This aspect is considered in more detail in Section 10.
- Developments can help to improve health and wellbeing in several ways, many of them highlighted in the Leeds Director of Public Health Report “Planning a Healthy City - Housing Growth in Leeds” (2015).
- Because of the need to improve health and wellbeing in Holbeck, proposals for development should include information setting out how it will contribute to that improvement

### C4 - A Health Hub

- Connect for Health is a social prescribing service commissioned by Leeds South and East Clinical Commissioning Group and delivered by Leeds Mind. Two issues they have identified in Holbeck are:
  - General lack of services in the area- people must go to Beeston or into the centre which can be difficult, particularly for those with mobility difficulties;
  - A further barrier to accessing services is that there isn't a community 'Hub' such as library or similar. The St. Matthew's community centre is well-located but seems to be under-used because of the booking system.
- In addition, 75% of questionnaire respondents felt that there needed to be improvements in the provision of health and well-being facilities with a better health clinic being the main priority.

### Policy C3 – Improving Health and Wellbeing

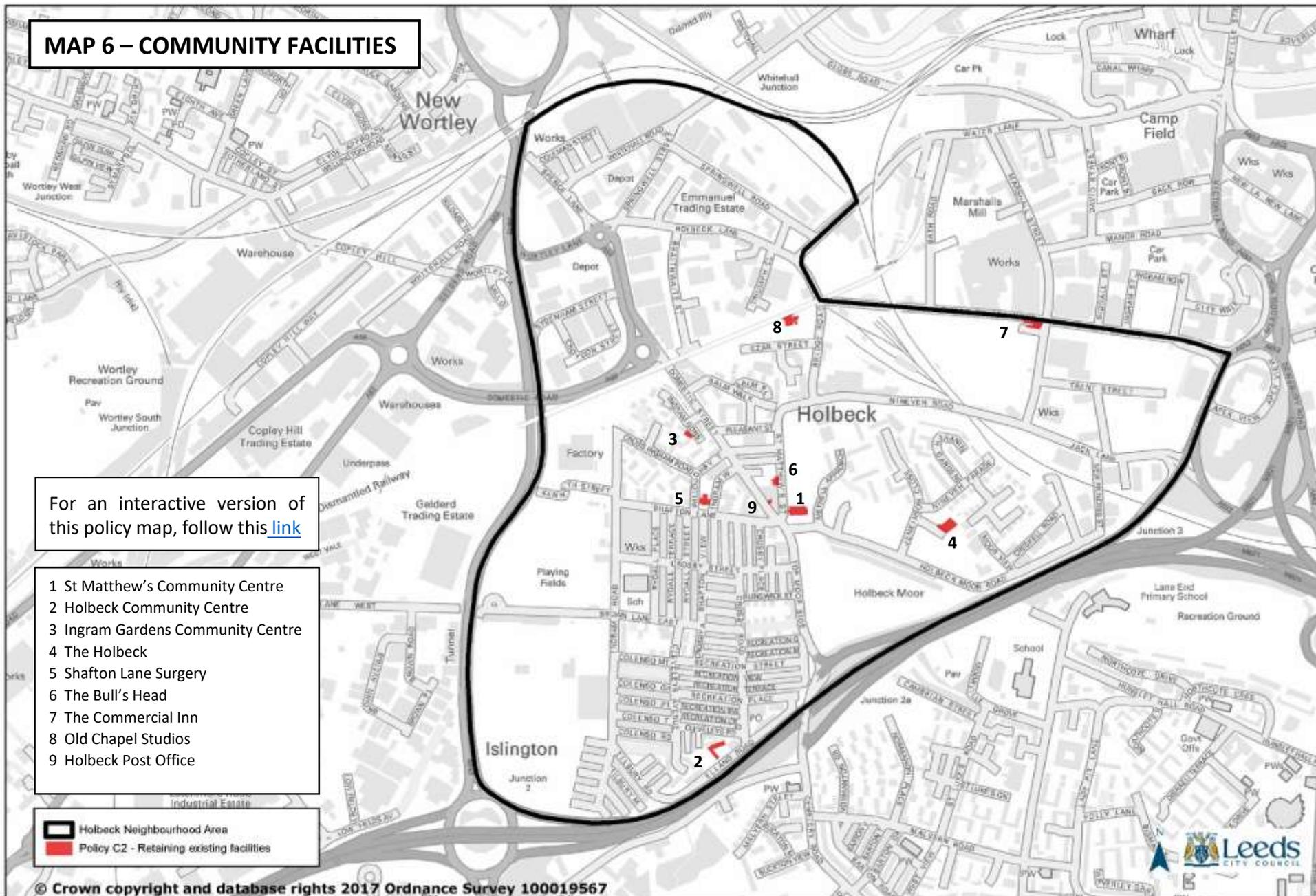
Proposals for development should where appropriate demonstrate that the development will make a positive contribution to the health and wellbeing of the community by measures such as:

- minimising the impact of climate change and ensuring low levels of air and water pollution and noise;
- ensuring access to high-quality public and private spaces and natural habitats,
- healthy design and lifetime homes;
- encouraging physical activity and active travel, and;
- improving community safety.

### Policy C4 – Health Hub

Development of a health hub providing a single local venue for health and well-being related facilities will be encouraged in Holbeck Local Centre. If a suitable site within the Local Centre is not available, consideration will be given to alternative sites within the Holbeck Neighbourhood Area, subject to satisfactory access, effect on local amenity and other planning considerations.

## MAP 6 – COMMUNITY FACILITIES



PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL Produced by: NI Date: 21/03/2017

## Projects to achieve a range of community facilities

### Promotion and publicity

- Many of the consultation comments suggested that community activities are not well-promoted and many people did not know what the community facilities could provide. There was a sense that the facilities would be better used if there was more awareness of what went on in them

### St Matthew's

- The internal layout of St Matthew's Community Centre is such that it is difficult to use for more than one event at a time. Alterations could be carried out to improve that, and possibly introduce other uses such as a small permanent library to bring more people in. Security considerations also mean the building is less accessible than it could be, but greater use would lead to improved self-policing, allowing a more open feeling.

### A Health Hub

- Whilst Policy C3 encourages such a use, further work may be necessary to bring about such a proposal.

**Project C-a:** Promote the use of community facilities such as Holbeck WMC, St. Matthews Community Centre and Holbeck Community Centre.

**Project C-b:** Carry out improvements to St Matthews Community Centre to increase its flexibility and the range of its uses.

**Project C-c:** Promote consideration of developing a centrally located community hub containing health-related and library provision.



Shafton Lane Surgery

## 6. A Choice of Quality but Affordable Housing

### 6.1 Housing Data<sup>1</sup>

6.1.1 Estimating from the 2011 Census, there are approximately 1,980 houses in the neighbourhood plan area for the c.3,900 population. 64% of these are pre-1914 mainly between Top Moor Side and Ingram Road, mostly back-to-backs with some rows of through terraces. 22% are houses built by the Council mainly in the centre of Holbeck on land cleared of older housing in the 1960s to 1980s. Recently constructed PFI housing along the north side of Holbeck Moor accounts for most of the rest.

6.1.2 The tenure mix in the area (compared to Leeds as a whole) is approximately:

- 34% social rented housing (Council and Social Landlords) (Leeds 25%);
- 52% owner-occupied (Leeds 61.7%), and;
- 10% privately rented (Leeds 9%);

with the remaining 4% either shared ownership or living rent-free.

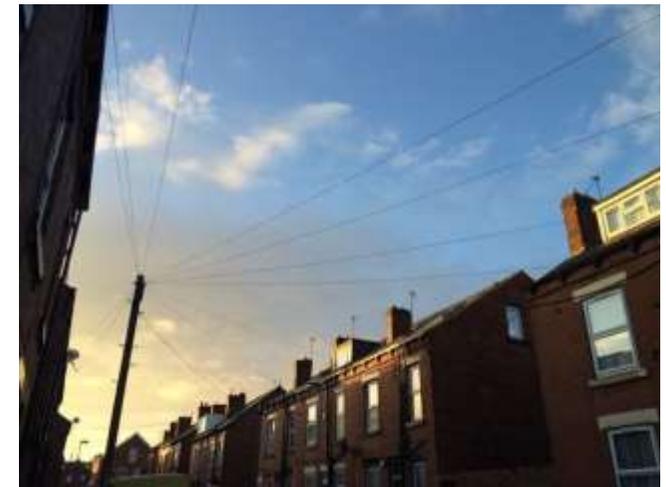
6.1.3 These figures are taken from the Holbeck HMA (see footnote) commissioned by the Council. A more recent analysis by the Council of a sample section of back-to-back streets in Holbeck, the Receptions (“Leeds Neighbourhood Approach Area 3”), shows that of the 187 houses, 34 (18%) are social rented, 22 (12%) are owner-occupied, 104 (56%) are privately rented and 25 (13%) are empty (with 60 empty properties in the whole of the back-to-back area). Many of the latter are empty long term, and this can help to depress the appearance of the area, particularly where concentrated in a single street.

6.1.4 Most of the 1970s-80s houses are 2 to 3 bedrooms, while many of the older houses, particularly the unaltered back-to-backs, have single bedrooms. The newer houses are predominantly two or three bedrooms with no single bedroom dwellings. There are two groups of sheltered accommodation for the elderly at Ingram Court and Cleveleys Court, but no care or nursing homes in the area.

6.1.5 Some of the privately rented houses are houses in multiple occupation (HMOs). Whilst there are only 6 on the HMO Register (Oct 2016), local knowledge suggests the numbers are considerably higher. A Landlords Forum for Holbeck has been set up which will enable many of the issues associated with privately rented

### Objectives

- Provide additional housing suitable for the elderly, together with more affordable housing.
- Carry out improvements to houses and the streets and spaces between them particularly in the area occupied predominantly by pre-1914 development.



*Pre-1914 houses in Holbeck*

<sup>1</sup> Figures from 2011 census and “Holbeck Neighbourhood Plan Pilot Housing Market Assessment (HMA) Evidence Base” Re’new 2013. The figures are approximate because the data output areas do not coincide with the Holbeck Neighbourhood Plan area, but include parts of Beeston and Holbeck to the north. In addition, the tower blocks which contained more and smaller units have been demolished since the census

accommodation in the area to be discussed between representatives of the community, landlords and the City Council.

- 6.1.6 Average house prices are only just over half the city average, but incomes are also low in comparison, so even low priced houses are not necessarily affordable. Rents in the private sector are also significantly lower than in many parts of Leeds, but even so, may be unaffordable for households in low paid work. The proportion of people in semi-routine and routine occupations is higher than the city average whereas the proportion of people employed in managerial and professional occupations is significantly lower than the average for Leeds (from the 2011 census).

## 6.2 Housing Regeneration

6.2.1 Some of the proposals put forward by the Holbeck Regeneration Plan for improvements have been commenced or completed:

- 108 new houses and apartments on Holbeck Moor Road, on the site of demolished tower blocks, by Sustainable Communities for Leeds (SC4L), a public/private partnership organisation;
- 42 new houses on Top Moor Side/Brown Lane, where selective demolition of back-to-backs has taken place, by Unity Housing Association;
- improvement work to local authority owned houses, both internally and externally, by SC4L, and;
- improvements to Council-owned back-to-back and through terraces areas, concentrated on individual houses rather than the area, also by SC4L.



2016 : New homes by SC4L

## *Policies to achieve a choice of quality but affordable housing*

### H1 - Affordable Housing

- Holbeck lies within the Inner Area Market Zone defined in the Core Strategy which requires developments of over 15 houses normally to provide 5% affordable housing (as defined in the Core Strategy). Provision off-site or financial contribution in lieu would require robust justification.
- The Holbeck HMA found that 57.6% of households in Holbeck were unable to afford entry level market housing. It also concludes that any new development "*needs to be cognisant of the limited incomes of local residents*".
- This was a theme which was also raised during the community engagement on the Neighbourhood Plan and to avoid the possibility of residents having to move elsewhere to obtain affordable housing, any new development within Holbeck should include affordable housing either on site or elsewhere in the Neighbourhood Plan area

#### **Policy H1 – Affordable Housing**

Where new housing development requiring affordable housing is otherwise acceptable, the provision of affordable housing on site will be particularly encouraged. Where provision off-site or a financial contribution is justified such provision or contribution should be made within the Holbeck Neighbourhood Area where possible.

## H2 - Housing Mix

- The Holbeck HMA found that there is a need for small dwellings for starter households, and to “*meet rehousing pressures generated by the Bedroom Tax*”. It also identified a need for new family sized homes to enable movement of households needing larger properties.
- Although the percentage of retired people in the area is equivalent to Leeds, this is not reflected in the amount of suitable accommodation available. Almost three-quarters of respondents to the questionnaire thought there should be a better mix of sheltered housing, care homes, private and social houses in Holbeck.
- There is a continuing requirement in the area both for rented accommodation and properties to buy for aspirational households. An alternative to these mainstream forms of tenure is the shared ownership model on the lines of LILAC (Low Impact Living, Affordable, Community) in Bramley. This is housing developed by a member-led not-for-profit cooperative society which is also a Mutual Home Ownership Society (MHOS). The Holbeck Neighbourhood Forum received a presentation from members of LILAC and supported the concept of a similar form of cooperative housing in Holbeck. The Holbeck HMA suggested that “*Holbeck could emerge as a ‘hub’ of green housing aimed at young households concerned about the environment and looking to live in affordable good quality housing*”.
- The Core Strategy includes a policy on Housing Mix (H4), requiring an appropriate mix “*taking into account the nature of the development and character of the location*”. The Holbeck Neighbourhood Plan seeks to ensure that the mix of house type and tenure in any development reflects the specific needs of Holbeck outlined above.

### Policy H2 –Housing Mix

Where new housing development is otherwise acceptable, the following dwelling types should be prioritised:

- single bedroom properties;
- larger family houses (4+ bedrooms), and/or;
- properties suitable for independent living;

subject to an updated local Housing Market Assessment where appropriate.



*Unity Housing Association development , Brown Lane*

### H3 - Matthew Murray site

- The site of the Matthew Murray secondary school, closed in 2004 and demolished 2007 (with pupils transferred to what is now the South Leeds Academy in Beeston), has remained vacant since then, though used informally as open space. The site was proposed for housing in the Holbeck Regeneration Plan with community support and Leeds Strategic Housing Land Availability Appraisal (SHLAA) 2014 report included the site as “suitable” for housing. Much of the housing shortfall identified in the Holbeck HMA could be provided there, and it is the only local site which could make a substantial contribution to the family housing required in any housing mix (Policy H2). Alternative tenure options could also be included, such as a community housing trust (see Housing Mix above).
- The green space on the site provides a valued area of open land within the extended urban green corridor. The nearby residential area has limited access to amenity space, and is densely laid out. Publicly accessible green space on the Matthew Murray site when it is developed would redress the balance to a degree. As a school, green space occupied about 60% of the site area and was publicly accessible when the school was operational. Reflecting the views of 72% of questionnaire respondents and the Holbeck Regeneration Plan, discussions at full Forum meetings resulted in a consensus that, although some of that could be developed, 40% of the site should be laid out as usable green space with provision for outdoor sport, including any green corridor provision (see Policy H3).
- The site forms part of a green corridor encircling Holbeck and any development there would need to provide the green space in a way which provides that link as well as walking and cycle access to and from the rest of Holbeck to the east and south-east (see para. 8.3.1 and policy G1). Similarly, the east-west route of Brown Lane is also an important link which needs to be recognised in the development.

### H4 - Mixed Use Opportunities

#### H5 – Area south of Sweet Street

- At the community workshops held by the Neighbourhood Forum, the disconnection between the employment and residential areas was identified. However, many employment uses can be mixed with housing, contributing to ease of access and a variety of people active throughout the day. The retail and other small-scale uses in the Local Centre provide such a mix, as do some of the employment uses on the east side of Ingram Road.
- There are opportunities for more mixed-use areas, including south of Sweet Street where there are previous mixed-use planning approvals. Areas along Ingram Road and Holbeck Moor Road would also be suitable for a mix of residential with small workshops or offices. Housing may be less suitable north of the Viaduct where existing uses may be less compatible (see Policy E1). However, there may be residential as well as commercial opportunities involving the historic buildings within the Holbeck Industrial Heritage Area which could assist in their restoration (see Maps 7 and 11).

#### Policy H3 – Matthew Murray site

The development of the Matthew Murray site primarily for a mix of housing, including affordable housing and shared ownership housing, in a green infrastructure setting will be supported in principle, together with other uses compatible with its residential location. Any development will:

- include at least 40% of the site area as publicly accessible green space, and;
- be subject to a development brief submitted with the application showing how the scheme will retain and improve the green infrastructure of Holbeck and provide suitable connectivity with the rest of Holbeck.



Matthew Murray School site

- The land south of Sweet Street and north of the railway line/Nineveh Road/Jack Lane, includes two large development sites: Sweet Street West and Sweet Street East, both also within the Holbeck, South Bank SPD area and the South Bank Planning Framework area, each of which provides additional guidance.
- Sweet Street West is primarily intended for employment use and is considered in more detail in the Job Opportunities section (Policy E3). However, it would also be suitable for residential/mixed use, and if proposed as such, the following paragraphs are relevant and policies H1, H2 and H4 would also apply.
- Sweet Street East and other sites east of Marshall Street are suitable for residential or mixed use. These are also within the Holbeck South Bank area where higher densities are more appropriate. Nevertheless, Policies H1 and H2 above are still applicable to these sites which will make the transition between these areas of Holbeck. That transition should be recognised in the design of green walking and cycling routes between Holbeck and the city centre, to be included as part of the public realm strategy for developments there (see Map 9). The Holbeck Regeneration Plan contained, as an aim for sustainable regeneration, improvements for walking and cycling to the city centre (see also Section 10 re connections), re-iterated in the Holbeck, South Bank SPD.
- Section 8 in the Neighbourhood Plan, and the Holbeck, South Bank SPD, both include proposals for Sweet Street to act as a Local Green Corridor with boulevard planting providing green space along its length, and this needs to be recognised in any development of all the sites alongside it, including the Sweet Street East site. To enliven this space, the layout and design of buildings should preferably include active frontages along Sweet Street by locating more publicly accessible uses there and should certainly include windows and entrance doors rather than blank facades.
- There are several employment uses along Ingram Road which, together with the residential uses also there, add to the variety, though the buildings and their surroundings in some cases are in need of improvement to enhance the residential amenity. There are also some traffic conflicts with large goods vehicles having to use residential streets. The Holbeck Regeneration Plan proposed mixed use development in this area.
- As sites come forward for redevelopment, here and to the east of the area, consideration should be given to a change to residential uses in some cases, while maintaining a mix of uses which could include residential and compatible employment uses to maintain job opportunities while regenerating the area along Ingram Road.

#### **Policy H4 – Mixed Use Opportunities**

Development in the following locations shown on the Policies Maps 4 and 7 for a mix of residential, employment and local service uses will be supported in principle:

- south of Sweet Street;
- Ingram Road;
- Holbeck Moor Road (east end), and;
- Holbeck Industrial Heritage Area.

The employment uses in the mix should be compatible with residential use in terms of residential amenity. Any development should seek to achieve a high-quality environment and public realm.

#### **Policy H5 – Area south of Sweet Street**

Development in the area south of Sweet Street which includes the following will be encouraged:

- pedestrian and cycle links which will facilitate safe and easy movement between the Holbeck Neighbourhood Area south of the site(s) and the remainder of Holbeck;
- a local green corridor providing greenspace including street trees planted along the south side of Sweet Street, and;
- building entrances and windows along the Sweet Street local green corridor, including active frontages.

## H6 - Housing regeneration

- Although the Holbeck Regeneration Plan has resulted in significant improvements, more remains to be done. Among the issues identified by the Holbeck HMA is the condition of some of the older housing in the area: *“The appearance of Holbeck may not inspire confidence in would-be investors. Housing condition is variable in the area with absentee and speculative landlords failing to invest in the properties, and the bleak streetscape of many of the streets a disincentive to demand from incoming residents. There are numerous back-to-back terraced homes in the area which are often in poor condition and the bin yards separating back-to-backs remain a problem...Many (of these houses) remain hazardous to residents, energy inefficient and of a poor appearance unattractive to would be residents”*.
- The area of predominantly back-to-back housing between Top Moor Side and Ingram Road has been identified as an area of heritage value (see Policy HC3 and Policies Maps 7 and 11 where it is defined as Holbeck Housing Heritage Area).
- The quality of houses and the streets and spaces between them can affect confidence in an area and raising that quality can make it a source of pride and enjoyment: in short, making a house into a home and helping to build a sustainable community. Improvements which include insulation and other energy-reducing measures are possible for privately owned houses (whether rented or owner-occupied) through grant-aided schemes which may need to be more widely adopted.
- Improvements to the streets and spaces around the houses are an important part of the regeneration process and should be carried out at the same time as internal improvements. These improvements to the streetscape could include:
  - tree planting in wider streets;
  - restoration of brick boundary walls and railings;
  - repaving to create streets where pedestrians have priority;
  - better parking arrangements, and;
  - provision of gardens and walkways through the old toilet/bin area of the back-to-backs including artwork.

### Policy H6 – Housing regeneration

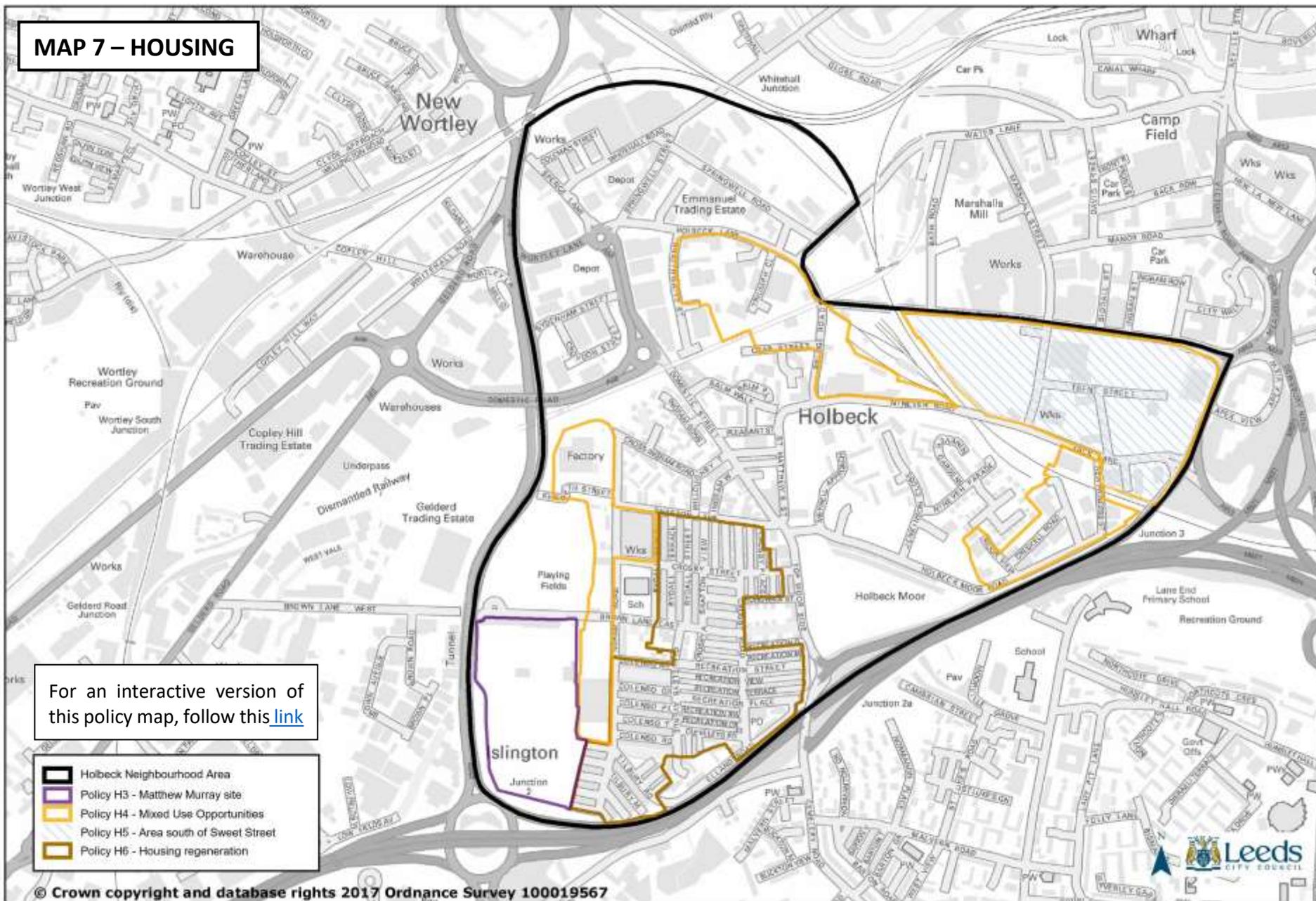
Development within or on the edge of the Holbeck Housing Heritage Area should seek to improve the condition and quality of the terraced and back-to-back houses and their setting, notably boundary treatments, bin storage and streetscape.



from “Beeston Hill & Holbeck Land Use Framework”

LCC

# MAP 7 – HOUSING



For an interactive version of this policy map, follow this [link](#)

-  Holbeck Neighbourhood Area
-  Policy H3 - Matthew Murray site
-  Policy H4 - Mixed Use Opportunities
-  Policy H5 - Area south of Sweet Street
-  Policy H6 - Housing regeneration

© Crown copyright and database rights 2017 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL. Produced by: NI Date: 21/03/2017

## *Projects to achieve a choice of quality but affordable housing*

### **A Community Housing Trust**

- The ideas for a community housing trust, inspired by the LILAC scheme, were well received by residents and can provide an alternative to both owner-occupation and privately rented housing in addition to the benefits of low carbon impact living. Such a model could form the basis for new housing development, preferably on the Matthew Murray site.

### **Improvements to back-to-back and terrace areas of housing**

- Whilst relevant development requiring planning permission will be subject to Policies H6 and H7, there is more that can be done to improve the situations which they address.
- Improvements to streets, bin yards, boundary treatments etc. need to be addressed by a partnership project between landlords, residents and Leeds City Council.
- Improvements to housing in the private rented sector need to be addressed by engaging with local landlords and ensuring that properties are kept in good condition and well-managed.



Shafton View

**Project H-a** Promote the concept of a Community Housing Trust, possibly on the site of Matthew Murray School, with a development brief to guide development to achieve a mix of housing.

**Project H-b** Carry out improvements to streets, back lanes, bin stores, boundary treatments etc. in the back-to-back and terrace areas (Holbeck Housing Heritage Area).

**Project H-c** Enforce applications for Houses in Multiple Occupation and their licencing.

**Project H-d** Continue and strengthen the Landlords Forum

## 7. A variety of Local Job Opportunities

### 7.1 Employment Locations

7.1.1 The Viaduct remains a strong division between mainly employment uses to the north and mainly residential uses to the south. Nevertheless, there are also employment uses along Ingram Road in the west; on either side of Bridge Road south of the Viaduct; and a further group in the east along Holbeck Moor Road. North of the railway there much of the previous employment land is vacant and awaiting development. There are also pockets of individual employment uses within the residential areas. The Viaduct itself includes small businesses in many of the arches.

### 7.2 Employment Sectors

7.2.1 Most sectors are represented in Holbeck. Whilst there is no manufacturing left in the east of the area, there is still some in the north, including printing/publishing and pharmaceuticals. These are interspersed with warehousing and service industry units. At the prominent roundabout at Spence Lane /Holbeck Lane, retail is the key use, with a home furnishing retail warehouse and three car showrooms.

7.2.2 On Ingram Road, there is a greater mix, with manufacturing, warehousing, service and creative industries and a waste recycling company all represented. Service industries and warehouses occupy most of the employment area to the east of Holbeck.

7.2.3 There are few offices, however. Evolution House on Springwell Road is an exception and the vacant sites south of Sweet Street have planning permissions for mixed use development of housing and offices.

7.2.4 Sweet Street West (south of Sweet Street and north of the railway) is intended for a new employment use (see Policy E3). However, failing that, it is also suitable for residential mixed use (see Policy H4 and its justification).

### 7.3 Urban design quality

7.3.1 Most buildings north of the Viaduct are recent industrial units of various sizes with only the car showrooms of more eye-catching design. The few older buildings (see Heritage Assets) are the hidden gems providing a reminder of Holbeck's past within the spread of profiled sheet cladding.

7.3.2 To the east side of Ingram Road is a group of buildings including some from the turn of the 20th century and Clyde Works of 1935 with an Art Deco corner design and horizontal steel-framed glazing (see also

#### Objectives

- Encourage new employment and mixed use development in appropriate locations.
- Improve business premises by attractive boundary treatments, shop fronts, and access/servicing arrangements.
- Improve vacant sites/premises by temporary greening or uses



Holbeck Lane/Springwell Street

Sections 9 and 14 below). There are several other buildings and sites which have been vacant for some time, crudely barricaded, where there are problems of vandalism and which create a negative appearance.

- 7.3.3 Between buildings, the roads and spaces particularly north of the Viaduct are, designed primarily for efficient traffic flow. Landscape quality and the experience of people walking or cycling have not been major considerations. Consequently, there are few areas that are pleasant to be in and there is little positive sense of identity.

#### 7.4 Access to employment areas

- 7.4.1 The primary routes for heavy vehicles and other commercial traffic are mainly to and from the M621 via the Ingram Distributor or Jack Lane, with Domestic Street and Holbeck Moor Road as alternatives. Traffic to and from Ingram Road is directly through the residential area, with Shafton Lane and Brown Lane East the usual routes.
- 7.4.2 For residents of Holbeck, there are opportunities for local employment within walking distance and certainly cycling distance, subject to the availability of appropriate jobs. The routes are limited, however, with Domestic Street and Bridge Road the only ways through the Viaduct. More attractive routes will encourage more local employees to use active modes of travel, contributing to personal and community health and well-being (see section 5).



*Clyde Works (1935), Ingram Road/Crosby Street*

## *Policies to achieve a variety of local job opportunities*

### **E1 – New Employment Uses**

- The area north of the Viaduct, shown on Maps 4 and 8, includes a relatively high proportion of closed and vacant premises. There were 7.5% fewer businesses identified by the Office for National Statistics in March 2013 compared to the year before (within the Census MSOA which includes the whole of Holbeck). Unemployment in the same area in 2011 was almost twice that of Leeds as a whole (9.32% against 4.94%).
- Improved job opportunities in the area could benefit local residents who would have the advantage of relatively easy access to this employment area. In particular, the provision of low cost units suitable for start-up companies, such as those in the Leeds City Council owned Barkston House on Croydon Street would provide a variety of opportunities.

#### **Policy E1 – New employment uses**

New manufacturing and commercial employment uses, including the regeneration of existing premises through new building, alterations or extensions, will be encouraged within the area north of the Viaduct, shown on Maps 4 and 8, subject to consideration of access and amenity issues.

## E2 - Sweet Street West

- An outline approval for the Sweet Street West site, shown on Maps 4 and 8, for mixed use includes publicly accessible spaces allowing pedestrian and cycle links between Nineveh Road and Sweet Street. This concept should be maintained in any future proposal. If the site is used purely for employment, these links should be included within the site along Marshall Street and Sweet Street.
- Section 8 (supplemented by Section 13) includes proposals for Sweet Street to act as a Local Green Corridor with boulevard planting providing green space along its length, and this needs to be recognised in any development of all the sites alongside it. To enliven this space, the buildings should include active frontages along Sweet Street, with more publicly accessible uses here, including windows and entrance doors rather than blank facades.

## E3 - Spaces around buildings

- Feedback from the community walkabouts suggests that poor boundary treatments have a detrimental impact on the appearance and quality of the business area. Improvements to both the public realm – highways, verges and other common spaces – and the private land immediately surrounding a building could help to create that high quality which will make Holbeck an attractive place to work as well as to live.
- Most business premises provide physical barriers for security: shutters, palisade fencing, etc., much of which creates a poor visual environment. The principles of “Secured by Design”<sup>2</sup> can be used to improve safety and security without compromising appearance. This means ensuring routes around the premises are well-used and well-lit; that there is natural surveillance from other properties and an active public realm; that private spaces are well-managed; and that occupants have a sense of pride in the property just as local users of the public realm have a pride in the area.
- Tree planting within development sites could make a big impact on the appearance of employment areas and contribute to the linking of green corridors as described in the justification for Policy G1. The landscaping required under previous approvals has already provided some greenery (for example along Holbeck Lane and in Springwell Court). Proposals for new development will be expected to provide a high quality external environment as part of the development, including soft and hard landscape – tree planting, shrubs, boundary walls, and paving – to continue the process.
- Existing property owners and occupiers may wish to carry out their own improvements even where no development is planned. The economic value to business of green spaces is well documented and businesses also have a wider responsibility as good neighbours to help improve the environment of which they are part.

### Policy E2 – Land at Sweet Street West

Development of the Sweet Street West site (shown on Maps 4 and 8) for employment use or a mix of residential and employment uses will be supported. Any development should achieve a high-quality environment and public realm and in doing so, the inclusion of the following will be encouraged:

- pedestrian and cycle links which will facilitate safe and easy movement between the Holbeck Neighbourhood Area south of the site and the remainder of Holbeck;
- a local green corridor providing greenspace including street trees planted along the south side of Sweet Street, and;
- building entrances and windows along the Sweet Street local green corridor, including active frontages where possible.

<sup>2</sup> “Secured by Design – Commercial Developments 2015v2” Police Security Initiative

#### E4 - Vacant sites

- Vacant sites can be a blight on an area, giving an impression of dereliction and disinterest. Ideally, such sites could provide temporary use for alternative users, for example starter businesses in pop-up units for a limited time. Failing an appropriate temporary use, inexpensive greening with tree-planting, wildflower planting and the like with better-design security enclosures would demonstrate good neighbourliness especially if carried out in partnership with Holbeck in Bloom (see also Green Environment section).
- Where planning permissions are given, but are not substantially started within a certain period, conditions on the approval could require a landscape scheme to be implemented.



*Wildflower planting by Holbeck in Bloom on Brown Lane redevelopment site while waiting for construction*

#### Policy E3 – Spaces around buildings

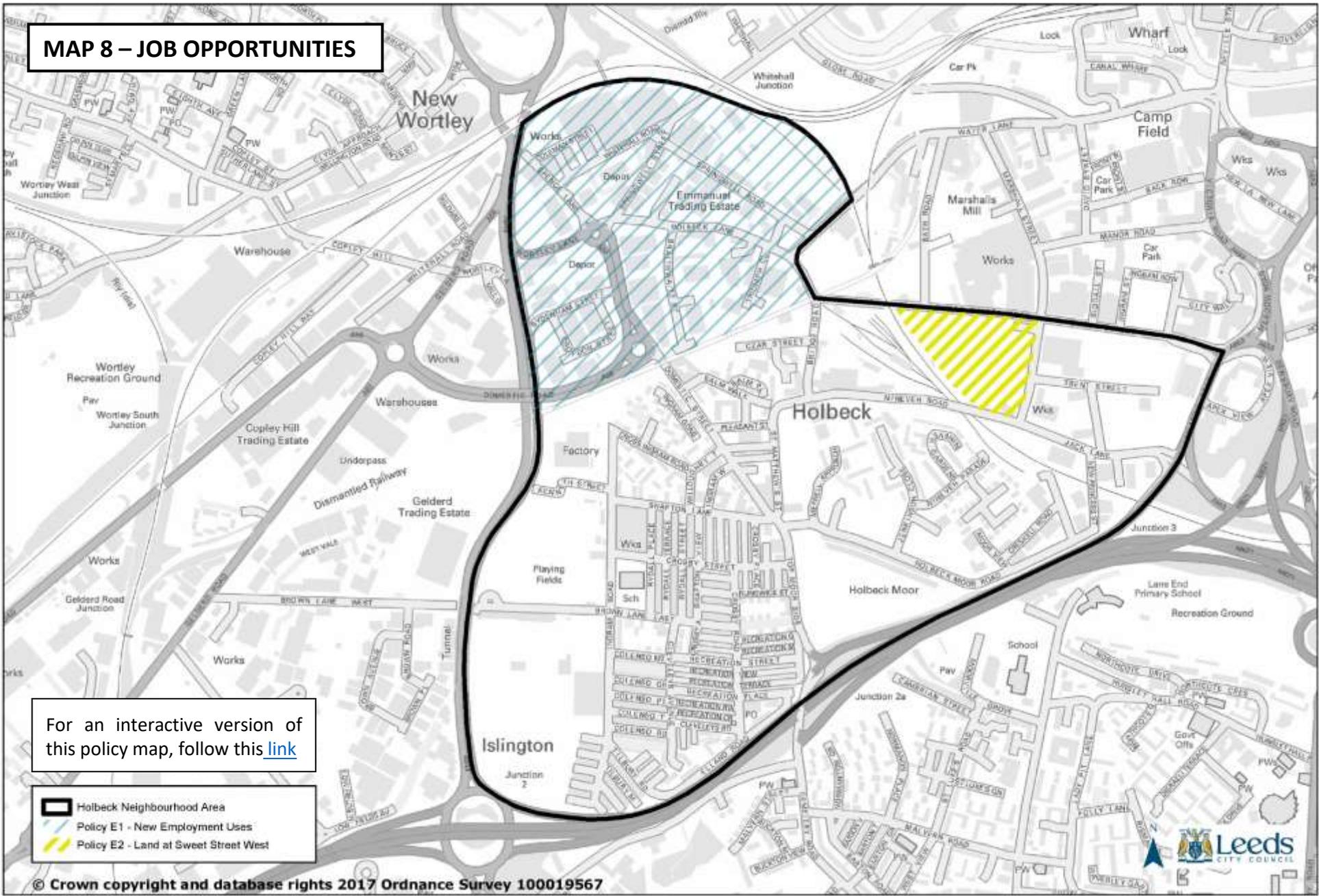
Developments for commercial use should include measures which:

- apply ‘Secured by Design’ principles to boundary treatments whilst ensuring boundaries present an attractive appearance;
- include internal grille-type security shutters (where shutters are required);
- provide a suitable landscape treatment, including trees where there is sufficient space.

#### Policy E4 – Vacant Sites

Proposals for temporary/meanwhile uses or landscaping of vacant employment-use sites and properties, particularly those adjoining public access routes, will be encouraged and supported provided the use is appropriate to the location.

**MAP 8 – JOB OPPORTUNITIES**



For an interactive version of this policy map, follow this [link](#)

-  Holbeck Neighbourhood Area
-  Policy E1 - New Employment Uses
-  Policy E2 - Land at Sweet Street West

© Crown copyright and database rights 2017 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL Produced by: NI Date: 21/03/2017

## Projects to achieve a variety of local job opportunities

### Improving the business environment

- The policies above are aimed at making the business area of Holbeck more attractive for employees and others moving around the area which in turn will help to attract business owners to invest in the area. Nevertheless, other means of making improvements will also be investigated to achieve those aims.
- In many areas Business Forums have been set up where employers can share concerns and form a joint approach to various local issues and this could be a way to encourage environmental improvements. Another alternative might be the formation of a Business Improvement District (BID). The Government has described these as:  
*“...business led partnerships which are created through a ballot process to deliver additional services to local businesses. They can be a powerful tool for directly involving local businesses in local activities and allow the business community and local authorities to work together to improve the local trading environment.”*
- A BID was set up for the city centre in 2015 and the idea could be equally useful in improving the business environment in Holbeck.
- The need for regeneration in the northern part of the Plan area means that it has become attractive for sex workers and whilst this is unofficially “managed”, this is a short-term solution.

**Project E-a** – Work to restore the historic mill buildings in the Holbeck Industrial Heritage Area for mixed uses.

**Project E-b** – establish a ‘Business Forum’ of local businesses and property owners.

**Project E-c** – work to find a long term solution to the managed area, including by extending active uses and improved environment.



*Braithwaite Street*

## 8. A Green Environment

### 8.1 Health and Wellbeing

- 8.1.1 *“Areas with more accessible green space are associated with better mental and physical health” and “the risk of mortality caused by cardiovascular disease is lower in residential areas that have higher levels of ‘greenness’”.* These statements are included as part of the overview of a note by the Parliamentary Office for Science and Technology (POSTnote 538 October 2016) as evidenced by reference to several research conclusions.
- 8.1.2 Furthermore: *“Natural, green environments are often perceived as places to relax, escape and unwind from the daily stresses of modern life, thus having a positive effect on our emotional wellbeing.... lower mental distress and higher wellbeing is linked with living in urban areas with more green space, highlighting further the importance of policies to protect and promote urban green spaces for community wellbeing”* “Ecominds effects on mental wellbeing” (Mind 2013).

### 8.2 Flooding

- 8.2.1 The northern part of Holbeck includes an area that is identified as being at risk of flooding (on the Environment Agency Flood Map for Planning and the Council's Strategic Flood Risk Assessment). Development in this area will be subject to national guidance and relevant Core Strategy policies. Green spaces help to reduce water run-off into existing sewers and watercourses.

### 8.3 Strategic Green Infrastructure

- 8.3.1 The Core Strategy identifies the Holbeck area as an opportunity to *“extend Green Infrastructure by linking green spaces or by filling in gaps in Green Infrastructure corridors”* (CS Policy G1 and CS Map 16). Two urban green corridors, taken from the UDP saved policy N8, are shown on the LDF Policies Map:
- from Brown Lane East POS and the Matthew Murray site extending south to include Beggar's Hill, Holbeck Cemetery, Cross Flats Park and Middleton Park, and;
  - from Nineveh Road in the north through St Matthew's cemetery and Holbeck Moor, the south side of the M621 branching along the M1 and alongside Middleton Railway to Middleton Park. The Core Strategy aim is to extend this into the City Centre (see Map 9).

#### Objectives

- Extend strategic green infrastructure.
- Create local green corridors to provide attractive and safe pedestrian routes.
- Improve facilities on green spaces, notably Holbeck Moor.
- Create new ‘pocket parks’ within both the residential and business areas linked to the green corridors.
- Improve ‘Streetscapes’ –with high quality hard and soft landscaped public realm and street tree planting generally, with a focus on the ‘local centre’, the industrial areas and residential areas (particularly back-to-back streets).
- Encourage Community Safety by ‘Secure by Design’/natural surveillance

## 8.4 Green Spaces

8.4.1 Holbeck Moor is a centrepiece of the area well used for events, children's play and football. Also in the centre is St Matthew's cemetery, a Leeds Nature Area. There are other amenity spaces on the northern edges of the 1970s-80s housing areas and some within them, but the south west of the area is poorly served. To the west, the allotments and Ingram Road School and Matthew Murray School playing fields (the latter no longer in school use but casually used by residents) provide separation from the Ingram Distributor.

8.4.2 There are few green spaces within the area north of the Viaduct, except for an area between Dewsbury Street and Croydon Street. This combines with planting down the centre of Dewsbury Street and within the roundabouts to create a substantial element in the urban green corridor described above.

8.4.3 Leeds City Council undertook a city-wide Open Space Sport and Recreation Assessment (2011) as part of the evidence base for the Core Strategy. classifying the type of space and scoring its quality out of 10. The average over Holbeck was 5.17 (considered as 'fair') with the scores ranging from 2 to 7, highlighting a need for quality improvements, some of which have since taken place. All the green spaces in the area are of value to the community and most are designated Local Green Spaces in this Plan (see Policy G2 below). For some spaces, however, this is not appropriate:

- The open space on the site of Matthew Murray High School, including football pitches and hard tennis courts originally, remains allocated as a Protected Playing Pitch with an area of 4.22ha (scored 2.09 by the audit), but since demolition the site has been used as amenity space by residents. Whilst Policy H3 requires 40% of the developed site to remain green space, the precise boundary will depend on the development layout.
- There are other green spaces which are not categorised, either because they are too small, are awaiting development, are SLOAP (Spaces Left Over After Planning) around the edges of development, or verges. Though unplanned, these all contribute to the green quality of Holbeck. The incidental communal spaces within the post 1970 housing areas are being improved as part of the regeneration programme, with the addition of vegetable plots and fruit trees, as well as new boundary treatments.

## 8.5 Outdoor Sport

8.5.1 Spaces for outdoor sport are less numerous or accessible. Although playing pitches (excluding education provision) technically meet the requirement in CS Policy G3 in terms of distance and area to population ratio, only the informal pitch on Holbeck Moor is within the Neighbourhood Plan area.



*Holbeck Moor*



*Ingram Road Local Green Space*

## 8.6 Public Realm

- 8.6.1 The “public realm” refers to those spaces between buildings that are publicly managed: mainly hard paved areas such as road carriageways, footways and footpaths, but also verges, and other incidental spaces. Whilst it is recognised that green space can have a positive effect on a sense of well-being, these mainly hard spaces are the ones most people use and interact in, and are rarely recognised for the effect they too can have on well-being, positive or negative.
- 8.6.2 Thought needs to be given at a detail design level to the appearance, maintenance, and quality of the public realm and whether its arrangement is the best possible for all its uses. Even where it is beyond the legal boundaries of a development site, it will have a significant effect on it and vice versa and will merit consideration by applicants for planning approval and development management officers.

## 8.7 Holbeck in Bloom

- 8.7.1 Holbeck in Bloom is a local community group which has *“a mission to turn the streets and public spaces of Holbeck into the biggest and best urban garden in Leeds”*. Their flower beds, tubs, window boxes and hanging baskets together with the areas of wildflower planting on waste ground and elsewhere bring splashes of colour to otherwise predominantly green areas. Such action contributes to the culture of community engagement and helps engender distinctiveness and local pride in the area.

## 8.8 Community Safety

- 8.8.1 All spaces, whether these are newly created or improvements to existing green spaces and areas of public realm, should be designed to be safe and secure to use. This may involve a traffic safety assessment in some public realm improvement cases, and should ensure that spaces are not isolated, are naturally policed by buildings with active windows overlooking the space and locating routes through them which follow desire lines and will be well-used, providing good visibility into and within the space and ensuring the spaces and routes across them are well lit.



*Public realm design needs as much attention as building design*



*Heritage Trail Information Board by Hollbeck in Bloom*

### **G1 – Strategic Green Infrastructure and Local Green Corridors**

- The opportunities for extending and linking Strategic Green Infrastructure identified in and protected by the Core Strategy (Policy G1) are shown in more detail as urban green corridors described in saved Policy N8 of the UDP and the LDF Policy Map. This Neighbourhood Plan identifies the specific locations where these and other opportunities exist for extending and linking these within the Holbeck area. Details of these areas and the justification for their inclusion are contained in Section 13 “Green Space Details”.
- Local green corridor links have been identified by the community through walkabouts and workshops and are therefore proposed by this Holbeck Neighbourhood Plan to help complete and link the Strategic Green Infrastructure and urban green corridors, and provide safe and attractive cycling and walking routes. Details of these areas and the justification for their inclusion are also contained in Section 13 “Green Space Details”.
- Development within or alongside these locations will be expected to include planting and green space to reinforce the links that could be created. The extent of green infrastructure provided needs to be appropriate to the size of the development: on larger sites, substantial areas would be required, whilst smaller sites might only be expected to include frontage planting, provided it can still create an acceptable link in terms of visual appearance, use of the space and wildlife habitat.



*Land west of Ingram Road is an opportunity for creating strategic green infrastructure links (SG2)*

### **Policy G1 – Strategic Green Infrastructure and Local Green Corridors**

Development of land which lies within or alongside the strategic green infrastructure (identified on the Policies Maps 4 and 9) and/or includes or lies alongside the proposed local green corridors in the following locations (also identified on the Policies Maps 4 and 9) should include the provision of green space and/or planting appropriate to the scale of development, including street trees, safe cycling routes and footpaths where possible:

- **SG1** – Viaduct;
- **SG2** – Land west of Ingram Road;
- **SG3** – Matthew Murray Site;
- **SG4** – Tilbury Road;
  
- **LGC1** – Elland Road;
- **LGC2** – Brown Lane;
- **LGC3** – Holbeck Moor Road/Creskell Road/Nineveh Road/Sweet Street;
- **LGC4** – Sweet Street/Marshall Street;
- **LGC5** – Bridge Road.

## G2 - Local Green Space

- Local green spaces can be designated within a Neighbourhood Plan (NPPF para 77):
  - where the green space is in reasonably close proximity to the community it serves;
  - where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife, and;
  - where the green area concerned is local in character and is not an extensive tract of land.
- Green spaces have an important influence on health and well-being, as well as contributing to the value of nearby development. The 2014-15 Annual Report of Leeds' Director of Public Health "Planning a Healthy City - Housing Growth in Leeds" (2015) highlights this:
  - *"Provision of trees, natural habitats, cycle paths, parks and walkable green spaces helps promote physical and mental wellbeing, improves air quality and reduces perceived noise levels in urban areas"*.
- The retention and improvement of green space was a concern of the community expressed in recent consultation and in the earlier Holbeck Regeneration Plan. 78% of respondents felt that facilities within the green spaces could be improved. In view of the high density of housing, particularly west of Upper Moor Side, and the importance of green space in improving health and well-being and mitigating air pollution and for other specific reasons, several green spaces are designated Local Green Spaces by this Neighbourhood Plan. These are local to the community and are not large tracts of land, so conform in those respects with the NPPF (para 77). Their particular local significance is described in each specific case in Section 13 "Green Spaces".

## G3 - Improvements to existing green spaces

- Core Strategy Policy G6 protects green spaces, but 78% of those responding to the questionnaire felt that there are improvements that could be made to those in Holbeck and 74% expressed the need for additional green spaces or pocket parks in the business and terraced residential areas.
- Proposals for the improvement of green space on the Matthew Murray site are detailed at Policy H3.
- Most green spaces consist of grass, paths and trees. Improvements would require an analysis of the purposes for which each space is used, where the shortcomings are and whether a more imaginative landscape scheme would be appropriate, cost-effective and better suited to those purposes. This applies equally to formally laid out spaces such as Holbeck Moor and informal spaces such as the areas along Czar Street.
- Green spaces and pocket parks can be used for a variety of purposes: visual amenity, sitting and relaxation, or more active uses such as, walking, running, outdoor gym equipment or organised sport help to improve fitness and health.. Consultation responses highlighted the need for more and different types of child-friendly activities, for example, play equipment for toddler's and older children as well as found objects and public art which encourage interactive play.

### Policy G2 – Local Green Space

The following spaces, identified on the Policies Maps 4 and 9 and in Section 13, are designated Local Green Spaces:

- **LGS1** - Holbeck Moor;
- **LGS2** - Stocks Hill;
- **LGS3** - Czar Street;
- **LGS4** - Ingram Road;
- **LGS5** - Shafton Lane Allotments;
- **LGS6** - Brown Lane East POS;
- **LGS7** - St Matthew's Cemetery;
- **LGS8** - Domestic Street/Balm Walk;
- **LGS9** - Meynell Approach;
- **LGS10** - Sandalwood Close;
- **LGS11** - Domestic Rd/Croydon St;
- **LGS13** – Nineveh Road



Green Space at Domestic Street/Balm Walk (LGS8)

- Where development or redevelopment takes place, the opportunity should also be taken to provide additional amenity space including children's play areas, for example sites along Ingram Road and Holbeck Moor Road at its east end. Any improvements should be carried out following full engagement and consultation with the local community.
- Generally, these improvements would not be so extensive that they could be considered acceptable as an exception to CS Policy G6, and the loss of any other green space to development could not be justified on the grounds of such improvement.

#### **G4 - Improving the Public Realm**

- The NPPF states that *“It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.”* (para 57).
- 87% of those responding to the questionnaire thought that streets and walkways in Holbeck should be made greener and more attractive to people and wildlife.
- Specific public realm improvement proposals for the Local Centre are outlined in Section 4. In some locations elsewhere there may be space for street trees, for example the central reservation on the dual carriageway A58 between the roundabouts, and at the Whitehall Road/Springwell Road junction (see p77).
- North of the Viaduct, the process of tree planting and soft landscaping along boundaries with the public realm should continue as further development takes place (see Policy E3 “Spaces around buildings”).
- Similarly, some of the streets within the terraced housing area have scope for tree planting and other means of introducing soft landscape into the streetscape. 91% of those questioned supported such improvements. Proposals for this are detailed in Policy H5 – “Housing regeneration”).



#### **Policy G3 – Improvements to existing green spaces**

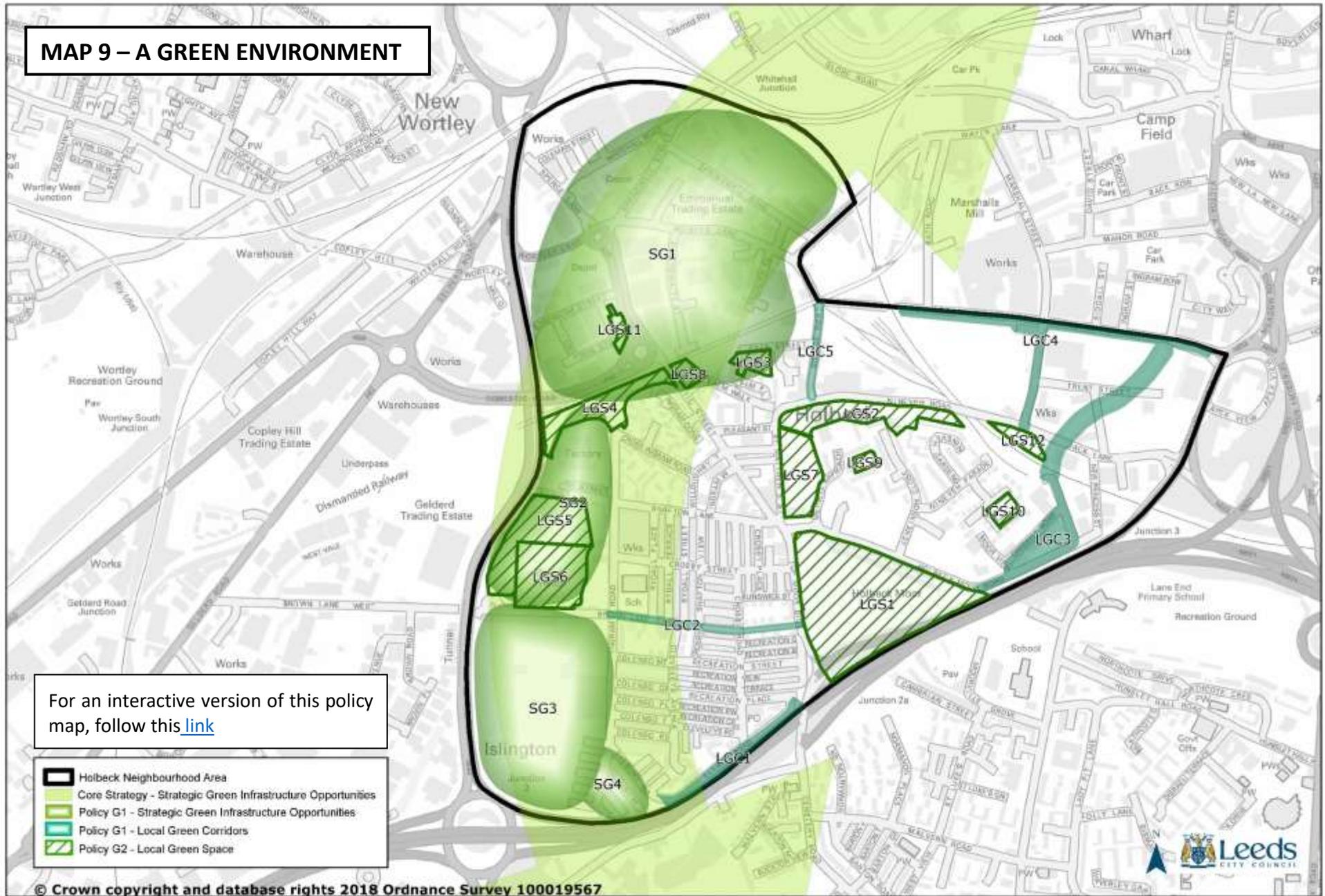
New development which is likely to have a significant visual impact on, or create a significant number of additional users of a green space should take the opportunity, in consultation with the local community, to improve the landscape quality of that space and promote active uses within it, particularly child friendly activities including interactive play.

#### **Policy G4 – Improving the Public Realm**

New development should take the opportunity, in consultation with the local community, to enhance the public realm within or adjacent to the site, where appropriate including increasing tree cover. Development proposals should demonstrate how building design and landscape proposals within the site contribute to the quality of its wider setting, where appropriate.

*Celebrating local heritage through public realm improvements as part of new development– Jenkinson Close/Nineveh Parade*

# MAP 9 – A GREEN ENVIRONMENT



For an interactive version of this policy map, follow this [link](#)

-  Holbeck Neighbourhood Area
-  Core Strategy - Strategic Green Infrastructure Opportunities
-  Policy G1 - Strategic Green Infrastructure Opportunities
-  Policy G1 - Local Green Corridors
-  Policy G2 - Local Green Space

© Crown copyright and database rights 2018 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL Produced by: NI Date: 15/01/2018

### Creating and improving green spaces

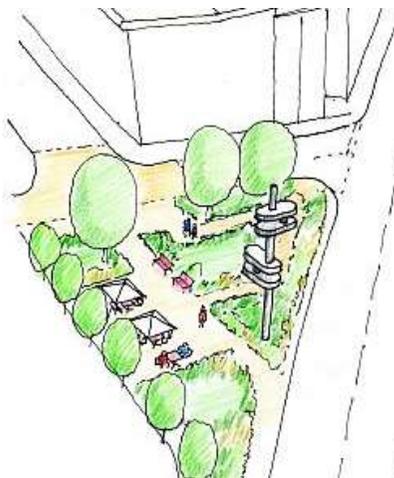
- The existing urban and green spaces at Whitehall Road/Springwell Road and Springwell View are of particular importance in Holbeck, the first because of its gateway location and the second because of its heritage significance in relation to the Hol Beck and the setting of Low Hall Mill. These need to be laid out and landscaped to achieve their full potential (see p77 and sketch below). No single development is likely to be able to achieve this and it will rely on alternative funding, possibly through local allocation of CIL contributions.
- Some improvements to Holbeck Moor have been made, but there are other areas which could also be enhanced with additional play facilities, litter bins and landscaping. Lighting requires improvement particularly on Holbeck Moor and in the underpasses.

### Street furniture

- Many Holbeck residents (81% of those who expressed a view) felt Holbeck should have its own 'look' for signs, benches, bins and interpretation boards, to provide uniformity and an identity for street furniture within the public realm. A coherent design style for street furniture - signage, interpretation boards, public seating and litter bins – will help to contribute to a distinctive identity for Holbeck.

### Vacant sites

- Vacant sites (see Policy E4). In addition to the policy, the local community can actively assist in proposing uses, encouraging owners to take action, and planting up sites where there is no planning application.



*Whitehall Road/Springwell Road triangle and sketch of proposed green space including potential closure of Springwell Street and addition of gateway feature*

**Project G-a** – Lay out new local green spaces at Whitehall Road/Springwell Road and Springwell View.

**Project G-b** – Work to select a coherent 'Holbeck style' for street furniture that is distinctive to the area. This will include signage, interpretation boards, public seating, litter bins.

**Project G-c** – Improvements to green spaces, particularly for children's activities.

**Project G-d** – Improve lighting on footpaths, particularly on Holbeck Moor, in underpasses and along roads past undeveloped sites.

**Project G-e** – Carry out temporary planting, including wildflower seeding, on long-term vacant development sites.

## 9. Respecting Heritage and Local Character

### 9.1 Heritage Significance

9.1.1 The historical development of Holbeck is described in more detail in Section 13 – History of Holbeck. The heritage of Holbeck is significant in several ways:

- the urban landscape of the village core retains evidence of its pre-industrial past in, for example, the street pattern;
- Low Hall Mill and Holbeck Mill (c.1800) helped play a pivotal role in the development of Leeds from a cloth-merchant town via mechanised clothing manufacture to a major engineering city;
- St Matthew’s Church, now a community centre, was designed in 1829 by R.D. Chantrell, one of the foremost Victorian architects practising in Leeds, architect of Leeds Minster and numerous other churches locally. Its steeple is a significant landmark in the immediate and wider area;
- the imposing Holbeck United Methodist Free Chapel (now Holbeck Mill carpet warehouse) of 1880, built alongside the newly constructed Domestic Street, is a fine example of baroque revival exuberance, and;
- the Holbeck back-to-backs are a cohesive area demonstrating the means of housing the thousands of workers needed for the operation of the railways and expanding industries in the latter part of the 19<sup>th</sup> century.

9.1.2 Heritage assets are described in the NPPF (Annex 2 Glossary) as *“a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)”*.

9.1.3 The heritage of Holbeck is partly recognised through the designated heritage assets which include listed buildings and the part of the Holbeck Conservation Area within the Neighbourhood Plan area. These designated heritage assets are protected through various pieces of legislation.

9.1.4 In addition, there are other buildings and structures which, though not listed and not in a conservation area, are of heritage interest and make a positive contribution both to the visual character and to the understanding of Holbeck’s past. *“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application”* (NPPF para 135).

### Objectives

- Recognise the contribution that an understanding of local heritage significance and positive design sympathetic to local character can make to successful regeneration and a sustainable future (map 10).
- Recognise and protect the special architectural and historic interest of the area through a review of the Conservation Area coverage and adoption of Conservation Area Appraisals and Management Plans by:
  - reviewing and extending the Holbeck Conservation Area to bring in further areas of interest around Holbeck Lane to include the railway Viaduct (Holbeck Industrial Heritage Area Map 11);
  - designating a New Conservation Area around St. Matthews including Domestic Street and Holbeck Moor (Holbeck Historic Core, Map 11). Conservation Area and other heritage assets in the area, e.g. Low Hall Mill.

(cont.....)

## 9.2 Listed Buildings

9.2.1 There are seven listed buildings or structures in the Holbeck Neighbourhood Area. All are Grade II, meaning they are of special interest, warranting every effort to preserve them. They are detailed in Section 15 – Heritage Assets.

## 9.3 Conservation Area

9.3.1 Conservation areas are heritage assets as areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. All buildings within a conservation area form part of that heritage asset, but some are of particular significance and have been identified as “Positive Buildings”.

9.3.2 The Holbeck Conservation Area (Map 11) (designated 11/07/1991 and extended with an Appraisal 05/08/05) recognises the area's significant historic role as the cradle of the industrial revolution in Leeds and includes Marshalls Mill, Temple Mill, the Round Foundry, Tower Works and other mills which grew up along the line of the Holbeck such as Holbeck Mill and Low Hall Mill which are within the Neighbourhood Plan area. In view of the poor condition of many of the buildings, the Conservation Area is included in the Heritage at Risk register of Historic England, where its condition is classified as “*very bad*”.

9.3.3 The historic centre of Holbeck also contains several important heritage assets, including Holbeck Moor, St Matthews, Holbeck Mills Carpets and other buildings of interest.

9.3.4 In parallel with the Holbeck Neighbourhood Plan, appraisal by the Leeds City Council Conservation Team has resulted in a proposal to extend the Holbeck Conservation Area and create a Holbeck Moor Conservation Area, each including a Conservation Area Appraisal and Management Plan.

## 9.4 Non-designated Heritage Assets

9.4.1 Several buildings and structures within Holbeck which are not listed and not in a conservation area are nevertheless of local significance, either because of their local historic value or because of their architectural quality and positive appearance. These have been identified in several ways: as part of the South Holbeck Characterisation Study; in the Holbeck Regeneration Plan; through consultation workshops; and in liaison with the Leeds City Council Conservation Team (see Map 11) using the criteria set out in Historic England’s “Good Practice Guide for Local Heritage Listing”. They are described in Section 14 – Heritage Assets.

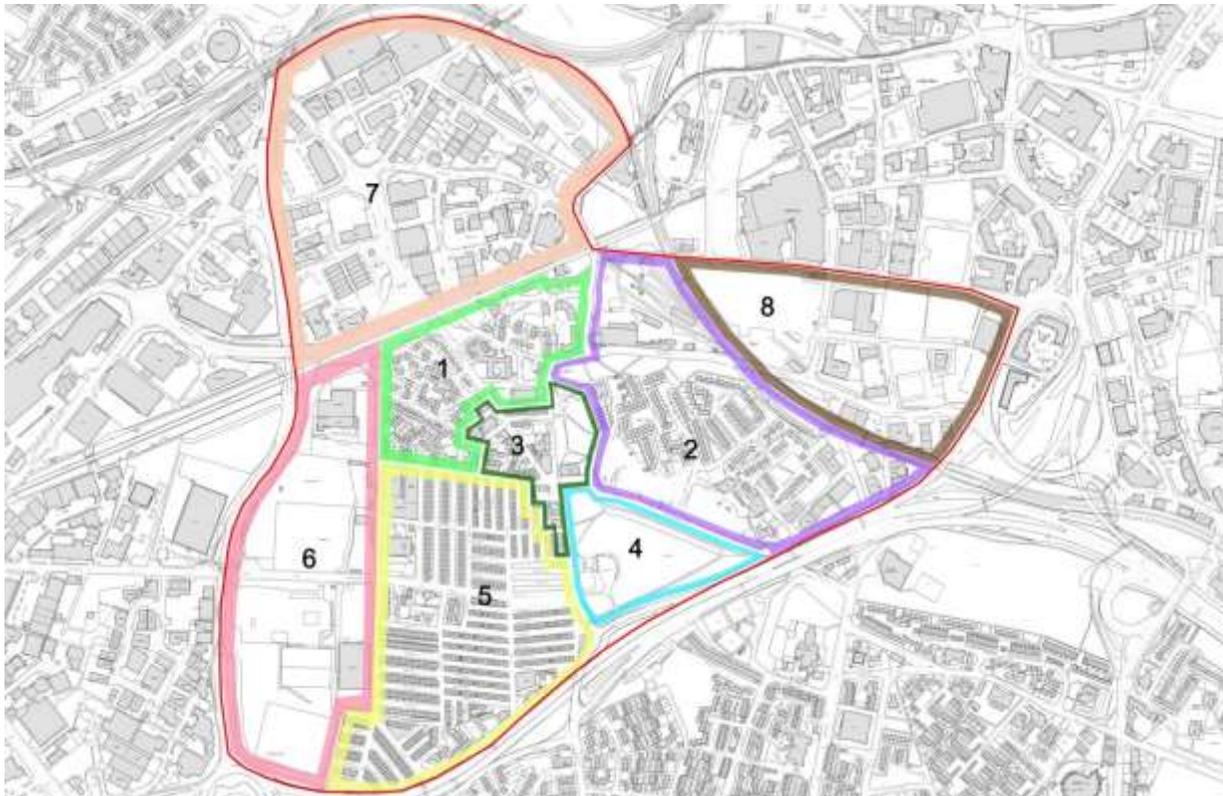
9.4.2 Throughout the area there are numerous other undefined artefacts of historic interest which have heritage value and require respect, care and preservation wherever possible, preferably in situ. These include small areas of cobbles; cast iron coal chute covers usually with the names of local manufacturers; cast iron railings; old signs and ghost signs, original windows and doors (becoming scarcer as they become renewed) together with examples of stained glass and leaded lights.

### Objectives (cont)

- Sustain and enhance the significance of heritage assets by promoting their viable use consistent with their conservation, including addressing the “at risk” status of the Holbeck Conservation Area and other heritage assets in the area, e.g. Low Hall Mill.
- Seek heritage-led regeneration funding for enhancement and celebration of the heritage assets of the area, including exploring and promoting the submission of a Townscape Heritage grant bid to the Heritage Lottery Fund.
- Ensure that development preserves and enhances the special character of the area by treating the positive buildings sensitively and by recognising the different ‘Character Areas’ and local distinctive features. (Map 10).
- Seek enhancements to St Matthew’s in terms of both its heritage significance and its use by the community.

## 9.5 Character areas

- 9.5.1 The South Holbeck Historic Characterisation Study was prepared by Re’new in association with English Heritage and Leeds City Council in 2008. It identified six character areas which are shown on Map 10 and the descriptions of which (Areas 1-6) are reproduced in Section 14 – Heritage Assets. Added to those are two further areas, as the study did not include the employment area to the north (Area 7) or the area south of Sweet Street (Area 8) which are part of the Neighbourhood Plan area.
- 9.5.2 In addition to these character areas, The **Holbeck Historic Core** (with its boundary coinciding with the proposed Holbeck Moor Conservation Area), the **Holbeck Industrial Heritage Area** (with its boundary coinciding with the Holbeck Conservation Area following its proposed extension) and the **Holbeck Housing Heritage Area** have each been defined in this Plan (see Map 11 and policies below). These have been identified through consultation, both within the community and with the local authority, as significant historic areas, the heritage value of which should be enhanced, and where development can play a part in its future regeneration.



Map 10 Character Areas (see Section 14 "Heritage Assets" for descriptions)

©: Crown copyright and database rights 2012 Ordnance Survey 100019567

### **HC1 – Holbeck Industrial Heritage Area**

- The Holbeck Conservation Area (Map 11) was designated to provide some protection for the buildings north of the Viaduct whilst regeneration takes place there. However, the Viaduct is only included up to the point where it crosses the active railway. The Council proposal to extend the Conservation Area will include the Viaduct as well as the area immediately to the south which contains buildings of a similar period; the Old Chapel off Czar Street, Oak House on Balm Walk and the railway sheds and office on Nineveh Road. West End House, an early 19th century building there was demolished a few years ago, but development of the site should reflect its historic context.
- 98% of questionnaire respondents agreed that the Viaduct should be included in the Conservation Area with some being surprised that it is not listed. It is recommended that the Holbeck Conservation Area be extended to include the locations described above. The Holbeck Industrial Heritage Area has been defined to include that part of the Holbeck Conservation Area within the Neighbourhood Plan area and the proposed extension, and Policy HC1 applies.



*Aerial View of Holbeck Industrial Heritage Area looking south west. Low Hall Mill is in the centre, with Holbeck Mill to the right; The Viaduct crosses the image on the left, with the Old Chapel just to its left.  
(Imagery and Map data © 2017 Google).*

### **Policy HC1 – Holbeck Industrial Heritage Area**

Development within the Holbeck Industrial Heritage Area (as defined on the Policies Maps 4 and 11) should respect the Conservation Area and the historic, archaeological and architectural character of the Holbeck Industrial Heritage Area and buildings and structures within it, including but not exclusively, positive characteristics which give the Holbeck Industrial Heritage Area its distinctive identity, such as:

- location and course of the Hol Beck and any associated structures, and;
- scale, form and architectural detail of the 18th and 19th century development.

Proposals for development within the Holbeck Industrial Heritage Area should demonstrate:

- an understanding of the historic significance of the site, and;
- how the development will seek to preserve or enhance its heritage attributes within the Conservation Area or otherwise respect them in ways which will be particularly beneficial to the future of Holbeck.

## HC2 - Holbeck Historic Core

- Character Area 3, described in Section 14 – Heritage Assets and section 4 – Local Centre, is the heart of Holbeck and contains five Listed Buildings or structures as well as several positive buildings of interest. The street pattern still reflects that of the historic village. The extent of the historic core, defined through historic research and a community walkabout led by a professional planner, is shown on Map 11 and it is important for the identity of Holbeck that the character of this area is preserved and enhanced.
- 83% of residents questioned felt this particular area's heritage should be protected, and hence the Council's proposal for its designation as a new Conservation Area. In view of the condition of many of the buildings it would be appropriate to make a Townscape Heritage fund application as well so that, if successful, shop fronts and the townscape generally could be improved.



*Holbeck Historic Core looking north west, with St. Matthew's to the right of centre..  
(Imagery and Map data © 2017 Google).*

### Policy HC2 – Holbeck Historic Core

Development within the Holbeck Historic Core (as defined on the Policies Maps 4 and 11) should respect the historic, archaeological and architectural character of the area and buildings and structures within it, including but not exclusively, positive characteristics which give the area its distinctive identity, such as:

- focal points and street layout;
- scale and varied form of existing buildings;
- materials and detailing, and;
- roofscapes.

Proposals for development within the Holbeck Historic Core should demonstrate:

- an understanding of the historic significance of the site, and;
- how the development will seek to respect its heritage attributes in ways which will be particularly beneficial to the future of Holbeck.

### HC3 - Holbeck Housing Heritage Area

- Most of Character Area 5, described in Section 14 – Heritage Assets, consists of Type II and Type III back-to-backs and terrace housing constructed in the late 19<sup>th</sup> and early 20<sup>th</sup> century for workers in the mills and factories in the area. These are a significant part of the heritage of Holbeck and are a legacy of how the pre-industrial village grew to serve the expanding businesses which played a key role in Leeds' success as an industrial city in that period.
- The area is need of improvement and regeneration, both the individual houses within it and the spaces, streets and yards between them. However, that regeneration should not be at the expense of the character of this area which is an important part of its historic significance.



*Holbeck Housing Heritage Area, looking west  
(Imagery and Map data © 2017 Google).*

#### **Policy HC3 – Holbeck Housing Heritage Area**

Development within the Holbeck Housing Heritage Area (as defined on the Policies Maps 4 and 11) should respect the historic, archaeological and architectural character of the area and buildings and structures within it, including but not exclusively, positive characteristics which give the area its distinctive identity, such as:

- the linear and regular form of the terraces;
- scale of the houses;
- materials and window/door details;
- roofscapes including chimneys.

Proposals for development within the Holbeck Historic Core should demonstrate:

- an understanding of the historic significance of the site, and;
- how the development will seek to respect its heritage attributes in ways which will be particularly beneficial to the future of Holbeck.

## HC4 and HC5– Heritage Assets

- Many of the listed buildings and other heritage assets, including non-designated assets (see para 9.4), are at risk: either vacant, underused or in a poor state of repair.
- Holbeck Conservation Area itself is included in Leeds City Council “At Risk” register as well as that of Historic England (see para 9.3.2). Holbeck Mill and Low Hall Mill are included in Leeds Civic Trust’s “Heritage at Risk” register.
- As regeneration policies take effect, plans and proposals involving all these will need to recognise their heritage qualities and make positive use of them to enhance both the development and the area. Proposals for development therefore should assess the quality of any heritage asset, large or small, including artefacts of historic interest (see 9.4.2) within the site or nearby likely to be affected by the development and make proposals for retention and improvement.



*Low Hall Mill – main entrance*

### Policy HC4 – Heritage Assets

Development involving any heritage asset will be supported in principle if it:

- assists conservation-led regeneration schemes to enhance the historic environment, notably the bringing into use and restoration of a heritage asset; and
- protects its historic, archaeological or architectural character, including any artefacts of historic interest.

### Policy HC5 – Non-designated Heritage Assets

Proposals for development involving any non-designated heritage asset (including those identified in paragraph 14.3) outside the areas designated in Policies HC1, HC2 and HC3 should demonstrate:

- an understanding of the historic significance of the asset; and
- how the development will respect its heritage attributes in ways which will be particularly beneficial to the future of Holbeck

## HC6 – History Trail

- To help residents and others fully understand, appreciate and respect the heritage qualities of the area, the local community has established a History Trail (see Map 11) including a series of information boards.
- New development which might affect the route or the information boards will need to ensure that the route is retained in its entirety. Such development should also make efforts to improve and enhance the experience of those following the route where appropriate. This might include provision of additional information boards, landscaping the route where it is part of a greenspace corridor, identifying the route by marking it in some way, and/or signposting

## HC7 – Positive Design

- Good design will be important everywhere to improve the quality of Holbeck’s built environment. Both the NPPF (paras 56,57) and the Core Strategy (Policy P10) recognise the importance of good design in promoting a sustainable future, and a sense of identity and pride in an area. Good design includes the way spaces between the buildings are laid out, the accessibility of places and how the built environment deals with the effects of climate and climate change.
- Good design has positive benefits - it can add economic value to buildings and community value to places. A well-designed group of buildings, a street, or a green space can make people feel better about the place they are in. Just as the best designs of the past are treasured for their contribution to Holbeck's local distinctiveness, so too the developments of the future need to maintain the quality of design displayed by the best of the past.
- In some parts of Holbeck, past design has had a negative influence on the area. In the industrial areas, for example, the priority has been the free flow of vehicles and the efficient operation of buildings at the expense of a considered layout of spaces, building appearance and setting.
- The design of new development therefore needs to be based on an understanding of the character of its location; the evolution and pattern of existing streets and spaces, the quality of the existing building forms, materials and architectural detailing. This local distinctiveness varies from area to area of Holbeck and the character areas described in Section 14 – Heritage Assets can be a guide. However, these descriptions are not exhaustive and those proposing development will need to carry out their own assessment. The design response to a location also needs to take account of whether the site occupies a special location in the townscape, perhaps turning a corner or closing a vista (for examples of locations see box and Map 11).
- The requirements for good design apply to development of any scale: even alterations to existing buildings should ensure that existing qualities are not compromised in the changes that take place. For example, shop front design is not just about making a mark and maximising signage – it should also take account of the design of the whole building, retaining existing pilasters and relating well to the proportions on upper floors: dormers should be proportionate and subsidiary to the scale of the building and the roof without dominating

### Policy HC6 – History Trail

New development which lies alongside or contains the route of the History Trail (as shown on the Policies Maps 4 and 11) should ensure that the route is retained or improved and can continue to be easily used.

### Policy HC7 – Positive Design

Any new building, alteration or extension should aim to achieve excellence in design, by reducing reliance on non-renewable resources and recognising and enhancing local distinctiveness and character, including:

- the scale of buildings in the locality, their materials and detailed design features;
- the rhythm and regularity of some streetscapes;
- the townscape setting such as corner sites and the focal points, viewpoints and vistas identified on the Policy Map 11;
- any existing trees and planting, and;
- boundary walls, gate piers etc.

it: existing details and features should be identified and retained wherever possible when alterations are carried out.

- Good design does not necessarily mean creating pastiche copies, particularly if they are poorly copied, although reproducing existing details exactly as found in the area can be appropriate. New development which is clearly of its current period can also be appropriate in the right location, where it still respects the scale and other qualities of its local surroundings such as the palette of materials and where it will enhance the existing character. Like all new development, the reasons for its design must be justified.
- “Building in Context” (CABE and English Heritage 2006) states that the *“right approach is to be found in examining the context for any proposed development in great detail and relating the new building to its surroundings through an informed character appraisal”*. It goes on to state that a successful project will:
  - *“relate well to the geography and history of the place and the lie of the land;*
  - *sit happily in the pattern of existing development and routes through and around it;*
  - *respect important views;*
  - *respect the scale of neighbouring buildings;*
  - *use materials and building methods which are as high in quality as those used in existing buildings, and;*
  - *create new views and juxtapositions which add to the variety and texture of the setting.”*
- Good design also aims to achieve improved environmental sustainability by reducing reliance on non-renewable resources, including using appropriate materials from sustainable sources, reducing waste, improving insulation and providing renewable energy sources where possible.
- Positive design in Holbeck can therefore be considered as good design which specifically addresses any existing inadequacies wherever appropriate and possible and which aims to build on the distinct identity which has been created by the successful aspects of Holbeck's heritage.

### Views, Vistas and Focal Point

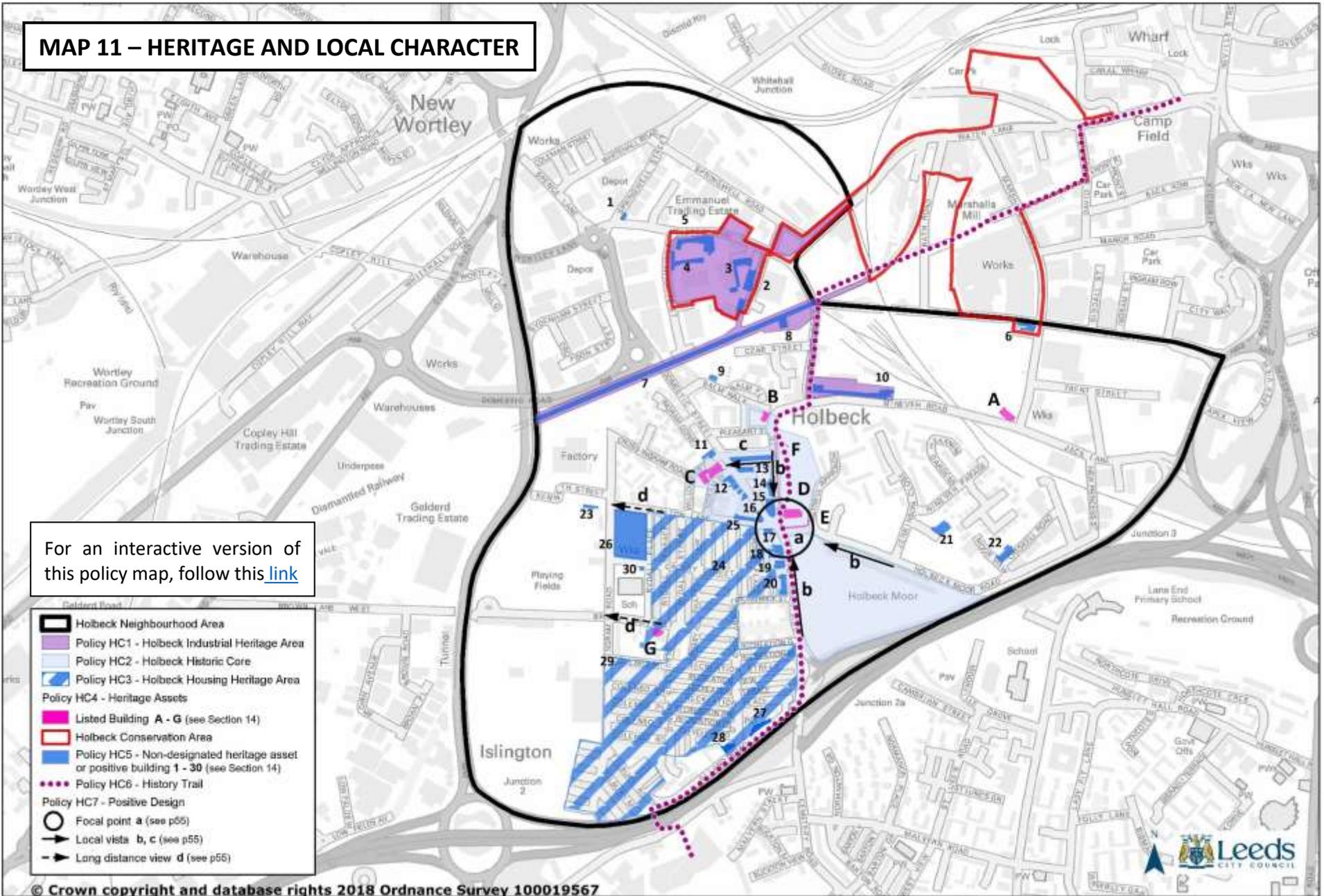
- a. the focal point at the apex of Holbeck Moor (junctions of Holbeck Moor Road, Top Moor Side, Domestic Street, St Matthew's Street and Shafton Lane);
- b. the vistas of the spire of St Matthew's, particularly where it terminates the vistas along Holbeck Moor Road and Top Moor Side;
- c. the view westward along Pleasant Terrace to Holbeck Mills Carpet Warehouse;
- d. views along Brown Lane and Shafton Lane westward to hillsides beyond Wortley.



Some views and vistas in Holbeck.

L-R The view south along Crosby Road: the vista to the focal point of St Matthew's spire from Holbeck Moor: the vista along Pleasant Terrace to the old Methodist Church

# MAP 11 – HERITAGE AND LOCAL CHARACTER



For an interactive version of this policy map, follow this [link](#)

- Holbeck Neighbourhood Area
- Policy HC1 - Holbeck Industrial Heritage Area
- Policy HC2 - Holbeck Historic Core
- Policy HC3 - Holbeck Housing Heritage Area
- Policy HC4 - Heritage Assets
  - Listed Building A - G (see Section 14)
- Holbeck Conservation Area
- Policy HC5 - Non-designated heritage asset or positive building 1 - 30 (see Section 14)
- Policy HC6 - History Trail
- Policy HC7 - Positive Design
  - Focal point a (see p65)
  - Local vista b, c (see p55)
  - Long distance view d (see p55)

© Crown copyright and database rights 2018 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL Produced by: NI Date: 17/01/2018

### Conservation Areas and their enhancement

- To recognise the special architectural and historic character of parts of Holbeck, it is proposed that the Holbeck Conservation Area is extended to coincide with the boundary of the Holbeck Industrial Heritage Area and that a new Holbeck Moor Conservation Area is designated to include the area defined in this Plan as the Holbeck Historic Core.
- Within the Holbeck Industrial Heritage Area, there should be a focus on restoring and bringing back into viable use the vacant/derelict historic buildings, celebrating their significance and using that as a basis for further regeneration of the area. Additionally, a feature should be made of the Viaduct in the longer term by establishing a public green walkway along the top.
- Within the Holbeck Historic Core, there should a focus on the streetscape of Domestic Street and Top Moor Side, initially supporting temporary uses of vacant shops and other premises, with a longer term aim to improve the appearance of the street frontages (as achieved in Chapeltown). There is a need to reduce vehicle traffic and give greater priority to pedestrians and cyclists so creating a real sense of place, a real 'heart' to Holbeck and a better connection with the Moor.

### Holbeck Housing Heritage Area improvements

- Proposals have been put forward elsewhere in this Plan for the improvement of the Holbeck Housing Heritage Area. Whilst it is not intended that this area should be designated as a Conservation Area, the houses are considered to be local heritage assets and proposals for development will need to be monitored by the local community to ensure that they recognise and enhance the significance of the heritage assets there. and encouraged where appropriate.

### St Matthew's

- St Matthew's Community Centre is a key building in the area, in terms of its visual focus, its community role and its historic significance. However, as currently converted it is not as useful as it could be and some of its internal arrangements do not do its original design the justice it deserves. Improvements could be made, but will require funding.

### History Trail

- Providing information about the area's history is a vital first step in fostering an understanding and respect for its heritage. The history trail, as proposed and partly implemented by Holbeck in Bloom, will play a part in that and needs to be encouraged and extended.

**Project HC-a** – Bring forward proposals to extend the Holbeck Conservation Area and to designate a Holbeck Moor Conservation Area.

**Project HC-b** – Investigate sources of regeneration funding for the Holbeck Industrial Heritage Area and the Holbeck Historic Core including promoting an application for a Townscape Heritage Scheme

**Project HC-c** – Make a feature of the Viaduct, lighting and opening archways where appropriate, and by establishing a public green walkway along the top.

**Project HC-d** – Monitor developments and improvements within the Holbeck Housing Heritage Area.

**Project HC-e** – Explore and promote the potential to prepare a scheme for, and seek funding to carry out alterations to St Matthew's Community Centre to enhance its heritage significance and improve its usefulness to the local community.

**Project HC-f** – Extend and maintain the History Trail with Signage/Interpretation Boards for all heritage assets, including positive buildings with local significance e.g. Holbeck WMC. Sponsorship could be sought.

## 10. A Well connected neighbourhood

### 10.1 Pedestrian links and cycle ways

- 10.1.1 Most pedestrians and cyclists use the road system to get about. The variety and number of their route choices within the housing areas provide easy connections, with low traffic volumes. By contrast, Top Moor Side and Domestic Street are busy traffic routes making cycling and walking less inviting. There is a single section of dedicated cycle lane in the area – a length of about 11m between St Matthew's Street and Domestic Street.
- 10.1.2 The links between Holbeck and surrounding areas vary in their use and usefulness. Roads provide some walking and cycling routes (most noted on the Leeds Cycling Map as Advisory Routes) and there are some footpath/cycle links (see text box overleaf and Map 12), but in all cases the surrounding environment does not make this a pleasant experience.
- 10.1.3 These are not always considered safe by residents – there are concerns about their unkempt condition, uninviting appearance and safety, with vacant land adjoining, no natural surveillance, poor lighting and use of some by sex workers.
- 10.1.4 The Local Centre is not well used by pedestrians because of the heavy vehicle traffic flows and comparatively narrow footways (see also Section 4). There is a single controlled crossing over Domestic Street within the Local Centre with barriers and 1.8m footways either side, and crossing with disability scooters, pushchairs etc. is very awkward and makes a circular shopping route impossible.
- 10.1.5 There are two other crossings nearby: one over Top Moor Side providing access to and from Holbeck Moor, and one north of Pleasant Street linking the residential areas on either side of Domestic Street. Within the employment zone in the north of the area there are two zebra crossings, across Domestic Street where it is dualled and across Holbeck Lane at its junction with Springwell Street. Two pedestrian crossings, one controlled, are proposed over Nineveh Road which will help connect the two parts of Holbeck.

### 10.2 Bus services

- 10.2.1 Bus services to Leeds city centre and other destinations run along Whitehall Road and Domestic Road at 15-min intervals and along Domestic Street and Top Moor Side at 30-min intervals. Thus, the most frequent services are furthest from the residential area (c. 850m). The Core Strategy aim is a maximum of 400m to a 15-min or less service. However even the 30-minute frequency route along Top Moor Side and Domestic Street is some 480m from Nineveh Gardens.

#### Pedestrian and cycle links

1. under the M621 to Beeston at the end of Holbeck Moor Road;
2. the bridge over the M621 at Tilbury Road providing access via Elland Road to the football stadium and to Holbeck Cemetery and Beeston;
3. the green bridge over the A643 (Ingram Distributor) linking Brown Lane East and West
4. the footpath from the north end of Ingram Road under the Viaduct to the A643
5. the foot and cycle bridge from Whitehall Road across the A643;
6. the footpath and cycle route from Holbeck Moor Road to Meadow Road alongside the M62 slip road;
7. the footpath and cycle route under the railway at Sutton Street to the Armley Gyratory;
8. the pedestrian bridge over the railway between Creskell Road and Nineveh Road;
9. the footpath alongside and under the Viaduct between Bridge Road and Bath Road.

#### Nineveh Bridge

a potential foot and cycle bridge across the railway connecting Nineveh Parade and Marshall Street (see Policy T4).

10.2.2 There are also buses along Meadow Road with bus stops close to the end of Sweet Street (south-bound across four pedestrian crossings), which is the nearest location to the east, well beyond the 400m mark for much of the area. However, there is an aspiration in the Holbeck SPD for bus penetration of the area.

### 10.3 Vehicle traffic

10.3.1 The LCC Street Design Guide classifies main roads in the city as either Strategic Routes, Main Distributors or Local Distributors. Within Holbeck, Whitehall Road is a Strategic Route, Domestic Street and Domestic Road with Spence Lane are Main Distributors and Nineveh Road/Holbeck Lane is a Local Distributor. Other routes, unclassified, into and out of the area are Water Lane, Sweet Street (one way under the railway bridge) and New Princess Street.

10.3.2 There are some routes which could be considered “neighbourhood connectors”; normally through roads which provide access to the even less busy roads, the “neighbourhood streets” at the heart of residential areas. These tend to be less vehicle-dominated in reality and can reasonably accommodate other activities in addition to driving and parking.

10.3.3 A major concern is traffic congestion along Domestic Street and Top Moor Road. This route between the M621 and the city centre is used as a short cut to avoid congestion on the Armley Gyratory and Ingram Distributor. This mainly occurs at peak times, but affects the use of the Local Centre by increasing noise and pollution, and blocking the controlled pedestrian crossings.

### 10.4 Parking

10.4.1 There are parking restrictions on and near the major traffic routes with pay and display parking spaces on roads north of the Viaduct, and Holbeck Lane and Nineveh Road to the south, all priced to permit all day parking. Elsewhere in the area, there are no parking restrictions and consequently many of these spaces are occupied throughout the day, most probably by commuters into the city centre.

10.4.2 As a result, there are often few parking spaces available during the working day close to the Local Centre for those residents who need or choose to use a car to get there. This also contributes to the low numbers of people using the facilities there.

### **T1 – Increasing opportunities for walking and cycling**

- Analysis carried out in 2016 by Integrated Transport Planning Ltd for CEG developing in Holbeck South Bank shows that (using 2011 census data), of the 1771 local residents travelling to the top 10 destination areas for work, 915 or 51% used active modes – most of them on foot.
- Activities such as walking and cycling are universally recognised as improving personal health (“Start Active, Stay Active - A report on physical activity for health” from the four home countries’ Chief Medical Officers (Dept of Health 2008)). They can also contribute to the well-being of a community by allowing more opportunities for meeting and engaging with other people and fostering a greater awareness of the local environment. However, to encourage walking and cycling, routes need to be easy, safe and attractive to use (“Ensure pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads” National Institute for Clinical Excellence (NICE) “Physical activity and the environment” 2008).
- 84% of respondents to the questionnaire want to see safer routes to walk and cycle to the city centre. Proposals for new developments will therefore be expected to provide such routes within the site and contribute to improvements off-site where appropriate.
- To encourage more walking and cycling to school, the Neighbourhood Forum will, through partnership with Ingram Road Primary School and other appropriate organisations, identify routes which can be designated “safe routes” to the school and bring forward proposals to implement these.
- There are various routes, identified in paragraph 10.1.2 above, which need specific improvement to make them safer, cleaner, more accessible, and generally more attractive and pleasant to use. Proposals to carry out improvements, including widening, better lighting, improving sight-lines, etc. to these will be encouraged.

### **T2 – Reducing air pollution and congestion**

- A sense of place and identity relies partly on the quality of the public realm, which is also affected by the balance of users – drivers, cyclists and pedestrians. Traffic issues, particularly peak-time congestion through the Local Centre, have been described above and 74% of questionnaire respondents thought that the amount of through-traffic needs reducing which in turn will enable improvements to reinforce its function as an activity focus (see Policy LC1).

#### **Policy T1 – Increasing opportunities for walking and cycling**

New development and changes of use should, where appropriate, give priority to and improve the attractiveness, safety and accessibility of pedestrian routes and cycleways, including ‘safe routes to schools’, both within the Neighbourhood Area and connecting with the City Centre and adjoining neighbourhoods, particularly along the routes identified on the Policies Maps 4 and 12.



*Route under railway and Viaduct from Bridge Road*

- The hub of roads at the apex of Holbeck Moor: Domestic Street, Top Moor Side, Holbeck Moor Road, Shafton Lane and St Matthew's Street, is the visual focus of Holbeck and giving priority to pedestrians and cyclists there would improve its appearance and use, giving it a greater sense of place.
- The Domestic Street/Top Moor Side route is needed for some journeys, but much of the traffic and consequent air pollution results from drivers avoiding congestion on the strategic routes outside the area. Reducing this traffic within Holbeck will be a two-pronged approach:
  - firstly, reducing congestion on the strategic route through the Armley Gyratory and Ingram Distributor to make it the route of choice for drivers, and;
  - secondly, making the route through Holbeck less attractive to by-passing drivers by measures to reduce speed and decrease convenience.
- The first is part of an on-going programme of city centre traffic management changes currently being reviewed by Leeds City Council and beyond the scope of the Holbeck Neighbourhood Plan. A suggestion for traffic management within Holbeck Local Centre is included within the Projects below.
- Development and other projects such as highway works can also improve the quality of a place by minimising traffic generation and thus air pollution, including where appropriate, off-site improvements.

### **T3 – Movement in local residential areas**

- Manual for Streets 2 (CIHT 2010) suggests there is a balance between the “route” and “place” function of a location, depending on its position in the hierarchy of roads. Within residential areas in Holbeck, the aim is to make streets “places” for all users to enjoy and be safe. This approach would be particularly appropriate for Holbeck Housing Heritage Area where the grid of streets are all through roads, making them less safe for children's play, for example, even though often used for that purpose.
- There is a range of options for such streets, from no change, through widened pavements, addition of street trees, creation of shared space with wall to wall paving, to full closure to vehicles. Local resident involvement could create a tailored solution to each street. Proposals will be brought forward setting out options for residents to agree the best solutions

### **T4 – Nineveh Bridge**

- The present routes between the two parts of Holbeck divided by the railway (para 10.1.2) are uninviting and awkward to get to. A more direct, easier to use and attractive route would be via a new bridge across the railway connecting Nineveh Parade and Marshall Street.

#### **Policy T2 – Reducing air pollution and congestion**

Wherever possible, development should include measures to reduce air pollution, including a reduction in vehicle traffic generation and through traffic, and any other measures to minimise health impacts on local people, particularly in the Holbeck Local Centre.

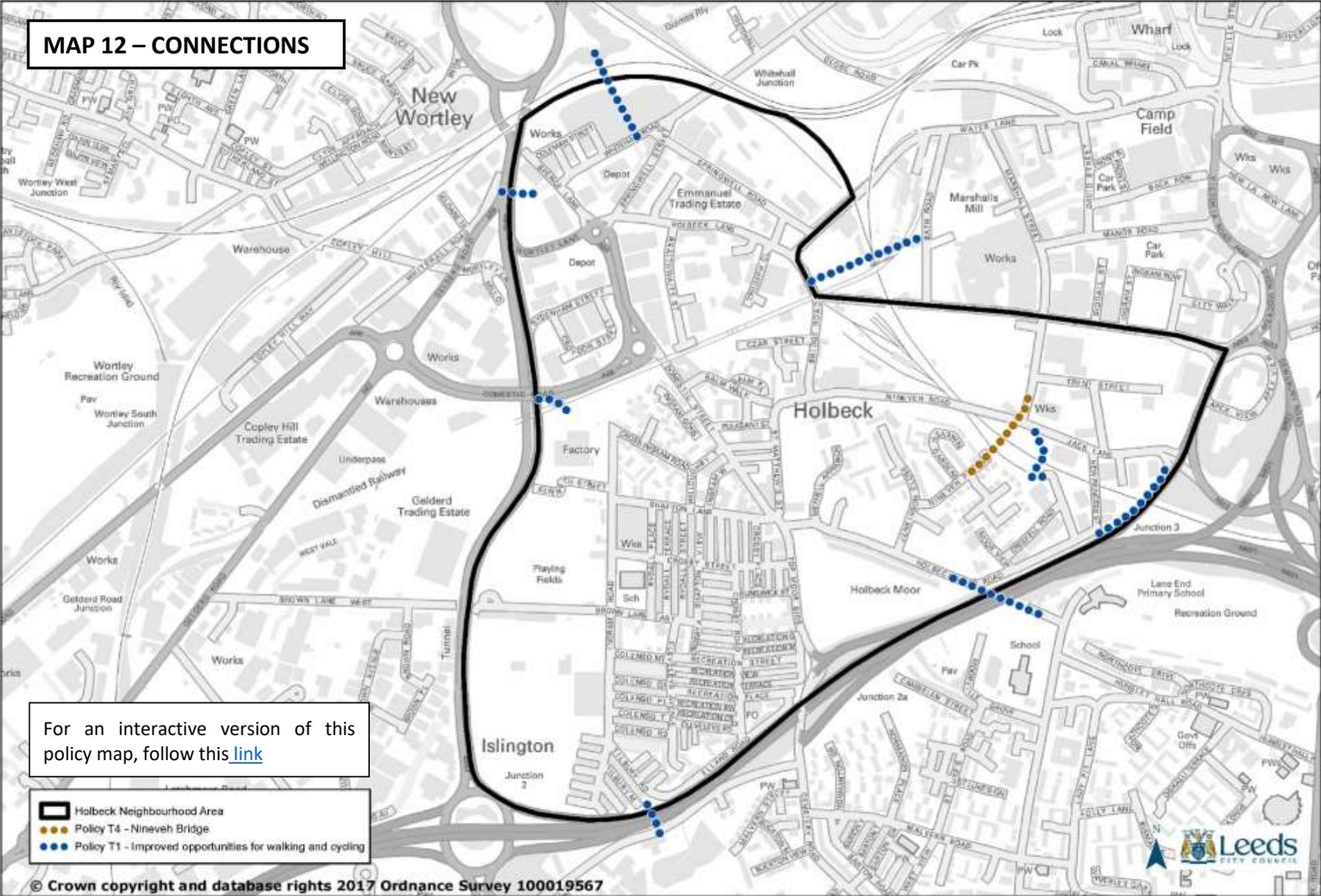
#### **Policy T3 – Movement in local residential areas**

Development of and within residential areas involving provision of or changes to roads, footpaths or cycle routes, should include measures to enable easy and safe use by pedestrians, cyclists and those with impaired mobility, including by traffic-calming road design where appropriate.

#### **Policy T4 – Nineveh Bridge**

Development which supports a new foot and cycle bridge across the railway connecting Nineveh Parade and Marshall Street (shown on Map 12) shall be supported.

**MAP 12 – CONNECTIONS**



For an interactive version of this policy map, follow this [link](#)

-  Holbeck Neighbourhood Area
-  Policy T4 - Nineveh Bridge
-  Policy T1 - Improved opportunities for walking and cycling

© Crown copyright and database rights 2017 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL Produced by: NI Date: 21/03/2017

## Projects to achieve a well-connected neighbourhood

### Traffic review

- Initially, an overall assessment of pedestrian and traffic movement in the area, including an appraisal of parking conditions and requirements needs to be carried out, including the individual projects set out below.

### Congestion in the Local Centre

- Improving the quality of the local centre can be started by reducing traffic congestion. In conjunction with strategic city centre traffic management improvements, a scheme to make Domestic Street/Top Moor Side less attractive to commuting traffic is a first step. In addition, however, alterations to Domestic Street and the junctions with Shafton Road and Holbeck Moor Road could enable pedestrians and cyclists to move more freely with wider pavements and improved crossings.
- Closing junction 2a on the M621 would cut rat-running traffic almost entirely, if approved by Highways England. Alternatively, Domestic Street could be reduced to a single carriageway, with either a traffic control system only allowing one-way traffic at a time or a one-way loop system using Pleasant Street and St Matthew's Street south-bound and Domestic Street north-bound. This would enable wider footways, localised speed reduction aided by road design and traffic light phasing to favour pedestrians where appropriate (see proposal sketch in Section 4 – Project LC-a).

### Local Connections

- The pedestrian/cycle routes, particularly those described in 10.1.2 above, need to be improved to make their use feel safer by widening and improving visibility where possible, additional drop crossings in places and better lighting. Already there are plans for two pedestrian crossings over Nineveh Road, funded by s106 monies from previous developments in the Holbeck South Bank area.
- The present routes between the two parts of Holbeck divided by the railway (para 10.1.2) are uninviting and awkward to get to. A more direct, easier to use and attractive route could be via a new bridge across the railway connecting Nineveh Parade and Marshall Street.
- Encouraging the use of only main routes as local connectors, particularly in the Holbeck Housing Heritage Area, allows the subsidiary streets to be used much less intensively. As a result, improvements could include: closure to traffic; shared space; play streets; tree planting, etc. carried out in conjunction with proposals set out in Policy H6 and Project H-b.
- The bridge over the M621 to Beeston (and Holbeck Cemetery) is functional but is not considered an easy, safe and attractive route. To form a strategic green infrastructure connection and restore the motorway-divided communities, there is an aspiration to create a wider green bridge for pedestrians and cyclists.

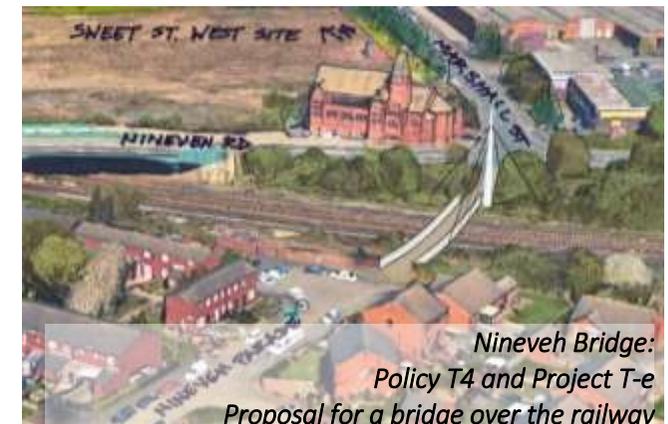
**Project T-a** – Review issues of traffic movement, including pedestrians, cycles and vehicles, and parking throughout the Holbeck Neighbourhood Plan area.

**Project T-b** – increase capacity at the Armley Gyratory and M621 Jn 2, and close Jn 2a to reduce through traffic in Holbeck.

**Project T-c** – explore alternative traffic management schemes for the local centre and implement an agreed scheme.

**Project T-d** – improve pedestrian/cycleway tunnels under railways/motorways and widen narrow ginnels/pavements.

**Project T-e** – Nineveh Bridge: Construct a pedestrian/cycle bridge over railway to connect Nineveh Parade to Marshall St.



- The Holbeck SPD includes an aspiration for a greenway on the disused Viaduct to connect to City Station, subject to it not being required for railway use. Funding has to date been unavailable.

### **Parking**

- Commuter parking in the area, encouraged by long-stay and unrestricted on-street parking bays throughout the area, reduces the opportunities for residents' parking and access to the local centre for those needing or choosing to drive there.
- Parts of Holbeck exceed the Core Strategy's accessibility standard for local services to be within 5 minutes' walk, or 400m.. Walking/cycling to the local centre would be the preferred option for health reasons, but is not an option for everybody. Lack of parking, both for local people and passing traffic, is a factor in preventing the Local Centre to thrive, making it less attractive to shoppers and retailers alike and a small short-stay car parking area, taken out of excessive carriageway width on Meynell Approach, could be provided at the east end of St Matthew's.
- Replacing unrestricted parking with short-stay parking could move commuter parking into surrounding residential areas exacerbating problems of casual parking there. Residents-only parking to reduce such problems is also proposed as part of an overall review.

### **Bus services**

- Much of Holbeck is poorly served by buses due to long distances to bus stops and low frequency services. 57% of those questioned thought bus services needed improving, with 75% of those noting this as a high priority. A re-introduced bus route along Nineveh Road would improve the service for residents in the Holbeck Moor Road area. An increase in frequency of buses along Top Moor Side/Domestic Street from every 30 minutes to every 15 minutes, together with more late evening buses from the city centre would also be a worthwhile improvement. A frequent service on a new circular route from the city centre into Holbeck would be a helpful addition to these improvements to existing services.
- Bus services and timetables are the responsibility of the private bus companies in conjunction with Metro, and these organisations are encouraged to give consideration to these improvements.

**Project T-f** – prepare specific proposals to improve neighbourhood streets within residential areas in co-operation with residents and implement them where agreed.

**Project T-g** – Create a “green bridge” over the M621 to Holbeck cemetery.

**Project T-h**– Create a “greenway” on the disused Viaduct to connect to the city centre.

**Project T-i** – change some of the parking restrictions from no restrictions or long-stay to short-stay while retaining some long-stay on-street parking in the primarily employment area for local employees.

**Project T-j** – create a small short-stay car park, taken out of excessive carriageway width on Meynell Approach at the east end of St Matthew's Community Centre.

**Project T-k** – introduce residents-only parking restrictions where there are, or are likely to be parking problems as a result of project T-g above.

**Project T-l** – Work to improve location of bus routes and increase frequency of buses in the area.

## 11.1 Policies and Projects

11.1.1 Delivery of the Vision relies partly on implementing the policies which will take effect as planning proposals are brought forward and will be administered by Leeds City Council as the local planning authority, or in the event of an appeal, by a Planning Inspector.

11.1.2 Some aspirations, summarised below as projects, may not be achievable through planning policy and will require action by the local community in partnership with others. In this instance, the local community will continue to be represented by the Community Committee of Leeds City Council in engagement with any successor to the Neighbourhood Forum.

11.1.3 The Delivery Plan is aimed at helping to achieve the community's Vision for Holbeck and will be used in a number of ways:

- in pre-application discussions to show prospective developers where the priorities are when deciding on the type and location of development and how it may affect other aspects of the plan;
- in the decision-making process on planning applications to ensure that the objectives of the Plan are met;
- when any bids are made for funding to demonstrate need and the priorities for specific projects;
- to indicate where the responsibilities lie for carrying out or administering the projects and which partners may be able to assist, and;
- to indicate to any relevant organisations planning any type of work or activity in the area where their budget decisions can be directed to best effect.

11.1.4 It will be the role of the Neighbourhood Forum and any successor to it (possibly a Community Investment Company), to oversee the progress of the Neighbourhood Plan by:

- monitoring planning applications and commenting as appropriate to the local planning authority;

- acting as lead partner in delivery of projects;
- seeking funding for projects;
- carrying out regular reviews of progress and reporting to the wider community, and;
- liaising with the City Council's Community Committee.

## 11.2 Project Planning

11.2.1 The table below sets out the projects: whether they are likely to be short term "quick wins", medium term, or long term; what partners the local community will need to work with; and the possible sources of funding.

11.2.2 Funding for projects may come from a number of sources, including:

- Leeds City Council's normal budget;
- Special grant funding administered by the Council's Area Committee;
- CIL (Community Infrastructure Levy): a payment made by developers on receiving planning approval, to raise funds for the infrastructure needs arising from new developments. 25% of the CIL raised from developments within the Neighbourhood Plan area must be spent on projects in the area and this will be administered by Leeds City Council in consultation with the local community;
- A BID (Business Improvement District) a business-led and business funded body formed to improve a defined commercial area. The BID fund, raised from businesses in the area, is controlled by those businesses on a democratic basis;
- TH (Townscape Heritage). The Townscape Heritage programme (formerly Townscape Heritage Initiative) is Heritage Lottery funded and helps communities regenerate deprived towns and cities across the UK by improving their built historic environment in conservation areas, and;
- Other sources as appropriate.

	Project	Short, Medium or Long term	Potential Partner(s) with the local community	Potential Funding
	<i>A thriving local centre</i>			
LC-a	Improve the quality of the public realm within the local centre to create a sense of identity and place, including carrying out traffic management alterations to reduce congestion.	L	LCC Landowners Shopkeepers	CIL/Local Transport Plan
	<i>A range of community facilities</i>			
C-a	Promote the use of community facilities such as Holbeck WMC, St. Matthews Community Centre and Holbeck Community Centre.	S	Community facility operators	LCC Grants
C-b	Carry out improvements to St Matthews Community Centre to increase its flexibility and the range of its uses.	L	LCC HLF	HLF. Charitable Grants
C-c	Promote consideration of developing a centrally located community hub containing health-related and library provision.	L	LCC, GP Practice	Central Commissioning Group
	<i>A choice of quality but affordable housing</i>			
H-a	Promote the concept of a Community Housing Trust, possibly on the site of Matthew Murray School, with a development brief to guide development to achieve a mix of housing.	M	LCC	LCC Grants
H-b	Carry out improvements to streets, back lanes, bin stores, boundary treatments etc. in the back-to-back and terrace areas (Holbeck Housing Heritage Area).	M	LCC, Landlords, Owners, Tenants	LCC Grants/CIL
H-c	Enforce applications for Houses in Multiple Occupation and their licencing.	S	LCC	N/A
H-d	Continue and strengthen the Landlords Forum.	S	LCC, Landlords	N/A
	<i>A variety of job opportunities</i>			
E-a	Work to restore the historic mill buildings in Holbeck Industrial Heritage Area for mixed uses.	L	Property developers incl CEG, Heritage trust	CIL
E-b	Establish a 'Business Forum' of local businesses and property owners, with a view to setting up a Business Improvement District (BID).	S	Business and Property Owners	N/A
E-c	work to find a long term solution to the managed area, including by extending active uses and improved environment.	S	Business and Property Owners; LCC	N/A

<i>A green environment</i>				
<b>G-a</b>	Lay out green spaces at Whitehall Rd/Springwell Rd and Springwell View.	L	LCC, landowners	CIL/BID
<b>G-b</b>	Work to select a coherent 'Holbeck style' for street furniture that is distinctive to the area. This will include signage, interpretation boards, public seating, litter bins.	S	LCC	CIL/BID
<b>G-c</b>	Improvements to green spaces, particularly for children's activities.	L	LCC	LCC Parks and Open Spaces budget/CIL
<b>G-d</b>	Improve lighting on footpaths, particularly on Holbeck Moor, in underpasses and along roads past undeveloped sites.	S	LCC	LCC budget
<b>G-e</b>	Carry out temporary planting, including wildflower seeding, on long-term vacant development sites.	S	Property Owners Holbeck in Bloom	Holbeck in Bloom programme
<i>Respecting Heritage and Local Character</i>				
<b>HC-a</b>	Bring forward proposals to extend the Holbeck Conservation Area to coincide with the boundary of the Holbeck Industrial Heritage Area and to designate a Holbeck Moor Conservation Area to coincide with the boundary of the Holbeck Historic Core.	S	LCC, CEG	LCC Planning
<b>HC-b</b>	Investigate sources of funding to help regenerate the Holbeck Industrial Heritage Area and the Holbeck Historic Core including exploring and promoting an application for a Townscape Heritage Scheme and to bring about a programme of building renovation and public realm enhancement addressing the Heritage at Risk in the former and improving shop frontages and reducing traffic congestion in the latter.	M	LCC, CEG, Shop owners and operators, Historic England, Heritage Lottery Fund	Heritage Lottery Fund, Owners, LCC (as match funder on TH schemes)
<b>HC-c</b>	Make a feature of the Viaduct, initially by uplighting and opening up some of the archways, and in the longer term by establishing a public green walkway along the top.	S/L	Network Rail	CIL/BID
<b>HC-d</b>	Monitor developments and improvements within the Holbeck Housing Heritage Area to ensure that they recognise and enhance the significance of the heritage assets there.	S/M/L	LCC, Owners and occupiers	LCC Planning
<b>HC-e</b>	Explore and promote the potential to prepare a scheme for, and seek funding to carry out alterations to St Matthew's Community Centre in order to enhance its heritage significance and improve its usefulness to the local community.	M	LCC	To be decided
<b>HC-f</b>	Create a History Trail with Signage/Interpretation Boards highlighting the heritage of the area. Sponsorship could be sought.	S	Landowners incl CEG, businesses	Sponsorship

<i>A Well-connected Neighbourhood</i>				
T-a	Review issues of traffic movement, including pedestrians, cycles and vehicles, and parking throughout the Holbeck Neighbourhood Plan area.	S	LCC	LCC Budget
T-b	Increase capacity at the Armley Gyratory and M621 Jn 2, and close Jn 2a to reduce through traffic.	M	LCC, Highways England	Local Transport Plan
T-c	explore alternative traffic management schemes for the local centre and implement an agreed scheme.	M	LCC, Highways England	LCC Budget CIL/BID
T-d	Improve pedestrian/cycleway tunnels under railways/motorways and widen narrow ginnels/pavements.	S	LCC	LCC budget CIL/BID
T-e	Nineveh Bridge: Construct a pedestrian/cycle bridge to connect Nineveh Parade and Marshall St (see also Policy T4)	L	LCC, Network Rail	CIL (also from Holbeck SPD area)
T-f	prepare specific proposals to improve neighbourhood streets within residential areas in co-operation with residents and implement them where agreed.	S	LCC Landlords Forum	CIL
T-g	Create a “green bridge” over the M621 to Holbeck cemetery.	L	LCC	CIL
T-h	Create a “greenway” on the disused Viaduct to connect to the city centre.	L	LCC, Network Rail	CIL (also from Holbeck SPD area)
T-i	change some of the parking restrictions from no restrictions or long-stay to short-stay while retaining some long-stay on-street parking in the primarily employment area for local employees.	S	LCC	LCC budget
T-j	create a small short-stay car park, taken out of excessive carriageway width on Meynell Approach at the east end of St Matthew's Community Centre.	S	LCC	LCC budget CIL
T-k	introduce residents-only parking restrictions where there are, or are likely to be parking problems as a result of project T-g above.	S	LCC	LCC Budget
T-l	Work to improve location of bus routes and increase frequency of buses in the area.	S	Metro, Bus Companies	Fares, Transport Funds

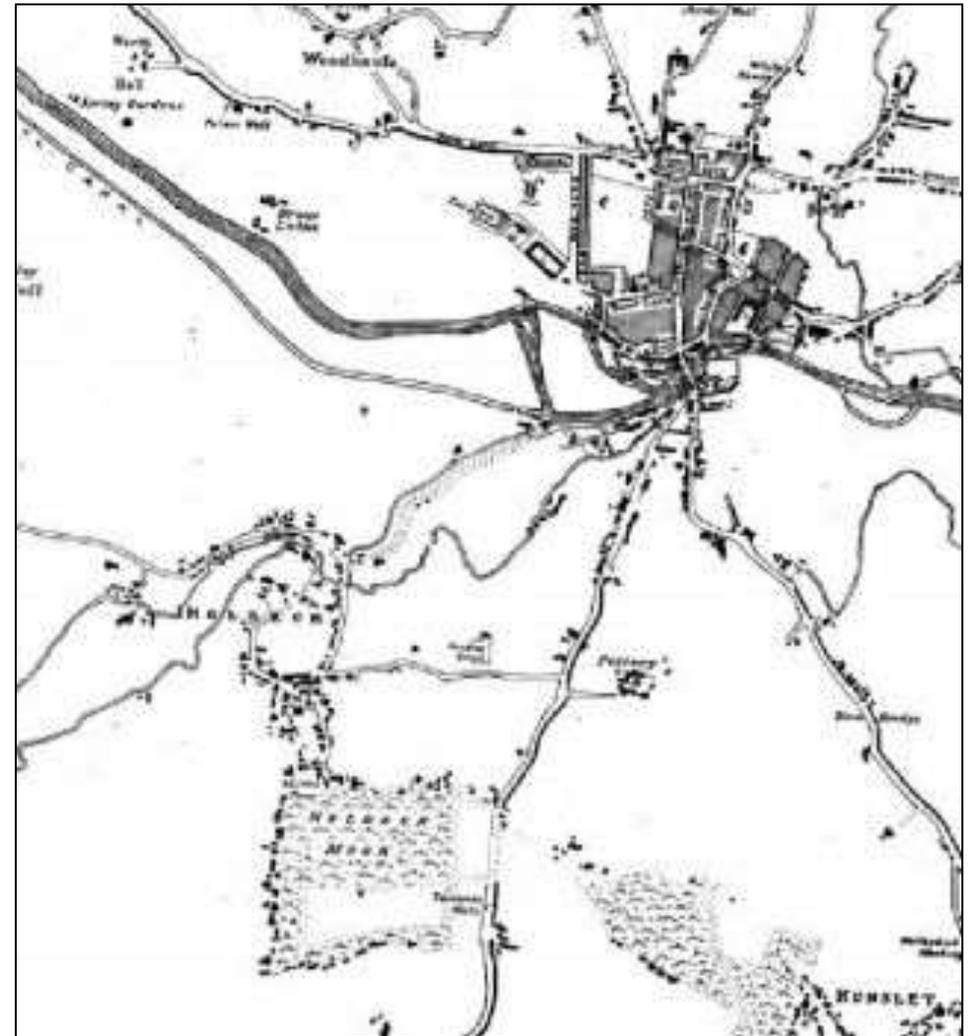
## 12. History of Holbeck

### 12.1 Origins and industrial development

- 12.1.1 John Tuke's map of 1781 (Map 13, right) shows Holbeck as a small township on the north side of Holbeck Moor separated from Leeds by open fields. and with a varied arrangement of houses around St. Matthew's churchyard and centred on Stocks Hill. Houses are also shown ranged along Top Moor Side and Low Moor Side, facing the Moor. The village had a chapel of ease, St Catherine's, in the Parish of St. Peter's Leeds, which may have existed as early as 809 ("A Topographical Dictionary of England" ed. S.Lewis 1848). The chapel was rebuilt in the early 18th century and demolished in 1836, having been replaced by St Matthew's in 1832 (designed by R.D.Chantrell).
- 12.1.2 Holbeck was the cradle of the Industrial Revolution in Leeds in the late 18th and 19th centuries – its foundries and mills manufactured and exported machinery, steam engines, and cloth around the world. There were also brick, tile and pottery works which supplied the local market. In the early part of the century mills were clustered along the Hol Beck which ran through the north of the area and parts of Holbeck Mill (origins 1800) and Low Hall Mill (origins 1827) remain. This area of industrial development expanded to link with Holbeck village to the south but the latter retained its historic road pattern until the late 19th century when Domestic Street was constructed to allow increasing traffic to by-pass the village streets (and in recent years has itself become highly congested). The division between employment in the north and residential in the south remains today, however, as does the important historic open land of Holbeck Moor, though smaller than it once was

### 12.2 Holbeck history facts

- 12.2.1 Holbeck was the home of three of the greatest innovators of the time: John Marshall (1765-1845), Matthew Murray (1765-1826) and Colonel Thomas Harding (1843-1927), and whilst their Holbeck enterprises at Marshall's and



Map 13

From John Tuke's map surveyed 1781, showing Holbeck in relation to Leeds

Temple Mills, the Round Foundry, and Tower Works respectively lie outside the Neighbourhood Plan area, Matthew Murray lived close by and his memorial is located in the graveyard to St. Matthew's.

- 12.2.2 The Leeds and Holbeck Permanent Building Society (now the Leeds Building Society) was founded in Holbeck in 1875, with its first head office in the Holbeck Mechanics Institute which was located on Sweet Street West (now demolished).
- 12.2.3 Holbeck Moor was the location of mass demonstrations against the government's refusal to introduce Parliamentary reform prior to the Reform Act of 1832. It was also the location of the so-called "Battle of Holbeck Moor" when thousands of protesters fought with Oswald Mosley's Blackshirts in 1936, forcing his planned rally to disperse. The Moor was bought by the Leeds Corporation in 1878 as public open space and was the site of annual 'Feasts', now Galas.

### 12.3 Modern development

- 12.3.1 The railway Viaduct (LNWR line) opened in 1869. It closed in 1988 but its blue brick line across Holbeck remains an important landmark in the area as well
- 12.3.2 as a clear division between the industrial north and residential south of Holbeck. Whilst proposals have been put forward to create a high-level greenway on the Viaduct, no funding has yet been forthcoming...
- 12.3.3 The back to backs and terraces that lie to the west of Domestic Street and Top Moor Side, plus the Pleasants, were predominantly built between the 1890's and 1920's, along with others between them and the Viaduct which were cleared in the 1960s-80s to make way for more modern housing. This included the tower blocks lined along the edge of Holbeck Moor which themselves have been demolished for new housing.
- 12.3.4 Domestic Street, along with some of the imposing buildings along it and Top Moor Side, was constructed in the latter half of the 19th century and in the early 1970s, the M621 was constructed across the southern end of Holbeck,

dividing it from the neighbouring area of Beeston Hill and creating a firm southern edge to the area. Ingram Way was built at the same time, forming the western edge of the area. Domestic Street and Top Moor Side now form an often heavily trafficked alternative north south link connected to the M621, passing through the local centre of Holbeck and alongside Holbeck Moor.



*The Former Britannia pub, Top Moor Side*

## 13.1 Strategic Green Infrastructure and Local Green Corridors

13.1.1 Policy G1 describes the opportunities and requirements for Strategic Green Infrastructure (SG) areas and Local Green Corridors (LGC), which are amplified below.

## 13.2 Strategic Green Infrastructure Opportunities (shown on Maps 4 and 9)

- **SG1 – North of the Viaduct.** Alongside the Viaduct and north of it to Whitehall Road, new development should include substantial areas of green space, including green roofs, to reinforce the corridor. The Viaduct itself already plays a part because of the wild landscape on its abandoned surface. Providing access to it would complete the green corridor function as well as a pedestrian and cycle route almost to the city centre. Any scheme would be dependent on the consent of Network Rail on the basis that the Viaduct was no longer required for operational purposes.
- **SG2 - Falcon House.** The western urban green corridor already extends northward from Brown Lane along the south side of the Viaduct to Domestic Street, with a narrow link past Falcon House, the industrial premises, to the allotments and playing field on Brown Lane West. If and when development takes place at Falcon House, this narrow link could be widened and its landscape improved, with added provision of cycling and walking routes.
- **SG3 - Matthew Murray site.** Similarly, the configuration of the proposed green space to be provided in any development of the Matthew Murray site should ensure that there is a continuous and substantial strip to link the western corridor there.
- **SG4 - Tilbury Road.** This is a wide road which would benefit from street trees and already includes garden trees. It links from the Matthew Murray site to Beeston Park across the motorway (see also Beeston Neighbourhood Plan) via the footbridge, which could become a “green bridge”.

## 13.3 Local Green Corridor Opportunities

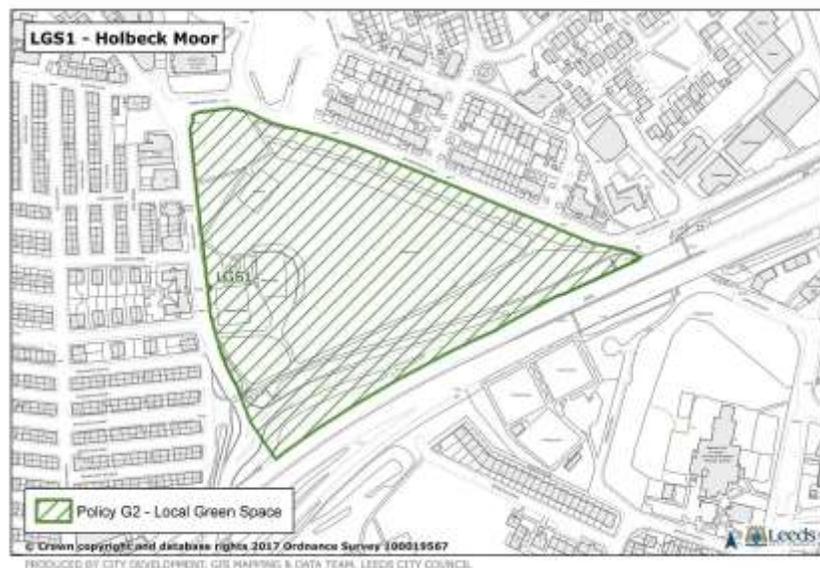
- **LGC1 - Elland Road.** There is a substantial verge along part of Elland Road alongside the motorway barrier and there may be ways of extending this by narrowing the carriageway where there is no verge. The verge could be more substantially landscaped than at present and not only would this enhance the quality of the overall environment there, but would also create a continuous green corridor ring around this part of Holbeck.
- **LGC2- Brown Lane.** A further link between the western and central green corridors can also be created, for example through street planting along Brown Lane East, to connect Holbeck Moor and the Brown Lane East POS. At the same time this could be designated one of the safe routes to Ingram Road Primary School and its layout could reflect that.
- **LGC3 - Holbeck Moor Road/Creskell Road/Nineveh Road/Sweet Street.** Street planting here will complete the circle of green corridors connecting the eastern corner of Holbeck Moor with the Nineveh Road amenity space and Sweet Street boulevard.
- **LGC4 - Sweet Street/Marshall Street.** The allocated green space here is only part of the opportunity for a green corridor of avenue planting including a cycle way and footpath along the entire south side of Sweet Street, which will be encouraged as part of developments there. An extension south along Marshall Street provides the opportunity for street trees and other planting on the link from the Nineveh Road Local Green Space.
- **LGC5 – Bridge Road.** The site lying between St Matthew’s cemetery and Czar Street was identified in the Holbeck Regeneration Plan as “Holbeck Link”, a green connection between Holbeck Moor and Holbeck north of the railway. The development of small industrial units there has left a wide area of green verge alongside Bridge Road where a cycle way and wider footpath could be included in addition to more planting.

## 13.4 Local Green Spaces

13.4.1 Policy G2 designates Local Green Spaces in Holbeck which are close to, and of particular significance to residents. The following descriptions set out that significance.

13.4.2 Most of these were assessed by the Open Space Sport and Recreation Assessment (2011) (see para. 8.4.3)

- **LGS1 - Holbeck Moor** at 4.68 hectares is the major area of green space in Holbeck and is classified as a Park in the audit's typology and scored 5.83 (out of 10). Undeveloped from ancient times, it is a cultural focus for the community and its historic significance is described in Section 12 – Heritage Assets. It has many functions: in addition to its general amenity value as a green “lung” in an otherwise densely built-up area, it also has a football pitch laid out, a children's playground, a skate park and a Multi-Use Games Area (MUGA). Holbeck Moor is used for large-scale community events such as the annual Holbeck Gala and is within the recommended distance of 720m from any part of Holbeck.



- **LGS2 - Stocks Hill** (1.1ha score 7.18) is a linear space along the south side of Stocks Hill/Nineveh Road and adjoins St Matthew's Cemetery. This space is mainly laid out as grass with part planted as wild flower meadow by Holbeck in Bloom. This provides essential recreational value

for walking, cycling and informal play as well as a visual buffer between housing and industry.



- **LGS3 - Czar Street** (0.2ha score 5.41) is a small area south of Czar Street, also laid out as grass, adjoining existing development on Balm Walk. This



is the site of the Isle Lane Methodist Chapel (and School) and its burial ground and some graves remain there. This too provides informal recreational value and forms part of the Urban Green Corridor.

- **LGS4 - Ingram Road** (1.09ha score 5.83) is also a linear space south of



the disused Viaduct extending between Kenneth Street and Domestic Street and similarly laid out. This also provides informal recreational value for walking and cycling and a green buffer between housing and the Viaduct. It is included within the Urban Green Corridor and provides an important setting for the visually distinctive Viaduct.

- **LGS5 - Shafton Lane Allotments** (1.59ha score 3.66) meet the Core Strategy's requirements for size and distance for Holbeck itself, but are fully used. These provide recreational value and a sustainable resource

for the local population.

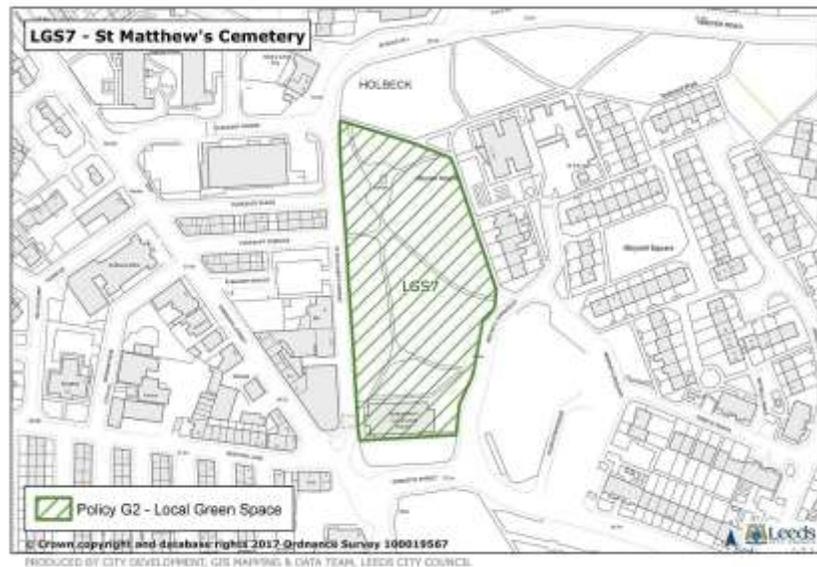


- **LGS6 - Brown Lane East POS** (1.62ha score 5.18) is laid out with two football pitches or a cricket pitch and is allocated as a Protected Playing Pitch in the Core Strategy (UDP saved policy). This has formal



recreational value for the children of Holbeck, contributing to their health and well-being.

- LGS7 - St Matthew's Cemetery** (1.05ha score 5.21), a Leeds Nature Area, is of local importance for the study of wildlife. It is the only cemetery in Holbeck: Holbeck Cemetery itself is just outside the area on the south side of the M621. St Matthew's Cemetery forms part of the urban green corridor referred to above. The cemetery contains the Matthew Murray memorial and it has a cultural value through its history, and a recreational value, providing a place of tranquillity next to the local centre.



- LGS8 - Domestic Street/Balm Walk.** This (together with the remainder of the Local Green Space designations) is not included in the Green Space Audit. It is a well-used “pocket park” of just under 0.2ha, laid out with railings, a path, seating area and a group of trees. Together with Balm Walk, it provides recreational value and a direct pedestrian link between Stocks Hill and the Viaduct arch over Domestic Street. Like LGS4, it forms part of the Urban Green Corridor provided by the viaduct and land

either side.



- LGS9 - Meynell Approach.** The green space east of Meynell Approach is a 0.11 ha rectangle of grass with a few mature trees with terraces of houses arranged in a rectangle around it.





and grass and seating to the north, this is a particularly valuable green space within an otherwise largely built up area which provides a landing point for the potential pedestrian and cycle bridge over the railway and

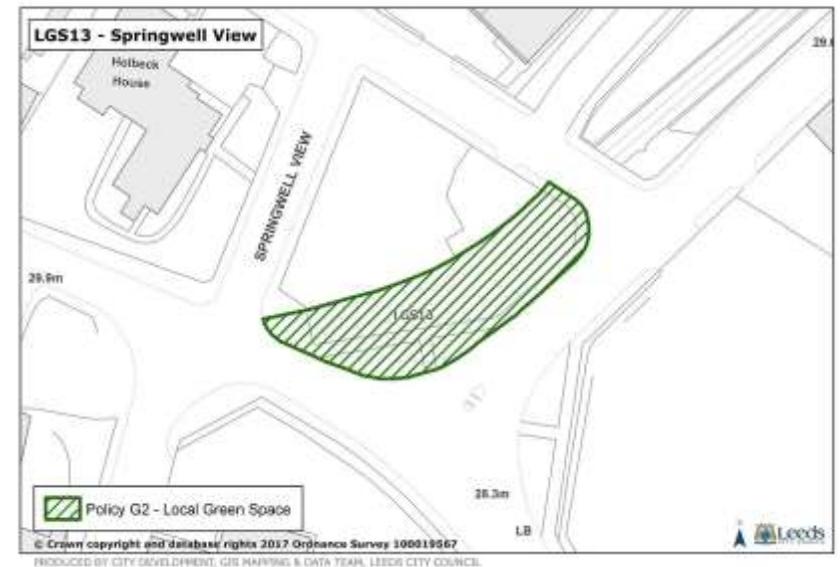
a springboard for a local green corridor through the proposed development sites towards the city centre.

- **Project G-a - Whitehall Road/Springwell Road.** This small triangular piece of paved land, less than 0.02ha in area has the potential to become a “pocket park” marking the gateway to Holbeck and providing identity to



the area. Planted with trees and laid out with grass, shrubs and seats, perhaps with public art accentuating the focal point this could form an oasis of green where local employees could sit and enjoy a summer lunch break. The short stretch of Springwell Street could be closed and included within the green space to increase the area and integrate it with the adjacent development.

- **Project G-a - Springwell View.** This site at the junction of Water Lane and Holbeck Lane includes the line of the Hol Beck and contains two bridge abutments and parapets spanning the beck, probably dating from



the area’s original industrial development and providing a distinctive link with the heritage of the area which is an important part of its identity. Across Holbeck Lane the area in front of Low Hall Mill is part of the same visual space. There are proposals for the development of the site northwest of the beck but the heritage value of the remainder could be enhanced if laid out as a “pocket park”, opening up the beck and creating a green focal point at the junction of Water Lane and Holbeck Lane.

## 14. Heritage Assets

### 14.1 Listed Buildings

14.1.1 Descriptions of the following listed buildings (all Grade II) in the Holbeck Neighbourhood Plan area are taken from the listing description with additional information by Peter Baker RIBA MRTPI IHBC.

- A. **Former Holbeck Public Library**, Nineveh Road is now in business use. It was built in 1901 and designed by William Bakewell, architect of the 1899 Florentine tower in Tower Works, Holbeck. Constructed in Burmantofts faience with detailed mouldings and complex fenestration.
- B. **The Kings Arms**, Stocks Hill from the mid-19th century, previously a pub, now converted to flats, though still with the old signage.
- C. **Former United Methodist Free Chapel** (now Holbeck Mills Carpet Warehouse) was built in 1880 and probably designed by EJ Dogshun. Its splendid and ornate stone-faced Baroque Revival east end facing Domestic Street is a significant and imposing landmark in the area, and the interior is similarly ornate and little changed.
- D. **St Matthew's Community Centre**,. This stone built Gothic Revival former church was constructed in 1829-32 in an Early English style to designs by RD Chantrell (architect of Leeds Minster). The spire was added in 1860. It was part of the parish of Leeds, and built to accommodate the growing population of the city. After becoming redundant in the late 1970s it was converted to a community centre in 1980. The building is prominent in its location at the apex of Holbeck Moor, an arrangement common to many English villages of church and village green - another reminder of Holbeck's pre-industrial past.
- E. **Boundary Wall with Gate Piers to St Matthews Community Centre**. The gate piers and stone wall on the south and west side of the building and graveyard were built as part of the church development in 1832

and are separately listed, though included for their group value with the Church building.

- F. **Murray Memorial and Railing Enclosure**. Holbeck's most famous son, Matthew Murray (d1876), the engineer and proprietor of the Round Foundry in Holbeck, and his wife Mary (d1886) were both buried in St Matthew's Churchyard and their memorial, a cast iron obelisk on a plinth with cast iron railings around it, is located at the north end of the churchyard.
- G. **St Edward's Vicarage**, Brown Lane. Now divided into nine flats, this was the vicarage for St Edward's Church which was sited to the west of vicarage, but now demolished. Both were designed by GF Bodley the nationally renowned Victorian church architect and built in 1904. The Vicarage is in an Arts and Crafts style in brick and render with stone detailing. The boundary wall and railings on Brown Lane, the wall with gate piers on Cleveleys Avenue and the wall extending onto Colenso Mount in front of two houses constructed in the Vicarage garden, are not separately listed but are part of the setting of the building. The remaining section of the wall and even more elaborate piers and railing which bounded the Church and Church Hall and School on Colenso Mount and Ingram Road are also architecturally and historically significant (see "Positive Buildings and Structures" below).

### 14.2 Character areas

- 14.2.1 The South Holbeck Historic Characterisation Study was prepared by Re'new in association with English Heritage and Leeds City Council in 2008. It identified six character areas which are shown on Map 10, to which have been added two further areas as the study did not include the employment area to the north or the area south of Sweet Street which are part of the Neighbourhood Plan area. The descriptions of Areas 1-6 are taken from that document (with additional notes by Peter Baker RIBA MRTPI IHBC).

### **Character Area 1 – Domestic Street.**

*“This area lies to the south of Leeds City Centre ... Domestic Street, which is heavily utilised by commuters travelling from the M621 into Leeds City Centre and vice versa, runs as a spine through this area. This area is also characterised by the similarity of the housing stock, the majority of which consists of 1980s local authority low rise, brick built properties. Domestic Street is crossed by the dramatic rail viaduct (now disused) which frames, and provides a backdrop to, this character area.”*

This area is mainly residential with the houses arranged to provide open spaces and a sense of community. These spaces are being improved as part of the regeneration programme.

### **Character Area 2 – North of Holbeck Moor Road**

*“This area is located to the east of central Holbeck and includes important gateway routes into Holbeck – at Bridge Road/Holbeck Lane/Water Lane; at Sweet Street; at Nineveh Road/Jack Lane; and at Holbeck Moor Road/New Princess Street. This Character Area forms the interface with [the remainder of] Holbeck ... to the north east. It is bounded by Holbeck Moor, the M621, the active railway line into Leeds and St Matthew's Church Community Centre and graveyard. There are two important pedestrian links which should be noted: M621 underpass to West Hunslet is located at the eastern end of Holbeck Moor: there is an historic pedestrian route from Creskell Road crossing the rail line. To the north of the area is a substantial area of railway sidings and depot area (laid out between 1851 and 1894) lying between Sweet Street, Bridge Road and Nineveh Road. To the east is an area of more modern industrial premises and warehouse units off Holbeck Moor Road.”*

The area includes the redevelopment of the demolished tower blocks site and 1960s housing stock with an open plan, Radburn type layout. A single tower block, Meynell Heights, remains. This area too is being improved as part of the regeneration programme.

### **Character Area 3 – St Matthew's; part of the Holbeck Historic Core**

*“This area is located to the centre of Holbeck and includes the focal point where Domestic Street, St Matthew's Street, Shafton Lane, Holbeck Moor Road and Top Moor Side all meet. This character area appears to have been the central hub of South Holbeck since development of the area occurred. It is therefore the most important area, along with Character Area 4 Holbeck Moor, in giving Holbeck its identity... Although there are several significant buildings in this area, many are vacant or under-utilised. It is important to recognise the heritage value of the various buildings in this area as a group. Together they express a sense of place and identity of the village ranged round the historic Moor”.*

This is the historic core of Holbeck and its history is described in the Neighbourhood Plan in section 12. Most of the buildings date from the late 19th and early 20th century and provide a mix of residential and small business use. Many of these make a positive contribution to the visual character of this area. With some minor boundary differences, it also forms Holbeck's local centre and the issues of traffic and declining use are dealt with in Section 4.

### **Character Area 4 – Holbeck Moor; part of the Holbeck Historic Core**

*“Holbeck Moor is located to the south of the area. Its boundaries are clearly defined by Top Moor Side, Holbeck Moor Road and the M621 slip road... relatively flat and open landscape, with some planting along the Holbeck Moor Road edge, and a football pitch, and some play facilities on Top Moor Side.... According to OS maps, the north-west apex of the Moor contained a school from at least 1851, apparently extended in by 1894. This was demolished in the 1960s to be replaced by a temporary, prefabricated building as a home for Holbeck Library. In 1999...the Holbeck Moor site was cleared.”*

### **Character Area 5 – West of Top Moor Side, including the Holbeck Heritage Housing Area**

*“The area is clearly defined by the road boundaries of Top Moor Side, Shafton Lane, Ingram Road and Elland Road. The majority of residential properties within this Character Area are back-to-back properties, a house type that once largely epitomised working class neighbourhoods in Leeds... These houses provide an*

*important historical link with the factories in .. Holbeck ..., and their heritage value should not be overlooked.”*

Most of the area consists of late 19th century houses which, as a group, are all heritage assets and have been defined as the Holbeck Housing Heritage Area. The earliest houses were built by 1908: the Crosbys, Shaftons and Recreations are all Type 2 back-to-backs: each with a single room and small kitchen/scullery on the ground floor, no garden and built in groups of eight separated by a toilet block (later converted to bin yards as improvements brought inside toilets). The Rydals and Colensos, built in the following few years, were Type 3s: with small front gardens and semi-basements housing a toilet. The Eustons and Tilburys (also Type 3s) were complete by the 1930s. There are also some through terraces in the Colensos. All are in the typical red brick with stone dressings and slate roofs of the period and many have had dormers inserted. One area of back-to-backs, the Runswicks, have been demolished and replaced with new housing through the regeneration programme. Communal space is virtually non-existent in the area, apart from the streets themselves and the cleared bin yards. The space also contains small pockets of other types of development, including the buildings fronting Elland Road: the St Edward's Vicarage block (including the site of the demolished church and school now redeveloped) on the west side of Ingram Road and a block of industrial buildings just to the north of that.

#### **Area 6 – West of Ingram Road.**

*“This character area is located to the west of Holbeck. The area's boundaries are clearly defined by the Inner Ring Road to the west (Ingram Distributor), the M621 to the south, Ingram Road to the east and the disused viaduct to the north. This area is a relatively large area made up of numerous land uses> brownfield sites, industrial activities and a cash-and -carry warehouse, under-used allotments, and playing pitches (some of which are in poor condition). The area has significant redevelopment potential.”*

To the south of the area is the site of the closed Matthew Murray School, a strategically important site for the future regeneration of Holbeck.

#### **Area 7 – North of the Viaduct, including the Holbeck Industrial Heritage Area**

Not included in the 2008 Characterisation Study, this area is in the north of the area and is defined by the Ingram Distributor to the west, the Viaduct to the south, Bridge Street and Water Lane to the east and the railway to the north. It consists mainly of industrial buildings which include manufacturing and service industries and is dominated by buildings and roads providing connections into the city centre and to the south-west of Leeds, with little other space.

There are still parts of the historic industrial development of Holbeck in the centre of the area, included in the Holbeck Conservation Area, in the form of Low Hall Mill and Holbeck Mill, both in need of restoration, and the cast iron balustrades of bridges over the Holbeck. This area has been defined as The Holbeck Industrial Heritage Area and the buildings are more traditional in style, with load-bearing brick walls (or render on brick), narrower floorplates than the modern industrial sheds nearby, up to three or four storeys high, with regularly-spaced windows and double pitched slate roofs.

#### **Area 8 – South of Sweet Street**

This area was also not included in the 2008 Characterisation Study and is bounded by Sweet Street to the north, Meadow Road to the east and the railway to the south and west. This area also lies within the boundary of Leeds City Centre as defined in the Core Strategy and has a strategic importance in linking Holbeck and the city centre. There are only four points of connection over or under the railway from the rest of Holbeck: Sweet Street, Nineveh Road, New Princess Street, and the pedestrian bridge between Creskell Road and Jack Lane. Apart from a few industrial buildings south of Nineveh Road/Jack Lane and close to Meadow Road, the whole of the remainder is largely vacant land. The land has outline planning permissions in two tranches at the east and west ends of the site for mixed use development.

### 14.3 Other Heritage Assets

14.3.1 The following buildings have been identified partly through the South Holbeck Characterisation Study and the Holbeck Regeneration Plan and partly through consultation workshops (see Map 11) using the criteria set out in Historic England’s “Good Practice Guide for Local Heritage Listing”. The criteria that apply to each is shown under the entry. The Historic Environment Record was also consulted. Buildings noted which are within the Holbeck Conservation Area have been identified in the Conservation Area Appraisal as “positive buildings”. The remainder are non-designated heritage assets, some identified through proposals for the potential Conservation Area based on the Holbeck Historic Core. Other descriptions and assessments have been carried out by Peter Baker RIBA MRTPI IHBC.

- Former Yorkshire Bank, Holbeck Lane/Springwell Street junction.** Red brick with stone dressings and three gables on its octagonal frontage. This is one of the few buildings left (and the only one not in Holbeck Conservation Area) in what was the densely built up North Holbeck area of late 19th century housing and industry before clearance in the 1970s to create the present area of large scale industrial premises.

Age	Local Rarity	Aesthetic Value	Historic Association	Social/Communal Value	

- Low Hall Place and Triumph Close.** This small area is within the Holbeck Conservation Area for which the Appraisal and Management Plan states: *“Both preserve the line of former tracks. Low Hall Place may be pre-1600. It retains a good 19th century setted surface. The former bridge parapet remains, a reminder of Low Beck and other streams which once flowed into Hol Beck”* (Subsequent quotes in this section are from the same document). The bridge parapet is cast iron, a heritage asset in its own right.

Age	Rarity	Historic Association	Group Value	Social/Communal Value	

- Low Hall Mills.** Also within the Holbeck Conservation Area and described as a *“Former flax mill of 1827 incorporating earlier buildings. The principal three-storey mill dates from 1874. The four-storey building to the south of Triumph Close has half-boarded casements.”* The entrance to the principal building is through a stone three-centred arch on stone pilasters with a date-carved keystone, all surmounted by a flat dentil cornice, with “Low Hall Mills” inscribed in the frieze. The buildings here are included in Leeds Civic Trust's Heritage at Risk list; most of the buildings are unused and their condition is declining.

Age	Rarity	Aesthetic Value	Historic Association	Group Value	Social/Communal Value

- Holbeck Mill, New Mill** (39 Holbeck Lane and Braithwaite Street). Adjacent to Low Hall Mills in the Conservation Area, *“Holbeck Mill at the south western end of Low Hall Place is one of the oldest in the area, although little remains from before the late 19th century. The New Mill to the north was the site of textile working from 1800 with surviving buildings from the 1830s. The shape of the buildings reflects the line of the former Mill Green Goit and the southern boundary by the line of the former Low Beck.”*

Age	Rarity	Historic Association	Group Value	Social/Communal Value	

- 41-45a Holbeck Lane.** Adjoining New Mill and also in the Conservation Area, *“Mid- to late-19th century manufacturing and commercial premises. Although much altered they comprise a good group worthy of conservation”*.

Age	Local Rarity	Historic Association	Group Value		

- The Commercial Inn, Sweet Street.** In spite of its present isolation, this is one of the few pubs in the area to remain open. Built between 1831 and 1844 and extended circa 1900 the render-finished building retains its elegant Georgian-style core of three bays and central door case. The building was the first headquarters of ASLEF, the railway union, and there is a Leeds Civic Trust plaque commemorating that. This building is also in the Holbeck Conservation Area and included in the West Yorkshire Historic Environment Record.

Age	Local Rarity	Historic Association	Social/Communal Value	Evidential	

7. **The Railway Viaduct.** The blue-brick piers and arches of the Viaduct are a significant feature in the Holbeck townscape. The Viaduct was opened in 1869 by the London and North Western Railway, built to enable the LNWR to link up with the North Eastern Railway at the new City Station. At present it is adjacent to, but not in the Conservation Area and is included in the West Yorkshire Historic Environment Record.

Age	Aesthetic Value	Historic Association	Social/Communal Value	Landmark status	
-----	-----------------	----------------------	-----------------------	-----------------	--

8. **The Old Chapel, Czar Street.** Built in the first half of the 19th century (it is marked as a Wesleyan Association Chapel on the 1852 OS map) and close by the south side of the Viaduct, this red brick former chapel with arched high level windows is now used as a music studio. This is the only remaining early chapel building in Holbeck.

Age	Aesthetic Value	Local Rarity	Historic Association	Social/Communal Value	
-----	-----------------	--------------	----------------------	-----------------------	--

9. **Oak House, Balm Walk.** Dating from the end of the 19th century, this is a red brick, three-bay house with two door cases, stone dressings, verge kneelers and original chimneys. Originally offices for the Order of Druids Friendly Society, the building is now occupied by the charity Holbeck Elderly Aid.

Age	Aesthetic Value	Historic Association	Social/Communal Value		
-----	-----------------	----------------------	-----------------------	--	--

10. **Railway Buildings, Nineveh Road.** This range of one and two-storey red brick sheds with filled segmental arch openings and a three-storey office block at the east end, were built in the late 19th century as part of the Midland Railway and align the north side of Nineveh Road. with the site surrounded by a stone wall on Bridge Road and Nineveh Road. These buildings and structures reflect the importance of the railways to the heritage of Holbeck. The Italianate style office building with its bracketed overhanging eaves suggests it once had a higher status than it currently enjoys.

Age	Aesthetic Value	Historic Association	Social/Communal Value	Landmark status	
-----	-----------------	----------------------	-----------------------	-----------------	--

11. **116 Domestic Street.** Next to the listed former Methodist Chapel, this 1901-built double-fronted house in red brick and painted stone features has a relatively grand appearance which is unique in Holbeck.

Age	Aesthetic Value	Social/Communal Value			
-----	-----------------	-----------------------	--	--	--

12. **118-124 Domestic Street.** Further south is a series of brick built properties, not as grand as no.116, but with some interesting features including a stained glass fanlight reading “Lewis Mills Coal Merchant” with a rising sun motif on no.122. They are set behind shallow front gardens (built on as single storey shop extensions in the case of no.124).

Age	Aesthetic Value	Social/Communal Value			
-----	-----------------	-----------------------	--	--	--

13. **The Pleasants.** These two terraces of Type 2 back-to-backs off Domestic Street are all that remain of those which previously covered this area. They frame the view of the Holbeck Mills Carpet Warehouse from the east.

Age	Local Rarity	Aesthetic Value	Social/Communal Value		
-----	--------------	-----------------	-----------------------	--	--

14. **The Bull's Head and 21a St Matthew's Street.** These buildings along with the old cinema building form a group along this road facing the cemetery. The Bulls Head is rendered and painted white and the ground floor windows have been altered since they were built in the early 20th century.

Age	Group Value	Social/Communal Value			
-----	-------------	-----------------------	--	--	--

15. **The former Picture House, corner of Domestic Street/St Matthew's Street.** Now vacant and last used as Leeds Building Society offices. Designed by WF Rhodes of Wortley and opened in 1916. A rather austere brick building with few openings, but with an appropriate stage-set style entrance, partly octagonal shaped to face the corner and topped with a stone balustrade. Together with Shafton House and the Conservative Club, the building forms a focal point at the entrance to Domestic Street and is currently vacant.

Age	Aesthetic Value	Group Value	Historic Association	Landmark	Social/Communal Value
-----	-----------------	-------------	----------------------	----------	-----------------------

16. **Shafton House**, corner of Domestic Street/Shafton Lane. The main red brick building, originally a house, is set back from the present single storey facade, and dates from the late 19th century. The shop extension, probably from the 1930s in ashlar stone is also a partly octagonal shape and echoes the Picture House entrance across the road. This building was also a branch of the Leeds Building Society (then known as Leeds and Holbeck) at one time. The building is currently vacant.

Age	Aesthetic Value	Group Value	Landmark	Social/Communal Value	
-----	-----------------	-------------	----------	-----------------------	--

17. **Conservative Club**. The third building to form the focal space at the south end of Domestic Street, along with the last two described, this arts and crafts style building was built between 1894 and 1904 in brick with stone dressings. Its main, short facade, though, faces Holbeck Moor Road and it plays an important part in visually closing off the end of the Moor and balancing St Matthew's Community Centre in that role.

Age	Aesthetic Value	Group Value	Landmark	Social/Communal Value	
-----	-----------------	-------------	----------	-----------------------	--

18. **59-61 Top Moor Side**. This group of three shops were probably built as such and still retain the original shop pilasters. They are constructed in red brick with stone string courses, stone window surrounds and brick gabled dormers with arch windows and probably date from the last years of the 19th century. Along with the buildings to the south, they form an important visual edge to Top Moor Side and Holbeck Moor.

Age	Local Rarity	Aesthetic Value	Group Value	Social/Communal Value	
-----	--------------	-----------------	-------------	-----------------------	--

19. **The Britannia**. Built in 1898, this is the most elaborate design of this group of buildings on Top Moor Side. An exuberance of stone detailing on plain brick walling, with arches, scrollwork, a raised arched pediment at the gable apex, a turret, corbelled chimneys and many other features all combine to produce an impressive landmark in the area. This building is now a convenience store.

Age	Local Rarity	Aesthetic Value	Group Value	Landmark	Social/Communal Value
-----	--------------	-----------------	-------------	----------	-----------------------

20. **51-57 Top Moor Side**. The buildings in this terrace are a mix of houses and shops and were built at different times, possibly on surviving plots from the pre-industrial village lining the Moor at this point. None are architecturally outstanding but the terrace plays an important part contributing to the strong built edge to Holbeck Moor.

Age	Group Value	Social/Communal Value			
-----	-------------	-----------------------	--	--	--

21. **The Holbeck, Jenkinson's Lawn**. Formerly the Holbeck Working Men's Club Built in 1877, the building is not architecturally important but has a historic interest due to its survival through the various stages of development and redevelopment in the area.

Age	Historic Association	Social/Communal Value			
-----	----------------------	-----------------------	--	--	--

22. **Portland House, Moor View**. Built in 1892 as the Mint Methodist Chapel, it has since been an electrical engineers office and is now vacant. It has a symmetrical, well-mannered facade in brick with large lunette windows.

Age	Aesthetic Value	Social/Communal Value			
-----	-----------------	-----------------------	--	--	--

23. **Drum Yard, Shafton Lane (west)**. This is shown on the 1909 OS map where it appears along with the works adjoining to the south and is probably now the oldest building west of Ingram Road. So the story that the two circular windows in the gable were put in by the owner to remind him of his seafaring days is probably apocryphal.

Age	Local Rarity	Social/Communal Value			
-----	--------------	-----------------------	--	--	--

24. **Back to Back and Terrace Houses, within and adjoining Top Moor Side, Shafton Lane, Ingram Road and Elland Road.** These are all included in the Holbeck Housing Heritage Area (see Policy HC3).

Age	Group Value	Social/Communal Value			
-----	-------------	-----------------------	--	--	--

25. **2-18 Shafton Lane.** This terrace of red brick houses, included within the Holbeck Historic Core have the same attributes as the houses within the Holbeck Housing Heritage Area (see policies HC2 and HC3).

Age	Group Value	Social/Communal Value			
-----	-------------	-----------------------	--	--	--

26. **Savile House 23 Shafton Lane, Warehouse 25 Shafton Lane, and Clyde House, Ingram Road.** These all form a group of red-brick industrial buildings in a single block constructed between 1908 and 1935. The former two earlier buildings have Arts and Crafts-style door casings with stone quoins with stone window heads. No.25 has a ghost-sign painted on the façade. Clyde House was purpose built as a factory in 1935 and features an Art Deco style corner entrance at Crosby Street/Ingram Road and steel horizontally oriented windows (original on the ground floor) to the Ingram Road elevation. The remainder is plain brick.

Age	Aesthetic Value	Social/Communal Value			
-----	-----------------	-----------------------	--	--	--

27. **Waggon and Horses (more recently the United Bar), Elland Road.** This has now closed as a pub. It dates from the first half of the 19th century when Elland Road was a toll road, and is three bays wide with a central doorway in typical Georgian-style vernacular. The lower ranges either side are at least as old, though boarded up, unused and requiring improvement. The adjoining property to the east, with a small turret on the corner, has the air of a seaside bungalow providing an interesting contrast to the back to back properties nearby.

Age	Aesthetic Value	Group Value	Landmark	Social/Communal Value	
-----	-----------------	-------------	----------	-----------------------	--

28. **84-88 Elland Road.** Built as shops around the same time as the back-to-backs nearby, this (now a small convenience store) has a semi-octagonal end on the corner with Crosby Road and a prominent gable with brick pilasters and stone detailing.

Age	Aesthetic Value	Group Value	Landmark	Social/Communal Value	
-----	-----------------	-------------	----------	-----------------------	--

29. **Walls and railings to demolished St Edward's Church, School and Community Centre, Ingram Road/Colenso Mount.** This brick and stone wall originally formed the boundary of the demolished church and Church Hall (subsequently a community centre) designed by the prominent Victorian church architect G.F. Bodley. The wall to the south and a small section on the west side is topped with cast iron railings between brick piers with triangular stone caps. The remainder of the west side has been replaced as part of a recent housing development. Around the vicarage garden the wall has a stone coping but no piers and where houses have been built to the south the wall has been removed in parts.

Age	Local Rarity	Aesthetic Value	Group value	Historic Association	Social/Communal Value
-----	--------------	-----------------	-------------	----------------------	-----------------------

30. **School House, Rydal Place.** Forming part of the original Ingram Primary School, this building (possibly built as the Headteacher's residence) dates from the early 20<sup>th</sup> century has a parapet gable facing Rydal Place, stone string courses and a doorway with corbelled stone dressings. These details and its detached position set it apart from the terraces of back to backs surrounding it.

Age	Aesthetic Value	Historic Association	Social/Communal Value		
-----	-----------------	----------------------	-----------------------	--	--