

Armley Conservation Area Management Plan

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1.0 The Area

Introduction

The Armley Conservation Area Plan is a framework of proposals for the management of Armley Conservation Area. It follows the Armley Conservation Area Appraisal which defined the special qualities of the conservation area. The management plan seeks to preserve those qualities whilst encouraging new development which will enhance the area and maintain the economic lifeblood of Armley.

The management plan is not a stand-alone document but is complementary to a family of strategies listed at the end of this document which address the physical and economic regeneration of the area. They stress the importance of attracting private

sector investment into the area, and similarly this document sets as one of its objectives the encouragement of development to retain historic buildings in use and

to enhance the negative parts of the conservation area.

Not least, the management plan stands side-by-side with the Action Plan of the Armley Townscape



Armley (c1962) shows evidence of a thousand years of continuous settlement and change

Heritage Initiative which is a conservation-led regeneration scheme backed by a common fund of £1.4 million. The management plan outlines measures which will allow the investment outlined in the Action Plan to come forward such as the compulsory purchase of critical projects if agreement of the owners is not forthcoming. The management plan contains a regulatory framework and a range of physical, education and training initiatives to ensure that the benefits of the scheme are maintained beyond its five years lifespan (2008-2013).

The structure of the management plan stems from its methodology. It briefly defines the special character of the conservation area and the existing and potential threats to the area which are

further refined by SWOT analysis. Objectives are set which guide the response to these issues. There is a brief discussion of the measures followed by specific statements of intent highlighted in block capitals. These are brought together at the end of the plan in Table 2 'Conservation Area Management Programme' which ties the statements of intent to a timescale for implementation and the key partners involved. Performance indicators are set out at the very end which will measure the effectiveness of the plan.

The management plan has undergone extensive public consultation. This began in Spring 2008 leading to the adoption of the management plan by the City Council on the **15th December 2008**. It has a life span of ten

years after which it will be reviewed using the performance indicators set out in the final section of document.

The status of the Armley Conservation Area Management Plan as a planning document is that of a "material consideration" underpinned at the time of writing by the policies in the Leeds Unitary Development Plan.



**Armley is distinctive with strong
loyalties**

Armley's Special Interest

Armley shows the physical remains of at least a thousand years of continuous human settlement. Ancient roads persist and field boundaries from at least the time of the enclosure in the late 18th century (but possibly much older) can still be traced on the ground. However, it is the legacy of the 19th century which is most visible today. There are well-preserved industrial and residential quarters as well as peerless individual buildings such as St Bartholomew's Church and the Branch Library.

Within the conservation area, there are several substantial open spaces of varying character from the common land of Armley Moor to the more formal 19th century public park. The green spaces, streets and lanes are an ever-changing spatial

delight.

The topography and landscape setting of Armley make it a town apart with distinct bounds within the western metropolitan fringe. Long distance views of St Bartholomew's make it a visual marker and the icon of the town.



The condition of 2 Branch Road is a blight on the conservation area

Current challenges

Armley is typical of several other former free-standing settlements on the fringe of the Leeds urban area

which are struggling to find a role following the loss of their traditional industrial bases and as their retail areas face stiff competition from out-of-town shopping centres. As patterns of speed of travel have changed over the last century, the radial routes which cut through Armley have changed from important linear corridors to barriers, both literal in terms of traffic and perceptual in respect of property values.

The downturn in market demand and value, resulting in blight, is akin to inner urban areas. The historic environment has suffered from inappropriate use, lack of maintenance, removal of heritage detail, the insertion of unsightly shop fronts and signage. The lack of appreciation of the rich heritage of Armley and low expectations

from residents has resulted, in the main, in poor quality regulation of the built environment.

The benefit of economic decline has been that the chapel and mills not destroyed by urban clearance in the 60s and 70s have been 'preserved', often in low level uses. As the 'Leeds effect' spreads out and the land values increase, especially for residential uses, there is a new threat of over exploitation of the historic environment which calls for specific planning policies for Armley.

Strengths, weaknesses, opportunities and threats

Based on the summary of the special interest of the Armley Conservation Area and the discussion of the existing and potential issues facing the area, it possible to isolate

specific strengths, weaknesses, opportunities and threats (SWOT).

Strengths

- Rich legacy of historic builds and varied spaces and uses.
- Strong loyalty from its residents.

Weaknesses

- Gap sites and other negative features breaking the continuity of the townscape, particularly on the edge of the conservation area along Canal Road.
- Disrepair and dereliction of former chapels and mills. The poor condition of Mike's Carpets (2 Branch Road) is a particular blight on the recovery of Armley.



Traffic dominates Branch Road

- Low appreciation of historic environment by residents and outsiders alike.
- Garish shop fronts which mar otherwise attractive buildings.
- Public domain characterised by poor quality, standard materials.
- Dominance of traffic and parked cars, particularly of Branch Road and Town Street.

- Poor maintenance and inadequate footpath widths impairing Armley Moor as an amenity and connector between Town Street and the housing to the west.

Opportunities

- Vacant and underused historic buildings which could be 'mini engines' of regeneration.
- Improved connectivity, both physical and visual, with



A garish modern sign with traditional shop front beneath

Leeds-Liverpool canal and Armley Mills.

- Improvements to pedestrian environment of Town Street and Branch Road.
- Availability of grant-aid from the Armley THI.

Threats

- Demolition of "positive buildings", identified in the Armley Conservation Area Appraisal, as land values rise.
- Infilling of gardens and open spaces around Armley Moor for residential development
- Cumulative effect of ill-considered 'home improvements'.
- Blocking of significant views, particularly of St



St Bartholomew's Church, the icon of Armley, could be obscured by new development

Bartholomew's Church, identified in the Armley Conservation Area Appraisal.

- Destruction of field boundaries which survive from the time of enclosure but possibly much older.

2.0 Management Objectives

There are many possible responses

to the issues identified above. It is important that a commitment is given to protecting the historic environment. On the other hand, a balance must be struck between 'preservation' and the need to stimulate private sector investment which will ensure the regeneration of Armley and the survival of the historic environment.

Objectives 3 and 4 in table 1 address the users and owners of buildings and spaces who ultimately make decisions about the maintenance and management of buildings and spaces. Thus there is an emphasis on awareness-raising and consultation.

3.0 Planning Policies

Section 71 of the Planning (Listed

Table 1: Management objectives for the conservation area

1. Protecting and enhancing the special architectural and historic interest of the area.
2. Proactive approach to development and enforcement, recognising the historic environment as an asset in the regeneration of Armley.
3. Involving residents and owners in decision making about changes which affect the conservation area.
4. Raising the awareness of the residents and the wider population about Armley's heritage.
5. Building a legacy of improvements and community networks that will help to safeguard and enhance a sustainable and dynamic local heritage momentum

Buildings and Conservation Areas) Act 1990 places a duty on local planning authorities to formulate and publish proposals for the preservation and enhancement of conservation areas.

There are overarching building

conservation policies in the Leeds Unitary Development Plan (UDP) which are reproduced in full in the Armley Conservation Area Appraisal. The UDP will be gradually replaced by the Local Development Framework (LDF) which will have its own set of policies relating to the historic environment and design. The LDF is made up of a number of Area Action Plans, the one covering Armley being the West Leeds Gateway Area Action Plan (WLG AAP). The Armley Conservation Area Management Plan and the WLG AAP are mutually supportive in the sense that the latter gives the former a statutory basis and the management plan gives the practical means to achieving the policies of the Area Action Plan.

The 'local' planning policies set out below redress harm that has been caused to the special qualities of the area and respond to new threats. For instance, many traditional shop fronts have been replaced in favour of low quality replacements. As the economy of Armley recovers and development takes place, it is important that those buildings which make a positive contribution to the conservation area and important open spaces as identified in the Armley Conservation Area Appraisal are maintained. The particular setting of Armley means that views into and out of the conservation area are important and deserve protection and there are ancient land divisions which should be respected.

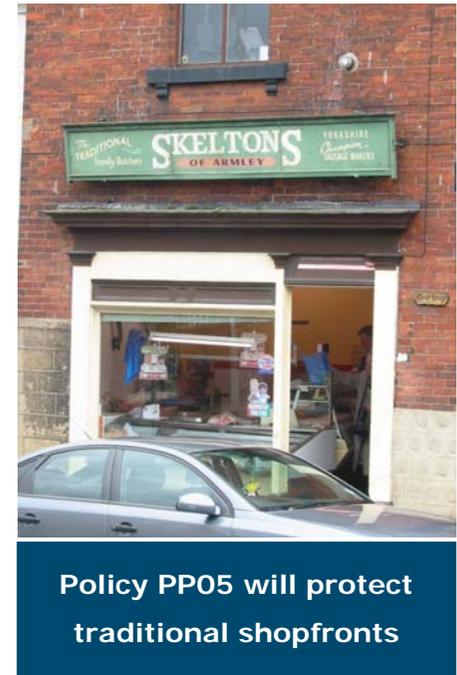
PP01 THERE IS A PRESUMPTION THAT BUILDINGS MARKED 'POSITIVE' ON MAP 7 OF THE

ARMLEY CONSERVATION AREA APPRAISAL SHOULD BE RETAINED UNLESS IT CAN BE SHOWN THAT IT IS NOT VIABLE OR THE PROPOSAL ENHANCES THE CONSERVATION AREA IN ACCORDANCE WITH THE CONSIDERATIONS AT 3.19 OF PLANNING POLICY GUIDANCE NOTE 15.

PP02 NEW DEVELOPMENT SHOULD RESPECT THE PLAN FORM AND CHARACTER OF SPACES IN ARMLEY CONSERVATION AREA. THE INFILLING OF GARDENS AND OTHER OPEN SPACES SHOULD BE ALLOWED IF IT PRESERVES OR ENHANCES THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA.

PP03 NEW BUILDINGS SHOULD RESPECT THE SITING, MASSING, FORM, PROPORTIONS AND MATERIALS OF ADJOINING BUILDINGS.

PP04 THE IMPACT OF DEVELOPMENT ON KEY VIEWS IDENTIFIED ON MAP 5 OF THE ARMLEY CONSERVATION AREA APPRAISAL WILL BE



CONSIDERED. EVERY EFFORT SHOULD BE MADE TO ENHANCE THESE VIEWS AND AVOID HARM.

RETAINED AND NEW PUBLIC REALM SCHEMES SHOULD ATTEMPT TO MATCH THOSE MATERIALS.

investors and visitors. Priorities here are 2 Branch Road (Mike's Carpets) and the 'Living World' site.

PP05 TRADITIONAL SHOPFRONTS SHOULD BE RETAINED AND EVERY EFFORT MADE TO REINSTATE TRADITIONAL SHOPFRONTS WHERE IT IS APPROPRIATE. NEW SIGNAGE SHOULD AVOID CLUTTERING THE STREETSCENE OR DRAWING UNNECESSARY ATTENTION TO ITSELF.

4.0 Local Partnerships

In addition to the regulatory planning policies listed in the previous section, there is a need for proactive initiatives requiring the cooperation of two or more stakeholders, realisable between 2 and 5 years from the adoption of the management plan. These are site specific but could effect structural changes in the conservation area. They relate to the development of gap sites or negative buildings and open spaces. These would improve the appearance of the conservation area and also make it more attractive to

Here the role of the Council is as a facilitator in the main, working with private owners and using its powers and resources to stimulate development.

Armley Mills (outside but adjacent to the conservation area) is owned by the City Council which is considering the future of the museum and the potential involvement of a private sector partner in its regeneration. Improved access to the Leeds Liverpool Canal is allied to Armley Mills and firm proposals are awaited .

PP06 THE SITING AND DESIGN OF ROAD SIGNS AND STREET FURNITURE IN THE CONSERVATION AREA SHOULD HAVE REGARD TO CURRENT "STREETS FOR ALL" GUIDANCE. HISTORIC MATERIALS IN THE HIGHWAY SHOULD BE

The enhancement of Town Street through high-quality streetworks will be funded in the main by the

City Council with a small contribution from the Armley THI. These works are self-fulfilling without recourse to the management plan.

PM01 THE REDEVELOPMENT OF 'LIVING WORLD' AND THE LAND ON THE NORTH SIDE OF THE JUNCTION OF PICKERING STREET AND CANAL ROAD WILL BE ENCOURAGED, INCLUDING THE PREPARATION OF DEVELOPMENT BRIEFS WHERE NECESSARY.

PM02 THE CITY COUNCIL WILL MAKE EVERY EFFORT TO SECURE THE REFURBISHMENT OF 2 BRANCH ROAD (MIKE'S CARPETS) WITHIN 5 YEARS OF THE ADOPTION OF THE MANAGEMENT PLAN USING THE PROVISIONS OF THE

PLANNING AND COMPULSORY PURCHASE ACT 2004 IF NECESSARY.



Sketch showing how the 'Living World' site could be developed

PM03 THE CITY COUNCIL WILL WORK WITH THE ARMLEY COMMON RIGHTS TRUST TO IMPROVE THE AMENITY AND USABILITY OF ARMLEY MOOR.

5.0 A Framework For

Design Standards

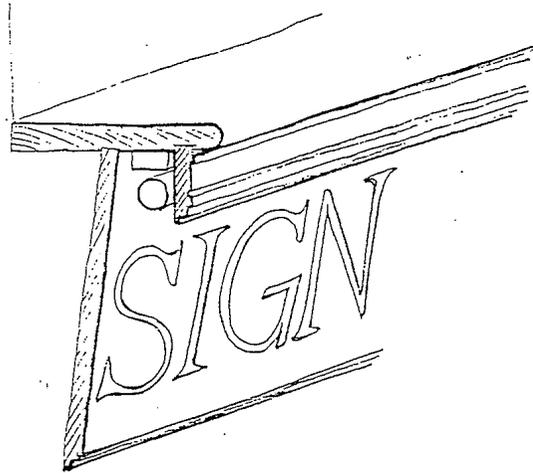
The management plan is a framework for achieving high standards in new design and maintenance in the conservation area for the life of the document and beyond. This requires a three-pronged approach: taking enforcement action against unauthorised alterations that harm the conservation area, ensuring that historic features are maintained rather than replaced and that new work "preserves or enhances" the conservation area.

Enforcement action is a rearguard action to maintain the status quo. Baseline data is required to compile a schedule of unauthorised works and to progress enforcement action. A photographic survey of the conservation area would be a

quick and relatively cheap way of doing this.

Many of the harmful changes to residential properties such as concrete roof tiles and plastic windows and doors would require an Article 4(2) direction to bring them under the control of the local authority. Such alterations are so widespread that an Article 4(2) direction would have very little effect is not a recommended course of action.

The success of a conservation area relies on owners and developers taking "ownership" rather than enforcement and regulation by the local planning authority. To this end, shopfront and homeowners' design guides will be produced which will also be a reference for the local planning authority. In addition to design guides, it is



Advice on shopfront design would improve the conservation area

important that the City Council employs suitably qualified conservation staff to advise on larger, more complex and "bespoke" proposals in the conservation area.

DS01 A PHOTOGRAPHIC RECORD WILL BE MADE OF ALL PROPERTIES WITHIN THE CONSERVATION AREA TO FORM A BASELINE FOR ENFORCEMENT ACTION.

ENFORCEMENT ACTION WILL BE TAKEN WHERE UNAUTHORISED WORKS ARE HARMFUL TO THE CONSERVATION AREA.

DS02 A SHOPFRONT DESIGN GUIDE EXPLAINING TRADITIONAL SHOPFRONT DESIGN WILL BE PREPARED AND DISTRIBUTED IN THE CONSERVATION AREA.

DS03 A HOMEOWNERS' DESIGN MANUAL WILL BE PREPARED TO ENCOURAGE THE RETENTION OF HISTORIC FEATURES AND THE USE OF APPROPRIATE METHODS OF REPAIR AND GOOD MAINTENANCE. A SUMMARY OF THE DESIGN MANUAL WILL BE DELIVERED TO EVERY RESIDENTIAL PROPERTY IN THE CONSERVATION AREA.

6.0 Awareness and Training

Raising awareness and understanding of the area's conservation value and the standards needed to protect and improve it is an important part of sustaining the conservation area. The measures discussed already in the management plan will only be fully effective if the people affected know what they are for and what they are intended to achieve. The process of raising awareness of the rich heritage of Armley began with the designation of the conservation area itself and has continued with the formulation of the conservation area management plan. The response to consultation suggests that there is interest in the historic environment but it is not as well developed as in other parts of the

city.

The City Council has a number of regeneration programmes in the Armley Area and it is the intention to associate publicity and education about the conservation area with these other programmes, particularly the Armley THI. This is to avoid duplication and information overload for residents and, crucially, to make the connection between programmes.

Appendix 1 shows a timetable of education and awareness raising events for year 1-5 of the Armley THI which will fund many of the events. The purpose of the conservation area and the aims of the management plan will be the background of these events, setting the scope and objectives of the THI.

The THI Project Officer will oversee

the above proposed programme for the educational and awareness raising ensuring that inputs from partners and approaches are appropriate to local requirements of conservation area.

AT01: THE PROGRAMME OF AWARENESS AND TRAINING EVENTS AT APPENDIX 1 WILL BE COMPLETED BY 2012 .

7.0 Community support

Consultation with local residents, developers and others with an interest in the area can be seen as part of a continuum of participation in the management of the conservation area which begins with education and information discussed above. Consultation will ensure that the City Council provides a responsive service - 'valuing what

the people of Armley value' - operating with the consent rather than the opposition of local people.

There is overlap with the THI which will specifically target the owners of eligible properties in the conservation area. Establishing links with the private sector is fundamental as without significant private sector involvement and investment the management plan cannot achieve its aims. However, the proper management of the conservation area requires consultation of a wider constituency, including socially excluded groups.

Consultation began with designation of the conservation area which aimed to reach every resident. The process continued with the formulation of the management plan which included further

leafleting in addition to a travelling exhibition, a public meeting and publicity at the Armley Fun Day.

Further consultation events outlined below are proposed over the next five years:



Consultation underpins the management plan

- The Armley Heritage Advisory Group (AHAG) made up of Council officers, local traders and business people and local amenity groups will meet quarterly to review, amongst

other things, the effectiveness of the management plan.

- Press release to local media on the success of the stage 2 THI bid and the adoption of the conservation area management plan linked to a launch event.
- Briefing to local consultative bodies on the management of the conservation area and progress of the THI at least once a year.
- An exhibition and consultative event in 2013 to evaluate the impact of the THI and to provide an interim review of the management plan.
- Review of management plan in 2018 through questionnaires and public meeting.

CS01 THE CONSULTATIVE EVENTS OUTLINED IN SECTION 7.0 WILL BE CARRIED OUT TO GAUGE OPINION AND MEASURE THE EFFECTIVENESS OF THE MANAGEMENT PLAN.

8.0 Implementation

Table 2 overleaf, 'Programme of implementation', sets down the timetable for implementation of the measures listed above with the officers of the City Council and key stakeholders. The lead officer responsible for ensuring that the measures are put in place is the Senior Conservation Officer who will work closely with the THI Project Officer especially in implementing the education, training and consultation measures.

The roles of existing staff will not be changed, although the staff members comprising the THI Project Team may be involved in extra tasks. The recruitment of new staff will be limited to the a Project Officer to manage the Armley THI and carry out the consultation and educational tasks which overlap with the management plan listed above.

Design guides commissioned through this management plan will be circulated to relevant sections of the City Council and stakeholders. The THI Project Officer will also play an important role in the dissemination of guidance through his/her contacts with owners in the conservation area and the THI area community.

8.0 Measuring Effectiveness

The effectiveness of the management plan can only be measured if there are performance indicators. A distinction should be made between the ongoing monitoring of the implementation of the measures in the management plan and performance indicators which measure the effectiveness of the measures. This data will form the basis of final and interim management plan reviews.

Performance indicators divide into hard quantitative measures and soft qualitative measures which are subjective opinions about such things as the standard of new development and quality of the public realm captured through representative samples. The

Table 2: Programme of implementation

Measure	Date of implementation	Key organisations involved
Planning policies PP01-PP06	Ongoing to 2018	LCC City Development
Local Partnership LP01-LP03	Ongoing to 2012	LCC City Development + private owners
Design standard DS01	Jan 2009	LCC City Development + Area Management
Design standard DS02-03	March 2009	LCC City Development
AT01	2008-2012	LCC (Area Management Team, Conservation Officer & THI officer) + main heritage contractor + Construction Skills & Leeds College of Building
CS01	2007-2017	Area Management Team, Conservation Officer and THI Project Officer

performance indicators listed below require baseline data gathered before the implementation of the management plan to allow a before and after comparison. This data will be collected as part of the consultation exercise.

Without a 'control' there cannot be

certainty that any improvements in condition of the conservation are the result of the implementation of the management plan. There needs to be some reflection in the review of the management plan to establish cause and effect.

Quantitative indicators

- Number of positive buildings 'at risk' from disrepair.
- Number of gap sites and other blighted areas.
- Number of unsympathetic shopfronts.



The number of Buildings at Risk will be one measure of the effectiveness of the management plan

10 .0 Supporting Documents

Armley Conservation Area Appraisal

Armley THI Stage II bid, Section 4 (Action Plan)

West Leeds Gateway Area Action Plan, Preferred Options Main Report

West Leeds Gateway Delivery Appraisal Draft

Qualitative indicators

- Satisfaction of residents with historic environment (condition, quality of new build, streetscape) established through questionnaire, focus groups and public meeting responses.

Appendix 1: Awareness and Training Events		
Year 1 (2008-09)	Years 2-5 (2008-13)	Total for 5 yrs
Consultation/ publicity events to promote the scheme in public library and local forums	Half day practical heritage workshop for 10 people	4 sessions of half day practical workshop. 40 people attended
Set up administration and monitoring /evaluation system. Design and produce THI publicity material.	4 Community open days in Armley (to promote & raise the profile of heritage construction skills)	8 sessions of community open days to raise the profile of heritage construction skills
Initial publicity and launch events for the scheme (officer time)	4 half-day forums on maintenance work on heritage properties	4 sessions of heritage maintenance workshops (50 attendances)
Set up Council internal webpage for the scheme	On-going publicity events for and photo session on completed each phase of restoration envelop project	At half yearly publicity events and on-going photo session on completed each phase of restoration envelop project
Involve the Corporate publicity officer to do a feature of the scheme before and after launch and on an on-going basis with every stage of completion of the key restoration building phase.	4 Area Management community event session (e.g. drop-in days) to update the progress of the THI scheme in the Armley area	Output = 4 sessions of community events
Open day to promote & raise the profile of heritage construction skills	Open day to promote & raise the profile of heritage construction skills	Output = 5 sessions of open promotion day on construction skills

