

EXTENSIVE URBAN SURVEY



***Archaeological
Strategy Report***

COPELAND DISTRICT



ENGLISH HERITAGE

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CUMBRIA EXTENSIVE URBAN SURVEY

COPELAND BOROUGH COUNCIL

STRATEGY REPORT

PART A

PREFACE

- *Part A contains information relevant to the whole borough.*
- *Parts B-D include the specific policies/strategies for each defined town within the borough.*
- English Heritage has initiated a national programme of Extensive Urban Surveys to be carried out on a county by county basis. Each survey consists of three phases, data collection, data assessment and strategy formulation, and is intended to provide a current view of the archaeological resource in each of the towns building on earlier surveys. The first phase, data collection, draws together the accessible history of a town, the archaeological knowledge and historic buildings data. The data assessment phase of the survey leads to the production of an Assessment Report which includes a brief history of the town (this document is not intended as a definitive history), an analysis of the plan of the town, an assessment of the archaeological and buildings data, and an assessment of the effects of modern development on the archaeological resource. The third phase, strategy formulation, identifies areas of archaeological importance and offers strategies for handling them in the planning context.
- Although the adopted Local Plan (1999) contains policies for the urban historic environment, this Strategy Report may be taken as an additional material consideration in the development control process. It introduces further guidance for the preservation and management of the archaeological and historic heritage of the defined towns within Copeland Borough. It has been compiled in light of Government advice concerning archaeological remains and the historic environment within the planning process, that include Planning Policy Guidance (PPG) notes 15 (1994) and 16 (1990), and relevant policies in the Cumbria County Joint Structure Plan (1995) and the Copeland Borough Local Plan (adopted November 1999). Consequently this strategy could be considered for adoption by the local planning authority as supplementary planning guidance as defined in PPG 12 (1992), paras 3.18-3.19, to supplement the policies of the District Local Plan.
- The Strategy Report develops the information presented in the *Archaeological Assessment Reports* for towns within Copeland. Appropriate archaeological responses have been formulated (see Part B of this Strategy report p19-20, Part C p25-26, Part D p31-32) that may be recommended by the planning authority with regard to potential developments within the study area (see Map A), although detailed advice should be sought concerning particular development details from the appropriate authorities. These responses can be used when managing the archaeological resource and may provide the guidance that the planning authority could use when considering planning applications.
- The strategies outlined in the report may also be used in reviewing current conservation area designations and proposals for future conservation areas. The strategies may additionally be used in the establishment of town trails as well as other local amenity and/or education proposals for the interpretation and enhancement of Copeland's historic environment of the defined towns.
- The current related policies from the County Structure Plan and the Copeland Borough Local Plan are reproduced as appendices A and B respectively.
- The mapping in this document is only intended as a guide. English Heritage should always be consulted to confirm the area of a scheduled ancient monument or listed building.

ARCHAEOLOGICAL STRATEGY REPORT

COPELAND BOROUGH

1. Introduction: Background to the Extensive Urban Survey

1.1 The Nature of Historic Towns

Historic towns have long been a focus of settlement and community in the landscape. This continuity of urban settlement shows both the social and economic attractions of urban life, and the frequent stability and adaptability of urban centres. The archaeological evidence that accumulates within a town can illustrate social, economic, religious, technological and political changes through time. This archaeological evidence may be beneath the ground, such as wall footings, pits, wells and post holes, or above the ground within the fabric of historic buildings.

1.2 The Significance of Archaeology

Archaeological evidence is important for its potential to increase future knowledge and is also a valuable resource for leisure, education and tourism. These archaeological remains are finite and non-renewable (PPG16, 1990, para. 6), and are susceptible to destruction, both in episodes of development and by cumulative erosion through small-scale change. The quality of the urban environment can rely heavily on the historic and cultural attributes of a town. A sustainable future for these settlements and communities must integrate the past with the future.

1.3 Presentation to the Public

The management of the archaeological resource and its presentation to the public must reflect the local nature of the resource, local priorities, the awareness of the community and the role of tourism in the local economy. The stewardship of the archaeological resource needs to be seen as a community responsibility, not only that of central or local government. Any resource management strategy that might develop should evolve locally. The preservation of the historic resource will rely very heavily on broad support and understanding from the local community. The Assessment and Strategy Reports have a clear role in highlighting the potential of Copeland's urban heritage and should contribute fully to the promotion of the resource.

1.4 Statutory protection of the historic resource is afforded by listing and scheduling.

- **Listing.** To be listed a building must be a 'building of special architectural or historic interest'. Listed buildings are the subject of statutory regulations contained in the Planning (Listed Buildings and Conservation Areas) Act 1990 (Cookson, 2000).
- **Scheduling.** Under the Ancient Monuments and Archaeological Areas Act 1979, the Secretary of State has a duty to compile and maintain a schedule of monuments. The criteria used for assessing the national importance of an ancient monument and considering whether scheduling is appropriate are set out in Appendix C (ibid).

1.5 Legislation

In addition, the development of government policy (Planning Policy Guidance notes 15, 1994, and 16, 1990) for the archaeological and the historic environment has contributed to a change in attitudes towards the preservation, assessment and evaluation of both the buried and standing archaeological resource by local authorities.

1.6 PPG 15 states:

- The physical survivals of our past are an irreplaceable record (PPG 15, 1994, para. 1.1).
- The objective of planning processes should be to reconcile the need for economic growth with the need to protect the natural and historic environment (ibid. para. 1.2).
- Local authorities should ensure that they call on sufficient specialist conservation advice, to inform their decision making (ibid. para. 1.6).
- Early consultations with the planning authority concerning development proposals are recommended (ibid. para. 2.11).
- Furthermore there should be appropriate assessment of the archaeological implications of development proposals before applications are determined, and that, where permission is to be granted, authorities should consider whether adequate arrangements have been made for recording remains that would be lost in the course of works (ibid. para. 2.15).

1.7 PPG 16 states:

- There is a desirability of preserving historic and archaeological remains, in particular presuming a case for the preservation of nationally important remains (PPG 16, 1990, para. 8).
- There is a necessity to consider the impact of a development on archaeological remains. The planning authority may require additional archaeological information from the applicant prior to the determination of the application, in the form of an evaluation (ibid. para.s 21 and 22).
- Where preservation is not merited or justified it is clear that it is reasonable for the planning authority to satisfy itself that the developer has made appropriate and satisfactory provision for the excavation and recording of remains (ibid. para. 25).

1.8 Power of Place: The Future of the Historic Environment (English Heritage (B), 2000) states:

- The historic environment is what generations of people have made of the places in which they lived. Each [generation] makes its decisions about the future in the context of what it has inherited. That context is irreplaceable (para.. 1.02).
- For most people the historic environment represents the place in which they live. They value it for the quality of life it can afford them (para.. 1.03).
- There is a need to understand better the character of places and the value and significance people ascribe to them. Character assessments are the key. They afford the information to make the whole spatial planning system a better and more creative process (para. 1.10).
- Without understanding what exists today, its value and its condition, we cannot take sound decisions about its future. We need targeted, integrated research to identify priorities and provide the basis for informed decisions (para.. 1.12).

1.9 Archaeology in Cumbrian Towns

The origins and development of a majority of Cumbria's historic towns is poorly understood. Because of this the protection and management of the archaeological and historical resource in these towns may have been inappropriate. Consequently it has become increasingly important to establish archaeological frameworks and strategies for the smaller historic towns in Cumbria to protect, as appropriate, the historic resource and to ensure it is fully incorporated within proposals for the sustainable future of the towns.

1.10 New Archaeological Discoveries

Archaeological discoveries have added to the information on the small towns of Cumbria creating the subsequent need for management strategies. This in turn has increased the importance of understanding how the economic, social and chronological evidence relates to the origins and development of each town. The assessment of all available archaeological and historical information has led to the formulation of a set of academically based research frameworks and priorities, as set out in the Assessment Report. These priorities will inform future development control decisions and should be adaptable in the light of future archaeological discoveries.

1.11 Extensive Urban Survey

English Heritage has commissioned an Extensive Urban Survey for certain historic towns in Cumbria. The survey will provide an up-to-date assessment of the available archaeological and historical resource of each historic town, based initially on the information held on the County Sites and Monuments Record. It will consist of three phases: data collection, data assessment and the formulation of a strategy. The results of the data collection and data assessment will form the contents of the Archaeological Assessment Report. The Assessment Report describes the archaeological potential of the town and its research priorities and leads to the production of a Strategy Report.

1.12 The Strategy Report

The Strategy Report utilises the information in the Assessment Report and combines it with current government policies and guidance, and development plan policies, to provide an enhanced understanding of the archaeological implications of development proposals. Recommended responses and guidance regarding the archaeological and historic environment are offered. Key maps accompany the Strategy Report. However, as new data becomes available, in the light of the results of archaeological observations, excavations and future research, it is inevitable that the interpretation and the understanding of the nature and extent of the historic and archaeological component of the town is likely to evolve.

1.13 Specialist archaeological advice

Whilst the Strategy Report anticipates a range of responses, specialist advice from local authority archaeologists and English Heritage, in the light of specific development proposals, is required to judge the significance of the impact of that particular development on the archaeological remains.

2. District Planning Issues

2.1 Development Plans

2.1.1. The Borough Local Plan was adopted in June 1997.

2.1.2. The policies and supporting statements for the management of the archaeological and historical environment in both the County Structure Plan and the Borough Local Plan (as detailed in the appendices A and B) reflect the advice given in PPG16 (1990). This is that archaeological remains and their settings, whether above or below ground, are a finite and non-renewable resource that should not be needlessly or thoughtlessly destroyed or damaged. PPG16 also states that while a small number of archaeological sites and historic buildings are protected by legislation, a majority rely on Structure Plans, Local Plans and the development control process for their continued protection and management.

2.2 Conservation Areas

2.2.1. Government guidance PPG15 (1994) advises that 'the definition of an area's [Conservation Area] special interest should derive from an assessment of the elements that contribute to, or detract from it'. These elements can include its historical development and archaeological significance, property boundaries and building materials. Consequently where it can be shown that significant archaeological remains survive and their preservation is of paramount importance, this Strategy Report may assist the Borough Council when considering Conservation Area designation.

2.2.2. The current designation of the Conservation Areas of the defined towns is discussed in part B-D of this Strategy Report.

3. The Management of the Urban Archaeological Heritage

3.1 Criteria for Areas of Archaeological Importance and Potential

Introduction

3.1.1. The primary aim of the data collection and data assessment phases of the Extensive Urban Survey has been to define areas of archaeological importance in each town. There are four levels of archaeological importance that correspond to the recommendations of English Heritage, they are:

- Areas of Nationally Important Remains
- Areas of High Archaeological Importance
- Areas of Some Archaeological Importance
- Areas of Limited Archaeological Importance.

3.1.2. For each category of importance there is a range of archaeological responses that can be implemented in response to a development proposal. As additional archaeological information becomes available a greater understanding of the nature and significance of the archaeological resource will be achieved. It is possible that this will result in a change in the status of some areas of archaeological importance.

3.1.3. Some nationally important archaeological remains are designated as Scheduled Monuments and as such are protected by the Ancient Monuments and Archaeological Areas Act (1979). Designation has been primarily directed towards field monuments and built structures. The continuing role of historic towns as modern centres of population and economic activity means that intense development pressure on these places is inevitable. Because physical preservation of a monument is an aim of scheduling, adaptation, re-use or change, is difficult to achieve and is therefore not always appropriate in an urban context (English Heritage (A), 2000).

3.1.4. In urban areas, a scheduled monument is usually discreet and substantial such as a castle or a town gate. Scheduling has also been applied to areas of long term open space with well preserved underlying archaeological evidence, and where significant attrition may occur by processes outside planning control. In general, however, there are likely to be nationally important archaeological remains that are not scheduled but rely for their protection on recognition of their importance and due weight being given to them within the planning system. PPG16 (1990) para. 18 states that the 'desirability of preserving an ancient monument and its setting is a material consideration in determining planning applications whether that monument is scheduled or unscheduled'.

3.1.5. Areas of Archaeological Importance (Map C)

(A) Areas of Nationally Important Archaeological Remains

These are areas identified as containing nationally important archaeological remains, including Scheduled Monuments, whose location, character and significance have been amply demonstrated. The impact of development on both the setting and the fabric of the monument is a material consideration.

(i) Scheduled Monuments

Scheduled Monuments are to be physically preserved in situ. The procedures for the management of Scheduled Ancient Monuments are set out in the relevant legislation (Ancient Monuments and Archaeological Areas Act 1979), along with details about grant aid to owners. Development affecting a Scheduled Monument will require Scheduled Monument Consent from the Secretary of State. Such consent is independent of the planning determination, and might not be forthcoming. Advice from English Heritage should be sought by the planning authority for any application affecting a Scheduled Monument, prior to its determination (Town and Country Planning (General Development Procedure) Order 1995, article 10 (n)).

(ii) Other Nationally Important Archaeological Remains

As stated in PPG 16 (1990), the management of other nationally important archaeological remains are to be considered within the remit given to local planning authorities and the development control process. Consequently serious consideration must be given to the physical preservation *in situ* of nationally important remains. The criteria used to assess "national importance" are set out in Annex 4 of PPG 16 (see Appendix C).

Although some historic buildings are Scheduled Monuments, most are listed rather than scheduled. However they are often of archaeological importance, a fact recognised by PPG 15, (1994, para. 2.15). Important archaeological remains are often incorporated into surviving buildings or structures. The preservation of those remains should be fully considered in the same manner as those nationally important below ground archaeological remains, as indeed should the archaeological recording of standing remains which cannot be preserved (ibid. para. 3.23).

(B) *Areas of High Archaeological Importance*

These areas contain archaeological remains, buried and standing, whose importance, location and character can be inferred through observations, research and interpretation. These remains may merit physical preservation in situ. Where preservation is not justified appropriate archaeological investigation and recording would be a requirement in advance of development.

(C) *Areas of Some Archaeological Importance*

These are areas that contain archaeological remains that may provide moderate levels of archaeological information. While in some cases physical preservation is possible, it is most likely that the archaeological response would be one of appropriate investigation and recording, unless the developer wishes to achieve the preservation of the site.

(D) *Areas of Limited Archaeological Importance*

Areas considered to include archaeological remains of a character unlikely to provide significant information or archaeological remains whose integrity or density has been compromised by previous development. These remains may require appropriate observation and recording if threatened by future development.

3.2 Archaeological Responses to Development

3.2.1. Important archaeological remains in an historic urban environment can often be anticipated and consequently current Government policies for the management of archaeological remains within the planning process are set out in PPG 16 (1990). In summary, the Planning Policy Guidance requires that the most important archaeological remains should be preserved in situ and that, when preservation is not possible or justified, those archaeological remains adversely affected should be adequately investigated and recorded before development. Such archaeological mitigation may include survey, excavation, post excavation research, and publication of a report.

3.2.2. PPG 15 and PPG16 suggest a number of archaeological options or responses to development proposals. These include:

- (1) **Refusal of planning permission** in order to ensure the physical preservation of the remains (which may be above or below ground) and their setting.
- (2) **Pre-determination evaluation** when early discussions with local planning authorities and consultation of the Sites and Monuments Record (SMR) indicate the possible presence of important archaeological remains, it is reasonable for the planning authority to request developers to undertake an archaeological evaluation of the proposed development site, *before any decision is made on the planning application* (PPG 16, 1990, para.s 21, 22). Such an evaluation would aim to provide the additional archaeological evidence necessary to ensure that the full archaeological implications of the development can be properly considered prior to any decision being made.
- (3) **A re-design of the development proposals** in order to secure preservation. Redesign of the proposal may include an engineering solution or amendments to the layout to achieve preservation.
- (3) **A condition attached to a planning consent** to allow development to proceed, subject to satisfactory arrangements for archaeological investigation and recording before development commences.
- (4) **No archaeological requirement** so allowing development to proceed without archaeological intervention.

3.2.3. These responses provide a flexible framework for the consideration of individual development proposals that affect archaeological remains. They will assist both developers and planners in the preparation and determination of planning applications. Within individual developments more than one response might be necessary reflecting variations in the archaeological remains or the nature of development across the site.

3.2.4. **Promotion of the Archaeology.** In addition to the preservation of the more important archaeological remains, there may be a good case for their promotion and preservation through, for example, interpretation panels or printed leaflets, and their use as an education resource or as an amenity for the town's inhabitants and visitors. This should provide a better understanding and enjoyment of a town's archaeological and historic heritage and promote support for a local authority's policies for the heritage. This could be undertaken and sponsored by the site owners, the local authority, schools, local amenity grounds or through partnerships between such organisations, and may be particularly welcome where positive policy towards tourism exists.

APPENDIX A

Cumbria and Lake District Joint Structure Plan 1991-2006

Policy 1 Development and the Environment

New development will be provided, mainly in the towns, to meet the social and economic needs of the County's population, but in a manner which, through appropriate location, scale, design or use, does not diminish the quality of the environment within the County or beyond, or for future generations.

Supporting Statement:

Para. 2.5 Government policy is that development and economic growth should be pursued, but in a 'sustainable' manner. The planning system reflects this and it is Government policy that the sum total of decisions in the planning field, as elsewhere, should not deny future generations the best of today's environment.... All development from conception to implementation is expected to build in a proper concern for the environment.

Policy 2 Conserving the Natural and Built Environment

The County's scenic beauty, natural resources and the quality of its built environment will be protected from inappropriate development, especially those areas and features of international or national conservation importance where harmful development will not be permitted.

Supporting Statement

Para 2.6 Cumbria is generously endowed with fine landscapes and areas of valuable natural and built heritage, many of which, such as the....listed buildings and archaeological sites are of national or international importance. Utmost importance is attached to the protection and enhancement of these key areas and features.

Policy 4 Environment in Towns

The quality of the environment within and around towns will be upgraded for the benefit of residents, visitors and the local economy by high standards of design for new development, by improvements to existing buildings, ground surfaces and spaces, and by measures to reduce the impact of traffic.

Supporting Statement

Para 2.8 Change is at its most apparent in the environment of towns. It is in the towns where most of the County's population live and it is there that most of the demands for new housing, employment, shopping and leisure facilities arise. Every effort will be made to satisfy these demands although in a way which builds on a town's existing character. This identity can be as much a result of its setting within the surrounding countryside, as with the quality of the buildings in the town itself.

Policy 26 Sites and Buildings of Architectural, Historic or Archaeological Importance

Development and other land use changes which fail to preserve or enhance the character or appearance of Conservation Areas or which damage, obscure or remove important archaeological sites or other historic features, or other historic features, or are detrimental to the character or setting of a listed building or ancient monument will not normally be permitted.

Supporting Statements

Para 3.36 Cumbria's built heritage is an important part of the County's character. It is not merely the layout, date or design of individual components which give an area its character, but the use of traditional materials in a traditional way. Together these provide part of a distinctive man-made landscape and because they contain unique information about the past, are

intrinsically important. Strict controls are needed to prevent developments removing, damaging or obscuring important archaeological sites.

Para 3.37 Development proposals affecting Conservation Areas should seek to positively enhance those areas. On sites of archaeological interest the Local Planning Authorities may need to ensure that an archaeological interest the Local Planning Authorities may need to ensure that an archaeological field evaluation is carried out before an application is determined. Where development is then permitted, conditions can be imposed which enable the sites to be recorded, protected or rescued.

Policy 27

Open Spaces

Areas of public and private open space or other amenity land which contribute to the quality of the built environment will normally be protected from development.

Supporting Statement

Para 3.38 Within towns and villages, open space often makes an equal contribution to the quality of the environment as the buildings themselves. Open spaces within the fabric of towns and villages often form a valuable local amenity.....Such areas are increasingly under threat from development proposals. It is therefore important that areas which make a significant contribution to the built environment are identified in Local Plans and adequate protection measures taken.

APPENDIX B

COPELAND BOROUGH COUNCIL LOCAL PLAN POLICIES

(Adopted June 1997)

- POLICY ENV 36:** The demolition of buildings which make a positive contribution to a Conservation Area will not normally be permitted unless the Council is satisfied that there is no viable use. In all cases where demolition is permitted this will be subject to the carrying out of a redevelopment scheme which enhances the Conservation Area consecutive to the demolition and compliance with the provisions of Policy DEV 4.
- POLICY ENV 37:** The Council may seek to withdraw permitted development rights under Article 4 of the Town and Country Planning General Development Order 1988 where it considers that further protection of the amenity and character of an area is required.
- POLICY ENV 38:** Development within Conservation Areas will only be permitted where it preserves or enhances the character or appearance of the Area. In particular it should:
1. respect the character of existing architecture and any historical associations by having due regard to positioning and grouping of buildings, form, scale, detailing and use of traditional materials.
 2. respect existing hard and soft landscape features including open space, trees, walls and surfacing
 3. normally respect traditional plot boundaries and frontage widths.
- Outline applications will not be acceptable in respect of sites within Conservation Areas unless they contain sufficient detail to enable the visual impact of the proposal to be understood.
- POLICY ENV 40:** The Council will maintain historic street patterns and open spaces and will seek to improve townscape quality by undertaking environmental improvements in Whitehaven Town Centre, Egremont and other Conservation Areas over the plan period.
- POLICY ENV 42:** Listed Buildings Consent will not normally be granted for the demolition of a listed building or for alterations or extensions which do not respect the architectural or historic character of the building.
- POLICY ENV 43:** If a Listed Building is at risk through inadequate maintenance the Council will use its powers under the Planning (Listed Buildings and Conservation Areas) Act 1990 to ensure that essential repairs are carried out.
- POLICY ENV 44:** Applications for development affecting the setting of a Listed Building will normally only be approved when there is no significant adverse impact on the Listed Building.
- POLICY ENV 45:** The Council will not grant planning permission for development which would adversely affect a Scheduled Ancient Monument or its site or setting.

POLICY ENV 46:

In considering proposals for new development the Council will seek to minimise their affect on any site of local archaeological or historic importance. Where proposals are likely to affect such sites the Council will:

1. require an initial assessment of the archaeological value of the site to be submitted as part of the planning application.
2. require a full archaeological field evaluation to be carried out before a decision is made on the planning application should the results of (1) above or other research so warrant
3. seek the statutory protection and permanent in situ preservation of nationally important remains before development commences
4. seek the permanent in situ preservation of locally important remains as part of the development design by agreement with the developer before development commences
5. require in cases where the preservation of remains in situ is not appropriate, full investigations and recording of the site by a body nominated or approved by the Council before development commences and removal of the remains to a suitable location for display.

POLICY ENV 47:

Where chance finds or developing knowledge indicate possible archaeological importance the Council may require an initial site assessment of archaeological value to be submitted as part of a planning application for development. Where evidence of significant archaeological remains is found then the criteria set out in Policy ENV 46 (2-5) will apply.

POLICY TCN 1:

The role of Whitehaven Town Centre as a principal focus for shopping, commercial and tourism-based activities in the Borough will be promoted and protected. This will be achieved by:

1. encouraging further shopping, commercial and tourism-related development especially where it effects physical integration between the town centre and harbour-side
2. the retention of water within the inner harbour areas at all states of the tide
3. the safeguarding of important links and vistas between the town centre and harbour within new development or redevelopment as indicated on the Proposals Map Inset No. 1A
4. environmental improvements and traffic management measures including pedestrian-priority areas in the main shopping streets and harbour links as indicated on the Proposals Map Inset No.1A
5. improved and new strategic car parking facilities at the Swingpump Lane multi-storey car park, Flatt Walks and on the Bus Workshop site at Wellington Row together with the retention and improvement of all existing permanent surface car parks as indicated on the Proposals Map Inset No.1A
6. attention to a high quality of design and appearance in all development, redevelopment and environmental works to maintain the essential character of the town centre and harbour.

APPENDIX C

Secretary of State's Criteria for Scheduling Ancient Monuments

(Planning Policy Guidance note 16 (1990): Annex 4)

The following criteria (which are not in any order of ranking), are used for assessing the national importance of an ancient monument and considering whether scheduling is appropriate. The criteria should not however be regarded as definitive; rather they are indicators which contribute to a wider judgement based on the individual circumstances of the case.

- (i) *Period*: all types of monument category or period should be considered for preservation.
- (ii) *Rarity*: there are some monument categories which in certain periods are so scarce that all surviving examples which still retain some archaeological potential should be preserved. In general, however, a selection must be made which portrays the typical and commonplace as well as the rare. This process should take account of all aspects of the distribution of a particular class of monument, both in a national and regional context.
- (iii) *Documentation*: the significance of a monument may be enhanced by the existence of records of previous investigation or, in the case of more recent monuments, by the supporting evidence of contemporary written records.
- (iv) *Group Value*: the value of a single monument (such as a field system) may be greatly enhanced by its association with related contemporary monuments (such as a settlement and cemetery) or with monuments of different periods. In some cases, it is preferable to protect the complete group of monuments, including associated and adjacent land, rather than to protect isolated monuments within the group.
- (v) *Survival/Condition*: the survival of a monument's archaeological potential both above and below ground is a particularly important consideration and should be assessed in relation to its present condition and surviving features.
- (vi) *Fragility/Vulnerability*: highly important archaeological evidence from some field monuments can be destroyed by a single ploughing or unsympathetic treatment; vulnerable monuments of this nature would particularly benefit from the statutory protection which scheduling confers. There are also existing standing structures of particular form of complexity whose value can again be severely reduced by neglect or careless treatment and which are similarly well suited by scheduled monument protection, even if these structures are already listed historic buildings.
- (vii) *Diversity*: some monuments may be selected for scheduling because they possess a combination of high quality features, others because of a single important attribute.
- (viii) *Potential*: on occasion, the nature of the evidence cannot be specified precisely but it may still be possible to document reasons anticipating its existence and importance and so to demonstrate the justification for scheduling. This usually confined to sites rather than upstanding monuments.

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CUMBRIA EXTENSIVE URBAN SURVEY

EGREMONT

STRATEGY REPORT

PART B

- Egremont was a planted medieval town laid out at the foot of the Norman castle, the new settlement doubling as an administrative centre and economic focus for the surrounding countryside.
- Egremont can therefore be characterised by the domination of this castle on the townscape, with the principal street (Main Street) widening to form a market place at the foot of the castle mound and narrow burgage plots off this street.
- The archaeological importance of Egremont lies in its potential to inform on the nature of any pre-urban settlement, the character of the medieval town, and the post medieval decline town.

1. Historic Character, Interest and Importance of Egremont

This section is a summary of the more detailed accounts of the archaeology, history, and topography of Egremont to be found in the Assessment document that accompanies this Strategy.

- The foundation of an urban community at Egremont is closely associated with the establishment of a feudal seat of power here by the Normans and the founding of Egremont Castle c.1125.
- Although Egremont did not receive a royal market charter until 1267, grants of land and privileges to a community of burgesses in c.1200, push the origins of the town back to the end of the 12th century.
- In 1295 Egremont was considered significant enough to send two burgesses to represent the town in Edward I's parliament.
- Egremont Castle appears to have fallen into disuse by 1334.
- Although the economy in Egremont in the medieval period was predominately agricultural, industries included, tanning, textiles, mining (iron ore and coal), and a corn mill. Expansion of these industries occurred in the post medieval period and other industries such as quarrying and paper manufacture also developed.
- However Egremont failed to measure up to the expectations of King Henry I or Richard de Lucy, (Lord of the Barony of Copeland) and the number of burgesses had declined by 1578. It is possible, therefore, that Egremont reduced in size in the 14th century and that the built up area of the 19th century town is considerably smaller than the plan of the medieval town at its greatest.

2. Local Planning Issues

2.1 Conservation Areas (Constraint Map A)

The Egremont Conservation Area was designated in 1985. Government guidance PPG15 advises that 'the definition of an area's [Conservation Area] special interest should derive from an assessment of the elements that contribute to, or detract from it'. These elements can include its historical development and archaeological significance, property boundaries and building materials. Consequently where it can be shown that significant archaeological remains survive and that the preservation of those remains preservation is of paramount importance, this Strategy document may assist the Borough Council when considering Conservation Area designation.

2.2 Recent Development (Map B)

Recent Development is defined as development that took place post 1945.

There has been extensive redevelopment within the historic core of the town since 1945.

3. Definition of Areas of Importance and Potential within Egremont

(a) Areas of archaeological importance are those where research has suggested deposits may survive that will inform on the;

- occupation areas
- castle
- industrial areas

(b) Areas of Archaeological Importance (Map C)

As defined in Section 2 of part A of this Strategy Report, the following areas of archaeological importance have been identified in Egremont.

Areas Comprising Nationally Important Remains

Area 9.01 Egremont castle (SAM 21158).

Areas of High Archaeological Importance

Area 9.02 An area of potential medieval occupation off Main Street, South Street, Bridge End and to the west of the castle.

Potential The layout of the medieval tenement plots within the historic core is indicative of a planned medieval town. This area may contain archaeological evidence relating to the origins and development of Egremont and provide evidence for the industries, economy and trade of the town and its trading links with the rural population it served. Evidence of a social and subsistence nature may also be present.

Response

- (1) Archaeological evaluation may be recommended prior to the determination of any planning application that is likely to have an archaeological impact.
- (2) Depending on the results of any evaluation, it may be advisable for the preservation of important above or below ground remains, possibly through a redesign of the development proposals.
- (3) If preservation *in situ* is not possible or justified then it may be advisable for full excavation prior to development.
- (4) Depending on development details and any available archaeological information, including the results of any evaluation, it may be advisable that archaeological observation and recording is recommended during development.

Note Response (2) may highlight the value of additional action which could include a requirement for:

- (a) a management plan for a particular important archaeological site or historic building to ensure its future preservation;
- (b) appropriate interpretation e.g. information panels, leaflets or a town trail, for important archaeological site/s or historic building/s.
- (c) developing the site or building as an amenity for the town or as an educational resource.

Areas of Limited Archaeological Importance

Area 9.03 Wyndham School and adjacent industrial and residential areas
Area 9.04 Townhead and Land off North Road

Potential: Although these areas are within the defined medieval historic core, there has been extensive recent development here which may have severely compromised the survival of any archaeological evidence.

Response:

- (1) An archaeological evaluation may need to be undertaken prior to the determination of any planning application especially when the scale/type of development indicates that there may be significant impact on the surviving archaeological deposits.
- (2) Depending on available information or the results of any archaeological evaluation, there may be a requirement for some further investigation and recording prior to development, or a requirement for archaeological observation and recording to be undertaken during development.

4. The Future Strategy

- This Strategy Report, consistent with Government advice laid out in PPG15 and PPG16, emphasises the role of the planning system and development plan policies in the protection of the historic environment. The report assesses both the built and buried elements of the historic environment, and the way in which the components of a town compliment each other to form a townscape.
- Conservation policies should reflect the quality and interest of urban areas as well as individual structures through the designation of Conservation Areas. The historic layout of Egremont and the nature of its component parts reflect its origins, development and character. The designated Conservation Areas in the town should reflect the significance of these historic urban elements, as outlined in PPG 15, 4.2 (1994).
- It is important to protect this fragile and non-renewable resource for its own sake, for the irreplaceable information about our past that it contains, and for its potential for increasing our knowledge and understanding of historic Egremont. It is important to manage and present Egremont's historic environment both to ensure public support for the conservation policies of the Development Plan and to realise the value of the resource to the community for education, recreation and tourism.
- There are elements of the Egremont historic townscape which may form part of any presentation strategy including:
 - Egremont castle
 - planned medieval town
 - industries
- Raising the profile of Egremont's heritage in this way is likely to generate increased local interest in the archaeology and history of the town. Although any promotion of Egremont's heritage should be formulated locally, this document may form an element of that process.

CUMBRIA EXTENSIVE URBAN SURVEY

ST BEES

STRATEGY REPORT

PART C

- The early history of St Bees begins with the foundations of the Benedictine Nunnery and Priory. The Priory church later became the Parish church. The medieval town developed to serve the needs of the Nunnery and Priory, and later the needs of St Bees School founded in 1583.
- The historic core of St Bees is characterised by an absence of uniformity in its appearance, often a characteristic of other medieval towns. This is a result of the town having developed without the controlling influence of a dominant land owning family.
- To the north-west, the parish church and St Bees School provide a strong visual contrast to the settlement of St Bees.