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ENVIRONMENTAL SERVICES



**HARRY MALYON**

**LAND AT BOUSTEAD HILL, BURGH-BY-SANDS, CUMBRIA**

**HERITAGE IMPACT ASSESSMENT**

**February 2016**

**DATE ISSUED:** February 2016  
**JOB NUMBER:** CP11687  
**OASIS REFERENCE:** **wardella2-242756**  
**REPORT NUMBER:** RPT-001  
**GRID REFERENCE:** NY 29270 59028

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## SUMMARY

Wardell Armstrong Archaeology was commissioned by Harry Malyon to prepare a Heritage Impact Assessment for land at Boustead Hill, Burgh-by-Sands, Cumbria (NY 29270 59028) in relation to a planning application for a development of the site. The statement consists of a desk-based consultation of sources relating to the settlement at Boustead Hill and a site visit.

This Heritage Impact Assessment is designed to assess the potential for archaeological remains within the site boundary and the impact on the heritage significance of upstanding heritage assets, including on five listed buildings, a UNESCO World Heritage Site, and upon the character of the village of Boustead Hill, a proposed Conservation Area.

The proposed development does represent a direct impact on any surviving archaeological deposits within the site, though there is no clear evidence that such deposits are present. The site does lie within a wider area of archaeological potential relating to Roman activity, and within a former medieval croft.

## **ACKNOWLEDGEMENTS**

Wardell Armstrong Archaeology thanks Harry Malyon of Boustead Hill House who commissioned the project.

The site visit and documentary research was undertaken by Cat Peters.

The report was written by Cat Peters and the figures were produced by Adrian Bailey. Richard Newman managed the project and edited the report.

## **1 INTRODUCTION**

### **1.1 Circumstances of Project**

1.1.1 Wardell Armstrong Archaeology (WAA) was commissioned by Harry Malyon to prepare a Heritage Impact Assessment for a plot of land at Boustead Hill, in relation to a planning application for a proposed development of the site. The land at present is vacant, containing trees and shrubs. The purpose of this work is to assess the potential for sub-surface archaeological deposits to survive within the plot boundary, and to assess the impacts of the proposed development on the heritage significance of upstanding heritage assets, including on five listed buildings, a UNESCO World Heritage Site, and upon the character of the village of Boustead Hill, which was proposed as a Conservation Area in 2003 (Carlisle City Council).

### **1.2 The Purpose of the Heritage Impact Assessment**

1.2.1 This Heritage Impact Assessment is designed to show the impact of the proposed development on the heritage significance of upstanding heritage assets, but especially of the nearby listed buildings and the historic character of the village of Boustead Hill. It will also assess the archaeological potential of the proposed development site.

1.2.2 The Heritage Impact Assessment seeks to address in detail the issues of impacts on heritage significance and to do this it seeks to understand the significance of the assets, then evaluate the impact of the development proposals upon the assets.

### **1.3 National Planning Policy and Legislative Framework**

1.3.1 National planning policies on the conservation of the historic environment are set out in the *National Planning Policy Framework (NPPF)*, which was published by the Department of Communities and Local Government in March 2012. This is supported by *National Planning Practice Guidance (NPPG)* which was published in March 2014.

1.3.2 The NPPF draws a distinction between designated heritage assets and other remains considered to be of lesser significance; 'great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be; substantial harm to or loss of a Grade II Listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, including scheduled monuments, protected wreck sites, battlefields, Grade I and II\* Listed Buildings and Grade I and II\* Registered Parks and Gardens and World Heritage Sites, should be wholly exceptional' (NPPF, para 132). Therefore,

preservation in-situ is the preferred course in relation to such sites unless exceptional circumstances exist.

- 1.3.3 The NPPF advises that local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets in order to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably (NPPF, para 137).

#### 1.4 Local Planning Policies

- 1.4.1 Carlisle District's Local Plan, 2001-2016 (Carlisle City Council 2008) includes a policy on development within areas of Outstanding Natural Beauty (Policy DP9). This states that *"permission will not be given for development that would harm the special characteristics and landscape quality of the areas. Development proposals must conserve or enhance the natural beauty of the areas, including scenic qualities, landform, ecology, geology, cultural interests, and the historic environment, so that these qualities can be enjoyed by present and future generations"* (ibid, 21).
- 1.4.2 Policy LE5 Hadrian's Wall World Heritage Site states that *"development will not be permitted where there is an unacceptable impact on the Hadrian's Wall Military Zone World Heritage Site"* (Carlisle City Council 2008, 111).
- 1.4.3 Policy LE7 relates to the Buffer Zone on Hadrian's Wall World Heritage Site and states that *"within the buffer zone of Hadrian's Wall Military Zone World Heritage Site, as defined on the Proposals Map, proposals for development which would have an unacceptable impact on the character and/or setting of the World Heritage Site will not be permitted. Development within or adjacent to existing settlements, established farmsteads and other groups of buildings will be permitted, where it is consistent with other policies of this Plan, providing that: 1. the proposal reflects the scale and character of the existing group of buildings; and 2: there is no unacceptable adverse effect on the character and/or appearance of the Hadrian's Wall Military Zone World Heritage Site"* (Carlisle City Council 2008, 113).
- 1.4.4 Policy LE8 protects Archaeology on Other Sites, asserting that *"on land for which there is no archaeological information, but where there are reasonable grounds for believing remains to be present, the City Council will ensure that the archaeological aspects of development proposals are examined and evaluated before planning applications are determined. Planning permission will not be granted without*



*adequate assessment of the archaeological implications” (Carlisle City Council 2008, 114).*

1.4.5 Policy LE12 relates to proposals affecting listed buildings. This states that *“proposals for new development which adversely affects a listed building or its setting will not be permitted. Any new development within the setting of a listed building should preserve the building’s character and its setting. The City Council will seek to encourage any new development to be sympathetic in scale, character and materials” (Carlisle City Council 2008, 116).*

1.4.6 Policy LE19 concerns Conservation Areas. This ascertains that *“development proposals within and adjoining conservation areas will be granted planning permission provided they preserve or enhance their character and appearance. Any new development or alterations to existing buildings should harmonise with their surroundings and be in sympathy with the setting, scale, density and physical characteristics of conservation areas, and protect important views into or out of such areas. Applications for outline planning permission will not be accepted for proposals in conservation areas. Proposals for new development and/or alterations to buildings in conservation areas will be judged against the following criteria:*

*1. the development should preserve or enhance all features which contribute positively to the area's character or appearance, in particular the design, massing and height of the building should closely relate to adjacent buildings and should not have an unacceptable impact on the townscape or landscape;*

*2. The development should not have an unacceptable impact on the historic street patterns and morphology, roofscape, skyline and setting of the conservation area, important open spaces or significant views into, out of and within the area;*

*3. development proposals should not result in the amalgamation or redrawing of boundaries between traditional buildings and plots, or demolition and redevelopment behind retained facades;*

*4. wherever practicable traditional local materials such as brick, stone and slate should be used and incongruous materials should be avoided;*

*5. individual features both on buildings and contributing to their setting, should be retained e.g. doorways, windows, shopfronts, garden walls, railings, cobbled or flagged forecourts, sandstone kerbs, trees and hedges,*

*etc. Where features have deteriorated to the extent to which they have to be replaced, the replacement should match the original;*

*6. proposals which would generate a significant increase in traffic movements and heavy vehicles or excessive parking demands will not be permitted since these would be prejudicial to amenity;*

*7. proposals which would require substantial car parking and servicing areas which cannot be provided without an adverse effect on the site and its surroundings will not be permitted" (Carlisle City Council 2008, 123).*

## **2 METHODOLOGY**

### **2.1 Introduction**

2.1.1 The preparation of the Heritage Impact Assessment has been undertaken in accordance with guidance recommended by English Heritage and prepared by Bassetlaw District Council (2011). Note is also taken of the English Heritage guidance on understanding place (2010 and 2011) and on the setting of heritage assets (2012).

2.1.2 The data underlying the Heritage Impact Assessment was gathered through desk-based study of documentary sources and via a site visit. The impact of the development on the heritage assets in the vicinity, was assessed using a series of standard tables (see Appendix 2).

2.1.3 The site consisted of land to the south-east of Boustead House (as shown by the red line on figure 2) and the search area the settlement of Boustead Hill and its immediate environs (figure 3).

### **2.2 Documentary Sources**

2.2.1 The primary and secondary sources were used to provide the background to the historical character of Boustead Hill. Some sources were accessed at Cumbria Archive Centre, Carlisle (CAC(C)), and others were from internet sources. The locations of known assets in the vicinity are summarised in Appendix 2 and shown in Figure 3.

2.2.2 Historic England's guidance on historic area assessments, conservation areas and heritage asset setting was used to establish the compliance of the development scheme proposals with best practice planning guidance.

### **2.3 Site Visit**

2.3.1 The site and its environs were visited on the 10<sup>th</sup> February 2016. Access was unrestricted.

2.3.2 The study area was inspected to:

- examine the impact on the setting of the listed buildings and Boustead Hill village
- consider the potential for sub-surface archaeological remains to survive within the plot boundary.

## 2.4 Impact Assessment Tables

2.4.1 The assessment of the impact of development proposals is undertaken using a series of heritage impact tables (Appendix 2). These tables use standard assessment methods as used by Government agencies, as for example those used in the Highway Agency's *Design Manual for Roads and Bridges* (2007). These tables first establish the significance of the heritage asset against set criteria, secondly they estimate the magnitude of impact and, taking the results of these two together, allow a calculation of impact on overall heritage significance.

## 2.5 Reporting

2.5.1 A final bound copy of the report will be deposited with the HER at Cumbria County Council's offices in Kendal, where viewing will be made available on request.

2.5.2 Wardell Armstrong Archaeology support the Online Access to the Index of archaeological investigations (OASIS) project. This project aims to provide an online index and access to the extensive and expanding body of grey literature created as a result of developer-funded archaeological work. As a result, details of the results of this study will be made available by Wardell Armstrong Archaeology, as a part of this national scheme.

## 2.6 Glossary

2.6.1 The following standard terms for compiling a Heritage Impact Assessment are used throughout the report:

- Designation – the process that acknowledges the significance of a heritage asset and thus advances its level of consideration/protection within the planning process. Designated assets can either be statutory, like listed buildings, or non-statutory such as registered parks and gardens or conservation areas.
- Heritage Asset – a building, monument, site, place, area or defined landscape positively identified as having a degree of heritage significance that merits consideration in planning decisions.
- Historic Environment Record – an information service, usually utilising a database that provides public access to up-to-date and dynamic resources relating to the historic environment of a defined geographic area.
- Mitigation – action taken to reduce potential adverse impacts on the heritage significance of a place.

- Setting – the surroundings in which a heritage asset is experienced. The extent is not fixed and will vary according to the historic character of the asset and the evolution of its surroundings.
- Significance – the value of a heritage asset to present and future generations attributable of its heritage interest. That interest may be archaeological, architectural, artistic or historic (including historical associations).

### **3 DESCRIPTION**

#### **3.1 Location and Topography**

3.1.1 Boustead Hill lies within the Solway Basin, a low-lying area of undulating low hills that grade gently into the coastal plain and estuarine salt marshes of the Solway Estuary (Natural England 2014, 2). The geological sequence is dominated by glacial deposits underlain by Triassic and Jurassic sedimentary rocks of limestone and sandstone (Natural England 2014, 9 and 11).

3.1.2 A number of villages are positioned on low rises just to the landward side of the coastal salt marshes and mudflats, though Boustead Hill is exceptional in being positioned at the interface of the cultivated land and estuarine landscapes.

#### **3.2 Designated Heritage Assets**

3.2.1 Within the search area are six designated heritage assets. Five of these are grade II listed buildings, including Boustead Hill House and Croft House, both of which are within 100m of the proposed development. The remaining designation is the World Heritage Site which covers the supposed line of Hadrian's Wall.

3.2.2 Boustead Hill is situated within the Solway Coast AONB. The NPPF (Section 115) points out that those areas like AONBs with "*the highest status of protection in relation to landscape and scenic beauty*" are areas where the conservation of "*cultural heritage are important considerations*".

3.2.3 In 2003 it was proposed that Boustead Hill settlement should be designated as a conservation area. Although it is named as one of seven conservation areas within the 2010-2015 Solway Coast AONB Management Plan (Solway Coast AONB 2010, 55), there is no evidence that Boustead Hill was made a conservation area on either the Carlisle City Council website ([www.carlisle.gov.uk/Residents/Planning-Building-Control/Heritage-Trees-and-Conservation/Conservation-Areas](http://www.carlisle.gov.uk/Residents/Planning-Building-Control/Heritage-Trees-and-Conservation/Conservation-Areas)), or on national government online databases for conservation areas (Data.Gov.UK 2012). The new 2015-2020 Management Plan still cites seven conservation areas within the AONB but does not name them (Solway Coast AONB 2015, 11).

#### **3.3 Historic Background of Proposed Development Site and Boustead Hill**

3.3.1 The village of Boustead Hill occupies a commanding position on a low ridge overlooking Burgh Marsh, approximately halfway between Burgh-by-Sands to the east and Drumburgh to the west (Figure 1). It is situated within the Solway Coast AONB and the Buffer Zone of Hadrian's Wall World Heritage Site (Asset 6) on land

immediately adjoining the internationally important Upper Solway Flats and Marshes Nature Conservation Site (Carlisle City Council 2003, 7).

- 3.3.2 The plot of land which will be directly affected by the proposed development (the proposed development site) lies within the south-western part of the village of Boustead Hill, to the south of Croft Farm and east of Boustead Hill House (Figure 2).
- 3.3.3 Although it is not clear what the exact route of Hadrian's Wall was in the area of Boustead Hill (Asset 12), if indeed a formal wall even existed, some form of observational and control system must have been in place, and based on the known distances between milecastles and turrets along the route of the wall, Turret 74A (Asset 10) and Milecastle 74 (Asset 11) are likely to have existed in the vicinity of Boustead Hill. Late 19<sup>th</sup> century Ordnance Survey maps place the line of the wall running to the immediate south of the back lane at Boustead Hill which would place the wall alignment going through the area of proposed development. No archaeological evidence exists to support this linear assumption, but it cannot be ruled out entirely as if the wall did exist as a physical barrier it is a more logical route than one across the salt marsh. Alternatively, the marsh and estuary may have been considered a sufficient barrier in their own right (thanks to Alan Purchase for a summary of the alternatives for Hadrian's Wall in the Boustead Hill vicinity). A Roman period sculptured head has also been found in the area (Asset 9). It has also been suggested that a Roman fort may have existed in the vicinity, to garrison and supply the frontier (Asset 8; <http://maps.cumbria.gov.uk/eggp/eggp.aspx?dept=Environment&scriptname=1%20Historic%20Environment>).
- 3.3.4 There has been settlement at Boustead Hill since at least the medieval period (Asset 7), and earthworks relating to a settlement and associated ridge and furrow are known from the vicinity of the proposed development site (<http://maps.cumbria.gov.uk/eggp/eggp.aspx?dept=Environment&scriptname=1%20Historic%20Environment>).
- 3.3.5 The village presently comprises predominantly 17<sup>th</sup> and 18<sup>th</sup> century buildings, though perhaps retaining features from earlier periods, particularly in the agricultural buildings and other outbuildings, which may retain cruck-frames and wattle and daub walls, later bricked over. The settlement is laid out as a series of strip-like properties which are typical of medieval crofts. The Burgh-by-Sands Design Statement (Carlisle City Council 2003) refers to these as burgage plots but the

settlement had no borough charter and therefore it held no burgesses holding land by burgage tenure. Property names refer to the term croft. Medieval crofts are divided into a frontage which contained the buildings, known as the toft, and a back plot, usually given over to horticulture or orcharding. In Boustead Hill a back lane appears to have been inserted between the toft and the back plot. Back plots can contain sealed archaeological deposits in the form of waste disposal pits and other features.

3.3.6 The principal buildings at Boustead Hill are predominantly located along the front road, overlooking the marshes, and there is a back lane servicing the outbuildings and land to the south, the former crofts. The proposed development site lies within one such croft. The layout of the village in the 18<sup>th</sup> century is shown on Hodkinson and Donald’s plan of 1774 (Figure 4). At least four buildings were in existence by this date.

3.3.7 The tithe award plan of 1844 (Figure 5) was the earliest encountered by the desk-based study to show the village in detail. This shows the canal with bridge and house to the north-east (Asset 5) and many of the farmsteads forming the present settlement, including Highfield House at plot 17 (Asset 4), Hillside Farmhouse at plot 16 (Asset 3), Greylags and Greentrees. Details are not shown of Croft House or Boustead Hill at this time, as their lands do not seem to have been subject to tithe. The proposed development site itself appears to be part of a larger field, not yet subdivided, and seems to have a track at its southern extent. The accompanying award (CAC(C) DRC/8/34b) lists the plot numbers, owners, occupiers and plot names as follows:

| <b>Plot No.</b> | <b>Owner</b>    | <b>Occupant</b> | <b>Plot Name</b>    |
|-----------------|-----------------|-----------------|---------------------|
| 12              | William Simpson | Solomon Wood    | Near Clay Field     |
| 13              | William Nixon   | Himself         | Half Acres          |
| 14              | William Nixon   | Himself         | Homestead and Croft |
| 15              | Robert Trimon   | Thomas Rigg     | Homestead and Croft |
| 16              | William Peat    | Thomas Rigg     | Homestead and Croft |
| 17              | John Morton     | William Morton  | Homestead and Croft |

3.3.8 In 1847 the village was described as *“a small village on the south side of the canal, overlooking the Solway Firth, two miles west of Burgh. The township contains 554 acres of fertile land, chiefly the property of Messrs. W. Simpson, W. Nixon and J. Morton: it is rated at £624.18”* (Mannix and Whellan 1847, 186). It lists the occupants as Mrs Armstrong, John Beattie, Mary and Isabella Nixon, and the farmers



as John Faulder (yeoman), William Morton, William Nixon (yeoman), Thomas Rigg and Solomon Wood (*ibid*). In 1849, a Mr Rigg was letting part of the land associated with Boustead Hill House (CAC(C) DBS/6/1/61) with 'Mr William Nixon' owning the adjacent land, which may have included the proposed development site (CAC(C) DBS/6/1/61).

3.3.9 The First Edition Ordnance Survey map of 1895 (Figure 6) shows the proposed development site boundaries formed by trees on the west, north and eastern sides. Much of the areas south of the main settlement, the former burgage plots, seem to be orchards or garden areas by this date. One building appears, to the east of the proposed development site, within a former burgage plot, but otherwise these back plots were devoid of development by 1895.

3.3.10 The Second Edition Ordnance Survey map of 1901 (Figure 7) shows a similar layout to the earlier map (Figure 6), though the trees formerly depicted at the boundary of the plot are no longer shown. The area to the immediate east appears to be an orchard by this date. In 1919 Boustead Hill farm was tenanted by Messrs. Lloyd (CAC(C) DB 74/3/2/1162).

3.3.11 The Third Edition Ordnance Survey map of 1925 (Figure 8) is very similar to the earlier map (Figure 7). The orchard to the east is no longer shown, but otherwise Boustead Hill remains predominantly unchanged.

3.3.12 The 1970 Ordnance Survey map (Figure 9) shows that some developments have occurred at Highfield (Asset 4) at the eastern extent of Boustead Hill, but otherwise little had changed since 1925 (Figure 8). The plot to the immediate east of the proposed development site has two rectangular buildings in it, not shown on earlier mapping, perhaps representing outbuildings. Otherwise, the former burgage plots remained unaffected. These buildings are not shown on modern mapping (Figure 2), although since 1970, a building has been constructed in the former burgage plot to the south of Hillside Farm, and some development has occurred to the west, at the equestrian centre (Figure 2).

### 3.4 **Archaeological Potential**

3.4.1 The proposed development site is a plot of land which has not been subjected to development since at least the post-medieval period. Historically the plot formed part of Croft House Farm, farmed by the Brown family from the 1920s until 1990 when the rest of the land was sold off. From at least the 1970s "*the site was used as*

*a kitchen garden for the farm... with an orchard, greenhouses, vegetables etc.”* (Harrison Stringfellow Architects 2015, 4). The present Croft house farmhouse dates to the early 19<sup>th</sup> century and is a Grade II listed building (Asset 2).

3.4.2 As it has remained unchanged from the post medieval period onwards, the potential for existing sub-surface archaeological deposits to survive is high. These could be of Roman or medieval origin, although no definitive evidence for any has been found.

### 3.5 Boustead Hill Conservation Area

3.5.1 In 2003, Carlisle City Council were *“urged to press ahead with the designation of Conservation Areas for Boustead Hill and Moorhouse at the earliest opportunity”* (Carlisle City Council 2003, 123). Boustead Hill is listed as one of seven Conservation Areas in the Solway Coast AONB Management Plan (Solway Coast Area AONB 2010, 55), although no appraisal appears to have been completed, and no plan of its extent could be found, nor does a reference appear on Carlisle City Council’s website. It is also not illustrated on the map of the UK showing Conservation Areas on the government website (<https://data.gov.uk/dataset/conservation-areas>). It is likely that the Conservation Area proposed in the Burgh-by-Sands Design Statement (Carlisle City Council 2003), was appraised, but not considered to be entitled to Conservation Area status, though no appraisal was not found during the desk-based research. The proposed development site does lie within the area proposed as a Conservation Area. Even if Boustead Hill is not a Conservation Area, any development within the proposed development site will have an impact on Boustead Hill village’s character.

3.5.2 The Burgh-by-Sands Design Statement (Carlisle City Council 2003) refers to the four listed buildings within the village itself, but also states that *“almost all the buildings within the settlement are of traditional character, with two examples of reasonably sympathetic 20<sup>th</sup> century infill situated along the front row of the village. Most of the buildings are of red brick construction, with slated gabled roofs. Architectural features include the widespread use of vertical window openings with raised surrounds; doorways with classical mouldings; raised painted or dressed stone quoins and square, brick-built chimney stacks... Any opportunities for further housing development are likely to be confined to the burgage strips along the back (southern) row of the existing settlement. These would require to be treated sensitively in order to maintain the traditional character of this largely unspoilt village”* (Carlisle City Council 2003, 6).

### 3.6 The Buffer Zone of Hadrian's Wall World Heritage Site

3.6.1 Although the proposed development site does lie within the buffer zone of Hadrian's Wall World Heritage Site (Asset 6), advice from Mike Collins at Historic England indicates that the proposed development will not have a negative impact on this heritage asset, and that further mitigation will not be required.

### 3.7 Setting of Other Heritage Assets

3.7.1 There are five listed buildings in Boustead Hill (Assets 1-5), two of which are intervisible with the proposed development site (Figure 3). These are the listed structures of Croft House and Stables (Asset 2; Plate 1), with which the proposed development site was once associated, and Boustead Hill House (Asset 1; Plate 2) to the north-west of the proposed development site. Both date to the early 19<sup>th</sup> century and are listed Grade II.



*Plate 1: Croft House and Stables (Asset 2) with proposed development site in foreground*



*Plate 2: Boustead Hill House (Asset 1) from proposed development site*

3.7.2 Boustead Hill House has been singled out by the Burgh-by-Sands Design Statement, suggesting a particular importance within the village. It is described as having “*painted stucco walls, prominent Tuscan porch with fluted columns and Lakeland slate roof*” (Carlisle City Council 2003, 6). The proposed development would be clearly visible from Boustead Hill House (Plates 3 and 4).



*Plate 3: View from Boustead Hill House (Asset 1) facing north-east*



Plate 4: View from Boustead Hill House (Asset 1) facing east

3.7.3 Using the Heritage Impact Assessment tables in Appendix 1 it has been found that the impact on the heritage significance of three of the five listed assets (Assets 3-5) listed assets would be minor, and a minor change to an asset of district or county (higher) significance would result in a ‘very limited’ impact. These are summarised in the table below:

| Asset | Site                 | Significance                | Magnitude of Impact | Impact on Heritage Significance |
|-------|----------------------|-----------------------------|---------------------|---------------------------------|
| 3     | Hillside Farmhouse   | District or County (Higher) | Minor               | Very Limited                    |
| 4     | Highfield Farmhouse  | District or County (Higher) | Minor               | Very Limited                    |
| 5     | Boustead Hill Bridge | District or County (Higher) | Minor               | Very Limited                    |

3.7.4 For Croft House and Stables (Asset 2) and Boustead Hill House (Asset 1), the impact on the proposed development would result in ‘changes to the setting of an historic building such that it is noticeably changed’ and ‘changes to few key historic landscape elements, parcels or components’ and ‘slight visual changes to few key aspects of the historic landscape’ (Appendix 1; Table 2). This corresponds with a ‘less than substantial impact’, with the resulting impact on the heritage significance of these assets being a ‘limited’ impact for both assets, which may require further mitigation. These results are summarised in the table below:

| Asset | Site                | Significance                | Magnitude of Impact   | Impact on Heritage Significance |
|-------|---------------------|-----------------------------|-----------------------|---------------------------------|
| 1     | Boustead Hill House | District or County (Higher) | Less than Substantial | Limited                         |
| 2     | Croft House Stables | District or County (Higher) | Less than Substantial | Limited                         |

### 3.8 The Character of the Proposed Development

3.8.1 The Design and Access Statement indicates that the scope of the proposed development would comprise an “*adaptable holiday accommodation to hold up to*

*14 guests with additional seasonal camping pitches, an architect designed 5-star tourism accommodation, targeting affluent families” with the “building to be sympathetic to the area, but to avoid pastiche” (Harrison Stringfellow Architects 2016, 5).*

- 3.8.2 The proposals include a ‘family’ of three units, the largest being of two storeys with a spine along the eastern elevation, unit 2 being subservient with a lower pitch but accommodation in the roofspace and unit 3 being a stand-alone storage building (*ibid*, 11). The proposals are for a permanent and irreversible development, and therefore will have a permanent and irreversible effect (Historic England 2015, 11).
- 3.8.3 Although account has been made of the need to reflect the materials and detailing of nearby buildings, the use of cement particle board and stone on the more exposed areas of the buildings, whilst not being a pastiche, are not entirely sympathetic to the historic characteristics of the settlement.

## 4 DISCUSSION

### 4.1 Summary of Archaeological Potential

4.1.1 The lack of post-medieval and modern encroachment into the proposed development site means that any earlier archaeological deposits are likely to survive. The proposed development site does lie within a medieval back plot, and may retain evidence of medieval activity such as waste pits.

4.1.2 The line of Hadrian's Wall has previously been postulated as passing through the proposed development site. Although, there is no direct evidence for Hadrian's Wall to have followed this alignment, the potential for Roman features relating to Hadrian's Wall and its environs cannot be ruled out.

### 4.2 Assessment of Impact

4.2.1 The medieval croft back plot, within which the proposed development is situated, can be regarded as a heritage asset of district or county (lesser) significance, as it is a heritage asset within a protected landscape (Solway Coast AONB). The magnitude of impact on this asset is likely to be substantial. A substantial magnitude of impact upon a heritage asset of district or county (lesser) significance equates with a limited impact upon heritage significance. Such an impact may require archaeological evaluation in order to establish appropriate mitigation (see Appendix 1, Table 3).

4.2.2 For the grade II listed structures of Croft House and Stables and Boustead Hill House, it has been found that the resulting impact of the proposed development on the heritage significance of these assets would be 'limited', which may require further mitigation, through design or screening. *"As screening can only mitigate negative impacts, rather than remove impacts or provide enhancement, it ought never to be regarded as a substitute for well-designed developments within the setting of heritage assets"* (Historic England 2015, 12).



## 5 BIBLIOGRAPHY

### 5.1 Primary Sources

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Second Edition Ordnance Survey Map, 1901 (25" to mile scale)

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Cumbria County Council's online HER, <http://maps.cumbria.gov.uk/eggp/eggp.aspx?dept=Environment&scriptname=1%20Historic%20Environment> (accessed 17/02/16)

MAGIC website, 2016, <http://www.magic.gov.uk/> (accessed 17/02/16)

## APPENDIX 1: HERITAGE IMPACT ASSESSMENT TABLES

**Table 1 Measuring Significance**

| Significance                | Designation   | Asset types and justification  | Preferred response to negative impact  |
|-----------------------------|---|--|--|
| International               | Non-statutorily designated heritage assets.   | World Heritage Site (NPPF s132).   | Avoid negative impact where asset contributes to the WHS's defined outstanding universal values (NPPF s138). |
| National                    | Statutorily designated heritage assets.   | Scheduled monuments, Grade I and II* Listed Buildings (NPPF s132).   | Avoid negative impact.   |
| National                    | Non-statutorily designated heritage assets.   | Registered Battlefields, Grade I and II* Registered Parks and Gardens (NPPF s132).   | Avoid negative impact.   |
| National                    | Non-designated heritage assets of demonstrable equivalence to a scheduled monument (NPPF s138). | Assets where assessment for designation is pending, assets that have been assessed as being capable of designation but have not been designated at the SoS discretion, assets worthy of designation but which are outside the scope of the 1979 Act (NPPF s139). | Avoid negative impact.   |
| District or County (Higher) | Statutorily designated heritage assets.   | Grade II Listed Buildings (NPPF s132).   | Limit negative impact (avoid substantial harm) and mitigate.   |
| District or County (Higher) | Non-statutorily designated heritage assets.   | Conservation area (NPPF s127), Grade II Registered Park and Garden (NPPF s132).  | Limit negative impact (avoid substantial harm) and mitigate.   |
| District or County (Lesser) | Non-designated heritage assets within a national park or AONB.                                  | Any extant heritage assets (NPPF s115).  | Limit negative impact and mitigate.  |
| District or County (Lesser) | Non-designated heritage assets.   | Heritage assets placed on a local planning authority list (NPPG).  | Limit negative impact and mitigate.  |
| District or County (Lesser) | Non-designated heritage assets.   | Any area of potential listed in a local plan (NPPG).   | Limit negative impact and mitigate.  |
| Local                       | Non-designated heritage assets.   | Any extant heritage assets outside of a national park or AONB.   | Mitigate.  |
| Negligible                  | Non-designated heritage assets.   | Heritage assets recorded in the HER that are no longer extant, individual findspots or structures of no heritage value.  | No action.   |

**Table 2: Establishing the Magnitude of Impact**

| Magnitude of Impact   | Heritage Asset   |   |  |
|-----------------------|--|---|--|
|                       | Archaeological Remains<br>(Archaeological Interest)  | Historic Buildings<br>(Architectural/Artistic Interest<br>and/or Historic Interest)   | Historic Landscapes<br>(Historic Interest)   |
| Loss                  | <ul style="list-style-type: none"> <li>Change to most or all key archaeological materials, such that the resource is totally altered</li> <li>Comprehensive changes to setting</li> </ul>                                  | <ul style="list-style-type: none"> <li>Change to key historic building elements, such that the resource is totally altered</li> <li>Comprehensive changes to setting</li> </ul>   | Major change to historic landscape character resulting from: <ul style="list-style-type: none"> <li>Changes to most key historic landscape elements, parcels or components</li> <li>Extreme visual effects</li> <li>Major change to noise or change to sound quality</li> <li>Major changes to use or access</li> </ul>  |
| Substantial           | <ul style="list-style-type: none"> <li>Changes to many key archaeological materials, such that the resource is clearly modified</li> <li>Considerable changes to setting that affect the character of the asset</li> </ul> | <ul style="list-style-type: none"> <li>Changes to many key historic building elements, such that the resource is significantly modified</li> <li>Changes to setting of an historic building such that it is significantly modified</li> </ul> | Moderate change to historic landscape character resulting from: <ul style="list-style-type: none"> <li>Changes to many key historic landscape elements, parcels or components</li> <li>Visual change to many key aspects of the historic landscape</li> <li>Noticeable differences in noise or sound quality</li> <li>Considerable changes to use or access</li> </ul> |
| Less than substantial | <ul style="list-style-type: none"> <li>Changes to key archaeological materials, such that the asset is slightly altered</li> <li>Slight changes to setting</li> </ul>  | <ul style="list-style-type: none"> <li>Change to key historic building elements, such that the asset is slightly different</li> <li>Changes to setting of an historic building such that it is noticeably changed</li> </ul>                  | Limited change to historic landscape character resulting from: <ul style="list-style-type: none"> <li>Changes to few key historic landscape elements, parcels or components</li> <li>Slight visual changes to few key aspects of the historic landscape</li> <li>Limited changes to noise levels or sound quality</li> <li>Slight changes to use or access</li> </ul>  |
| Minor                 | <ul style="list-style-type: none"> <li>Very minor changes to archaeological materials</li> </ul>   | <ul style="list-style-type: none"> <li>Slight changes to historic buildings elements or setting that hardly affect it</li> </ul>  | Very small change to historic landscape character resulting from: <ul style="list-style-type: none"> <li>Very minor changes to key historic landscape elements, parcels or components</li> <li>Virtually unchanged visual effects</li> <li>Very slight changes to noise levels or sound quality</li> <li>Very slight changes to use or access</li> </ul>               |
| No change             | No change  |   |  |

**Table 3 Impact on Heritage Significance**

| Assessment Matrix to define the degree of impact on heritage asset significance |                          | Magnitude of impact |  |                       |             |             |
|---|--------------------------|---------------------|--|-----------------------|-------------|-------------|
|   |                          | No change           | Minor alteration with no reduction in significance | Less than substantial | Substantial | Loss        |
| Significance of Heritage Asset  | National                 | Blue                | Yellow   | Dark Green            | Red         | Red         |
|   | District/County (Higher) | Blue                | Yellow   | Light Green           | Dark Green  | Red         |
|   | District/County (Lesser) | Blue                | Yellow   | Light Green           | Light Green | Dark Green  |
|   | Local                    | Blue                | Blue   | Yellow                | Light Green | Light Green |
|   | Negligible               | Blue                | Blue   | Blue                  | Blue        | Blue        |

Blue (no appreciable impact) = no mitigation necessary  
 Yellow (very limited impact) = low level mitigation eg photographic record/watching brief etc  
 Light green (limited impact) = may need evaluation to establish appropriate mitigation which may include site survey/excavation etc  
 Dark green (major impact) = may not be agreed and then only with significant justification, may require evaluation and will require significant mitigation such as excavation, detailed building survey, visual restoration, some in-situ preservation and on-site interpretation  
 Red (very major impact) = unlikely to be agreed except in exceptional circumstances and only with a high level of mitigation

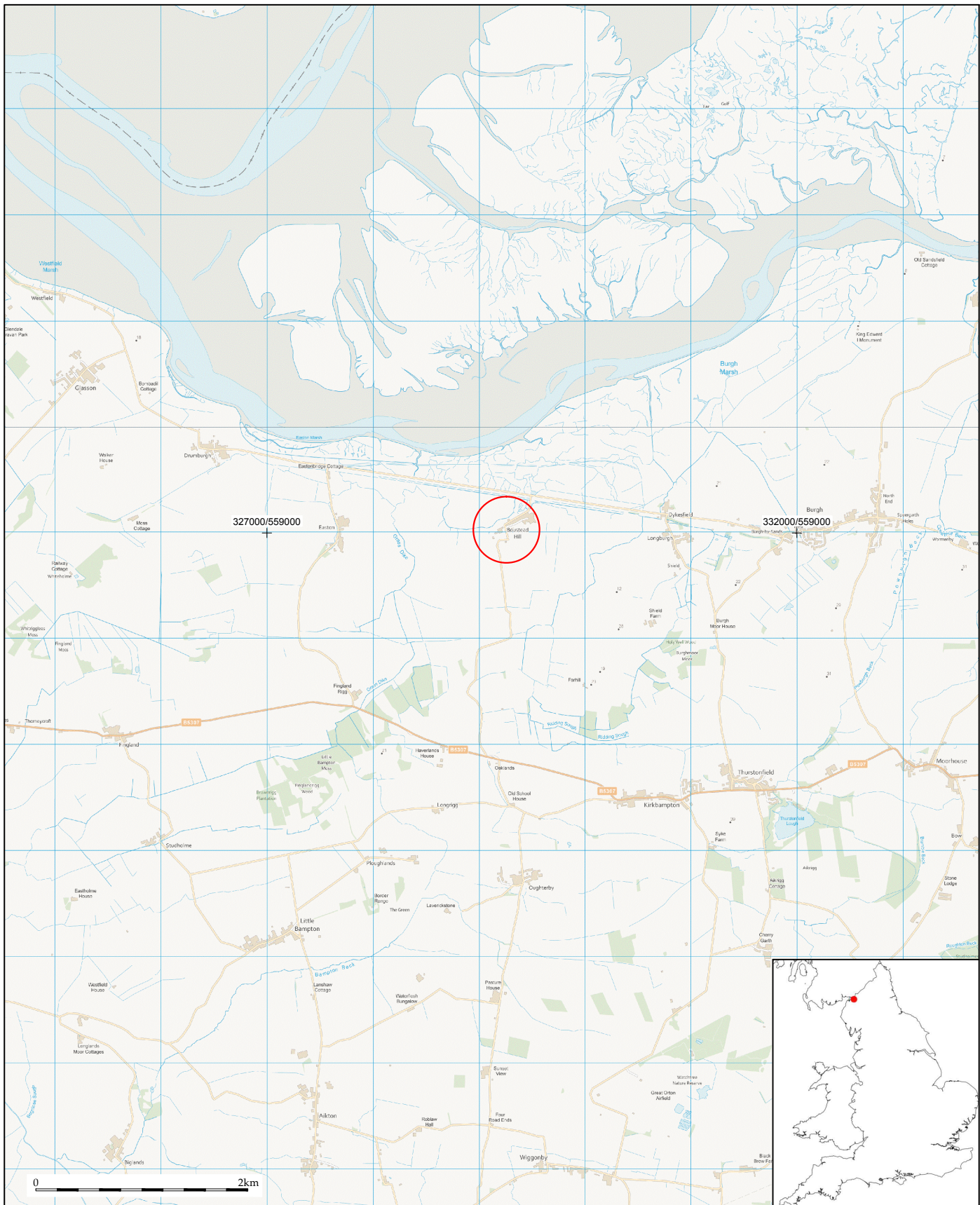
## APPENDIX 2: HERITAGE ASSET GAZETTEER

| <b>Asset No.</b> | <b>Reference</b> | <b>Site Name</b>  | <b>Description</b>  | <b>Grid Reference</b> | <b>Period</b>                  |
|------------------|------------------|---|---|-----------------------|--------------------------------|
| 1                | NHL 1052311      | Boustead Hill House                                     | Grade II listed building  | 329222,559042         | Early 19 <sup>th</sup> century |
| 2                | NHL 1087487      | Croft House and Stables                                 | Grade II listed building  | 329274,559084         | Early 19 <sup>th</sup> century |
| 3                | NHL 1052256      | Hillside Farmhouse                                      | Grade II listed building  | 329399,559146         | Early 19 <sup>th</sup> century |
| 4                | NHL 1335632      | Highfield Farmhouse                                     | Grade II listed building  | 329518,559176         | Late 18 <sup>th</sup> century  |
| 5                | NHL 1087488      | Boustead Hill Bridge over canal, later a railway bridge | Grade II listed building  | 329484,559326         | 1819-23                        |
| 6                |                  | Frontiers of the Roman Empire (Hadrian's Wall)          | UNESCO World Heritage Site  |                       | Roman                          |
| 7                | HER 6873         | Boustead Hill Medieval Village earthworks               | Earthworks indicative of settlement and ridge and furrow              | 329100,558500         | Medieval                       |
| 8                | HER 16524        | Boustead Hill Roman Fort                                | HER Site: circumstantial evidence                                     | 329200,558950         | Roman                          |
| 9                | HER 19202        | Sculptured Head Find                                    | HER Site: findspot  | 330000,559000         | Roman                          |
| 10               | HER 389          | Hadrian's Wall Turret 74A                               | HER Site: circumstantial evidence for turret and frontier defence     | 329010,559720         | Roman                          |
| 11               | HER 386          | Hadrian's Wall Milecastle 74                            | HER Site: circumstantial evidence for milecastle and frontier defence | 329520,559690         | Roman                          |
| 12               | HER 391          | Hadrian's Wall Linear Earthwork and Frontier Defence    | HER Site: earthworks  | 329770,559650         | Roman                          |

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### APPENDIX 3: FIGURES





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PROJECT: Land at Boustead Hill, Burgh-by-Sands, Cumbria  
 SCALE: 1:50,000 at A4  
 REPORT No: CP11687  
 CLIENT: Harry Malyon  
 DRAWN BY: AB  
 DATE: February 2016  
 FIGURE: 1

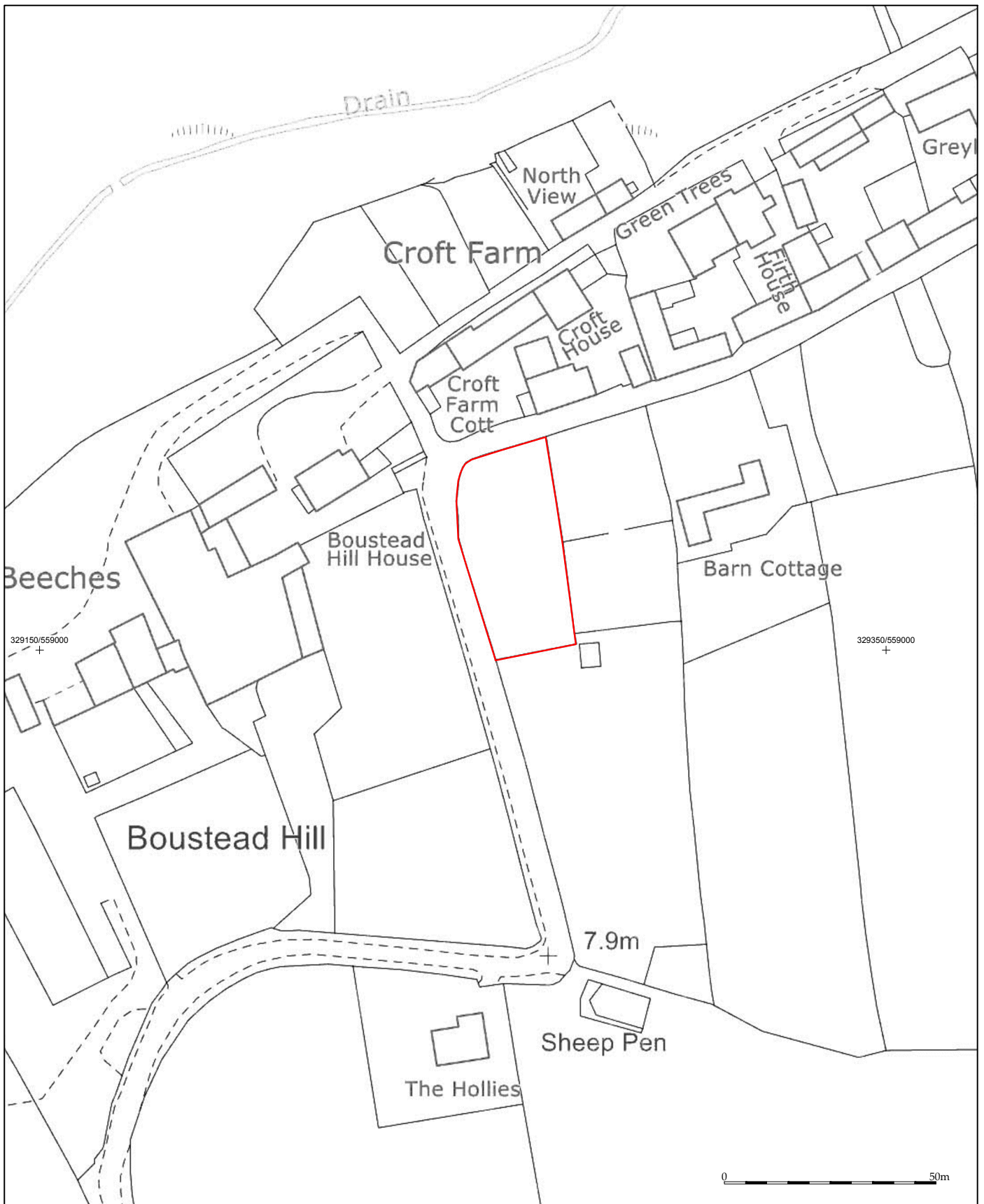
KEY:  
 Site location



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Figure 1: Site location.








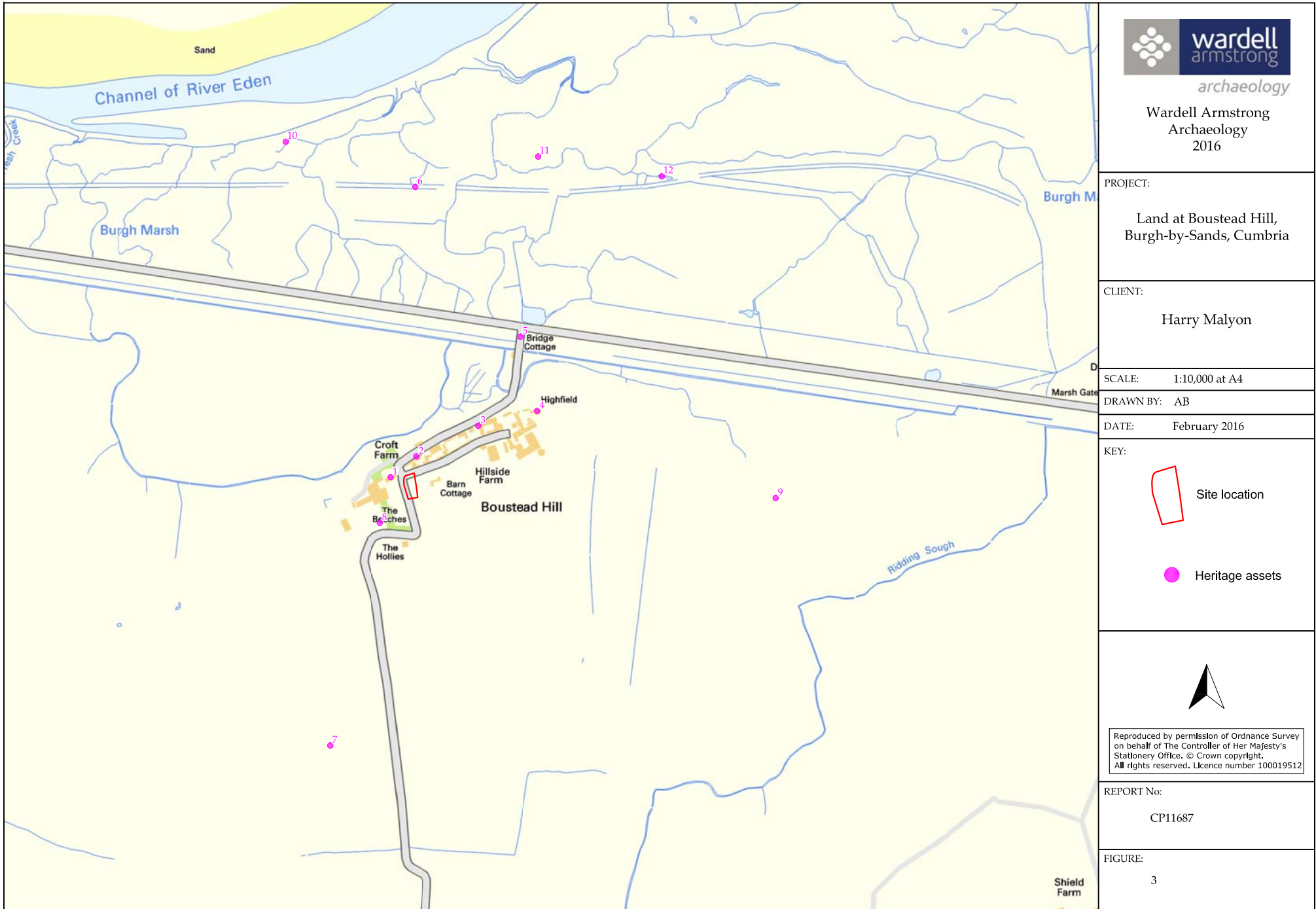
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|  <p>Wardell Armstrong<br/>Archaeology<br/>2016</p> | <p>PROJECT: Land at Boustead Hill, Burgh-by-Sands, Cumbria</p> <p>SCALE: 1:1,250 at A4</p> <p>REPORT No: CP11687</p> <p>CLIENT: Harry Malyon</p> <p>DRAWN BY: AB</p> <p>DATE: February 2016</p> <p>FIGURE: 2</p> | <p>KEY:</p>  <p>Site location</p> |  <p>Reproduced by permission of Ordnance Survey on behalf of The Controller of Her Majesty's Stationery Office. © Crown copyright. All rights reserved. Licence number 100019512</p> |
|---|--|---|---|

Figure 2: Detailed site location.





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Harry Malyon

SCALE: 1:10,000 at A4

DRAWN BY: AB

DATE: February 2016

KEY:  
 Site location  
 Heritage assets

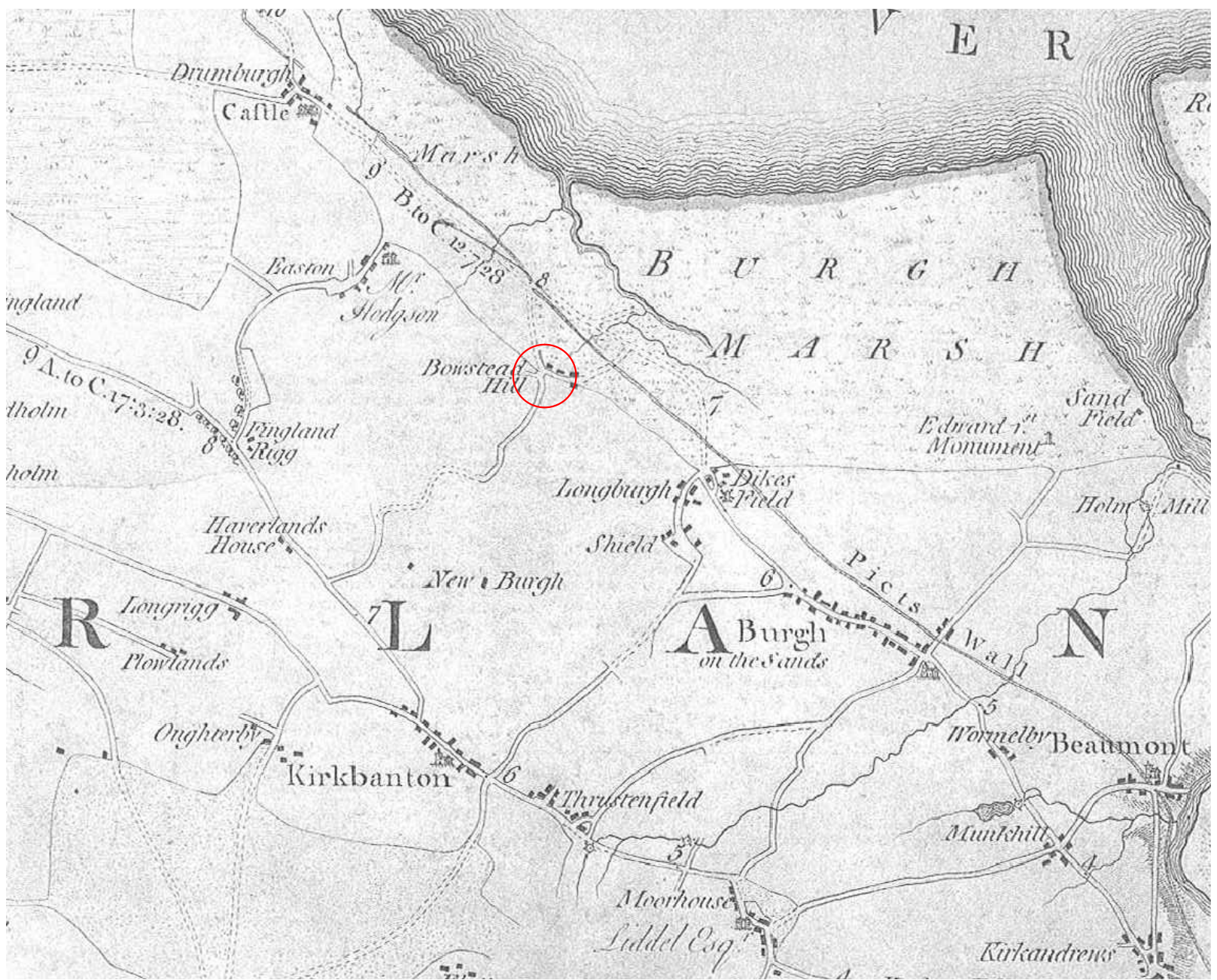


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FIGURE:  
3

Figure 3: Location of heritage assets.




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Burgh-by-Sands, Cumbria

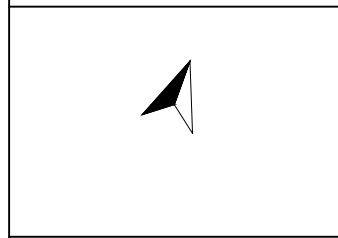
CLIENT:  
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SCALE: Not to scale

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FIGURE:  
4

Figure 4: Extract from Hodkinson and Donald's Map of Cumberland, 1774.



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Land at Boustead Hill,  
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FIGURE:

5

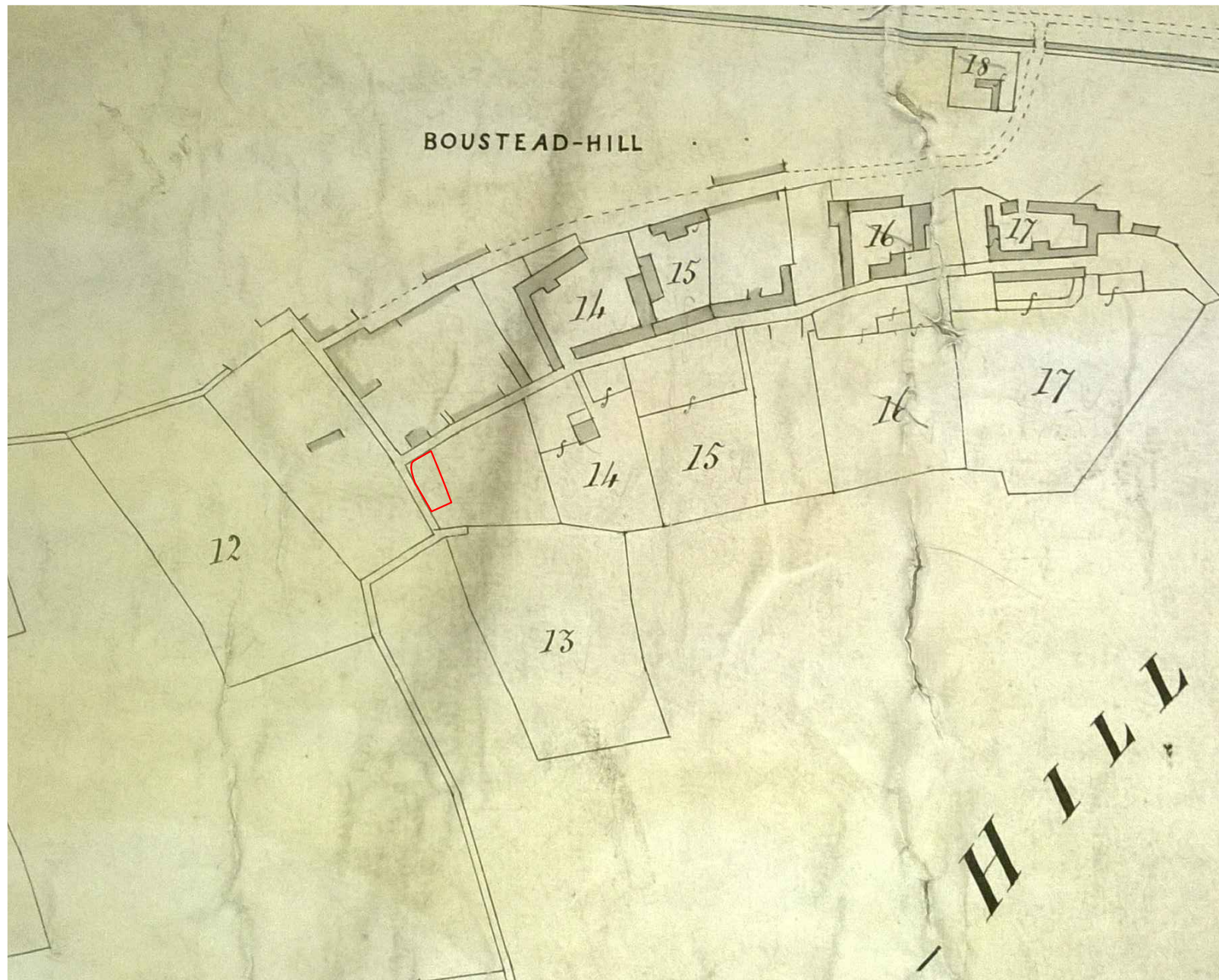


Figure 5: Extract from the Tithe Award Map of Burgh-by-Sands, 1844.

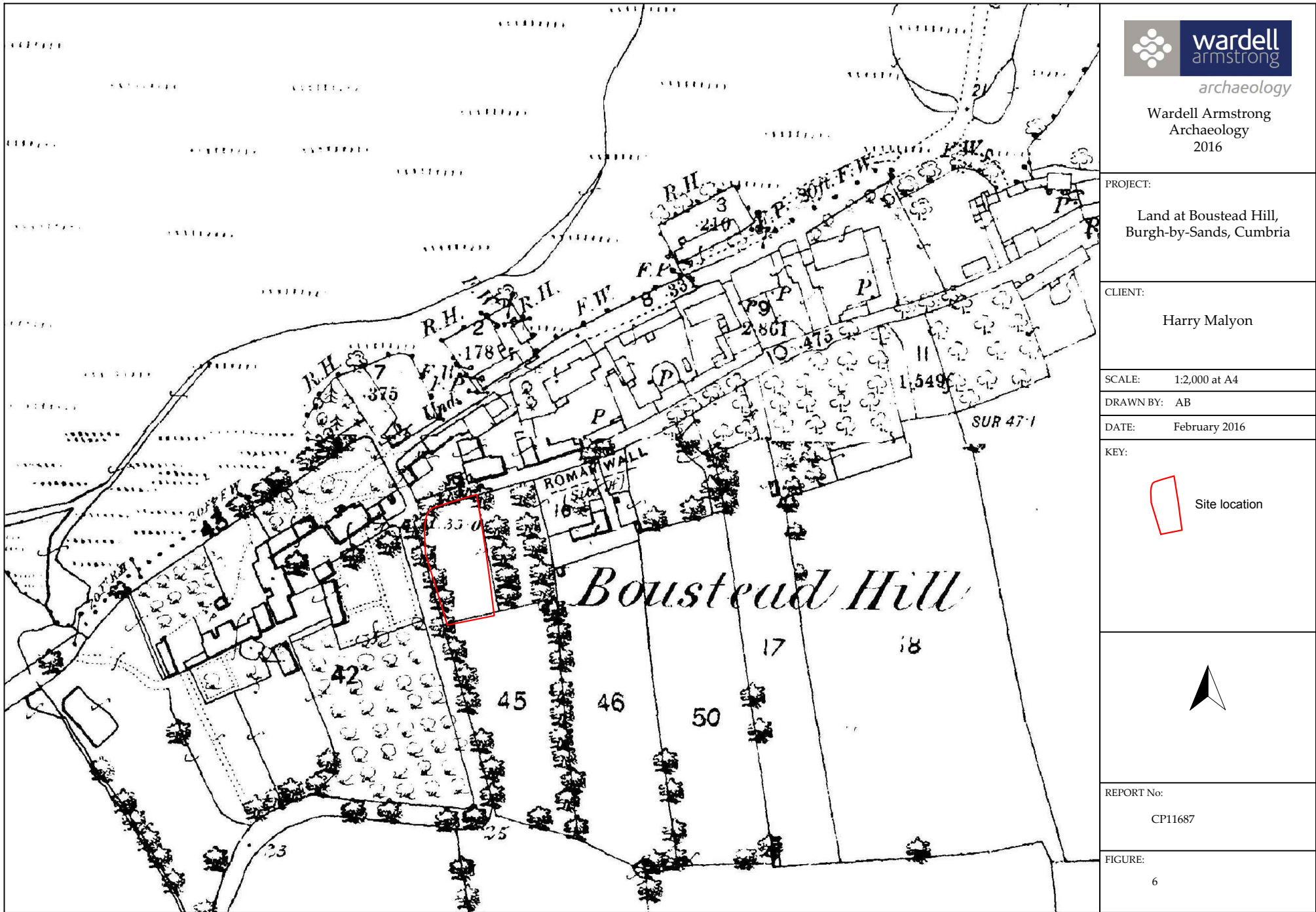


Figure 6: First Edition Ordnance Survey Map, 1895 (25 inches to 1 mile scale).



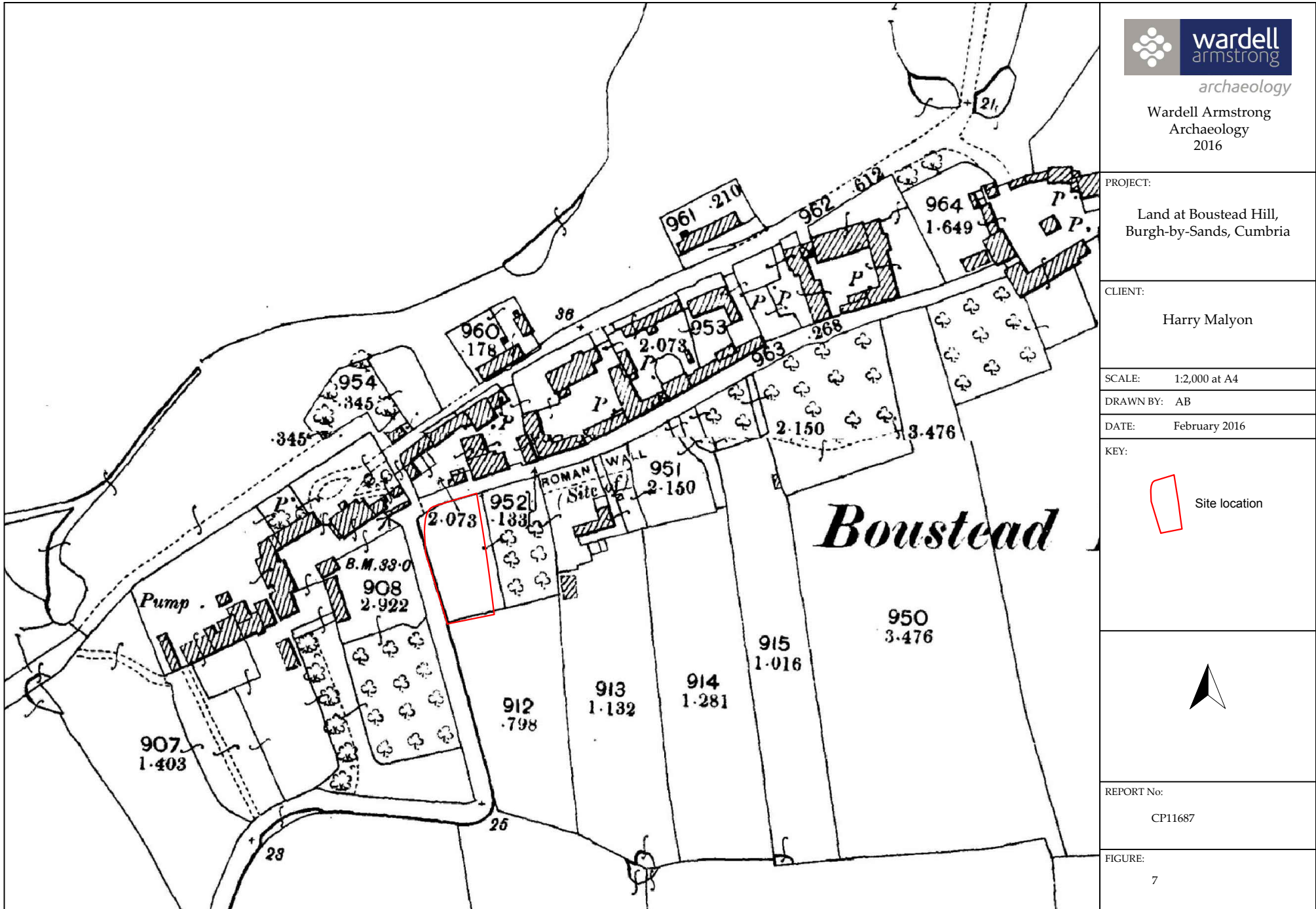
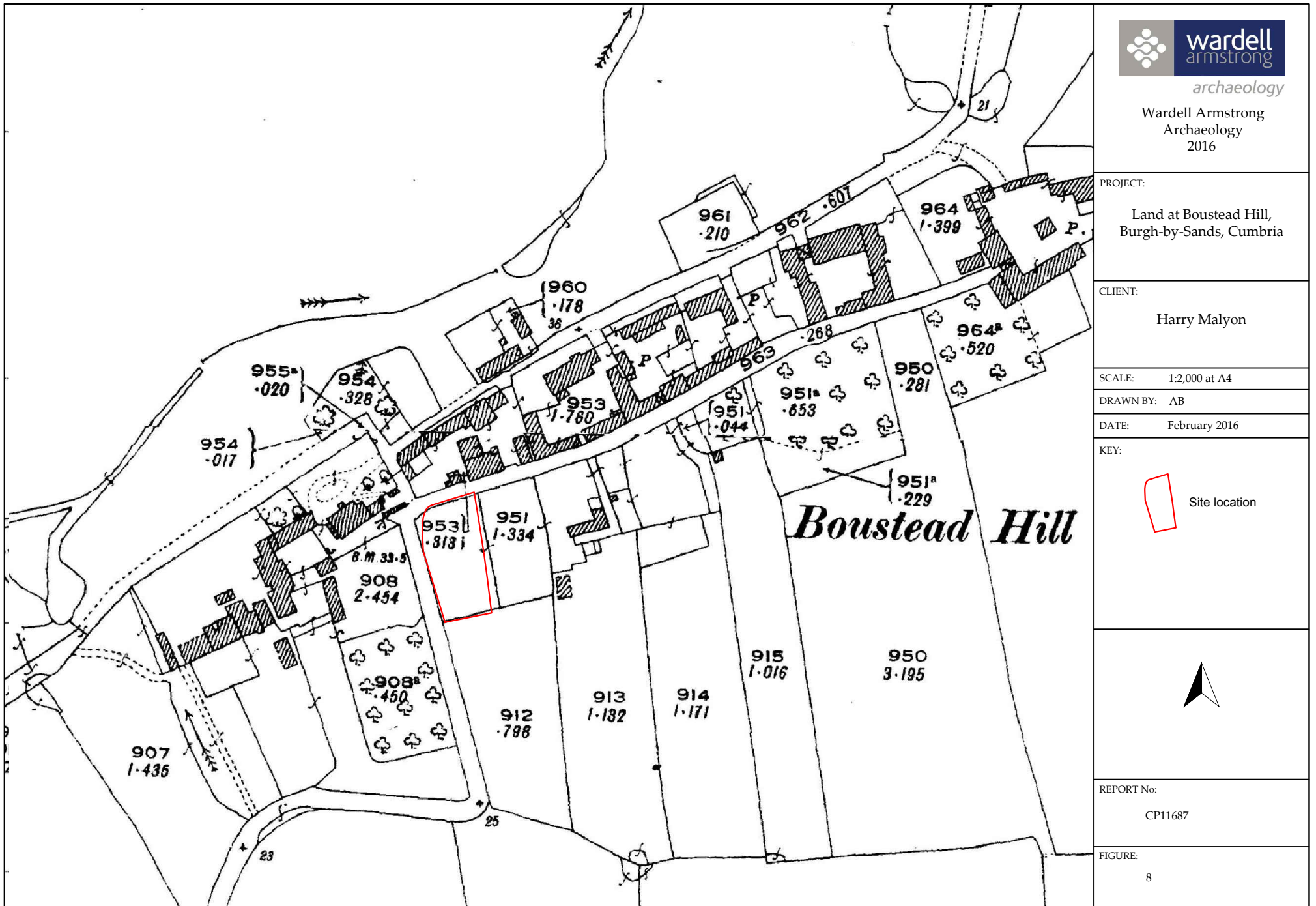


Figure 7: Second Edition Ordnance Survey Map, 1901 (25 inches to 1 mile scale).



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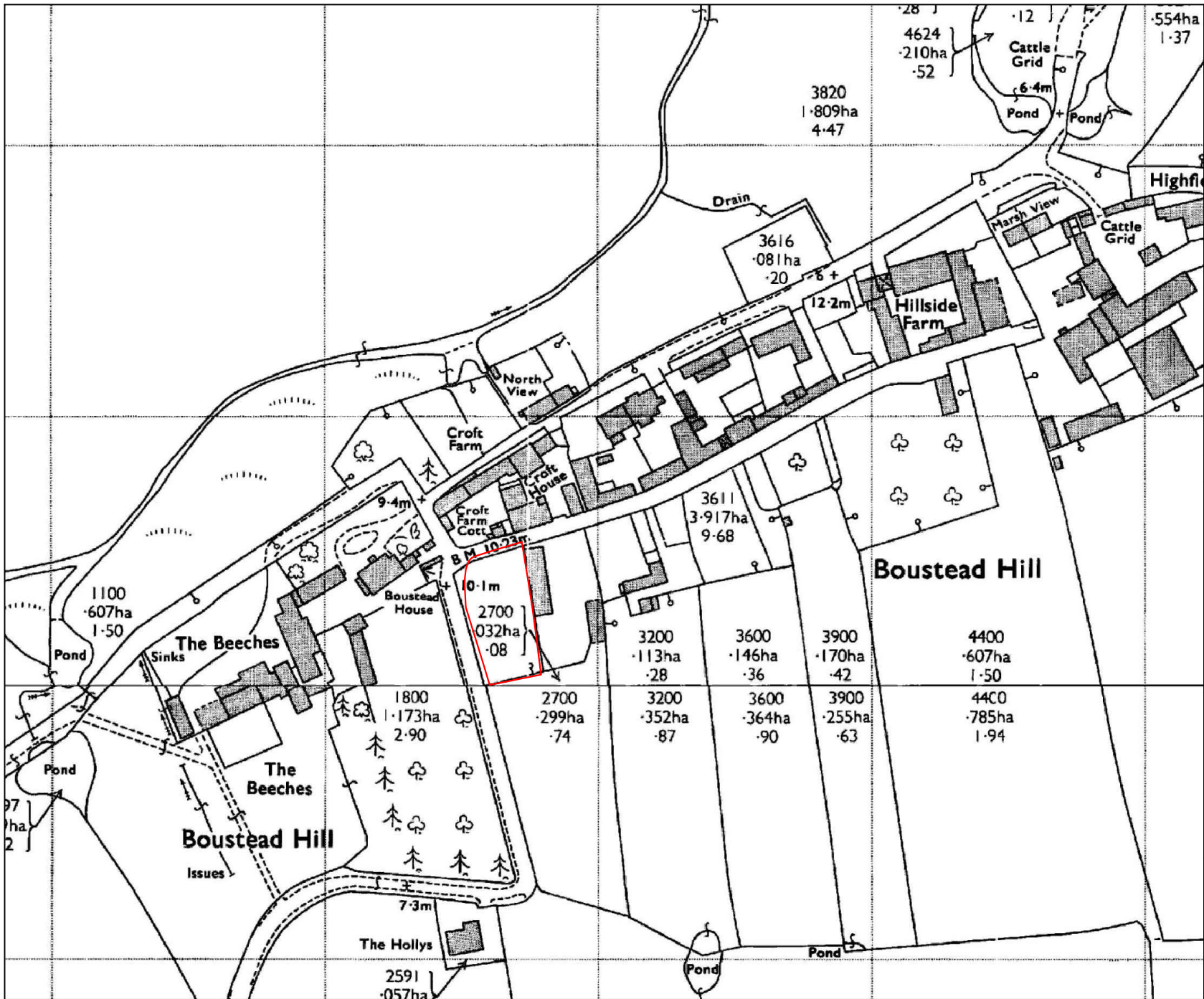


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FIGURE:  
8

Figure 8: Third Edition Ordnance Survey Map, 1925 (25 inches to 1 mile scale).





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FIGURE:  
9

Figure 9: Ordnance Survey Map, 1970.

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