

FAIR HILLS WTW, PENRITH, CUMBRIA

HERITAGE IMPACT STATEMENT

May 2016



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FAIR HILLS WTW, PENRITH, CUMBRIA

HERITAGE IMPACT ASSESSMENT

May 2016

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SUMMARY

Wardell Armstrong Archaeology was commissioned by Advanve to prepare a Heritage Impact Assessment for Fair Hills WTW, Penrith (NGR NY 51223 31483) in support of a planning application for development of part of the site. This Heritage impact Assessment consists of a desk based consultation of primary and secondary sources concerning the site, followed by a site visit.

The purpose of the Heritage Impact Assessment is to identify the impacts on the heritage assets and landscape surrounding the Fair Hills Water Treatment Work.

The overall impact of the development of a greenfield at the Fair Hills WTW on the heritage significance of the local historic environment is considered to be very limited at most. There is a possibility of small finds in correlation to the use of the site for fairs since at least the 17th century. Thus a metal detecting survey may be beneficial. The wider area has potential for the discovery of unknown prehistoric remains and the close proximity to the Roman road, indicates the possibility of Romano-British remains also.



ACKNOWLEDGEMENTS

Wardell Armstrong Archaeology thanks Louise Plant of MHW Global on behalf of Advance who commissioned the project.

The documentary research and site visit was undertaken by Ariane Buschmann.

The report was written by Ariane Buschmann 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 WAA was commissioned by United Utilities to prepare a Heritage Impact Assessment for Fair Hills WTW, Penrith, in support of a planning application for site development.
- 1.1.2 In order to comply with water quality standards and meet customer expectations, United Utilities continually invests in its water infrastructure from source to tap. A large programme of investment is planned at United Utilities 79 Water Treatment Works facilities across the region. This will improve the capability of the works to shut down within a given time-frame in the event of any treatment problems or deviations from the required standards and will allow the fully compliant re-start of the water treatment process by preventing the forward flow of partially treated water. This work is required to comply with the Water Supply (Water Quality) Regulations 2010 and has been agreed with the Drinking Water Inspectorate with a targeted completion date of March 2017.
- 1.1.3 The term 'search area' refers to a wider 250m radius area, centred on the proposed development site, used to give context to the proposed development site.

1.2 The purpose of the Heritage Impact Assessment

- 1.2.1 This Heritage Impact Assessment is designed to show the direct impact on the heritage significance of the heritage asset of the Fair Hills Water Treatment Works and the indirect impacts on the setting of other assets within a 250m radius of the proposed development.
- 1.2.2 The Heritage Impact Assessment seeks to address in detail the issues of impacts on heritage significance and to do this it both seeks to understand the significance of the assets before evaluating 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. 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. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

1.3.2 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). Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets (NPPF, para 138).

1.4 Local Planning Policies

- 1.4.1 Eden District Council have produced a Core Strategy Development Plan for Eden District. The Core Strategy was formally adopted by the Council on 31 March 2010. The relevant policy for this development is CS17, in regard to the built historic environment.
- 1.4.2 Eden District contains an extensive built heritage with outstanding examples of both vernacular and fine architecture drawing upon local materials. Beside several conservation areas and listed buildings, it also has several historic parks and gardens and Scheduled Ancient Monuments. In addition, the District contains an abundancy of non-designated heritage assets of historic importance, as well as significant interest through the character of its landscape. Policy CS17 sets out the principles for the protection and enhancement of this historic environment.
- 1.4.3 It aims to 'conserve and enhance buildings, landscapes and areas of cultural, historic or archaeological interest including conservation areas, historic parks and gardens, areas of archaeological interest and listed buildings and their settings' (Eden District 2010).
- 1.4.4 A high standard of design and material in all developments concerning historic assets is promoted. Furthermore, the sympathetic and appropriate re-use of existing buildings is encouraged, especially those which make a contribution to the special



character of their locality.

1.4.5 The district promotes a design that ensures a safe and secure environment, and the development of public art, particularly as part of significant new developments.



2 METHODOLOGY

2.1 Introduction

- 2.1.1 The preparation of the Heritage Impact Assessment has been undertaken in accordance with guidance recommended by Historic England as prepared by Bassetlaw District Council (2011). Note is also taken of the English Heritage Listing Selection Guide: Utilities and Communications Structures (2011).
- 2.1.2 All work undertaken was consistent with the relevant standards and procedures of the Institute for Archaeologists, as set out in *Standard and Guidance for Historic Environment Desk-Based Assessment* (CIfA 2014).
- 2.1.3 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 of the Fair Hills WTW, and of the other heritage assets within the 250m search radius, was assessed using a series of standard tables (see appendix 1).

2.2 **Documentary sources**

- 2.2.1 The primary and secondary sources were derived from the Cumbria County Archive, Carlisle in May 2016.
- 2.2.2 Historic England's guidance on utilities and communications structures was used to provide a background to the historical character and listing criteria for water treatment works.

2.3 Site Visit

- 2.3.1 The site and its environs were visited on the 20th May 2016. Access was unrestricted.
- 2.3.2 The study area was inspected to:
 - examine the impact on the setting of Fair Hills WTW of the planning proposals on heritage assets within a 250m search radius
 - Examine the impact of the planning proposal on the landscape of Fair Hills WTW

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 1). 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 Carlisle, 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 nonstatutory 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 BACKGROUND

3.1 Location, Topography and Geology

- 3.1.1 Fair Hills WTW is situated to the north of Penrith, Cumbria. It is a non-designated, modern building. A first Water Treatment Work was constructed on this site in 1854, when the Board of Health leased the property from the Duke of Devonshire (Walker1857, 142).
- 3.1.2 The bedrock geology consists of sandstone from the Penrith Sandstone Formation. The superficial deposits in the vicinity of the area comprises of diamicton of the Devensian Till. (British Geological Survey http://mapapps.bgs.ac.uk/geologyofbritain/home.html).

3.2 Historic Landscape Character

3.2.1 The proposed development site lies within the 'Area 17: Eden Valley' Historic Landscape Character area (Cumbria County Council 2009, 60). It stretches from Penrith in the north to Kirkby Stephen in the south, including the whole of the upper valley of the River Eden and its tributaries to the west. The largest towns are Penrith, and Appleby-in-Westmorland. It contains a mixed pattern of modern and older settlements and field enclosure with strong indicators to their medieval origin, including extensive earthwork remains. Many of the large and small nucleations show elements of medieval planning, either as row settlements or as settlements around a village green. The nucleated settlements are surrounded by extensive areas of former common arable fields. The low ridges, where many settlements are found, consist generally of planned enclosures post-dating 1770. There is relatively little ancient enclosure but where it occurs, there is generally a medieval interpretation for it. Only 29% of the discrete settlements pre-date 1770, which may indicates that the settlement pattern became more dispersed in modern times, particularly following the enclosure of open wastes.

3.3 Archaeological and Historical Background

3.3.1 Water works are part of the 'public utilities' service, which became in the 19th century the responsibility of local government, though often carried out/funded partially by private investors. Water works are structures used for the filtering process and distribution of the abstracted water. Their associated infrastructure includes pumping stations, reservoirs and valve houses. The oldest, still existing pump engine house, constructed by John Smeaton in 1766, can be found at New



- River Head in Clerkenwell (HE Utilities 3). The two most influential figures for the water plant in the UK were Robert Thom and James Simpson, who created the widely used water filtration systems of Victorian times.
- 3.3.2 In 1849, a Mr. Thomas Smith undertook a first attempt at establishing Water Treatment Works at Penrith (Walker 1857, 132). Following the cholera epidemic in 1849, the 'Nuisances Removal and Diseases Prevention Act' came into place, and a complete sewer and drainage with a constant, high pressure water supply for all households in Penrith was proposed by the Board of Health (Walker 1857, 132). The board rented properties, such as Fair Hill, Cannie Croft, the Shambles and the Marketplace from William Spencer, the Duke of Devonshire. The properties, including the tolls of goods sold within their boundary, were leased for a yearly price of £153, for a term of 99 years. The river Eamont was the main resource of water, tied in with two reservoirs of not clearly mentioned position (referred to as lower and higher reservoir, Walker 1857, 140).
- 3.3.3 Penrith, an ancient parish and market town in Leath Ward, Cumberland, including the village of Carleton, was probably a focal point for settlement from an early date. With the association of the Roman road and several temporary Roman camps in the surrounding area, a clear indication for Romano-British settlement is given. In medieval times, the town developed as the market centre for the Eden valley (http://www.cumbriacountyhistory.org.uk/penrith-1750).
- 3.3.4 No remains of prehistoric or Roman date are known from within the development site. Within the search area a prehistoric cist of likely Bronze Age date was found at Bellevue House (Asset 4) and a cropmark enclosure of unknown date may also be later prehistoric in origin (Asset 1). The site lies close to a Roman road (Asset 6) communicating between the forts and small towns of Carlisle and Brougham.
- 3.3.5 The area of Fair Hill was part of the common waste, though traces of supposed ridge and furrow have been found nearby (Asset 3). Fair Hill was purchased in the 19th century by Penrith Urban District Council, the then water authority, not only with the right to enclose the waste, but also to continue the annual fairs held at this location. Markets and annual fairs at Penrith can be traced back to at least the 13th century (Walker 1857, 149). In the late 17th century, a cattle fair was often held on the outskirts of town at Fair Hill (English Heritage nd/10, Boyd, 1998). The new water works were publicly opened on the 28th of August 1854, by the engineer Mr. Hanvey



(Walker 1857, 140), but fairs continued to be held in the remaining open area associated with Fair Hill.

3.3.6 The 1851 Tithe Award Plan (DRC/8/150, Figure 4) show Fair Hill as an open area with the White Ox Inn at the south-western corner. The first edition OS map, dating to 1864 (Figure 5), annotates that 'fairs [are] held here'. By 1900 (Figure 6), the site had been been partitioned into smaller land parcels and at the position of Fair Hill Close, to the south-east of the site, the Fairhill Fever Hospital also (Asset 2) had been built. A small enclosed quarry was situated to the south of the site. There are no visible buildings within the proposed development area. Further development of the surrounding environs took place during the mid-20th century, by 1925 the quarry had disappeared and a row of trees enclosed the WTW grounds (Figure 7). Fair Hill Road was in existence by 1938. A reservoir at the position of the WTW was in existence by 1952 (Figure 8).

3.4 **Setting of heritage assets**

- 3.4.1 There are no listed buildings or designated heritage assets within a 250m radial visual envelope of Fair Hill WTW.
- 3.4.2 There are five non-designated heritage assets recorded in the Historic Environment Record within the 250m search radius. These are the Penrith enclosure cropmarks of unknown date (Asset 1), the Victorian Fever Hospital (Asset 2), ridge and furrow (Asset 3), a find of a prehistoric cist (Asset 4) and the Roman road between Brougham and Carlisle (Asset 6).
- 3.4.3 There is one further, non- designated heritage asset, in form of the Fair Hill fair grounds, in use as such since at least the 17th century (Asset 5).
- 3.4.4 Using the Heritage Impact Assessment tables in Appendix 1 it has been found that the impact on the heritage significance of the assets within the 250m radius search area would, at most, be very limited at most:

Asset	PRN	Site	Description	NGR	Significance	Magnitude of Impact	Impact on Heritage Significance
1	5373	Penrith	Cropmarks of	NY	Local	No impact	No
		Enclosure	unknown	351000,531500			appreciable
		Cropmarks	date				impact
2	42061	Fair Hill	Documentary	NY	Local	No impact	No
		Fever	evidence of a	351330,531380			appreciable
		Hospital	Victorian				impact



			Infectious Diseases Hospital. 1895 to accommodate 30 patients.				
3	42063	Fair Hill Ridge and Furrow	Sub surface deposit, possibly dating to medieval time	NY 351400,531600	Local	No impact	No appreciable impact
4	969	Bellevue House Cist	Findspot, Prehistoric	NY 351466,531444	Local	No impact	No appreciable impact
5	N/A	Fair Hill Grounds	Fairground, in use since at least 17 th century	NY 351197,531350	Local	Minor impact	No appreciable impact
6	1031541	RR 7e Roman Road. Brougham - Carlisle	Course of Roman Road	NY 351320,531555	Local	No impact	No appreciable impact

3.5 The character of the development

3.5.1 The proposed development comprises of the insertion of a new, 168m³ storage tank to the west of the property. The tank will be interconnected with the existing plant via extension of the existing pipework. A new, further westwards positioned gate is proposed to secure the WTW. The area of the tank will be enclosed by a new fence line with a reinforced grass access track. Furthermore, a compound may be constructed, abutting the new fence line to the south and the existing fence line of the WTW to the west.



4 THE SITE

4.1 Site Visit

- 4.1.1 The site is situated on the outskirts of Penrith in a mixed area of agricultural and urban land at Inglewood Road, Penrith, Cumbria. The affected site consists of a public footpath and the modern United Utilities buildings in a secured compound. The buildings are surrounded by green areas and an embankment. The access road consists of modern tarmac.
- 4.1.2 No archaeological features or heritage assets were visible within the proposed development site.



Plate 1: View of the current WTW





Plate 2: View of the site with gate and boundary wall



Plate 3: View of site for proposed compound location





Plate 4: View towards west of site



5 DISCUSSION

5.1 Summary of heritage asset significance

- 5.1.1 Fair Hill WTW has remained largely undeveloped because of its main use as fair ground since at least late medieval time. No archaeological features are visible within the proposed development area.
- 5.1.2 Of the heritage assets within a 0.25km radius, one lies within the development area (see 3.4.3). The WTW is situated within the old Fair Hill grounds (Asset 5), in use as such since at least the 17th century, but probably much earlier. Within the search area but outside the development area are the Penrith enclosure cropmarks of unknown date (Asset 1), the Victorian Fever Hospital (Asset 2), ridge and furrow (Asset 3), a prehistoric cist (Asset 4) and the Roman road between Brougham and Carlisle. All six heritage assets are of local significance.

5.2 Magnitude of impact

5.2.1 The magnitude of impact of the development proposals on the one heritage asset within the development area is minor. There will be no impact on the other five heritage assets within the search radius (Asset 1-4, 6).

5.3 Mitigation strategy

- 5.3.1 Minor impact on a heritage asset of local significance, as at the old Fair Hill grounds (Asset 1), produces no appreciable impact on the site's overall heritage significance (Appendix 1, Table 3). As this area was in active use for several centuries, a metal detecting survey may be recommended to identify possible below ground metal small finds.
- 5.3.2 No development is known on the site prior to the early 19th century, therefore the possibility of remains dating from the 11th to 18th centuries is low, other than stray finds associated with the areas use as a fair. There is potential for prehistoric remains in the general vicinity. With the close proximity of the Roman road, there is a possibility of thus far unknown buried remains of Roman date being encountered.



6 BIBLIOGRAPHY

6.1 **Primary Sources**

DX/338/10 1851 Plan of the Parish of Penrith in the County of Cumberland, scale 80 chains to 1 mile

First Edition Ordnance Survey Map, 1864 (80 chains to 1 mile)

Second Edition Ordnance Survey Map, 1900 (25" to mile scale)

Provisional Ordnance Survey Map, 1925 (25" to mile scale)

Provisional Ordnance Survey Map, 1952 (6" to mile scale)

6.2 **Secondary Sources**

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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	Heritage Asset					
Impact	Archaeological Remains Historic Buildings Historic Landscapes					
	(Archaeological Interest)	(Architectural/Artistic Interest and/or	(Historic Interest)			
		Historic Interest)				
Loss	 Change to most or all key archaeological materials, such that the resource is totally altered Comprehensive changes to setting 	 Change to key historic building elements, such that the resource is totally altered Comprehensive changes to setting 	Major change to historic landscape character resulting from: Changes to most key historic landscape elements, parcels or components Extreme visual effects Major change to noise or change to sound quality Major changes to use or access			
	Changes to many key archaeological materials, such that the resource is clearly modified Considerable changes to setting that affect the character of the asset	Changes to many key historic building elements, such that the resource is significantly modified Changes to setting of an historic building such that it is significantly modified	Moderate change to historic landscape character resulting from: Changes to many key historic landscape elements, parcels or components Visual change to many key aspects of the historic landscape Noticeable differences in noise or sound quality Considerable changes to use or access			
Less than substantial	Changes to key archaeological materials, such that the asset is slightly altered Slight changes to setting	Change to key historic building elements, such that the asset is slightly different Changes to setting of an historic building such that it is noticeably changed	Limited change to historic landscape character resulting from: Changes to few key historic landscape elements, parcels or components Slight visual changes to few key aspects of the historic landscape Limited changes to noise levels or sound quality Slight changes to use or access			
Minor	 Very minor changes to archaeological materials 	Slight changes to historic buildings elements or setting that hardly affect it	Very small change to historic landscape character resulting from: • Very minor changes to key historic landscape elements, parcels or components • Virtually unchanged visual effects • Very slight changes to noise levels or sound quality • Very slight changes to use or access			
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				
		Minor alteration with no reduction in significance	Less than substantial	Substantial	Loss	
National						
District/County (Higher)						
District/County (Lesser)						
Local						
Negligible						
	National District/County (Higher) District/County (Lesser)	No change The control of the contro	No change Minor alteration with no reduction in significance National District/County (Higher) District/County (Lesser)	No change Minor alteration with no reduction in significance National District/County (Higher) District/County (Lesser)	No change Minor alteration with no reduction in significance National District/County (Higher) District/County (Lesser) Local	

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: FIGURES

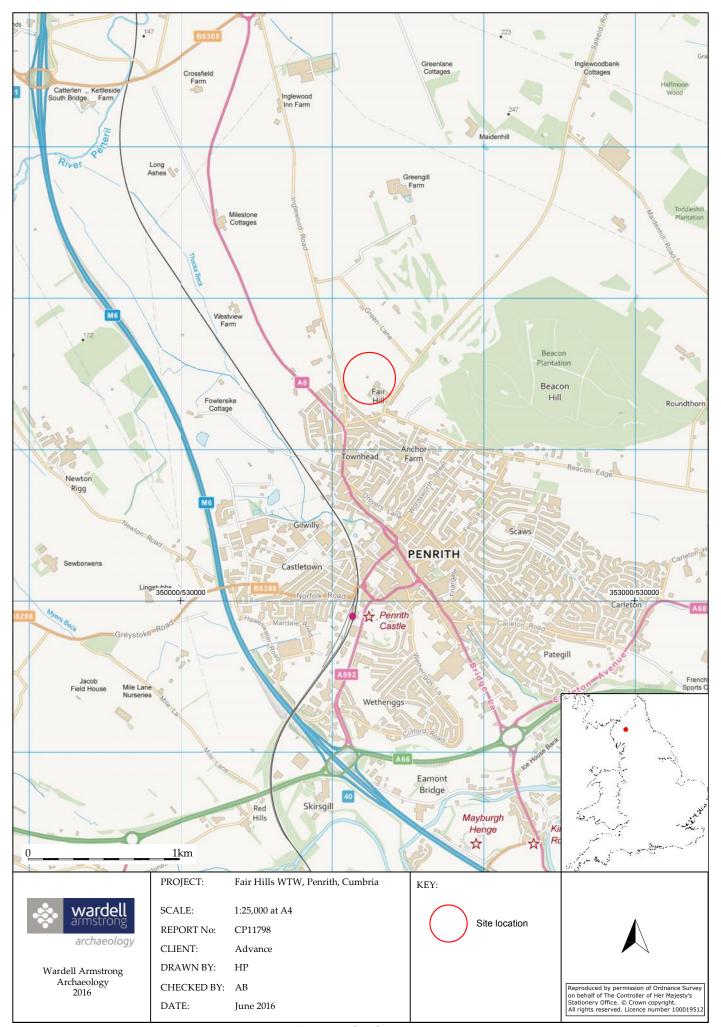
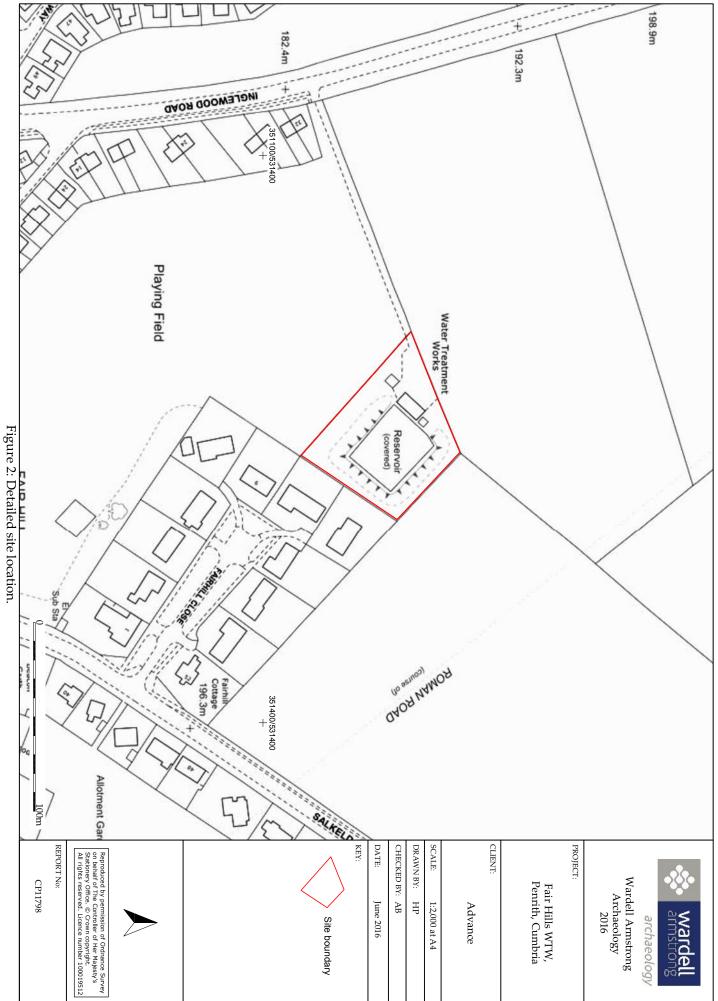


Figure 1: Site location.



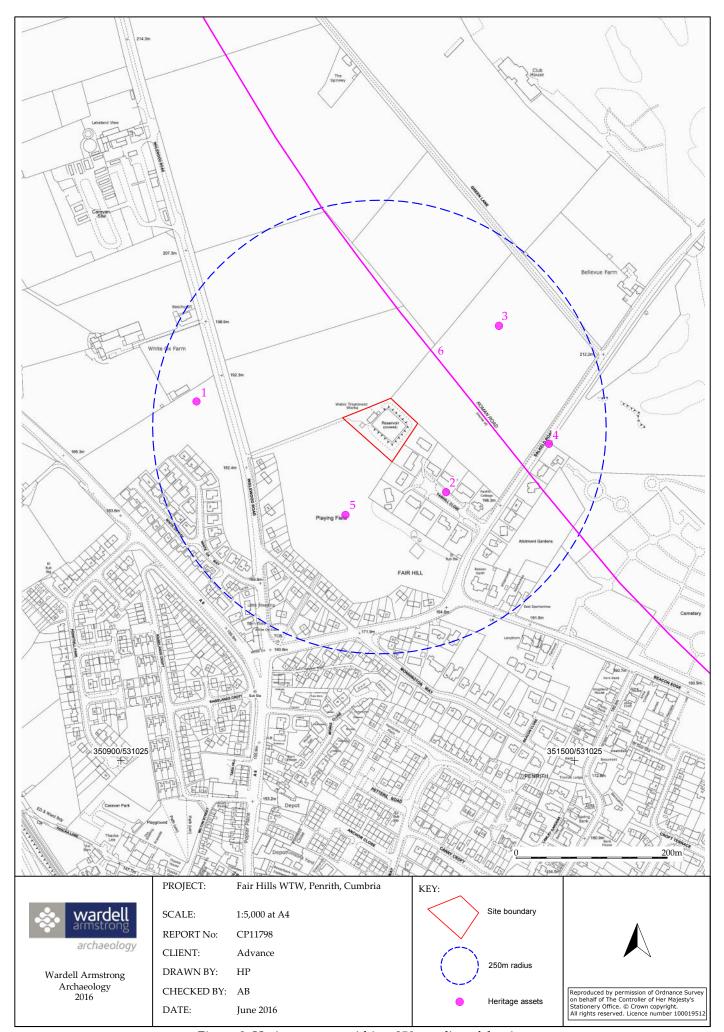


Figure 3: Heritage assets within a 250m radius of the site.

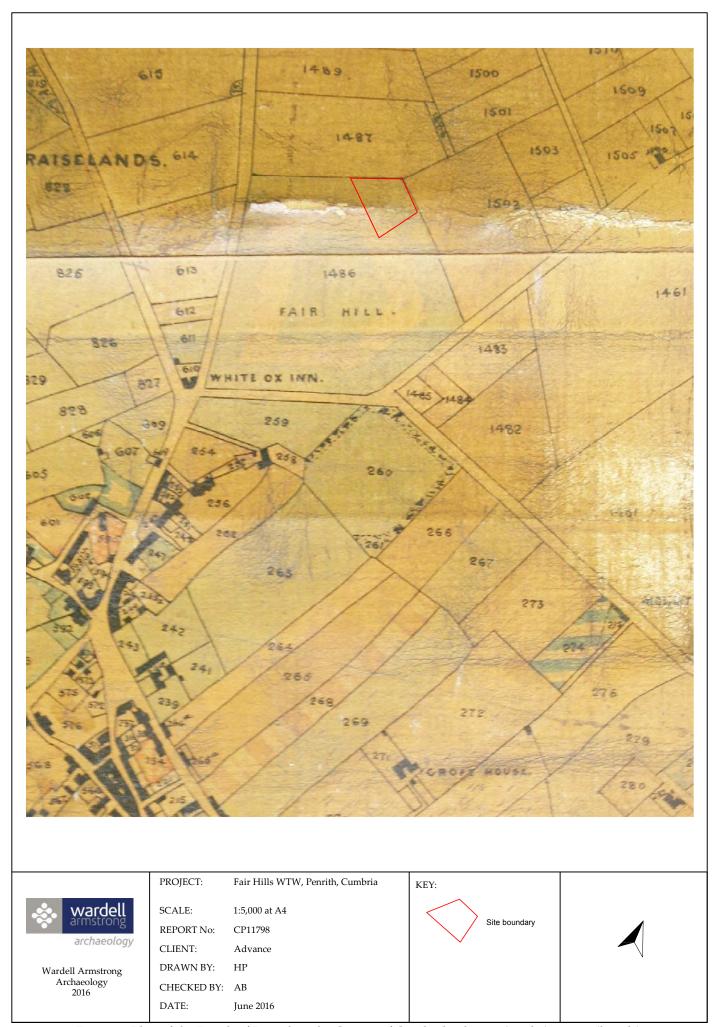
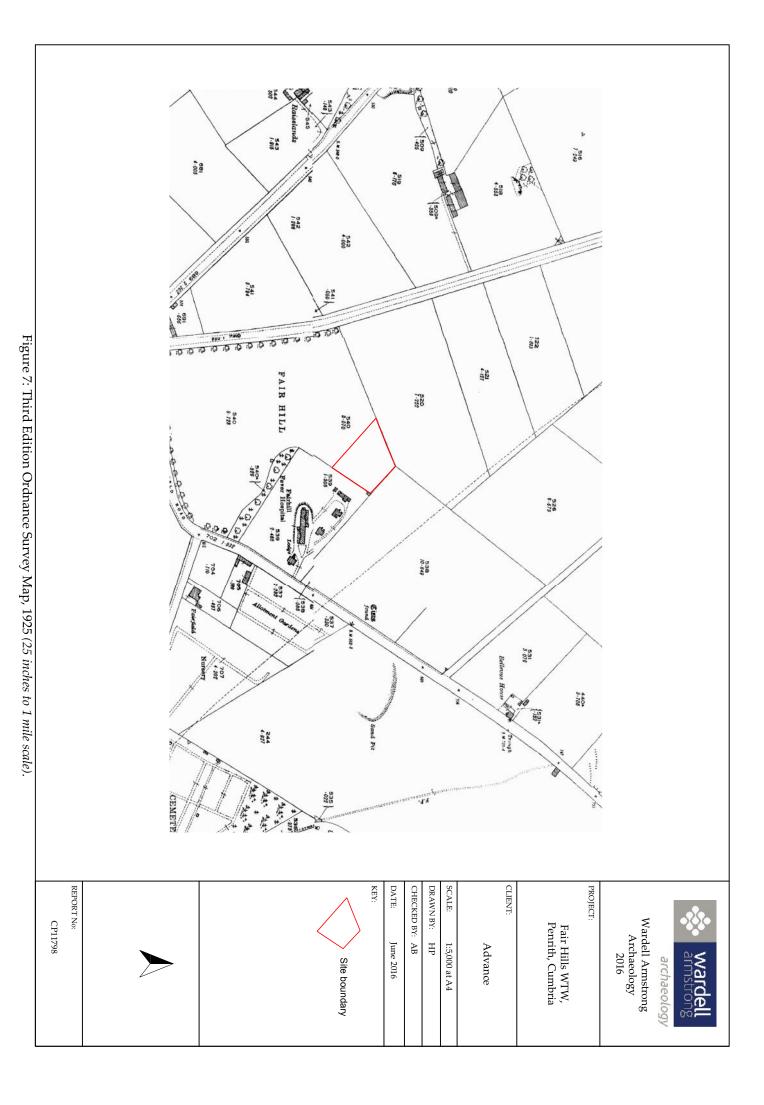


Figure 4: Plan of the Parish of Penrith in the County of Cumberland, 1851 (80 chains to 1 mile scale).

Figure 5: First Edition Ordnance Survey Map, 1864 (25 inches to 1 mile scale).

Figure 6: Second Edition Ordnance Survey Map, 1900 (6 inches to 1 mile scale).



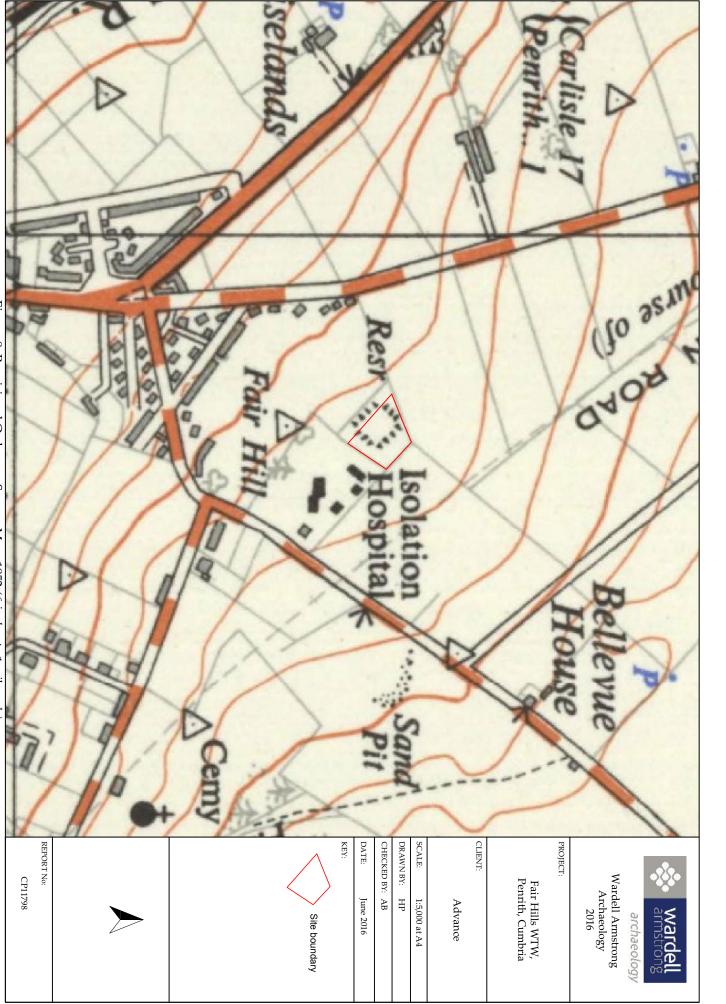


Figure 8: Provisional Ordnance Survey Map, 1952 (6 inches to 1 mile scale).

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