Cumbria
COUNTY COUNCIL

EXTENSIVE URBAN SURVEY

Archaeological
Strategy Report

ALLERDALE DISTRICT

ENGLISH HERITAGE

C O N T E N T S

CUMBRIA EXTENSIVE URBAN SURVEY

ALLERDALE BOROUGH COUNCIL

STRATEGY REPORT

PART A

PREFACE

- *Part A contains information relevant to the whole district.*

- *Parts B-F 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 an up-to-date 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 Allerdale 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 Allerdale 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 Allerdale. Appropriate archaeological responses have been formulated (see Part B of this Strategy report p22-24, Part C p29-30, Part D p35-36, Part E p41-43 and Part F p48-50) 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 Allerdale's historic environment of the defined towns.

- The current related policies from the County Structure Plan and the Allerdale 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

ALLERDALE 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 Allerdale'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 November 1999.

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-F of this Strategy Report.

3. The Management of the Urban Archaeological Heritage

3.1 Criteria for Areas of Archaeological Importance and Potential

<u>Introduction</u>

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)   <u>Areas of Nationally Important Archaeological Remains</u>

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 are material considerations.

    (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 are 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, paras 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** thereby 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 listed buildings and archaeological sites 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.

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

Allerdale Borough Local Plan (adopted November 1999)

Policy CO1

The Local Planning Authority will require, wherever practicable, the retention, restoration, maintenance and continued use of Listed Buildings, other buildings of architectural or historic interest and important buildings in designated Conservation Areas.

Policy CO2

Proposals to alter or extend existing buildings within the Conservation Areas and Article 4 Directions will be required to preserve or enhance the character of the building and make use of architectural detailing and materials compatible with its character and setting. Any features of historic or architectural interest will be expected to be retained.

Policy CO3

The design of new buildings within Conservation Areas will be required to respect the historic pattern of development and preserve or enhance the character of the Conservation Area in terms of scale and proportions, building line, form and massing, architectural detailing and by the use of materials compatible with the character of the area.

Policy CO4

Proposals to redevelop frontages within the existing street pattern which do not maintain the existing building line and visual appearance of the street scene will not be approved.

Policy CO5

The Planning Authority gives high priority to retaining historic development patterns which add interest to settlements in the district. Applications involving redevelopment or extension of existing buildings which do not conform to the established historic pattern of development will only be permitted where:-

(i)   the historic development pattern does not exist; or

(ii)   a modern development pattern exists; or

(iii)   the proposed development will enhance the historic pattern.

Policy CO6

Applications involving commercial frontages including proposals for new shop-fronts and the alteration of existing shop-fronts within Conservation Areas will be expected to:-

(i)   reflect the scale and proportions of the existing building and of the traditional shop-fronts in the street scene;

(ii)   incorporate elements of traditional shop-front design and retain any existing traditional features;

(iii)   relate to individual property units and display a unity with the building of which they are part and;

(iv)   avoid the use of inappropriate non-traditional materials and nation-wide house styles.

Policy CO7

Consent to display illuminated or other prominent signs of an unsympathetic nature will not be permitted in Conservation Areas. Flat painted or fixed hanging signs of appropriate design which may be illuminated externally where appropriate will be encouraged.

Policy CO8

Applications for the alteration or change of use of commercial buildings will be expected to achieve the continued use or availability of upper floors.

Policy CO9

In Conservation Areas, development generating excessive traffic, parking, noise or other environmental objection will not be permitted.

Policy CO10

The Local Planning Authority, in consultation with the highway authority, will consider the relaxation of normal highway standards, where compatible with safety, to secure the retention of the character and appearance of Conservation Areas and other environmentally sensitive areas.

Policy CO11

Consent to fell trees in the Conservation Areas will only be given where it can be shown that public safety is involved or where it would result in a material improvement in the overall appearance of the area. Lopping will only be approved where it is done in a manner which will maintain the shape and vitality of the tree.

Policy CO12

The Local Planning Authority will only consent to the demolition of existing buildings in Conservation Areas and redevelopment of the site where it can be shown that:

(i)   there is not acceptable use of the building to ensure its repair, maintenance and continued survival and clear evidence is provided to show that steps have been taken to attempt to secure such a use or to dispose of the property at a rate which reflects its condition; or

(ii)   the building is wholly beyond economic repair; or

(iii)   demolition of the building would not be harmful to the character of the Conservation Area and proposals for its replacement would enhance the character and appearance of the area.

Consent will be conditioned to ensure demolition does not occur until detailed proposals for the re-use of the site have been approved and redevelopment is about to take place.

Policy CO13

Development proposals which affect the setting of a Conservation Area will only be permitted where:

(i)   the proposal is sympathetic in scale, character and materials; or

(ii)   the proposal does not detract from the essential character of the Conservation Area; or

(iii)   that part of the Conservation Area does not have a strong traditional character.

Policy CO14

The Council will, subject to appropriate standards of health and safety, adopt a flexible attitude to applications for changes of use in a Listed Building if these would secure its retention. Applications for change of use will, however, be expected to show clearly the effect of the change on the structure and layout of the property.

Policy CO15

Extensions to a Listed Building or alterations to its interior or exterior, or development within its curtilage, will not be permitted unless the design is in keeping with the existing building, existing features of architectural or historic interest are safeguarded and maintained, and where practicable the materials and detailing used match the original as closely as possible. Applications will not be considered in the absence of detailed plans.

Policy CO16

The display of any advertisement on a Listed Building or within its curtilage will only be permitted where:

(i)   the design and materials are appropriate to the character of the building;

(ii)   the advertisement will not detract from the setting of the Listed Building.

(iii)   In the case of illuminated advertisements, the illumination is external and will enhance the character of the Listed Building.

Policy CO17

The Local Planning Authority will only grant consent for the demolition of a Listed Building in exceptional circumstances where:

(i)   the applicant has supplied clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses for the building, and these efforts have failed; and

(ii)   the condition of the building(s) makes it impossible to repair or adapt it economically to any reasonable use for which planning permission would be given. Applicants will be expected to produce evidence through a structural survey prepared by a suitably qualified professional in order to justify demolition; and

(iii)   detailed plans have been approved for the after use of the site and redevelopment is about to take place; and

(iv)   the building has been recorded to an appropriate standard and provision is made for archaeological investigation where appropriate.

Policy CO18

Development proposals which affect the setting of a Listed Building will only be permitted where:

(i)   it does not have a seriously adverse effect on the character of the setting of the Listed Building; and

(ii)   the development is sympathetic in scale, character, materials and detailing.

Subject to other policies of this Local Plan.

Policy CO19

Development will not be permitted if it fails to preserve the archaeological value and interest of a Scheduled Ancient Monument or nationally important archaeological remains, or their settings.

Policy CO20

The Local Planning Authority may, on receipt of a planning application which would affect a site known or suspected of being of archaeological interest and before a decision is made, require the applicant to carry out such surveys on site as will establish the presence and/or extent of archaeological remains.

Policy CO21

Where development is proposed which affects a site of archaeological interest the Local Planning Authority will require precise details of site levels and of any proposed excavation depths e.g. of foundations, drainage, service trenches, to be submitted prior to the consideration of the application.

Policy CO22

Where development which affects a site of archaeological interest, whether scheduled or not, is permitted it will be subject to conditions requiring supervision, recording or consolidation and/or preservation in situ, whether before or during actual development according to an agreed scheme of investigation. Such conditions may be augmented or replaced by a legally binding agreement with the applicant entered into before permission is granted.

Policy CO23

There is a presumption in favour of the physical preservation of archaeological sites, whether scheduled or not, which comprise the Hadrian's Wall Military Zone World Heritage Site (as defined on the Proposals Map). Development will not be permitted if it fails to preserve the archaeological value and interest of the archaeological remains.

Policy CO24

Development which fails to preserve the setting of the Hadrian's Wall Military Zone World Heritage Site will not be permitted. Proposals will be judged against the following criteria:

a)   the scale, siting or design of proposed developments being appropriate to the landscape setting;

b)   existing landscape features should be incorporated in a way which preserves or enhances the character of the area and mitigates the effects of development; and

c)   the development complies with the other general development and built environment policies of the Local Plan.

Policy WKCO1

Applications for the change of use of dwellings in the Portland Square Conservation Area to non-residential purposes will be judged for their effect on the character or appearance of the area. Proposals for commercial uses of existing dwellings which would increase traffic generation to an unacceptable degree or result in an unacceptable impact on the character of the area or the living conditions of residents will be refused.

Policy MCO1

Applications for redevelopment or change of use in the Conservation Area where increased traffic generation is implied and adopted standards cannot be achieved will be viewed sympathetically provided:

(i)   Maximum use is made of available backland within the site.

(ii)   The resultant development does not exacerbate existing inadequate parking provisions.

Policy MCO2

Applications for the redevelopment or demolition of important public or community buildings in the Conservation Area will not be approved unless it can be shown that:

(i)   The building is structurally unsound.

(ii)   Substantive efforts have been made to find an alternative community or commercial use.

(iii)   The proposed after-use is of substantial public benefit.

Policy MCO3

Within an area of land on either side of the River Ellen the Local Planning Authority will only grant planning permission for development which retains, and allows for the enhancement of, archaeological and other features, buildings and artefacts, which reflect the historical development of the area.

Policy CCO1

Applications for the re-use of buildings in the courts, yards and former gardens in Cockermouth town centre will only be permitted where satisfactory spatial standards are achieved which safeguard the special character of these areas.

Policy CCO2

Within the area outlined on the Proposals Map, any planning permission involving engineering operations will be conditioned to allow survey, inspection and recording of the excavations if it is considered necessary.

Policy RCO1

Within the area outlined on the Proposals Map any planning permission involving engineering operations will be conditioned to allow survey, inspection and recording of the excavations it if is considered necessary.

Policy MHS5

Subject to other relevant policies the Council will approve changes of use to dwellings of appropriate properties within and adjacent to the defined town centre of Maryport.

Policy CHS4

Subject to other relevant policies, the Council will approve changes of use to dwellings of appropriate properties in Cockermouth Town Centre.

Policy WHS6

Subject to other relevant policies, the Council will approve changes of use to dwellings of appropriate properties in Wigton Town Centre.

Policy MEM3

Within the harbour area [of Maryport] the Council will approve development for:-

i)   tourism related uses
ii)   small scale light industrial or craft workshops
iii)   small scale business uses
iv)   limited residential
v)   uses to service the fishing industry

Subject to normal development control policies.

Policy WKTM1

Tourism related proposals will be approved in the vicinity of Harrington Harbour [Workington], subject to other relevant policies of the Plan.

Policy MTM1

Applications for planning permission for tourism and related uses in the town [Maryport] as a whole and in the harbour area will be approved subject to other relevant policies of this Local Plan.

Policy MTM2

The Council will approve provision of interpretative facilities centred on the site of the Roman fort and the Scheduled Ancient Monument at Hallclose Wood, subject to other relevant policies of the Local Plan.

Policy MTM3

7.22 Ha of land at Netherhall is allocated for prestige tourism or leisure uses subject to:-

the incorporation of the historic buildings on the site, including the Pele Tower, in a positive way;…..

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

COCKERMOUTH AND PAPCASTLE

STRATEGY REPORT

PART B

- The Roman Fort at Papcastle (*Derventio*) was first built in the late 1st century. In the second quarter of the 2nd century it was abandoned and a new fort built on the same site sometime after 160 AD. A civilian settlement, or *vicus*, grew up on the south side of the fort. The full extent and nature of the *vicus* is unknown. Both the fort and the *vicus* were occupied until the late 4th century.

- The Roman fort of *Derventio* was of major strategic importance. This is reflected in the size of the fort which was considerably larger than most other forts in the region. *Derventio* played a major role in the defence of the northern frontier and was closely involved in the supply and administration of the coastal region and the adjacent highland zone. It was also responsible fort policing the native population both locally and throughout the wider northern frontier region.

- The archaeological importance of modern Papcastle lies in the regional significance of the fort and vicus and in the morphology of the village and its link with Cockermouth.

- Cockermouth was a planted town created in the 12th or 13th century. There are elements within the defined historic core, such as a regular plan and constant burgage lengths, that reveal medieval town planning.

- Cockermouth can be characterised as being dominated by its medieval castle with two foci of medieval settlement below; the Market Place where pre-urban settlement may have grown up, and the wide Main Street on which planned medieval town was centred.

- The archaeological importance of Cockermouth lies in the potential to inform on pre-urban settlement, the nature of the medieval town foundation and the character of its industrial activity, and the nature of its association with *Papcastle.*

1.   Historic Character, Interest and Importance of Cockermouth and Papcastle

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

- There are a number of surviving Neolithic and later Prehistoric monuments situated in close proximity to Cockermouth. However, there is no known evidence of prehistoric occupation on the site of either Cockermouth or Papcastle.

- At Papcastle there is archaeological evidence for a Roman fort and associated *vicus*, identified as the site known to the Romans as Derventio. The fort occupied a strategic position on a hill overlooking a major crossing of the River Derwent and was occupied from the late 1st to the late 4th century, with a break in occupation between c.120 and c.160AD. The full extent and nature of the survival of the *vicus* is unknown.

- The date of the earliest settlement at Cockermouth is not known. It is thought that the town was in existence some years before the grant of the borough charter in c.1210. Winchester (1986) suggests that there may have been a pre-urban settlement centred on the huddled burgage plots in Market Place and St Helen's Street, and possibly connected with St Helen's Chapel.

- The degree of burgage plot sub-division that had taken place by c.1270 suggests that demand for burgage plots had been high and that the town was flourishing. A survey of c.1270 lists as situated in the borough, two water corn mills, a fulling mill, a dye works and three smithies.

- During the 14th and 15th centuries Cockermouth suffered the effects of economic depression, plague and political unrest. However, by the 16th century an upturn in economic activity is suggested by the increase in the number of burgage plots that were being built on.

- During the post-medieval period Cockermouth had 23 water powered mills and 39 manufactories, 33 of which were concerned with making textiles. The products included flax, linen, paper, bobbins and corn. There were also seven tanneries, a brewery, and a number of small scale cottage industries. Many of the yards behind the Main Street contained cotton, linen and woollen firms with their own tentering yards, large narrow 3-storied carding and spinning mills, and weavers' cottages.

2.   Planning History

2.1   Cockermouth and Papcastle Conservation Areas (Constraint Maps A and B)

The Cockermouth Conservation Area was designated in 1975 and the Papcastle Conservation Area was designated in 1983. 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 the preservation is of paramount importance, this Strategy Report may assist the Borough Council when considering Conservation Area designation.

2.2   Recent Development (Maps C and D)

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

Although there has not been extensive redevelopment within the historic core of Cockermouth, there have been pockets of residential and commercial development in the 1980's and 1990's which may have destroyed or damaged some archaeological deposits.

There has been redevelopment within Papcastle. A nursing home has been constructed on the site of the fort in the 1960's and at Castle Gardens, to the east of the fort, there is now a modern housing estate constructed in the 1970's. There has also been modern in-fill in the village. These developments may have had a detrimental effect on the archaeological deposits.

3. Areas of Importance and Potential within Cockermouth and Papcastle (Maps E & F)

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

- castle
- pre-urban settlement
- planned elements of the medieval town
- range of industrial activities
- the identification of the lost settlements of 'Carlton' and 'Ureby'
- the site of St Helen's chapel

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

- Roman fort
- *vicus*

(c) As defined in Section 3 of part A of this Strategy Report, the following areas of archaeological importance have been identified in Cockermouth and Papcastle.

Areas Comprising Nationally Important Remains

Area 7.01   Cockermouth Castle SAM 27653,
Area 7.02   Tute Hill Motte, SAM 23798,
Area 7.09   Papcastle Roman Fort SAM 22499.

Areas of High Archaeological Importance

Area 7.03   Tenement plots off Main Street

Potential: Main Street may have been laid out as a planned, single unit at the time of the foundation of the borough in the 13th century. Archaeological excavations off Main Street have shown there to be good preservation of archaeological deposits, although modern development has in places truncated and destroyed some deposits.

Area 7.04   Tenement Plots off Market Place, Kirkgate and Castlegate, All Saints Church, the outer ward of the castle.

Potential: There may have been a pre-urban settlement centred on Market Place. This is suggested by the configuration of the church, castle and market place and the less regular plan of the burgage plots which may indicate organic rather than planned growth. The tenurial evidence suggests that the northern part of Kirkgate was an integral part of the medieval borough, an area that includes All Saints Church which stands on the site of the town's medieval church and the outer ward of the castle.

Area 7.10   Area of Roman *vicus*, Papcastle

Potential   Archaeological work in this area has shown there are extensive and important archaeological deposits, although the extent and full nature of the *vicus* is still to be determined.

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 and recording prior to development.

(4) Depending on development details and any available archaeological information, including the results of any evaluation, it may be advisable that full 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) some form of interpretation e.g. appropriate panels, leaflets or part of 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 Some Archaeological Importance

Area 7.05   Castle Brewery

Potential: This area contained several tanneries in the medieval period, and a brewery and a windmill in the post-medieval period.

Area 7.06   Land off Castlegate,
Area 7.07   Land off Kirkgate and Cocker Lane,
Area 7.08   Land off Main Street.

Potential   These were all areas of post-medieval expansion where structural, economic and social evidence may be anticipated.

Response: Depending on the scale of the proposed development and its assessed impact on the archaeological remains, archaeological evaluation may be recommended prior to the determination of any planning application.

(1) Depending on development details and any available archaeological information, including the results of any evaluation, it may be advisable that further recording is recommended prior to development.

(2) 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.

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 Cockermouth and Papcastle and the nature of their component parts reflect their origins, development and character. The designated Conservation Areas throughout 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 Cockermouth and Papcastle. It is important to manage and present Cockermouth and Papcastle'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.

*   The elements of the Cockermouth and Papcastle townscape which may form elements of any presentation strategy are:

    ♦   Papcastle Roman fort and vicus
    ♦   Potential pre urban settlement in Cockermouth
    ♦   Cockermouth Castle
    ♦   the history of individual burgage plots within Cockermouth, particularly during the 14th and early 15th centuries

*   Raising the profile of Cockermouth and Papcastle's heritage in this way is likely to generate increased local interest in the archaeology and history of the town. Although any promotion of Cockermouth and Papcastle's heritage should be formulated locally, this document may form an element of that process.

CUMBRIA EXTENSIVE URBAN SURVEY

MARYPORT

STRATEGY REPORT

PART C

- Maryport Roman fort with its associated vicus formed part of the 2nd century AD Roman frontier defences. It remained in occupation until c400AD. A recent archaeological survey of this Roman site has resulted in the discovery of the largest civilian settlement so far surveyed along the northern frontier. The site has also produced the largest collection of Roman altars and inscriptions from a single site in Britain.

- The modern town of Maryport was the creation of the Senhouse family in the 18th century, who developed the small fishing village into a coal port. It was a planned town with terraces of cottages built on a grid system, with employment based on coal mining and shipbuilding.

- The character of Maryport is therefore defined by the fossilisation of this 18th century planned town, following the decline of Maryport in the late 19th century, with its formal grid plan and well preserved, heterogeneous Georgian architecture.

1. Historic Character, Interest and Importance of Maryport

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

- Maryport Roman fort with its associated vicus formed part of the 2nd century AD Roman frontier defences. It remained in occupation until c.400.

- Evidence of a Roman wharf structure was discovered in the 1920's, close to where the Roman road crossed the river at Ellenborough Place.

- Maryport Castle is a Scheduled Ancient Monument and is thought to date from the 12th century. The motte is strategically situated at the end of a ridge by a horseshoe bend in the River Ellen and overlooks the point where an earlier Roman road crossed the river. However, the origins of the castle and its significance are uncertain.

- Although there is no evidence for a medieval settlement at Maryport, evidence of medieval activity in the Maryport area includes Netherhall, a medieval tower house, a possible deserted medieval village within the grounds of Netherhall Park, and Ewanrigg Hall Pele Tower built in 1368.

- Humphrey Senhouse developed the town of Maryport in 1748-9 after founding Ellenborough Colliery in 1740. The Act of Parliament that enabled Senhouse to improve the harbour and found a town in Maryport received Royal Assent in 1748. The town and port expanded rapidly and a regular planned town grew along the ridge parallel to the shore.

- The first dock to be built was Campbell's Dock completed in 1836. Later, Elizabeth Dock was completed in 1857 and the Senhouse Dock in 1881-4.

- In the early 1800's war with France and the coincidental wars with America, robbed British ships of their continental and transatlantic markets. There followed a decline of the established industries in all smaller towns that were solely dependent on the sea. Among these was Maryport that lost such secondary industries as the glassworks and the cotton factory. Unemployment and poverty resulted in social discontent and there were bread riots in the winter of 1817. However prosperity gradually returned.

- The opening of the Prince of Wales Dock in Workington in 1927 almost ended the trade that passed through Maryport and in 1928 unemployment was high. At times jobless totals exceeded two-thirds of the working age population as the shipping business went into decline along with iron making and coal mining.

2.   Planning History

2.1   Maryport Conservation Area (Constraint Map A)

The Maryport Conservation Area was designated in 1978. 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 and Proposed Development (Map B)

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

Extensive redevelopment has taken place in Maryport during the post war period in the Strand Street/North Quay/King Street/Nelson Street area of the town. There has also been a residential development at the harbour, pockets of in-fill within the historic core, and a supermarket development on the edge of the historic core. There were no archaeological investigations in advance of these developments.

3.   Areas of Archaeological Importance (Map C)

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

-    Roman fort and associated vicus
-    planned town
-    harbour and docks
-    range of industrial activities

(b)   As defined in Section 3 of part A of this Strategy Report, the following areas of archaeological importance have been identified in Maryport.

Areas Comprising Nationally Important Remains

There are three scheduled monuments identified within the historic core of Maryport:

Area 17.01   Roman Fort and Temple (SAM 27746).
Area 17.08   Castle Hill Motte and WWII Gun Emplacement (SAM 32853)
Area 17.09   Netherhall Blast Furnace and Coke Ovens (SAM 32857)

Areas of High Archaeological Importance

Area 17.02   Maryport town/docks/church/industry

Potential

This area may contain archaeological evidence about the origins and development of the planned town of Maryport and the harbour area including social, economic, industrial and commercial details.

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 and recording prior to development.

(4)   Depending on development details and any available archaeological information, including the results of any evaluation, it may be advisable that full 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 an important archaeological site or historic building to ensure its future preservation;

(b)   interpretation of important archaeological site/s or historic building/s using information boards or leaflets, or as part of a town trail.

(c)   developing the site or building as an amenity for the town or as an educational resource.

Areas of Some Archaeological Importance

Area 17.03   Nelson Street, Maryport

Potential   This area may produce evidence of the industrial activity undertaken in this area, as revealed on early map evidence.

Area 17.04   Post-medieval expansion, North Street, Maryport
Area 17.05   Post-medieval expansion, east of the historic core of Maryport.

Potential   These areas may contain social and economic evidence about the later expansion of the planned town of Maryport.

Response:
(1)   Depending on the scale of the proposed development and its assessed impact on the archaeological remains, archaeological evaluation may be recommended prior to the determination of any planning application.

(2)   Depending on development details and any available archaeological information, (including the results of any evaluation), it may be advisable that further recording is recommended prior to development.

(3)   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.

Areas of Limited Archaeological Importance

Area 17.07   South of Roman Fort and vicus

Potential   There have been many finds of Roman date uncovered in this area. However the housing development here may have compromised any archaeological deposits.

Response   (1)   An archaeological evaluation may be recommended 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, further investigation and recording may be recommended prior to 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 Maryport and the nature of its component parts reflect its origins, development and character. The designated Conservation Areas throughout 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 Maryport. It is important to manage and present Maryport'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.

- The elements of the Maryport townscape that may form elements of any presentation strategy are:

  - Roman fort and associated vicus
  - Planned town
  - The dock area
  - The range of industrial activities

- Raising the profile of Maryport's heritage in this way is likely to generate increased local interest in the archaeology and history of the town. Although any promotion of Maryport's heritage should be formulated locally, this document may form an element of that process.

CUMBRIA EXTENSIVE URBAN SURVEY

NEWTON ARLOSH AND SKINBURNESS

STRATEGY REPORT

PART D

- Newton Arlosh and Skinburness are both attempts at town foundations by Holme Cultram Abbey in the early 14th century. The charter for Skinburness was granted in 1301 but revoked and replaced by a grant of a charter for Newton Arlosh in 1304.

- But these boroughs failed, and Newton Arlosh and Skinburness now have the characteristics of small villages. However, the medieval planned layout (the main street and parallel back lane) and burgage plot boundaries are still preserved in Newton Arlosh.

1. Historic Character, Interest and Importance of Newton Arlosh and Skinburness

This section is a summary of the more detailed accounts of the archaeology, history, and topography of Newton Arlosh and Skinburness to be found in the AssessmentReport that accompanies this Strategy.

- There is no recorded evidence of prehistoric activity in the vicinity of Skinburness or Newton Arlosh.

- There is evidence of Roman activity in the area of Skinburness, where structures would have formed part of the Hadrianic frontier defences.

- Holme Cultram Abbey was founded in 1150. At the end of the 13th century, probably instigated by news of successful borough plantations in the south of the country, the abbot obtained permission to make a borough at 'Wauremuth', that is the mouth of the river Waver. The site seems to have been found impractical perhaps owing to flooding. A year later (1301) this grant was withdrawn in favour of a new charter for Skinburgh, present day Skinburness. This charter was revoked in its turn and replaced by a grant to a third borough, one to be erected at 'Arlosk' (Newton Arlosh).

- During the medieval period Skinburness was to be a place of some consequence. It was a small fishing town with a market and a fair. Although there is no evidence, it has long been assumed that the sea dyke at Skinburness was originally constructed as a coastal defence following the destruction of Skinburness during the early 14th century.

- The borough at Newton Arlosh failed. The decay of the borough can be attributed partly to the its vulnerability to border raiding, and partly to the limited opportunities for coastal trade in north west Cumberland.

2.   Planning History

2.1   Conservation Areas

There are no designated conservation areas within Newton Arlosh and Skinburness.

2.2   Recent Development (Map C & D)

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

There has been some development post-1945 within the historic core of Newton Arlosh, mainly bungalows and some farm buildings, which may have had a detrimental effect on archaeological deposits. There has been very little recent development in the defined historic core at Skinburness.

3.   Areas of Importance and Potential within Newton Arlosh and Skinburness (Map E & F)

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

   (i)   Newton Arlosh

   -    Medieval church
   -    Survival of medieval street plan and property plot boundaries

   (ii)   Skinburness

   -    Roman milefortlet
   -    Medieval chapel site
   -    Deserted medieval village
   -    Sea dyke

   b)   As defined in Section 3 of Part A of this Strategy document, the following areas of archaeological importance have been identified in Newton Arlosh and Skinburness.

Areas Comprising Nationally Important Remains

Area 25.01: The Roman milefortlet in Skinburness (SAM 27745) is the only scheduled ancient monument in the study areas.

Areas of High Archaeological Importance

Area 21.01   Planned medieval town, Newton Arlosh

Potential: This area covers the extent of the planned medieval town of Newton Arlosh. Although no archaeological work has been undertaken here, deposits are likely to exist that are indicative of medieval occupation and activity.

Area 25.02   Area adjacent to the milefortlet, Skinburness

Potential: Several fragments of Roman pottery have been recovered here and this area may contain parts of the Roman camp that are not included in the scheduled area of the milefortlet.

Area 25.03   Chapel Site, Skinburness

Potential: The site of St John's Chapel and possibly of the medieval town. Previous archaeological investigations revealed a large number of interments here. Consequently, there is potential here for human remains and deposits indicative of medieval activity.

Responses   (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 and recording prior to development.

(4)   Depending on development details and any available archaeological information, including the results of any evaluation, it may be advisable that full 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)   some form of interpretation e.g. appropriate panels, leaflets or part of 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.

Archaeologically Important Areas

Area 25.04   Grune Point

Potential: Coastal erosion has caused a change to the topography of the shore line since the medieval period. It is therefore possible that the medieval settlement has been destroyed by this erosion. However there is still potential that archaeological evidence relating to this settlement still exists in this area.

Response: (1)   Depending on the scale of the proposed development and its assessed impact on the archaeological remains, archaeological evaluation may be recommended prior to the determination of any planning application.

(2)   Depending on development details and any available archaeological information, (including the results of any evaluation), it may be advisable that further recording is recommended prior to development.

(3)   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.

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 Newton Arlosh and Skinburness and the nature of its component parts reflect its origins, development and character. The designated Conservation Areas throughout the town should reflect the significance of these historic urban elements, as outlined in PPG 15, para. 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 Newton Arlosh and Skinburness. It is important to manage and present Newton Arlosh and Skinburness' 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 Newton Arlosh and Skinburness townscape that may form part of any presentation strategy:

  - the shift of the borough status to Newton Arlosh from Skinburness
  - the Roman milefortlet at Skinburness
  - the chapel site at Skinburness
  - The potential of the existence of a deserted medieval village at Skinburness
  - The nature of the planned layout of Newton Arlosh, typical of this medieval period
  - The Sea Dyke

- Raising the profile of Newton Arlosh and Skinburness' heritage in this way is likely to generate increased local interest in the archaeology and history of the town. Although any promotion the heritage of Newton Arlosh and Skinburness should be formulated locally, this document may form an element of that process.

CUMBRIA EXTENSIVE URBAN SURVEY

WIGTON

STRATEGY REPORT

PART E

- The character of Wigton is defined by its street plan, typical of a medieval town, with narrow burgage plots, market places and church.

- The archaeological importance of Wigton lies in the nature of the development of the town, its industries and the nature of any pre-urban settlement.

1. Historic Character, Interest and Importance of Wigton

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

- There are a few prehistoric finds in the vicinity of Wigton but no known evidence of prehistoric settlement here.

- The nationally important Roman fort of Old Carlisle, a Scheduled Monument, and associated vicus is situated to the south of Wigton. Aerial photographs show the internal arrangement of buildings and streets, the extent and character of the vicus, and the road system that linked the fort to surrounding native farmsteads.

- There is documentary reference to a Hall at Wigton in 1212 although no remains of it are known. It may have been destroyed during Scottish raids.

- Baron Walter de Wigton obtained a market charter from King Henry III in 1262. This gave him the right to hold a weekly market and an annual three-day fair in September.

- St Mary's Church was probably first built by Odard, the first Baron of Wigton, in the 12th century. This church was demolished in 1788 prior to the construction of the present church.

- Placenames such as Longthwaite ('thwaite' meaning a clearing in a wood) is a reminder that Wigton was surrounded by The Royal Forest of Inglewood in the medieval period and that the land was subject to forest law.

- There is no evidence that Wigton was directly affected by the Border Wars in the 13th and 14th century, although as a result of the unrest Wigton probably did decrease in size.

- In the post medieval period Wigton became an important centre for textile manufacture. There were also a number of other industries in the town, including: tanneries, corn mills, breweries, and a ropery.

- The textile industry suffered when the power loom was introduced to Lancashire and Yorkshire in the 1820's. Wigton experienced industrial decline after a print works was destroyed by fire in 1845 when the business was moved to Carlisle. Further industrial decline followed the American Civil War of 1860 when supplies of cotton were imported into Liverpool rather than nearby Whitehaven or Maryport.

2.   Planning History

2.1   Wigton Conservation Area (Map A)

The Wigton Conservation Area was designated in 1977. 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, building materials etc. Consequently where it can be shown that significant archaeological remains survive and whose preservation is of para.mount 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 redevelopment within the historic core of the town. This development mainly consists of small-scale residential schemes constructed in the 1980's and 1990's. It is likely that these schemes would have had a detrimental effect on any archaeological deposits.

3. Definition of Areas of Importance and Potential within Wigton (Map C)

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

- industry
- markets
- church
- occupation areas

b) As defined in Section 3 of Part A of this Strategy document, the following areas of archaeological importance have been identified in Wigton.

Areas Comprising Nationally Important Remains

There are no scheduled ancient monuments in the study area of Wigton.

Areas of High Archaeological Importance

Area 29.01 St Mary's Church

Potential: High potential for significant archaeological deposits being uncovered here relating to both the medieval church and the later post medieval church. There is high potential for uncovering human remains.

Area 29.02 Tenement Plots off West Street, King Street, New Street, High Street and Corn Market, including Market Place and Corn Market.

Potential: Potential for archaeological deposits indicative of domestic, industrial and market activity, relating to both medieval and post medieval periods, being uncovered in this area.

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 and recording prior to development.

(4) Depending on development details and any available archaeological information, including the results of any evaluation, it may be advisable that full 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) some form of interpretation e.g. appropriate panels, leaflets or part of 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.

Archaeologically Important Areas

Area 29.03   Wigton Hall

<u>Potential:</u>   There is potential for uncovering deposits relating to the current building and to any earlier buildings on this site.

Area 29.04   Site of Tannery, off Station Road

<u>Potential:</u>   There is potential for well preserved deposits relating to the tannery, existing in this area.

Area 29.05   Site of Printing Works, King Street

<u>Potential:</u>   There is potential to uncover deposits in this area relating to the 19th century printing works, its related ponds, and the brewery that was also in this area.

Area 29.06   Market Hill, St Ursula's Convent School, King Street

<u>Potential:</u>   There is potential for uncovering deposits here relating to domestic and market activity.

Area 29.07   Site of Tannery and Brewery, Proctors Square

<u>Potential:</u>   Deposits relating to post medieval industrial activities, relating to the tannery, brewery and shirt manufactory, may be uncovered in this area.

<u>Response:</u>   (1)   Depending on the scale of the proposed development and its assessed impact on the archaeological remains, archaeological evaluation may be recommended prior to the determination of any planning application.

        (2)   Depending *on development details and any available archaeological information, (including the results of any evaluation), it may be advisable that further recording is recommended prior to development.*

        (3)   *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.

Areas of Limited Archaeological Importance

Area 29.08   Proctor's Row

<u>Potential:</u>   Evidence of post medieval domestic activity may be uncovered here.

Area 29.09   Tenement plots off High Street, South End, and West Street.

<u>Potential:</u>   Deposits relating to medieval and post medieval activity may be uncovered in this area. However recent development may have compromised any surviving deposits.

Area 29.10   Tenements and Roman Catholic Church

Potential: There is potential for uncovering deposits relating to the post medieval expansion of Wigton in this area.

Area 29.11   Industrial Area off Tenters, Birdcage Walk and Brookside

Potential: Potential for deposits relating to post medieval industrial activities may exist here, however recent development may compromised any surviving deposits.

Response: (1)   An archaeological evaluation may be recommended 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, further investigation and recording may be recommended prior to 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 Wigton and the nature of its component parts reflect its origins, development and character. The designated Conservation Areas throughout the town should reflect the significance of these historic urban elements, as outlined in PPG 15, para. 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 Wigton. It is important to manage and present Wigton'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 Wigton townscape which may form elements of any presentation strategy:

  - Market places
  - Churches
  - Industry

- Raising the profile of Wigton's heritage in this way is likely to generate increased local interest in the archaeology and history of the town. Although any promotion of Wigton's heritage should be formulated locally, this document may form an element of that process.

CUMBRIA EXTENSIVE URBAN SURVEY

WORKINGTON

STRATEGY REPORT

PART F

- Workington is an industrial town at the mouth of the River Derwent. It expanded to become a major industrial town and port in the 18th century with the exploitation of the local iron ore and coal mines.

- Workington was a medieval market town but the extensive redevelopment that has occurred now masks a large part of the medieval and later post medieval street system and buildings.

- The archaeological importance of Workington lies in the complex medieval origins of the town, its early post medieval development, and its important industrial remains.

1. **Historic Character, Interest and Importance of Workington**

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

- There is no evidence for prehistoric occupation within the historic core of Workington. However, there has been a number of prehistoric finds recovered in the environs of the town and there are a number of standing stones in the vicinity.

- The remains of the Roman Fort at Burrow Walls and the Oyster Bank Signal Tower lie to the north of Workington, at Seaton. To the south is further evidence of Roman defences in the form of a milefortlet, south of Harrington Park.

- It is possible that a local seat of power was at Seaton before it was moved to Workington in the 14th century.

- Little is known of the character and extent of medieval settlement at Workington, although it is possible there were two foci of activity, one close to Workington Hall, the another by St Michael's church.

- Construction of the docks began in the second half of the 18th century. However it wasn't until 1927 when the Prince of Wales Dock was opened that ships of up to 10,000 tons could be taken, a significant advantage for Workington's prosperity.

- The industrial revolution saw the exploitation of Workington's coal reserves, the growth of iron and steel manufacture and shipbuilding, and a large expansion of the town. Between 1881 and 1891 the population increased by about 10,000.

- In the 20th century Workington suffered a decline. Iron making ended in 1981 leaving only the steel rolling mill at the nearby Moss Bay Works. It ended a century-long tradition in Workington on which the town's prosperity had been based along with the related industries of coal and iron ore mining.

2.   Planning History

2.1   Workington Conservation Areas (Map A)

The Brow Top and Portland Square Conservation Areas were designated in 1974. 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, building materials etc. Consequently where it can be shown that significant archaeological remains survive and whose preservation is of para.mount 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 post the 2nd World War within the historic core of the town, which is likely to have had a detrimental effect on any archaeological deposits.

3. **Definition of Areas of Importance and Potential within Workington (MapC)**

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

- Potential early medieval settlement around St Michael's church
- Two foci of the later medieval settlement
- Industry & Docks

b) As defined in Section 3 of part A of this Strategy report, the following areas of archaeological importance have been identified in Workington.

Areas Comprising Nationally Important Remains

Area 31.01 Workington Hall *(Cumbria 537)*

Areas of High Archaeological Importance

Area 31.02 Parkland surrounding Workington Hall

Potential: This area of parkland is listed grade II on the Parks and Gardens Register. There is therefore high potential for post medieval park features to exist within this area, however, earlier features relating to Workington Hall may also be present.

Area 31.03 Portland Square
Area 31.05 Occupation north of Derwent Street

Potential: Areas of occupation shown on the early plan of 1569. Deposits relating to both medieval and post medieval periods may therefore exist in these areas

Area 31.04 St Michael's Church, graveyard and rectory

Potential: Recent archaeological work at the church has confirmed the significance of this site and has revealed further evidence to support the theory of 8th to 10/11th century activity here.

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 and recording prior to development.

(4) Depending on development details and any available archaeological information, including the results of any evaluation, it may be advisable that full 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) some form of interpretation e.g. appropriate panels, leaflets or part of 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.

Archaeologically Important Areas

Area 31.06 Occupation off Pow Street and Finkle Street

Potential: Deposits relating to medieval and post medieval occupation may be present, although it is likely that modern development may have truncated any archaeological deposits.

Area 31.07 Site of former Central Station

Potential: Features relating to the former Central Station and railway are likely to be present in this area.

Area 31.08 Docks and Harbour

Potential: Features relating to the Docks, Harbour and industrial activities that were undertaken here are likely to be present.

Area 31.09 Prince of Wales Dock

Potential: Features relating to the dock may be affected by any proposed work in this area.

Response: (1) Depending on the scale of the proposed development and its assessed impact on the archaeological remains, archaeological evaluation may be recommended prior to the determination of any planning application.

(2) Depending on development details and any available archaeological information, (including the results of any evaluation), it may be advisable that further recording is recommended prior to development.

(3) 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.

Areas of Limited Archaeological Importance

Area 31.10 Area bounded by Park End Road, King Street
Area 31.11 Area bounded by Jane Street and St John's Court
Area 31.12 Area off Southwilliam Street
Area 31.13 Area off Station Road, Belle Isle Street and Falcon Street.

Potential: Areas of Victorian expansion, any development in these areas may reveal deposits relating to the post medieval expansion of Workington.

Area 31.14   The Marsh

Potential: Area of reclaimed marsh, on which there are now industrial estates. Prior to which was an area of housing, demolished in the early 1980's. The extensive development coupled with the initial reclamation works suggests that the potential for any archaeological deposits existing here is very low.

Response: (1)   An archaeological evaluation may be recommended 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, further investigation and recording may be recommended prior to 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 Workington and the nature of its component parts reflect its origins, development and character. The designated Conservation Areas throughout 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 Workington. It is important to manage and present Workington'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.

- The successful presentation of the archaeological resource to the public will generate interest and promote local heritage. This would involve communicating information to the public about Workington's past inhabitants, the nature of the town throughout its history, the origins and evolution of existing townscape, and any important points of interest and character. The presentation of the historic resource is an opportunity to provide an amenity, and a recreational and educational resource for the community, and local schools.

- There are elements of the Workington townscape which may form elements of any presentation strategy:

    ♦ Workington Hall
    ♦ Church
    ♦ Docks
    ♦ Industry
    ♦ The two foci of the medieval settlement

- Raising the profile of Workington's heritage in this way is likely to generate increased local interest in the archaeology and history of the town. Although any promotion of Workington's heritage should be formulated locally, this document may form an element of that process.