

# **DRAFT**

## **A Local List of Heritage Assets for Carlisle District**



**October 2015**

### Why have a Local List?

*'Local heritage listing is a means for a community and a local authority to jointly identify heritage assets that are valued as distinctive elements of the local historic environment'. – English Heritage (2012)*

Carlisle District has a fascinating history with numerous historic towns and villages. We have 19 conservation areas and over 1,500 listed buildings. However, there are many other heritage assets of architectural, historic or archaeological interest throughout the District that do not meet the strict criteria for national designation, but nonetheless make a significant contribution to the historic environment and sense of place.

Carlisle City Council recognises the valuable contribution that these assets make to the historic environment and will work with local communities to develop a set of selection criteria to help identify these locally important heritage assets.

Local communities will be able to identify those features and assets of their local area and history that they consider to be important in providing a sense of place and are of historical significance. A Local List will help to highlight these places that are worthy of preserving when it comes to drawing up Neighbourhood Plans or when planning applications for specific sites are being considered.

### What is a heritage asset?

*'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)'. - National Planning Policy Framework (2012)*

'Heritage interest' refers to aspects of the historic environment that are worthy of protection for current and future generations to enjoy, due to their architectural, historic or archaeological interest.

A Local List must be taken into account in determining a planning application but do not carry as much weight as a designated heritage asset. Nevertheless, they are important considerations in terms of the contribution they make to local distinctiveness and their potential importance to the local community.

### Local List versus the National Heritage List for England?

The National Heritage List is maintained by Historic England (formerly English Heritage) and contains sites and structures that are considered to be of national significance and are protected either under the Planning (Listed Buildings and Conservation Areas) Act 1990 for listed buildings or under the Ancient Monuments and Archaeological Areas Act of 1979 for scheduled ancient monuments.

Anyone can apply to Historic England to have a building or site designated either as a listed building or as a scheduled ancient monument as appropriate. In addition, designed landscapes and battlefields can be registered. Comprehensive selection guides have been produced by Historic England to assess potential candidates for listing and scheduling ([The List | Historic England](#)).

## DRAFT Local Heritage Asset List

Local listing is essentially a locally-managed process, through partnership between the local authority and local communities. The Local List will contain buildings and sites which are unlikely to be of sufficient significance to be included in the National List but which are considered important in defining the local character. The Local List will be updated regularly as new sites are proposed and assessed and the List will be published on the Council website.

### What protection is given to assets on a Local List?

Inclusion on the Local List does not bring about any additional form of statutory protection to the asset or remove any permitted development rights. It can, however, help to influence the consideration of any planning application that may affect the significance of that heritage asset, as the local list will be a material consideration in all planning decisions.

Under the current National Planning Policy Framework (2012), the following policy will be relevant in all planning decisions:

*'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regards to the scale of any harm or loss and the significance of the heritage asset' – Para. 135, National Planning Policy Framework, 2012*

It is hoped that inclusion on the Local List will give a sense of pride to owners and encourage them to manage their buildings sympathetically. However, owners can challenge the inclusion of a building on the basis of the adopted criteria and request its removal from the list.

### Alternatives for community assets?

Where the use of land, buildings or places now or in the recent past, furthers the social wellbeing or social interests of the local community, it may be considered to be an asset of community value (community asset), for which the government has made provision in the Localism Act 2011.

Regulations give communities the opportunity to identify assets of community value and have them listed and, when they are put up for sale, more time to raise finance and prepare to bid for them. The Council is maintaining a list of community assets ([Link to Council's Right to Bid webpage](#)). Nevertheless, there may be examples where land is considered to both qualify as a community asset and heritage asset, in which case it will be necessary to distinguish which features of their value and significance are relevant to each designation.

### What can be included on a Local List?

A wide range of buildings, structures and sites may be considered suitable for the list.

This is a brief list of types of assets:

- *Agricultural – farms, barns, gate posts, boundary walls*
- *Commercial – pubs, shops, offices*
- *Cultural – art installations, graffiti, statues*
- *Recreational – village halls, community centres, cinemas, sports grounds, social clubs*
- *Domestic – town houses, bespoke development, designed estates*
- *Educational – schools, colleges*
- *Health – hospitals, almshouses, poorhouses*
- *Industrial – factories, warehouses, workshops*
- *Military – civil defence, military camps, war memorials, air raid shelters, pill boxes*
- *Religious – churches, chapels, meetings houses, memorials, crosses, tombs*
- *Transport – railway stations, signal boxes, railway bridges*
- *Ancient orchards*

This is not an exhaustive list, more potential candidates for inclusion on the Local List may emerge as nominations come forward.

Natural features and trees generally have other forms of protections such as Areas of Outstanding Natural Beauty and Sites of Special Scientific Interest designations; or in the case of trees, Tree Preservation Orders. Nominations can only be accepted if there is no other form of protection to a feature or tree that has significant historic association.

### How will potential buildings and sites be assessed?

In order to assess whether a heritage asset is worthy of inclusion on the local list, the Council working with partners and community members with a wide range of heritage expertise has developed a set of selection criteria to assess prospective heritage asset's against. The purpose of the selection criteria is to ensure that a level of consistency is achieved across the District.

In order to achieve this, heritage assets have been split into three distinct groups, they are:

- *Buildings and structures;*
- *Landscape, parks and gardens; and*
- *Archaeological sites*

A number of criteria will be used to assess whether potential candidates are suitable for inclusion on the Local List. They have been based upon the themes:

- *Age and Rarity;*
- *Community and Social Value;*
- *Historic and Cultural Association;*
- *Architectural Value; and*
- *Townscape or Landscape Value.*

In addition, other factors such as the rarity of the building or site and its completeness will be taken into account.

## The Full Criteria

### 1. Age and Rarity

Age is a significant consideration, the older the building the fewer examples of its kind are likely to have survived and so the more likely it is to have historic importance. For an asset to have a degree of rarity (whether it is a building, landscape, feature or settlement), it must have a quality that is uncommon either to the locality, district or wider region. A building for example may be of considerable age but may not necessarily be rare.

Cross Cottage is an example of a clay dabbin house, one of only 300 that believed to still exist on the South of the Solway. The construction method is particular to Cumbria, eighteenth century literature records that in Cumberland it was a communal method of construction, where all the able-bodied in the community gathered together to build a cottage or a barn.



Cross Cottage, Burgh by Sands

- The heritage asset dates from before 1835 (Victorian period) and survives in close to its **original** condition
- The heritage assets dates from 1835 to 1914 (Victorian/Edwardian period) and retains much of its **original** features. It is also of **sufficient quality** to distinguish it from other assets from that period in Carlisle
- The heritage asset dates from 1914 – 1919 and is a **rare** surviving wartime asset
- The heritage asset dates from 1919 – 1939 (the interwar period) and is an **outstanding** example of the style of the period
- The heritage asset dates from 1939 – 1945 and is a **rare** surviving wartime asset
- The heritage asset dates from after 1945 (post-war period) and is an asset of **exceptional quality** and design
- The heritage asset is relatively modern and is an asset of **exceptional quality** and design

### 2. Community and Social Value



Cobblers Cottage was a cobblers shop, local children gathered at the shop in the cold winter evenings to socialise. Local people consider this cottage to be of significant historical social value to warrant protection. (More details pending)

Cobblers Cottage, Warwick Bridge

- Heritage assets that have played an **integral** part in the development of the community's identity
- Heritage assets that link the community's **collective** memory to the 2 world wars
- Heritage assets that have made a **significant** contribution to the community's 'sense of place'
- Heritage assets that are considered to be **valuable** by the community

## 3. Historic and Cultural Association

An asset associated with a particular person or historic event for example the arrival of the railways to Carlisle. This may relate to a particular landowner, commemoration, charity, religious group or other group in the past. Certain sites may be valued for associations that are based on local tradition rather than historic fact.

The surviving building occupies the site of the original 1836 passenger and goods station of the Newcastle & Carlisle Railway (N&C), which has the distinction of being the first railway to be completed (in 1838) crossing the island of Great Britain.



*London Road NER Goods Depot*

- Heritage assets that are **directly connected** to important national figures, organisations or events
- Heritage assets that are **directly associated** with figures, organisations or events of **significant** local interest
- Heritage assets that **represent** Carlisle's (or Cumbrian) distinctive local culture
- Heritage assets that are **important** surviving examples of Carlisle's local industries and traditions

## 4. Architectural Value



*Pagoda Building*

A building may display particularly impressive craftsmanship or decoration distinctive architectural style. It might demonstrate technological innovation or excellence. It may be associated with significant design or famous architect. Such assets help reinforce the individual sense of place and may be a physical representation of a particular type/era of architecture.

The Pagoda building, which is a distinctive post-war building at the western ends of King Street and Princess Street is a 1970's office for Olivetti by Ted Cullinan Architects, this is a distinctive 20th Century building.

- Heritage assets that are **good examples** of designs by an architect of national or local importance
- Heritage assets that are **good surviving** representative examples of a style of construction or design unique to the local area
- Heritage assets that have **won** national or local awards for their design
- Heritage asset that show are **good** examples of artistry and/or innovation



## 5. Townscape or Landscape Value

**Rural landscape** - In addition to buildings/structures and areas of historic interest, many landscapes and landscape features exist that are of historic and artistic (and sometimes archaeological) interest. Many of these sites have already been added to the Historic Environment Record (HER).

The remnants of the historic canal that ran from Carlisle to Port Carlisle could be considered of historic landscape importance



*Remnants of the canal that ran from Carlisle to Port Carlisle between Loch House and Wormanby.*



*Denton Holme shop front*

**Townscape** - "Holme" is defined as the flat land on the side of a river (in this case the Caldew), while the Denton family owned the estate, which stretched between Holme Head and the Caldew bridges. During the first half of the 19th Century and up to the 1870s, plots of land belonging to the original estate were sold off, resulting in factories and mills being established along the line of the mill race. Thus, although largely undeveloped until the middle of the century, Denton Holme was to become one of the biggest industrial areas around Carlisle.

Together with this industrial growth, there was an accompanying need for housing. Little shops were established, as were schools, churches and places of entertainment. Shopfronts are an important part of the public realm. Some traditional shopfronts remain in Denton Street; Pakenham's hardware shop retains its original frontage. Sadly, piecemeal and ill thought-through changes have marred many frontages.

Denton Holme continues to be, as described in 1864, "a friendly village within a city, a spot with a character of its own".

- Heritage assets that are a **key focal point** in the landscape (urban or rural)
- Heritage assets that collectively are designed to be part of a **significant group** such as a historic terrace, square or enclosed buildings
- Heritage assets that form a **significant landmark** from within or from outside an area
- Heritage assets that contribute **significantly** to the local character

## How to propose a heritage asset?

If you believe that your suggested heritage asset meets any of the selection criteria, please complete the nomination form attached and return to the Heritage Officer, Carlisle City Council. Alternatively, a nomination can be submitted online.

It is important that as much information as possible is supplied about the site, including an up to date photograph. Please try to consider how your nominations fit with one or more of the criteria listed above.

### What happens next?

Nominations will be assessed by an independent panel selected from a wide range of expertise, using the established criteria. Successful nominations will be added to the draft Local List, details of which will appear on the Council website.

If there is some dispute over inclusion of a prospective asset, the independent panel will make a final decision on whether an asset is worthy of inclusion, based on the selection criteria as outlined within this document.

Following the development of the draft Local List, a further public engagement will take place, with owners of the proposed heritage assets and members of the public being given a final chance to review the list.

The list will be updated as new nominations are added to the list and reviewed on an annual basis by the independent Heritage Assets Panel.

### Flow chart of nominations process:





## Useful Resources

### Conservation Areas

Conservation areas are areas of special architectural or historic interest. They are identified so we can protect them and make further improvements to their appearance.

<http://www.carlisle.gov.uk/Residents/Planning-Building-Control/Heritage-Trees-and-Conservation/Conservation-Areas>

### EDGE Guide to the history of Carlisle

The history of Cumbria is bloody, more so than most English counties, and Carlisle has had more than its fair share of war and devastation from Roman times onwards, mainly due to its proximity to the border with Scotland.

<http://www.edgeguide.co.uk/cumbria/carlislehstory.html>

### Historic Environment Register

Maintained by Cumbria County Council, the Historic Environment Record (HER) is a series of linked computer databases that hold information on known archaeological sites, finds, landscapes, buildings and other aspects of the historic environment.

<http://www.cumbria.gov.uk/planning-environment/countryside/historic-environment/her.asp>

### Local History Societies

Contact details and links to websites where available

<http://www.local-history.co.uk/Groups/cumbria.html>

### Old Carlisle Facebook

We are a community page dedicated to the history, heritage and people of Carlisle, Cumbria, England

<https://www.facebook.com/Old-Carlisle-125490877494060/timeline/>

### Parish and community led plans

Action with Communities in Cumbria hold a Directory of Community Action Plans in Cumbria, a centralised resource enabling every Plan produced to be viewed online.

<http://www.cumbriaaction.org.uk/WhatWeDo/CommunityLedPlanning/CommunityLedPlans.aspx>

### Register of listed buildings in Carlisle District

You can see the register of listed buildings in Carlisle District by using the link below. Every listed building is identified and briefly described.

<http://www.carlisle.gov.uk/Residents/Planning-Building-Control/Heritage-Trees-and-Conservation/Listed-Buildings-Structures>

### Rural masterplanning

Detailed settlement profiles have been drawn up for villages in Carlisle district.

<http://newsite.carlisle.gov.uk/planning-policy/Neighbourhood-and-Rural-Planning/Rural-Master-Planning>

### The List

The National Heritage List for England (NHLE) is the only official and up-to-date database of all listed and designated heritage sites.

<https://historicengland.org.uk/listing/>

### Tullie House - Carlisle's Local history

The local history collection comprises a wide spectrum of material relating to the historical evolution of Carlisle and north Cumbria.

<http://www.tulliehouse.co.uk/collections/carlisles-local-history>

## Contact details

Nominations forms can either be sent by email to [zoe.sutton@carlisle.gov.uk](mailto:zoe.sutton@carlisle.gov.uk) or post to: Heritage Officer, Investment and Policy Team, Carlisle City Council, Civic Centre, Carlisle, CA3 8QG

If you would like to speak to a member of the project team please call Zoe Sutton on 01228 817312.