

# Cartmel Conservation Area Management Plan Supplementary Planning Document

Adopted 8 March 2023



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# 1. Introduction

## 1.1 Purpose and status as Supplementary Planning Document

- 1.1.1 The Cartmel Conservation Area Management Plan (CAMP) outlines how the local authority will preserve or enhance the conservation area, and how this will be monitored. It is a way of ensuring that the local planning authority is carrying out the duty required of it under Section 71(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, to formulate and publish proposals for the preservation and enhancement of its conservation areas.
- 1.1.2 The Cartmel CAMP is a Supplementary Planning Document (SPD). It was adopted by SLDC as a SPD on 8<sup>th</sup> March 2023. This means it has considerable weight as a material consideration in determining planning applications affecting the Cartmel conservation area. Supplementary Planning Documents add further detail to policies in an adopted Local Plan, in this case the CAMP is SPD to South Lakeland Core Strategy Policy CS8.6 and to South Lakeland Development Management Policy DM3 (see Appendix 1).

## 1.2 Background

- 1.2.1 Cartmel conservation area was first designated in 1969 by Lancashire County Council. A review and appraisal of the conservation area was carried out in 2008 by South Lakeland District Council (SLDC), following a Place Detectives public participation event in 2007. The completed appraisal document was adopted by SLDC in March 2009, with accompanying maps illustrating the boundary, townscape character and architectural qualities. The appraisal, accessible online, explains why the conservation area is significant, with reference to its historical development and the architectural and historic character of the village and surrounding landscape.
- 1.2.2 Fieldwork was undertaken in 2014 and 2015 and used to build an evidence base of the condition of the conservation area and the issues affecting its significance. The survey covered three separate aspects of Cartmel conservation area:
- A buildings at risk survey, using the Historic England method of assessment
  - The extent to which buildings are 'authentic' or have been altered, providing an evidence base for a potential Article 4 Direction to control permitted development, identifying properties that are considered to merit this additional protection, which would result in some works requiring planning permission.
  - Identification of buildings for inclusion on a list of buildings of local architectural or historic significance that are of particular merit in the conservation area, which are also known as non-designated heritage assets (NDHAs), so the special character (significance) of these buildings will become a material consideration in planning decisions that affect them.

- 1.2.3 The fieldwork was reviewed and used to inform proposals as set out in the publication of a draft Conservation Area Management Plan (CAMP) for Cartmel. A steering group comprising of Cartmel Village Society, Allithwaite and Cartmel Parish Council and SLDC officers was established and oversaw the preparation of the CAMP, using the services of Marion Barter Associates.
- 1.2.4 Following this, a consultation of the draft CAMP SPD (February 2022) took place from 3 March to 14 April 2022, which included a drop-in event. Comments were taken into account and changes made to the CAMP. An additional consultation was undertaken from 24 November to 22 December 2022 on a revised version. Further details on the consultation and how feedback has been taken into account in finalising the CAMP can be found in the Consultation Statement.

## 1.3 Objectives

- 1.3.1 The objectives of the Cartmel CAMP are to:
- Set out guidance to promote positive design change to protect the special character (significance) of Cartmel conservation area
  - Identify a list of buildings or features of local architectural or historic interest that are of particular merit in the conservation area, so the significance of these buildings or features will become a material consideration in planning decisions that affect them
  - Recommend the making of an Article 4 Direction so that express planning permission is required for works to buildings on the Local List that would not ordinarily require an application for planning permission
  - Provide a strategy for Buildings at Risk
  - Identify threats to significance
  - Identify opportunities for environmental enhancement and the need for grant aid
  - Make recommendations for future monitoring.

## 1.4 Strategic Environmental Assessment and Habitats Regulations Assessment Initial Screening Opinion

- 1.4.1 A strategic Environmental Assessment (SEA) and Habitats Regulations Assessment (HRA) Screening Opinion was undertaken for the draft CAMP to demonstrate that the draft SPD will not give rise to any significant environmental effects as the effects on protected sites would appear to be very limited. As a result it is concluded it was not necessary to subject the Plan to HRA. These conclusions were informed by the advice of Natural England, the Environment Agency and Historic England. The SEA and HRA Screening Opinion can be viewed on the District Council website. The amended proposals contained



within this CAMP are considered non-substantive and are considered not to merit further assessment.

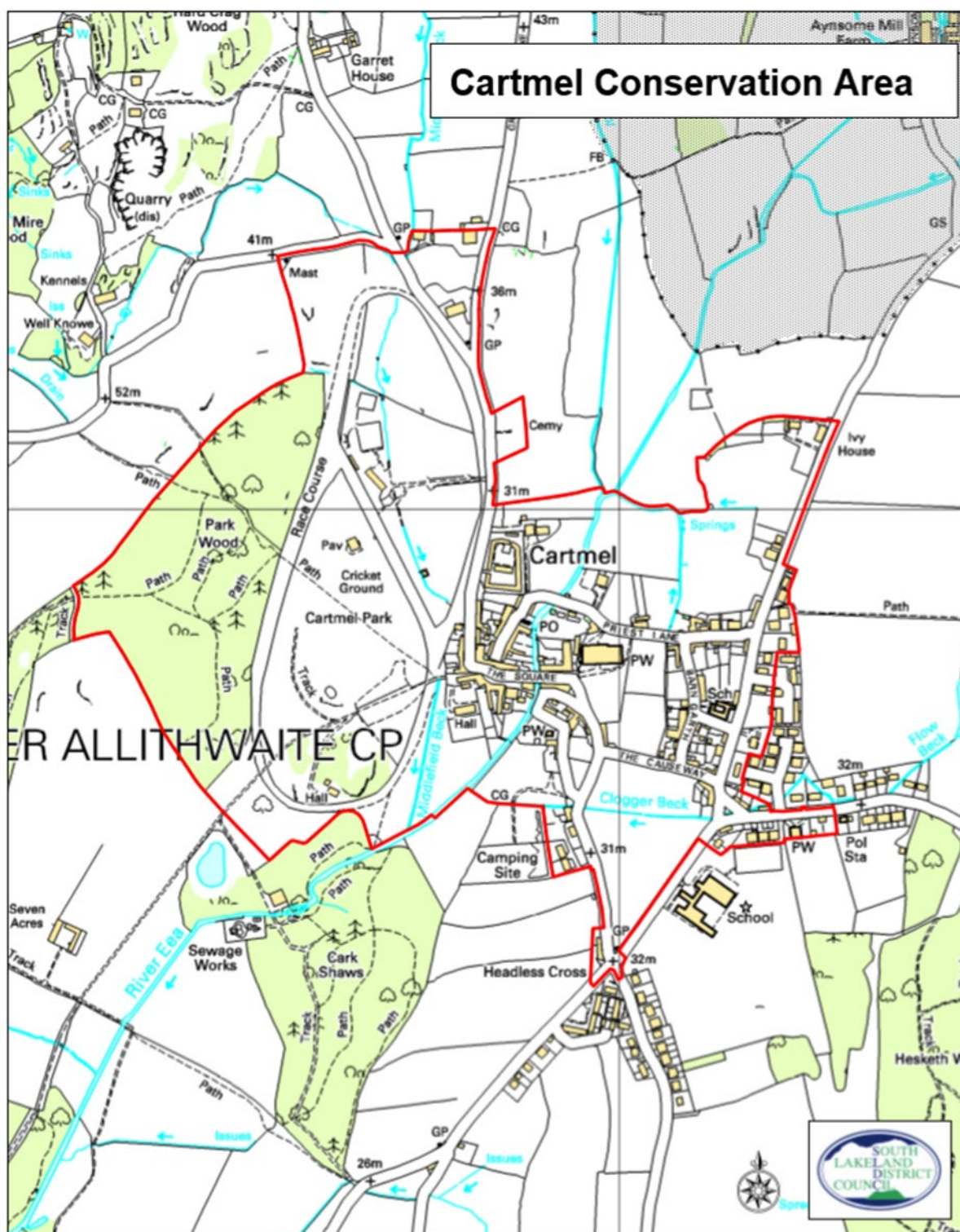


Figure 1 Cartmel conservation area and boundary shown with a red line

## 1.5 Previous community engagement

- 1.5.1 The concept of a Cartmel CAMP was introduced as part of early engagement on the Allithwaite and Cartmel Neighbourhood Plan. At two drop-in events held on 12 and 13 September 2019, people were presented with an introduction to the CAMP and asked questions as detailed below. A total of 54 people attended the drop-in event held in Cartmel and the following responses were recorded:

### Question 1

Do you think more could be done to protect what makes Cartmel special?

Yes – 18 responses

### Question 2

What do you think most needs to be protected from harm in Cartmel – the buildings, green open spaces, streets and squares?

Buildings – 17 responses

Open Spaces – 14 responses

Streets and Square – 16 responses

### Question 3

One of the displays is about Local List buildings. Subject to consultation with property owners, would you support a possible Local List in Cartmel?

Yes – 18 responses

### Question 4

One of the displays explains what an Article 4 Direction is. Subject to consultation with property owners, would you support a possible Article 4 Direction in Cartmel?

Yes – 18 responses

## 2. Legislative & policy background to heritage protection

### 2.1 Planning (Listed Buildings and Conservation Areas) Act 1990

- 2.1.1 The Planning (Listed Buildings and Conservation Areas) Act 1990 is the primary legislation relating to listed buildings and conservation areas, and places duties upon the local planning authority (LPA) to give special consideration to preserving the significance of listed buildings and conservation areas in planning decisions.



- 2.1.2 Conservation areas are designated and protected under this Act. Section 71(1) of the Act states that: ‘It shall be the duty of the local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas.’
- 2.1.3 Section 71 also requires local authorities to consult the public on proposals for the preservation and management of a conservation area, including those contained in a management plan such as a CAMP.

## 2.2 Localism Act 2011

- 2.2.1 The government passed the Localism Act to enable local communities to have more say in their local area, through the introduction of new rights. These include the right to bid to acquire community buildings or assets, to propose small-scale community-led development, and the right to prepare Neighbourhood Plans. The latter is an important tool for enabling communities to shape planning policy and decision-making and in the case of the historic environment, to provide policies that are tailored to protect the significance of local heritage.

## 2.3 National Planning Policy Framework

- 2.3.1 The government’s planning policy for England is set out in the National Planning Policy Framework (NPPF), which was revised in 2018, 2019 and 2021. The purpose of the planning system is to contribute to the achievement of sustainable development, through three overarching and interdependent objectives: economic, social and environmental (paragraph 8).
- 2.3.2 Policies relevant for conservation areas are contained within Section 16, Conserving and Enhancing the Historic Environment. The NPPF states that:
- 2.3.3 ‘Heritage assets range from sites and building of local historic value to those of the highest significance...These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations’ (paragraph 189).
- 2.3.4 Conservation areas and listed buildings are designated heritage assets. Heritage assets also include non-designated buildings and places, which are not protected in the Planning (Listed Buildings and Conservation Areas) Act 1990, but may be identified by the local authority, in the form of locally listed buildings, or non-designated heritage assets (NDHAs).
- 2.3.5 The NPPF states that plans should ‘set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats’ (paragraph 190).

- 2.3.6 The NPPF expects local authorities to include non-strategic policies in plans for specific areas, including in neighbourhood planning. These policies can include design principles, and policies to conserve and enhance the natural and historic environment (paragraph 28). Achieving good design is promoted by the NPPF, partly through the use of design policies in the local plan and neighbourhood plans, which should be ‘developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of the area’s defining characteristics’ (paragraph 127). The conservation area appraisal for Cartmel provides this understanding, and the CAMP provides guidance on how the significance of Cartmel conservation area can be managed.
- 2.3.7 The NPPF also provides policy on supporting the rural economy, including sustainable tourism and business (paragraph 84).

## 2.4 South Lakeland District Council Development Plan 2003-2025

- 2.4.1 At a local level, the Development Plan sets out a long-term plan for development, including for the conservation and enhancement of heritage assets. The Core Strategy was adopted in 2010; Policy CS8.6 covers the historic environment as a whole. It supports the safeguarding, and where possible, the enhancement of historic environment assets, including their settings and any attributes that contribute to a sense of local distinctiveness. Such assets include conservation areas. It also supports:
- the preparation of a list of buildings and features of local architectural or historic importance in order to assist in the planning of a prioritised programme of conservation management for such buildings;
  - the production of conservation area management plans to identify and explain how the Council will seek to preserve and enhance the special interest of such areas;
  - actions that will ensure the proper conservation of all heritage assets, giving particular priority to those identified as being at risk;
  - consideration of the introduction of tighter controls within conservation areas and other sites or areas of heritage importance by implementing Article 4 Directions to control certain types of permitted development, which, if unchecked, would cause harm to the special character and appearance of such areas.
- 2.4.2 The Development Management Policies Development Plan Document (DPD) was adopted on 28 March 2019, as part of the Local Plan. Policy DM3 covers conservation areas, listed buildings, archaeology, parks and gardens and non-designated heritage assets of local significance. In relation to making decisions on planning applications (development management), the policy states that ‘where the significance of a non-designated heritage asset is affected by a development proposal, those elements that contribute to their significance should be retained and enhanced wherever possible’. Development proposals

in conservation areas must also be considered against specific criteria set out within this policy in the section relating to conservation areas.

## 2.5 Allithwaite and Cartmel Neighbourhood Plan and other relevant proposals

- 2.5.1 Under the 2011 Localism Act, the government encourages the participation of local communities in strategic planning, enabling communities to produce Neighbourhood Development Plans. In 2015, Lower Allithwaite Parish (now Allithwaite and Cartmel) was approved as a neighbourhood area by SLDC, for the purposes of producing a neighbourhood plan. Cartmel is within the boundary of the (Cartmel and Allithwaite) neighbourhood area.
- 2.5.2 At the time of writing, the Neighbourhood Plan for Allithwaite and Cartmel is being developed, and a Submitted Plan has recently been published and consulted on. Subject to the outcome of future examination and referendum, the policies in the Neighbourhood Plan will coordinate with the contents of the Cartmel CAMP supplemented by a design code, to guide new development. The Submitted Neighbourhood Plan contains several policies relevant to Cartmel Conservation Area including Policy AC1- Design Principles and Policy AC2 - Development within Cartmel Conservation Area.
- 2.5.3 The additional guidance contained within the Cartmel CAMP should be used to ensure that new development and ongoing maintenance and management preserves and enhances the distinctive character and appearance of the conservation area.
- 2.5.4 The CAMP will contribute to the Neighbourhood Plan by providing a strong evidence base for the Cartmel historic environment, including a new list of locally listed buildings/NDHAs, and by providing guidance on protecting and managing the significance of Cartmel conservation area.
- 2.5.5 Separate to the neighbourhood plan, the Cartmel Township Initiative is a recent project relevant to the CAMP, with a report produced by Allies and Morrison in 2014; this mainly focussed on traffic management but also referred to the historic environment.

## 2.6 The role of Historic England

- 2.6.1 Historic England is the government's adviser on the historic environment in England. It advises local authorities on strategic policy and development affecting heritage assets, and publishes guidance on a wide range of conservation issues including the designation and management of conservation areas, and on local heritage listing. The organisation also compiles data on heritage at risk, including on conservation areas using information supplied by local authorities; Historic England provides advice on tackling the issues that threaten conservation areas.

- 2.6.2 Historic England has a statutory role as a consultee on large development applications (over 1000 square metres) affecting conservation areas and on all applications affecting grade I and grade II\* listed buildings, but does not comment on most proposals such as minor applications in conservation areas and minor alterations to grade II listed buildings which are determined by the local authority.
- 2.6.3 Historic England is also a statutory consultee on the neighbourhood development plan process. The organisation promotes community engagement in the historic environment, and can provide advice and guidance on content and policies to protect the historic environment, as part of the neighbourhood planning process.
- 2.6.4 Historic England is the determining body for applications for scheduled monument consent.

## 2.7 The role of the conservation area appraisal in development management

- 2.7.1 Where new development is proposed, the local planning authority has a duty to pay special regard to the desirability of preserving or enhancing the character or appearance of the conservation area. To carry out this duty, the conservation area character appraisal is an essential tool as it describes the character and qualities of the area that is to be protected and provides maps showing listed buildings and unlisted buildings that make a positive contribution to the character of the conservation area, important views and other townscape qualities that are essential to the character of the conservation area.
- 2.7.2 The character of the village derives from its long history of development, the influence of the Priory, from the pattern of streets and property boundaries; the form, character, details and materials of its buildings, and the relationship between the built and natural environment. Buildings in the conservation area have shared characteristics with a distinctive local palette of materials and architectural styles which unify the character of the village. New development or building alterations which do not preserve or enhance the character or appearance of the conservation area that the designation was intended to protect, would be considered harmful. It is therefore essential that any development which occurs within the conservation area or its setting takes account of and complements the qualities of the conservation area, as defined within the conservation area character appraisal.
- 2.7.3 Proposals for new development will be assessed against the duties set out in the Act, the policies in the NPPF and local policies. The conservation area appraisal and this document, the Cartmel CAMP, will be material planning considerations in reaching a decision on development proposals.

## 3. Protection for Cartmel conservation area

### 3.1 Development management & statutory powers

3.1.1 The designation of Cartmel as a conservation area introduced some important additional statutory protection under planning legislation. This enables the local planning authority to manage development and certain other changes, with the aim of preserving or enhancing the character or appearance of the conservation area. The main consequences of conservation area designation, as defined in the Planning (Listed Buildings and Conservation Areas) Act 1990, are as follows:

- Planning consent is required for the demolition of unlisted buildings in the conservation area.
- The desirability of preserving a conservation area is a special consideration in determining planning applications affecting a conservation area. The NPPF confirms at paragraph 199 that this consideration carries 'great weight';
- A six week notice period is required for works to trees in conservation area not already protected by Tree Preservation Orders;
- Some permitted development is restricted in a conservation area, meaning planning consent is required for certain types of development not usually required outside of a conservation area. Permitted development can be further restricted through the use of Article 4 Directions, where these are robustly justified.

### 3.2 The use of enforcement and other legal actions

3.2.1 Unauthorised works to a listed building, non-compliance with a condition attached to a listed building consent and demolition of a building within a conservation area are criminal offences with significant consequences.

3.2.2 The local planning authority can use legal powers to take enforcement action where there is a breach of planning rules, for example where planning consent has not been obtained for development, the works are not as permitted or where unauthorised works have been carried out to a listed building. The Council will seek to work with owners and occupiers to resolve issues that arise, but where necessary a range of options are available to the planning authority, depending on the severity of the case, from taking no formal action, serving an Enforcement Notice and prosecution through the courts. The strategy followed by South Lakeland District Council is explained on the council's website. The Planning (Listed Buildings and Conservation Areas) Act 1990 provides specific protection for buildings and areas of special architectural and historic interest through powers available to the local planning authority. Further information is available at Appendix 7.



## 4. Threats to the conservation area's special character

- 4.1.1 The surveys undertaken in 2014-15, 2019 and 2022 indicate that elements that contribute to Cartmel's unique character (significance) are being eroded through inappropriate development. The harm caused by removal of historic architectural features is permanent, resulting in a loss of authenticity. This also has a cumulative visual impact, and can weaken special character dramatically.
- 4.1.2 The conservation area character appraisal identifies the removal of render from the face of buildings to expose a rubble surface, which was never intended to be seen. The appraisal notes this damaging trend is undermining the character and appearance of the conservation area. Historic photographs of Cartmel illustrate that uniformity was provided through a rendered finish, known as wet dash or harling. This would have been applied to protect the buildings from water ingress and to cover the rubble surface. The loss of traditional render finishes and exposure of rubble stone causes a visual incongruity between buildings, particularly where these are attached, and causes potential maintenance issues. Removal of render will likely constitute development and may require planning permission.
- 4.1.3 The photograph below taken in 1929 illustrates the uniformity provided by render, sash windows, uniform size window and door openings, and chimneys, which contribute to the conservation area's special interest. Loss of these features erodes the character of Cartmel conservation area.



*Figure 2 Priest Lane in 1929 Copyright the Francis Frith Collection*



*Figure 3 Cavendish Street in 2022. Removal of traditional render has a detrimental impact on character and appearance. Rubble surfaces were most likely never intended to be exposed.*



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*Figure 4 Cavendish Street in 1914. Uniformity is provided by the undulating render finish.  
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- 4.1.4 The loss of traditional joinery features, particularly windows, is having a very harmful impact on the conservation area as a whole, and its host buildings. Poorly detailed double glazed PVC in place of historic timber results in the loss of historic fabric, including joinery and glazing, and historic authenticity.
- 4.1.5 Top opening casements project from the face of the building when open, and this harm is exacerbated by false horns. When closed, there is a dark shadow where the opening casement meets the frame below. The black seal between double glazed units serves to emphasise that they are modern replacements, and draws the eye to often poorly detailed glazing bars. These are frequently larger than the slender timber glazing bars they replaced. Double glazed PVC with applied plastic strips to imitate glazing bars creates a flat face to the window, and the vertical proportions of sash panes are not replicated, giving sash windows an unusual horizontal emphasis. As PVC windows are manufactured in a different way to traditional timber windows, sections not seen on a traditional timber window can be very obvious in PVC, emphasised by the plastic surface finish which can have an artificial sheen. The replacement of windows, which materially affect the external appearance of the building constitute development and may require planning permission.



*Figure 5 Top hung casements*

- 4.1.6 Top hung casements, in plastic and timber (left and centre, above), protrude from the face of the building when open and are a poor imitation of a traditional vertically sliding sash. When closed there is a horizontal line between the meeting rails and the added horn (which strengthens the frame of a traditional sash) is inauthentic and draws attention to their poor design. Right: Double glazed PVC with applied plastic strips to imitate glazing bars creates a flat face to the window.





*Figure 6 Double glazing*

- 4.1.7 Black seals makes double glazing extremely obvious, and spoils an otherwise well-designed PVC window. Centre: Obvious double glazing with a prominent black seal. Plastic glazing bars appear very obvious with a gap at the bottom where they attach to the meeting rail. This would not be seen in a traditional timber sash. Right: the panes have an unusual horizontal emphasis. Sash window panes usually possess vertical proportions. This is exacerbated by the poorly detailed glazing bar profile which is overly thick and not reflective of the elegant slender proportions of C18-C19 sashes.
- 4.1.8 Traditionally, the rendered surface of buildings may have been left unpainted or limewashed. Painting in a neutral tone may mirror this traditional finish, but bright, stark white and unnatural colours, the picking out of features such as cills and plinths in a darker shade, and painting in dark colours is having a damaging visual effect on the character and appearance of the conservation area. This is compounded when one individual house in a continuous row is painted in a different colour, which spoils the uniformity of material and colour which would have been experienced in Cartmel traditionally. This is exacerbated by a glossy finish or sheen.
- 4.1.9 The unique character of Cartmel attracts a number of visitors. The demands that may arise as a result can have varying impacts on existing infrastructure for example the need for appropriate parking provision, alongside need for accommodation to support visitor stays. The village provides a range of accommodation including holiday cottages, and a number of properties are used as second homes. Consultation feedback on the CAMP and Neighbourhood Plan has highlighted that buildings used in such a way may adversely affect the character and visual amenity of the area due to alterations made, as well as affect the general ambience of the place. Unoccupied buildings can introduce an empty village feeling at times. The Neighbourhood Plan is currently proposing a principal residence policy; if adopted, this will place restrictions on new dwellings being used as second homes.

## 5. The requirement for planning permission

- 5.1.1 The majority of buildings in Cartmel conservation area have been altered and adapted over time. Building components have a lifespan; with good maintenance this lifespan is extended, but over time repairs and replacements are necessary. Adopting traditional techniques and replacing and repairing components on a like-for-like basis is the best way of protecting the special character of the conservation area. As well as the benefit of reduced material costs and a reduction in carbon emissions, like-for-like repair does not require planning permission. Full replacement can often result in complete loss of authenticity, loss of historic details, materials and finishes. Very often the replacement windows are clumsy replicas which spoil the appearance of the host building and harm the significance of the conservation area.
- 5.1.2 The majority of buildings in the Cartmel conservation area are dwellinghouses. Many of these benefit from permitted development rights, which are a national grant of planning permission that allow certain building works and changes of use to be carried out without having to make a planning application. Permitted development rights are subject to conditions and limitations to control impacts and to protect local amenity. For instance, it is currently possible to replace windows and doors in unlisted buildings without planning permission, so long as the replacements are of a similar visual appearance to those existing. As such, in an unlisted building, historic timber single glazed windows can sometimes be replaced with PVC windows without the need for planning permission, which results in loss of historic fabric and harms the conservation area.
- 5.1.3 The CVS fieldwork survey included making a photographic record. Comparisons were drawn between the photographs taken in 2014 and 2019. In the 5 years between the CVS survey and the drafting of the February 2022 CAMP, alterations have been made to buildings that cause harm to the special character of the area. Further alterations were noted in autumn 2022.
- 5.1.4 Many existing modern replacements were installed without the required express planning permission. Given the harm this has undoubtedly caused to the character and appearance of the Cartmel conservation area, and the duty upon the LPA to give special attention to the desirability of preserving or enhancing its character or appearance, it is unlikely that permission for these replacement windows would have been granted.

## 6. Article 4 Directions to control permitted development

### 6.1 What are Article 4 Directions?

- 6.1.1 As identified above, works to dwelling houses such as like-for-like replacement doors and windows do not require planning permission in a conservation area, providing they are of a similar visual appearance to the existing, and the building is not listed. This is known as



permitted development. While there is some additional planning protection for buildings situated in a conservation area, there may sometimes be justification for the local planning authority to make an Article 4 Direction. The purpose of an Article 4 Direction is to prevent harmful development. This would restrict the works that could be carried out without the need for planning permission, on those buildings included in the Article 4 Direction.

- 6.1.2 The making of an Article 4 Direction needs to be robustly justified and supported by the community to be effective, and the local authority needs to be satisfied that it is expedient (necessary). Government advice is that Article 4 Directions 'should be limited to situations where this is necessary to protect local amenity or the wellbeing of an area...in all cases, be based on robust evidence, and apply to the smallest geographical area possible.' This is to avoid placing unnecessary burdens on householders that would then be required to apply for works that require planning permission under the Article 4 Direction.
- 6.1.3 Several buildings in Cartmel have been constructed in one phase, are of the same scale and with matching details which unify the appearance of the group. When one property in a group is altered, the value of the collective whole is diminished. Additions of porches (which if onto the pavement require planning permission), and changes to the dimensions and details of windows and doors affect the individual building and alter the overall unity of the group, harming the significance of the conservation area.
- 6.1.4 The Government guidance illustrates that providing the replacement windows are of a similar visual appearance, planning permission to change from timber to PVC may not be required if the building is not listed. Historic windows contribute to the significance of many historic buildings in the conservation area. As described above, poorly detailed windows can have a detrimental impact on the significance of historic buildings. Where the majority of the building's original or historic windows have been retained, the host building is recommended for inclusion on the List of buildings or features of local architectural or historic interest (Local list). In order to protect the building's authenticity, it is proposed to make an Article 4 Direction that is applied to these local list candidates. The permitted development right relating to the alteration of commercial, business or service premises does not apply in conservation areas. Therefore, it is not necessary for the Article 4 Direction to apply to them.

## 6.2 Impact of the making of an Article 4 Direction

- 6.2.1 An Article 4 Direction could control works such as the replacement of windows and doors, removal of chimneys, replacement of roof coverings, painting, and the removal of boundary treatments such as historic railings. This would mean that planning permission would be required for these works. The map included at appendix 5 identifies the buildings and boundary features proposed for inclusion in a future Article 4 Direction.
- 6.2.2 It is recommended that an Article 4 Direction is applied to the Local List buildings and features only, and to monitor the impact of painting on the wider conservation area, and if this becomes a widespread issue, consideration should be given to a restriction on

painting, by modifying the Article 4 Direction so that planning permission must be obtained for this on a wider range of buildings. This would not cover every building in the conservation area, but would be restricted to only those necessary to preserve its special character or appearance. As painting over modern render is considered less harmful and reversible, unlike the loss of historic windows, it is recommended at this stage to prioritise the Local List buildings and features for inclusion in an Article 4 Direction, as the removal of their original features is usually irreversible.

- 6.2.3 The formal process for introducing an Article 4 Direction entails identification of the most damaging works that could be carried out under permitted development, and then formulating a list of these classes of permitted development that would be restricted without first applying for planning permission. A formal consultation process is carried out, enabling people to make representations within a set time-scale. Following consultation, the Article 4 Direction may be confirmed by the Council, within 6 months. Public consultation on the making of an Article 4 Direction is a legal requirement and an Article 4 Direction would not be introduced by adoption of this CAMP.

## 7. Protecting non-designated heritage assets

### 7.1 Local List buildings and features in Cartmel

- 7.1.1 SLDC is in the process of compiling a list of buildings or features of local architectural or historic interest (the Local List) which merit consideration in the exercise of the development management process. Buildings on the local list are regarded as non-designated heritage assets (NDHAs) and are given more weight in planning decisions than unlisted buildings. They are covered by policies in the NPPF as well as in the Local Plan. The Council's selection criteria for local list buildings are as follows:

To be included on South Lakeland District Council's Local List a building, structure or feature will need to satisfy an authenticity criterion (i), below and in addition, either (a) or (b).

(i) Authenticity

The building, structure or feature must be substantially unaltered and retain the majority of its original features and fabric. Where later alterations have affected the asset they must be of either very modest in scale, be easily reversible or be of the highest architectural quality for the period in question in order to qualify.

(a) Architectural significance:

Be of good architectural quality from a particular era or stylistic period; be a very good example of a unique local building type; have a distinctive landmark quality or contribute positively to townscape or public spaces; display particular innovation, distinctive ornamentation or high levels of craftsmanship in the use of materials; or be designed by particularly important local or regional architects.

(b) Historical interest:

Display physical evidence associated with recognised and important periods of economic, social or cultural significance; be associated with well-known local people, historic events or locally significant activities; be part of, or have an important association with a formally designed landscape or archaeological site; or have a recognisable community value or significance.

- 7.1.2 All unlisted buildings in Cartmel, including those assessed by CVS were reviewed in 2019 for the CAMP. This survey assessed all the 72 buildings that make a positive contribution to the conservation area, as identified in the Cartmel conservation area appraisal, adopted by SLDC in 2009. These positive buildings are marked on the Cartmel Conservation Area Character map for Architectural Quality, coloured mid-green. The map can be seen online via <https://www.southlakeland.gov.uk/media/3908/cartmel-architectural-quality-map.pdf>. These buildings were assessed to consider whether they had sufficient merit to meet local list criteria; those that did were set out in an Appendix of the draft CAMP, with a short description and a photograph of each building. Not all of the positive buildings in the conservation area were found to meet the local list criteria during the 2019 survey for the CAMP and some other structures and buildings met the criteria, such as bridges. Following review of the assessment against the adopted local list criteria, the list of buildings on the Local List has been reduced to exclude those that fall slightly short of the criteria. The reasons for exclusion of these buildings are provided at Appendix 3.
- 7.1.3 The assessment for the Local List was undertaken subject to some limitations; properties were only viewed from public roads or footpaths and no interiors were seen. A research programme was not carried out, but more information on the significance of some of the buildings was obtained from readily available documentary sources, as referred to in relevant entries. The Local List criteria that apply are referred to in each entry.

## 7.2 Impact of inclusion on a local list

- 7.2.1 The inclusion of a building or feature on a local list means that its special character (significance) will become a material planning consideration in decisions that affect its significance. The NPPF provides policy on non-designated heritage assets/local list buildings to guide local authorities in making planning decisions. It states that '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 directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset' (paragraph 203).
- 7.2.2 Identification of a building on a local list/as an NDHA carries less weight in planning terms than listed buildings, which are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990. The preservation of listed buildings and conservation areas are special considerations in planning terms, and carry more weight than other material

considerations. The consideration of the impacts of a planning proposal on a local list building/NDHA is simply a material planning consideration. All of the buildings on the local list are already within the Cartmel conservation area, and so this additional protection adds a further consideration to the existing issues afforded to the building by virtue of it being within the conservation area. As identified above, identification of a building on a local list/as an NDHA carries less weight in planning terms than a listed building. Where a development proposal affects any of the Local List buildings, the Council will take account of Core Strategy Policy CS 8.6 (bullet point 3 and section 9.21); and DM DPD Policy DM3 – Historic Environment: Non-Designated Heritage Assets of Local Significance, and supporting paragraph 2.3.8 and any future adopted planning policies in place at the time a decision is made.

7.2.3 Policy DM3 of the Development Management Document (DPD) states that in relation to making decisions on planning applications that would affect local/non-designated heritage assets, ‘where the significance of a non-designated heritage asset is affected by a development proposal, those elements that contribute to their significance should be retained and enhanced wherever possible’.

7.2.4 The local list candidates have been strictly assessed against the Council’s local list criteria and only those that retain the majority of their special features have been included. The inclusion of a building on the local list in itself does not impose any additional planning restrictions, but it is proposed at a future date to consult on protecting the special features of these local list buildings through the making of an Article 4 Direction which would restrict the ability to carry out some works without the need for planning permission. This is to ensure their special character, and the special character of the conservation area, are protected. This would be subject to a separate legal public consultation process.

## 8. Buildings at risk

8.1.1 Cartmel is an attractive historic village and owners of listed buildings and unlisted buildings generally maintain their properties to a good standard. Some buildings would benefit from general maintenance, but are not defined as at risk of deterioration and decay. The CVS identified some buildings in fair to poor condition during the fieldwork they carried out in 2014, applying the Historic England Buildings At Risk assessment template, which combines building condition and occupancy. Only the Village Institute is considered at risk and in need of attention. It was in fair condition in 2014 but was showing gradual deterioration of sandstone and painted weather dash. It was in fair condition in 2022 but there may have been further deterioration.



Figure 7 The Village Institute

- 8.1.2 Whilst there is no statutory obligation upon the owner of a listed building to keep their property in a good state of repair, it is advisable to do so. Local authorities have the power to serve an Urgent Works Notice or Repairs Notice where necessary. It is recommended that the local authority develop a system for monitoring and reporting on potential buildings at risk or in a poor state of repair, for example on a 5-year cycle. Providing an appropriate level of clear guidance on repairs and maintenance to owners of buildings, including via online links to readily available advice online, such as Historic England or the Society for the Protection of Ancient Buildings (SPAB), is also recommended. A consultation response on the 2022 CAMP (February 2022) highlighted that the Raleigh sign on the barn adjacent to Chestnut Cottage would benefit from maintenance.

## 9. Managing change in the conservation area

### 9.1 Setting and views

- 9.1.1 The setting of heritage assets is defined in the NPPF as ‘The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.’
- 9.1.2 Core Strategy policy CS8.6 supports the ‘safeguarding and, where possible, enhancing of historic environment assets, including their characteristic settings.’ Policy DM3 of the DM DPD requires development proposals to ‘safeguard and, where appropriate, enhance all heritage assets and their settings, in a manner that is appropriate to their particular significance.’ Through this policy, development proposals affecting or within the setting of a conservation area are expected to preserve or enhance the conservation area’s special character or appearance.
- 9.1.3 The conservation area character appraisal identifies the importance of Cartmel’s landscape setting to its significance: ‘The immediate landscape setting is a very critical aspect of the conservation area’s visual and historic interest...especially on the northern



and western edges where there are very distinctive views outwards from Priest Lane and Park View' (paragraph 6.2.14). The character appraisal emphasises the open views out northwards over green fields and hedge line trees that are visually significant; reinforcing the rural setting of the village and underlining the particular historic importance of the strip of meadow land that separates the two built up areas of Cartmel.

- 9.1.4 Important views are also identified in the Townscape Features map that accompanies the appraisal (included at Appendix 6). Proposals for development that affect the conservation area's setting or any key views will be expected to comply with the policy requirements set out in CS8.6 of the Core Strategy and DM3 of the DM DPD. Proposals for new development that would affect views out of the conservation area or its setting should be assessed using Historic England's latest guidance, The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (Second Edition, 2017).

## 9.2 Open spaces and other 'open' land in the Conservation Area

- 9.2.1 Existing buildings are tightly grouped in two main areas, the old town, to the west of the Priory Church and the new town, which includes Barn Garth, Aynsome Road and Haggs Lane. The open spaces between and around the old town and the new town areas contribute to the significance of the conservation area. On the Local Plan Land allocations map, three different types of open space are designated in Cartmel: Public open space, which includes the cemetery and the Priory burial ground; Amenity open space (no public access) which includes the fields north and south of The Causeway that separate the two parts of historic Cartmel; and Space used for outdoor sports facilities (the racecourse and Cartmel Priory School).
- 9.2.2 Other areas of land within the conservation area also contribute to the significance of the conservation area, these include open land to the north of Priest Lane which includes scheduled monument areas related to the medieval Priory. The Conservation Area Character Appraisal identifies the predominantly undeveloped nature of Priest Lane along most of its length, particularly on its northern side, as reason for much of its importance to the special character of the area (paragraph 6.2.12).
- 9.2.3 The fields to the north of Priest Lane identified in the appraisal's Townscape features map (included at Appendix 6) for affording views out of the conservation area from Priest Lane could be considered for designation as open space through the next Local Plan review. The Character Appraisal also identifies the small triangular area at Town End as a distinctive open green space and is identified on the Townscape features map (see paragraph 6.1.6 and 6.2.17), this area could also be considered for designation as open space through the next Local Plan Review.



*Figure 8 Open land/fields in the conservation area to the North of Priest Lane which includes area of land that is also scheduled*

## 9.3 Built open space and public realm

- 9.3.1 Within the conservation area, there are a number of other open spaces that are urban in character, rather than green, particularly The Square and Devonshire Square. These have hard surfaces and are used by pedestrians as well as by vehicular traffic. These spaces are important to the settings of the surrounding listed and unlisted buildings. There may be scope for future enhancement of these spaces through improvements to hard landscaping, subject to funding, consultation and a design process that takes full account of the heritage significance of these spaces as well as the way in which they are used. Existing historic surfaces such as areas of cobbling around the Market Cross should be retained.



*Figure 9 The Square with well-preserved historic surfaces*

- 9.3.2 Many buildings in Cartmel directly front the road, with a narrow strip of river cobbles or pebbles between the front wall of the building and road. These verges/aprons are a distinctive and important element in the historic floorscape of the village, but are vulnerable to removal during works on below-ground services or hard landscaping. Cobbled verges should be retained where possible whenever development is proposed to a site or building in Cartmel, and during works that may not require permission, such as landscaping and services. Incorporating cobbled verges in new development may be appropriate where it is considered to be a compatible material for use on the highway, and with reference to Historic England's guidance *Streets for All: Advice for Highway and Public Realm Works in Historic Places* (2018). Where the County Council undertakes construction within the public highway and when construction as part of the new development is to be adopted by Cumbria County Council as public highway, the construction of the adopted areas needs to be consistent with the County Council's highways standards and policies. It should be noted that generally the County Council will not use non-standard highway materials. Notwithstanding this, consideration can be given to different surface materials providing they meet the County Council highways standards and policies. If any 'approved enhanced materials' are agreed, consideration will also need to be given to a commuted sum being deposited to meet the future additional maintenance costs of any approved enhanced materials. Any use of non-standard materials, or an enhancement scheme affecting the public highway would need to be agreed in advance by the County Council and fully funded by a party other than the County Council (including the developer where the works relate to a development).



*Figure 10 Cobbles, flags and setts in the conservation area*

## 9.4 Trees

- 9.4.1 As identified within the Character Appraisal, trees make a vital contribution to the special character and appearance of the conservation area, in open spaces and private domestic gardens. Conservation area designation automatically protects trees over a certain size. At least 6 weeks' notice in writing must be given to the Council before lopping, topping, felling

and other specific works to trees. This notice period also enables the Council to determine whether a Tree Preservation Order (TPO) would be appropriate. In addition, some individual trees and groups of trees have further protection from TPOs. This means that formal permission is required from the Council to carry out works to any tree which is subject to a TPO. The Council's Tree Officer will continue to provide advice to owners on trees.

## 9.5 Boundaries and entrances

- 9.5.1 As described within the Conservation Area Character Appraisal, domestic gardens and properties are bounded by a variety of walls in local materials, with some iron railings and hedges also being characteristic of Cartmel. The scale and architectural character of boundaries and entrances often reflects historic social status, with modest property fronting directly onto the streets having no more than a cobbled verge between the cottage and road in contrast to larger properties with generous entrances including gate piers, curved flanking walls and gates. These are important surviving features within the conservation area; the demolition or unsympathetic alteration of historic boundaries and entrances would have a detrimental impact on the special character and appearance of the area.

## 9.6 Archaeology

- 9.6.1 The Cumbria Historic Environment Record (HER) identifies sites of archaeological significance in the county, including within the conservation area. The most significant of these are nationally scheduled, including below ground archaeology related to the medieval Priory. There are four scheduled areas, two within fields to the north of Priest Lane, one in a field to the south of Priest Lane, and one covering the ground underneath the Medieval Gatehouse to the north of the Square. These areas are a significant aspect of the conservation area's historic interest.
- 9.6.2 Other sites of archaeological significance may not be scheduled but their inclusion on the HER gives them formal recognition in the planning system. Archaeology is a heritage asset and protected by the NPPF; protecting archaeology and its setting is a material consideration in determining planning applications whether the site is scheduled or not. The conservation area has considerable archaeological potential both above and below ground, which will require further consideration during the planning process. The following guidance should be followed:
- The Council will consult with the Cumbria Historic Environment Service on applications affecting archaeology, which will include most applications for development in Cartmel;



- An archaeological Desk Based Assessment may be required where archaeology is known or thought likely to exist, before determination. In certain cases, a field evaluation may also be required;
- A Statement of Heritage Significance for a listed or local list building should also refer to the archaeological significance of the building and its site;
- Where planning permission or listed building consent is granted for a site or building that has archaeological potential, conditions will be attached to ensure that provision is made for an appropriate level of investigation into the site or building's archaeological potential before development takes place, and for the preservation in situ or recording of any archaeological deposits or features that are encountered;
- Early consultation with Historic England is recommended for all proposals that may affect the Cartmel Priory scheduled monument, and Historic England is the determining authority for scheduled monument consent.

## 10. General guidelines for new development

10.1.1 Paragraph 197 of the NPPF sets out that in determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness. The following guidelines should be followed for any new development within Cartmel conservation area, including extensions and infill development:

- Any new development should accord with the policies within the South Lakeland Local Plan, the DM DPD and national guidance in the NPPF;
- The design of all new development should preserve or enhance the character or appearance of the Cartmel conservation area;
- New development involving the replacement of an existing building should follow established historic precedents in Cartmel and not increase the volume of the current built development on the site, unless this would achieve a scale, massing, building orientation and building line that would be more compatible with the character of the surroundings;
- New development, including extensions, should be sympathetic to neighbouring historic buildings in terms of uses, scale, form, massing, external materials and constructional or architectural details; in particular, the palette of external materials



should be characteristic of historic buildings in Cartmel and include roughcast render, limestone or other local stone and Cumbrian slate;

- The area's roofscape, including building roof forms, pitch gradients, covering materials, eaves and verge details, chimneystacks and roof and window forms are an important part of the area's visual appearance. Roofs on any new development should respect the traditional form, materials, detail, tiling pattern and scale of Cartmel's historic buildings;
- On new extensions or new buildings, windows should be appropriate to the scale and design of the architecture;
- New boundary treatments must be of sympathetic design, form and materials and should not impact negatively on either the setting of listed buildings or the character of the conservation area. New boundaries should not compromise the relationship between the built and natural environment nor detract from important views;
- New development within the conservation area should be carefully designed to avoid any adverse impacts on the important views, visual glimpses or critical vistas identified within the Conservation Area Appraisal, particularly to protect views of the Priory and its setting.

10.1.2 The Conservation Area Appraisal recognises the contribution of the surrounding countryside to the significance of the conservation area, making a strong contribution to its rural landscape setting. New development that would affect views out of the conservation area should be assessed using Historic England's latest guidance, The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (Second Edition, 2017).

10.1.3 Schemes that introduce additional lighting should be carefully considered to ensure heritage assets are protected, in particular the rural setting of the conservation area. Consideration should be given to luminosity, number, location and design. Reference should be made to Historic England's guidance on lighting for historic buildings where relevant, available via <https://historicengland.org.uk/advice/technical-advice/building-services-engineering/external-lighting-of-historic-buildings/>

10.1.4 The impacts of lighting on biodiversity and dark skies should also be considered. Paragraph 185 of the NPPF advises that planning policies and decisions should ensure that new development is appropriate for its location, taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life; identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and limit the impact

of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

- 10.1.5 New development that makes provision of green infrastructure should be considered especially where it would result in the conservation and enhancement of the conservation area. The Planning Practice Guidance on Green Infrastructure provides more detail, available via <https://www.gov.uk/guidance/natural-environment>. Urban green space has many benefits including contribution to ecological networks, allowing species to move around freely between developed areas and the countryside. Natural England state that even small patches of habitat can be effective in the movement of species. Green infrastructure can be a highly effective tool to manage flooding and heat waves, in contributing to a better quality of life and reducing environmental inequalities.
- 10.1.6 Natural England advises that change to existing buildings could include green roof systems and roof gardens, green walls to provide insulation or shading and cooling and new tree planting or altering the management of land (e.g. management of verges) to enhance biodiversity. Consideration should be given to how these measures may impact the character or appearance of the conservation area prior to making changes, which may require planning permission.
- 10.1.7 Development that includes features to accommodate wildlife, for example bat and/or bird boxes could be considered.
- 10.1.8 Landscape enhancement could also be considered, including for example recognition of the importance of new trees and the contribution these make to the character of the surrounding landscape. This could be particularly helpful in limiting impacts of new development within the setting of the conservation area. The Woodland Trust advises that trees are a natural solution to the climate crisis, and planting native trees helps to lock up carbon, reduces pollution and reduces flooding.

## 11. Change affecting existing buildings

### 11.1 Introduction

- 11.1.1 There is scope for well-designed alterations and extensions to existing properties. A few buildings are identified in the Conservation Area Appraisal as of negative value in terms of their contribution to the character of the conservation area; there may be scope to remodel or replace these with new development that enhances the character of the conservation area, subject to relevant policies and the guidance below.
- 11.1.2 Decision-making in connection with development proposals affecting historic buildings must take account of the Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the NPPF, Conserving and enhancing the historic environment, Core Strategy Policy CS 8.6 and DM DPD Policy DM3: Historic Environment, and any future adopted or emerging planning policies in place at the time a decision is made.

- 11.1.3 Section 6.3 of the Cartmel Conservation Area Character Appraisal identifies and evaluates the contribution that all individual buildings make to the special interest of the conservation area. The significance of listed buildings is noted by reference to their formal descriptions in the statutory list, issued by Historic England. Alterations affecting the character of listed buildings, whether external or internal, require listed building consent (LBC). In a hierarchy, listed buildings are the most important of all the historic buildings in Cartmel and proposals affecting them are subject to the most scrutiny. An assessment of heritage significance and impact will normally be required for LBC applications.

## 11.2 Changes to listed buildings

- 11.2.1 The local planning authority has a legal duty to pay special regard to the preservation of listed buildings and their settings, under the Planning (Conservation Areas and Listed buildings) Act 1990. Changes to listed buildings will be assessed on a case by case basis, and will be assessed against the Act, Section 16 of the NPPF and local planning policies.
- 11.2.2 Proposals involving extensions or alterations should be carefully considered to ensure this does not impact on the significance of the listed building. The key elements of significance should be assessed to enable these to be preserved, and proposals should be based on a thorough understanding of significance. The design approach may be contemporary or traditional, depending on the style and context of the host building. Extensions should usually be subservient to avoid visually overpowering the listed building. Key issues to consider will include for example materials, shape, scale, height, location and footprint.
- 11.2.3 Demolition of a listed building will not usually be acceptable. There is a legal requirement for the local planning authority to consult with the National Amenity Societies on such proposals. Demolition of a listed building would usually be considered substantial harm under paragraph 201 of the NPPF which requires the applicant to provide extremely strong justification for the proposals.

## 11.3 Changes to local list buildings/Non-designated heritage assets

- 11.3.1 Changes that impact on the significance of a local list/NDHA building will be a material planning consideration. Proposals will be assessed against paragraph 203 of the NPPF which states '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 directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.' Proposals will also be assessed against local policies Core Strategy Policy CS 8.6 (bullet point 3 and section 9.21); and DM DPD Policy DM3, Historic Environment: Non-Designated Heritage Assets of Local Significance, and supporting paragraph 2.3.8 and any future adopted planning policies in place at the time a decision is made. As all the local list buildings are within the conservation area, proposals will also be assessed

against relevant policies relating to the conservation area, and the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 11.3.2 Proposals will be assessed on a case-by-case basis, but generally, extensions to positive or local list buildings should follow similar guidance for listed buildings: the extension should be subservient to the existing building in terms of scale and design, and the form, massing, details and materials. Extensions should preserve or enhance the building and its setting, and preserve or enhance the conservation area. High quality contemporary design will be encouraged where appropriate, although in some cases, a traditional approach may be most appropriate to the site and setting. Design approach should be based on the surrounding context and setting of each building, and be determined on a case-by-case basis. The information submitted with the application should clearly show how the proposal will affect the character or appearance of the conservation area.
- 11.3.3 The loss of a locally listed building will cause harm to the significance of the conservation area. Whether this harm amounts to substantial or less than substantial harm will be assessed by the Council's heritage specialist, in accordance with guidance set out in the Planning Practice Guide (paragraph 018). This will determine which paragraphs of the NPPF would apply to the proposal.

## 11.4 Changes to positive unlisted buildings

- 11.4.1 Unlisted buildings are identified in the Architectural Quality Map in the Conservation Area Appraisal, where their varying contribution to the architectural and historic interest of the area is represented by colour-coding. Thus a building is shown in green if it has been assessed as contributing positively to the conservation area's significance, yellow if it is considered to be essentially neutral in character, and red if it is deemed to have a detrimental impact. These different categories of unlisted building are referred to below.
- 11.4.2 Unlisted buildings that make a positive contribution (green) are of great importance to the overall heritage significance of the conservation area as they characterise the built environment in Cartmel because of their historic or architectural interest. Proposals to demolish and replace a positive unlisted building in a conservation area will be resisted; and will be assessed against Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 which requires the Council to pay special regard to the desirability of preserving or enhancing the character or appearance of the conservation area. As above, the loss of a positive building will cause harm to the significance of the conservation area. Whether this harm amounts to substantial or less than substantial harm will be assessed by the Council's heritage specialist, in accordance with guidance set out in the Planning Practice Guide (paragraph 018). This will determine which paragraphs of the NPPF would apply to the proposal.
- 11.4.3 The cumulative impact of minor external alterations to positive buildings has a negative impact on the character and appearance of a conservation area; the special character of the conservation area can be eroded by the loss of original materials and architectural

details as well as by new additions or changes that do not accord with the surroundings. The Council will continue to encourage the retention of external historic architectural features on buildings that make a positive contribution to the conservation area wherever possible. This includes using traditional lime-based render, roof slates and retaining historic external joinery such as windows, doors and shop fronts. Permitted development rights for the alteration of a commercial, business or service premises do not apply within a conservation area. Minor alterations should be sympathetic to the architectural style of the building and the character and appearance of the area, and may be subject to planning permission.

## 11.5 Changes to neutral buildings

- 11.5.1 Some buildings in Cartmel conservation area are identified as being neutral in their contribution either because they possess only slight or moderate architectural or historic importance, or where they may still retain some aspects of significance, the overall quality of the building has been eroded by later alterations or extensions. These buildings neither enhance nor harm the character of the conservation area, and while they are of lesser significance to the special interest of the designated area individually, they still add to its overall historic character and appearance, for example, by providing a continuation of the established building line, or in their use of typical materials or design.
- 11.5.2 Changes to neutral buildings will be assessed by the Council to determine whether the proposals could better reveal hidden heritage significance, possibly through the restoration of features that have been previously lost, or through design that is more sensitive to the significance of the conservation area. The Council will seek to identify opportunities for enhancement and will expect that a proportionate level of assessment of significance is undertaken, to inform the design process.
- 11.5.3 Proposals for the demolition and replacement of neutral buildings in the conservation area will be assessed against the Planning (Listed Buildings and Conservation Areas) Act 1990, and national and local policy. As detailed above, paragraph 197 of the NPPF requires the Council to take account of the desirability of new development making a positive contribution to local character and distinctiveness. This would include, for example, the impact on any sense of enclosure, the urban grain, built form, and the impact of its replacement. Demolition of a neutral building with no proposals for its replacement are unlikely to be acceptable if its demolition without replacement has a negative impact on the significance of the conservation area.

## 11.6 Changes to buildings considered harmful

- 11.6.1 Buildings in Cartmel that are considered to be harmful to the character of the conservation area (shown in red on the architectural quality map in the conservation area character appraisal) may offer scope for the enhancement of the conservation area through redevelopment, so long as it can be demonstrated that the proposed changes are either neutral or positive in terms of impact on the conservation area.



- 11.6.2 Demolition of a negative building may be supported, but the impact of this on the conservation area will need to be carefully considered, especially if there are no plans for replacement, which may spoil for example the urban grain, established building line or sense of enclosure created by the building.
- 11.6.3 Replacement building and associated works should be of a higher design quality than the existing. Any new building must relate positively to the surrounding context, for example, through its siting and alignment; its overall form; appropriate scale, height and physical massing; and appropriate materials and detailed design. In terms of style and design either a traditional or a contemporary approach may be appropriate, but it is important that the design relates well to the significance and character of the place. Proposals should be clearly informed by a detailed assessment of heritage significance and of the immediate setting and wider conservation area context. The Council will expect a detailed submission in order to assess the proposal.

## 11.7 Conversion of agricultural buildings

- 11.7.1 Vernacular farm buildings are part of Cartmel's historic character, and many have already been adapted for non-farming use. The sensitive adaptation of redundant barns and other outbuildings is welcomed provided the design respects the agricultural character of the building and avoids introducing new openings or altering the overall form and character of the building. Proposals should follow the national guidance on good practice in farm building conversion, available from Historic England.



*Figure 11 A good example of a recent barn conversion in Cartmel: agricultural character has been retained.*

## 11.8 Guidance for replacement windows

- 11.8.1 The character of historic buildings, particularly of the front elevations, is partly defined by the pattern and detail of the windows; in Cartmel mullioned and casement windows are generally characteristic of 17th century and earlier buildings and sash windows with vertical proportions are a feature of 18th and 19th century architecture. The details of the frames, glazing bars and the survival of historic glass all contribute to the attractive character and historic and architectural value of old windows. Historic windows should be retained and repaired on historic buildings in the conservation area.
- 11.8.2 Replacing historic windows in a listed building will require listed building consent. Replacement windows to a building covered by an Article 4 Direction will most likely require planning permission. If demonstrably beyond repair, replacement with strict like-for-like windows may be acceptable, subject to submitted details, using matching joinery sections. Poorly detailed PVC and crude timber replacement windows will harm the conservation area. Householders or businesses wishing to change their windows or joinery features should first seek advice from the Council's planning department to identify whether consent is required.



*Figure 12 Historic windows add character to historic buildings and the conservation area, and the presence of original glazing in some of the panes adds a sense of movement and depth. The left example is enhanced by the earlier stone mullion.*

- 11.8.3 As noted above, it is advisable to check first whether planning permission is required before planning to replace historic windows or other features.
- 11.8.4 The below guidance applies to unlisted buildings not included in the Local List, in the conservation area. The replacement of windows in a listed building will usually require listed building consent. It is an offence to carry out works to a listed building without consent, and PVC would not usually be acceptable.

- 11.8.5 Good replacement windows, where the timber is beyond repair, and where listed building consent or planning permission has been determined not to be required, replicates as far as possible the historic joinery arrangement, including:
- The dimensions and moulded profile of the glazing bars (if any)
  - The dimensions of the window frames
  - Colour, finish and materials
  - Opening method should not be top hung casement- it should replicate the opening method of the historic window.
  - Opening side hung casements should be flush within the frame, and not project forward of the window frame. The transoms should replicate the moulding profile and measurements of the original.
  - Glazing bars should ideally be integral to the window's design. Secondary glazing is usually more effective than attempting to double glaze individual panes.
  - The seal between any double glazed units should be light coloured, avoiding black, to minimise its appearance.
  - Timber is more authentic, has a better overall appearance and can be repaired more readily than PVC if it is well detailed.
  - Attention should be paid to the depth at which the window is set back within the opening, avoiding windows sitting almost flush with the face (unless this was the case historically). The depth the window is set back should follow the historic example.
  - Door and window furniture, eg handles, stays and hinges, should be repaired and reused, where possible. Where this isn't possible, replacement furniture should replicate the original as far as possible.
- 11.8.6 PVC may be acceptable, subject to detail, but would not usually be acceptable in a listed building. However replacement in timber is the preferred option and if well-designed can be maintained indefinitely. While initial outlay may be higher than PVC, timber windows usually outlive PVC and have a better visual impact. If changing from timber to PVC, prior to starting work, it is advisable to check whether planning permission is required.
- 11.8.7 Replacement of modern, unsympathetic PVC with sympathetic replacements is welcomed. The design should be sympathetic to the host building, taking note of the guidance in this document, and any historical photographs. It is advisable to first check whether planning permission is required.

- 11.8.8 Where increased energy efficiency is required, consideration of secondary glazing, which in a listed building may not require permission (subject to details), can be extremely effective. Draft proofing sash windows, which usually does not require consent, can reduce heat loss by up to 80%.
- 11.8.9 Further advice on energy efficiency measures for historic houses is contained in Historic England's extensive guidance library. It is advisable to check whether consent is required before planning this work.

## 11.9 Sympathetic colour tones for painted render

- 11.9.1 Traditionally, many buildings in Cartmel would have been rendered, which would have been applied by hand. This may have received a limewash coating or left to weather naturally. In order to reflect this traditional appearance, the following colours are suggested to assist those wishing to paint their property, where this has already received a modern paint finish and render. If the property is lime rendered, it is important to use a breathable paint, so this does not harm the building's fabric. The below colours are suggested to avoid an overly stark, bright white, which is not traditional, or a dark colour which can appear severe.
- 11.9.2 Paint finish is also important, and a matt finish is recommended.
- 11.9.3 Natural tones that replicate unpainted or limewashed render may include colours such as:
- RAL 1013 Oyster White
  - RAL 9002 Grey White
  - RAL 9001 Cream
  - RAL 7044 Silk Grey
  - RAL 7032 Pebble Grey
- 11.9.4 Listed building consent is usually required for the painting of a listed building, if this hasn't been painted, or the proposed colour or material is different to the existing approved colour or material and it would affect its special character.





*Figure 13 Left and right: Buildings with an unpainted render finish, despite being modern render, offer a sympathetic colour tone.*



*Figure 14 Traditional render tones and paint colours preserve and enhance the character and appearance of the conservation area.*

## 11.10 Repairs and Maintenance

- 11.10.1 Historic buildings need regular maintenance to ensure roofs, walls and external joinery are weather-tight. Regular maintenance can help to avoid costly and more invasive major repairs, which become necessary when a building is neglected and deteriorates to a serious condition. Where renewal of historic fabric is unavoidable, or features are missing, 'like for like' repairs and replacements will be encouraged, as will the removal of previous unsympathetic changes to buildings. Reversing or replacing previous poor quality work with good design and conservation will be supported where it enhances the building and conservation area.
- 11.10.2 It is the responsibility of the owners and tenants of buildings in the conservation area to ensure that repairs are carried out, using appropriate materials and techniques. Repairs to existing historic structures must be undertaken sensitively to ensure that the appearance and condition of building fabric is not harmed. The stripping of traditional lime-based render and the use of cement-based render or re-pointing can harm solid masonry buildings by making them more susceptible to damp, and also negatively affects their external appearance and their architectural and historic character. Maintaining traditional



windows prolongs their life and avoids unnecessary replacement with windows of inferior quality. Further detail on the repair of historic windows can be found in the Historic England document Traditional Windows: Their Care, Repair and Upgrading (2017) available via <https://historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/heag039-traditional-windows-revfeb17/>

- 11.10.3 Advice and guidance on repairs is readily available on the websites of Historic England and the Society for the Protection of Ancient Buildings (SPAB). For listed buildings, it is advisable to obtain professional advice from an architect or surveyor accredited in conservation before undertaking works. The Council will continue to work with owners and tenants of buildings in the area to provide guidance and advice and encourage an appropriate standard of work.

## 11.11 Energy efficiency

- 11.11.1 Historic England provides guidance on a range of sympathetic energy efficiency measures for historic buildings. It is recommended that a suite of improvements are considered, as this often has more impact than one measure alone: draft proofing windows, secondary glazing and addition of thick curtains, will have a greater impact than just draft proofing alone and can be as effective as double glazing, according to Historic England's guidance. Secondary glazing can reduce heat loss from windows by up to 80%.
- 11.11.2 Other energy efficiency measures such as the installation of ground source and air source heat pumps may be acceptable, subject to detail and proposed location. Installation of photovoltaics and solar panels would be subject to case-by-case assessment. These measures are likely to require planning permission.
- 11.11.3 Before undertaking any energy efficiency measures, it is advisable to check first with the Council's planning department whether listed building consent or planning permission is required. Building Regulation approval may also be required for some works.
- 11.11.4 The following guidance may assist when planning energy efficiency improvements:
- Traditional Windows: Their Care, Repair and Upgrading (2017) available via <https://historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/heag039-traditional-windows-revfeb17/>
  - Building Regulations and historic buildings: <https://historicengland.org.uk/advice/technical-advice/building-regulations/>
  - General guidance and detailed technical guidance is available via the Historic England website available via <https://historicengland.org.uk/advice/technical-advice/energy-efficiency-and-historic-buildings/#Section4Text>
  - Historic England provides on-line training which is free to access at any time. Technical building conservation webinars can be accessed via

<https://historicengland.org.uk/services-skills/training-skills/training/webinars/technical-tuesdays/> and Climate change and cultural heritage webinars can be accessed via <https://historicengland.org.uk/services-skills/training-skills/training/webinars/climate-wednesday-webinars/>

## 12. Existing housing allocation sites

- 12.1.1 In 2013 South Lakeland District Council (SLDC) adopted the Land Allocations Development Plan Document (DPD). This identifies employment and housing site allocations as well as environmental and other designations. It forms part of the Local Plan. There are two sites allocated for housing within or on the edge of the conservation area: The Stables, Cartmel Racecourse located off Park View, and Land at Haggs Lane, located to the south of the road. Neither of the sites has been developed to date. The land at Haggs Lane lies outside the conservation area, with the exception of a small area of land, to the west of the Quaker Meeting House. This building was listed at grade II in April 2019.
- 12.1.2 Special consideration would need to be given to any redevelopment of the racecourse stables, to take account of the character of the conservation area. A site for new stables would need to be identified and the impact of such development on the conservation area also carefully considered. The current stable buildings sit low within the site and this adds to the feeling of openness as one leaves the village, with the racecourse to the west.
- 12.1.3 It is recommended that careful consideration is given to the scale and design of any development at the stables site, taking account of the wider context of the site, and the contribution this site makes to the significance of the conservation area. Consideration should also be given to any impacts on the setting of other heritage assets, including any scheduled areas, listed buildings and non-designated/locally listed buildings. Development on this site should preserve or enhance the character or appearance of the conservation area, and preserve the significance of other heritage assets. Buildings higher than two storeys could cause harmful impacts in this respect. The design should use an appropriate palette of local materials including roughcast rendered elevations, natural limestone (or other local stone) and natural slate roofs, and use proportions characteristic of the village. The existing stable site is bounded by a stone wall, with trees along the boundary, which is a positive feature of the conservation area that should be retained. All proposals would need to be accompanied by an appropriate level of analysis and impact assessment.

## 13. Environmental enhancement

### 13.1 The need for Grant Aid

- 13.1.1 Most of the buildings in Cartmel conservation area appear to be maintained to a good standard. Only one building could be categorised as 'at risk' and could be considered to be suitable for a need for grant-aid.
- 13.1.2 In terms of spaces and public areas within Cartmel, there has been recent investment in the conservation area by the Holker Estate which owns and manages the racecourse; a new grandstand built in 2004, and new public toilets and car park improvements completed in recent years. Following the Township Initiative (Allies and Morrison, 2014), a new parking scheme for Cartmel was introduced which provides free time-limited on-street parking in marked spaces. Areas where parking is not permitted are clearly marked, with arrangements for deliveries and unloading also managed.
- 13.1.3 The Township Initiative identified potential projects which may require public funding and grant-aid if they are to be developed and delivered. If specific infrastructure and environmental projects are identified in the Neighbourhood Plan, they may be eligible for funding from the Community Infrastructure Levy (CIL). Potential projects are discussed below, but it will be important for the Neighbourhood Plan to identify priorities.
- 13.1.4 The Cartmel Township Initiative looked in detail at a strategy for the management of traffic and other highway matters. Although not adopted, the report is a culmination of many years' research, and was informed by the issues raised during the Lower Allithwaite Community Plan in 2012. Objectives of the Initiative were:
- To enhance the special character of the town
  - To create a better quality and safer public realm for pedestrians
  - To address parking issues for local residents, local visitors and visitors to the village
  - To improve vehicular movement within the village
  - To enhance wider access to the village
  - To support and promote local businesses
- 13.1.5 The report concluded with a series of long-term and short-term aspirations. The short-term aspirations, including a restricted parking zone, short-stay parking bays, residents parking bays (with a resident permit scheme) and business permit parking at the racecourse have now been implemented. A further short-term aspiration was a one-way access and exit to the racecourse car park, which has not been implemented.

- 13.1.6 Long term aspirations included a one-way system within the centre of the village, significant environmental improvements to the Square, minor enhancements outside the Priory and at The Causeway junction, additional off-street parking provision and riverside environment improvements. These long-term aspirations (with the exception perhaps of the additional off-street parking provision) have the potential to enhance the public realm areas of the conservation area.
- 13.1.7 Further work is now required to review and analyse the effect and success of the implemented measures as this may change the suggested longer-term objectives. In the context of this report it is acknowledged that The Square in the centre of the village has the potential for significant environmental improvements. The functional priority within the square is parking and as a route for a high volume of traffic which detracts from the enjoyment of the space and obscures many of the heritage assets within and surrounding The Square. The Square has the potential to be an attractive place for people to gather, to cross safely on foot and sit to enjoy the atmosphere, which is achieved outside some of the cafes, pubs and around the market cross and fish stone but the level of parking and through traffic harms the character of this special place and the environment could be much improved. It is recommended that further design and consultation work is done to explore options and address opportunities for improvements to The Square.
- 13.1.8 It is also suggested that the one-way traffic system is given further consideration through local consultation.
- 13.1.9 Alongside considering improvements to The Square, it is recommended that Devonshire Square is also included in a further study. Parking in Devonshire Square is generally less obtrusive than in The Square but there is still scope for improvement. Devonshire Square is the main access point into the Priory Church and is flanked on both sides by listed buildings. Opportunities for environmental improvement could be considered here, to enhance this part of the conservation area.



*Figure 15 Devonshire Square and The Square*

- 13.1.10 Increasing provision for parking within the village is challenging. Currently the village is served by the car park on the racecourse. Access to this car park requires vehicles to drive through the village centre, causing conflicts with pedestrians and adding to congestion.

Options for parking closer to access points into the village would help to minimise congestion, however, any proposal would need to be carefully considered and robustly justified if it were to be sited in an open green space on the edge of the village. The locations suggested in the Township Initiative, and any other potential location for parking that may come forward in the future will need to carefully consider the impact of development to avoid harm to the character and appearance of the conservation area and other heritage assets, including their settings.

## 14. Summary of issues

- 14.1.1 The survey work undertaken in 2014-15, 2019 and 2022 highlights the damaging alterations that are taking place without planning permission that are having a cumulative negative impact on the character and appearance of the conservation area. Replacement timber windows with PVC, often poorly detailed, exacerbates the harm caused by loss of historic architectural features, to both host buildings and the conservation area as a whole. Loss of render, and inappropriate painting are also found to be causing some harm.
- 14.1.2 The village provides a range of accommodation including holiday cottages, and a number of properties are used as second homes. Consultation feedback on the CAMP and Neighbourhood Plan has highlighted that buildings used in such a way may adversely affect the character and visual amenity of the area.
- 14.1.3 Parking provision is extremely limited in the conservation area, and traffic hinders appreciation of the heritage assets particularly around The Square.

## 15. Recommendations

- 15.1.1 Despite a high number of replacement historic windows, there are some buildings in Cartmel which retain the majority of their historic features, and these are recommended for inclusion in the Local List.
- 15.1.2 In order to prevent further loss of historic fabric and features which contribute strongly to the special interest of the conservation area, it is recommended that an Article 4 Direction is drafted for consultation, with a view to the making of the Article 4 Direction to cover the local list properties as soon as practicable.
- 15.1.3 The impacts of painting should be monitored and if this becomes more widespread, consideration should be given to modifying the Article 4 Direction (should this be made) to include painting, to a wider number of buildings within the conservation area. This would need to be robustly justified and should not include every building in the conservation area.
- 15.1.4 For the reasons given in this document, the removal of traditional windows and doors and the installation of modern replacements has caused harm to the character and appearance of the Cartmel conservation area. Many of the existing replacements were installed without the required express planning permission. The Local Planning Authority can take



enforcement action against breaches of planning control, but usually within a specific time limit. Therefore, it is recommended that any potential breaches of planning control are reported to the Local Planning Authority as early as possible.

- 15.1.5 Whilst there are examples of inappropriate modern replacement windows and doors within the Cartmel conservation area, these should not be used as justification for further harmful alterations. The Local Planning Authority will support proposals that involve the removal of inappropriate windows and doors and the installation of traditional replacements.
- 15.1.6 It is recommended that the local authority develop a system for monitoring and reporting on potential buildings at risk or in a poor state of repair, for example on a 5-year cycle. Providing an appropriate level of clear guidance on repairs and maintenance to owners of buildings, including via online links to readily available advice online, such as Historic England or SPAB, is also recommended.
- 15.1.7 Further design and consultation work could be carried out to explore options and address opportunities for improvements to The Square. Consultation of implementation of a one-way traffic system would help develop this aspiration and alleviate the impacts of traffic, particularly on The Square. As identified, parking in Devonshire Square is generally less obtrusive than in The Square but there is still scope for improvement. Opportunities for environmental improvement could be considered to enhance this part of the conservation area.
- 15.1.8 Further assessment, design and consultation is recommended on parking options.
- 15.1.9 Consideration could be given to designation of the land to the north of Priest Lane and the small triangular area of space at Town End as open space through the next Local Plan review.
- 15.1.10 In order for the significance of the conservation area to be effectively managed, it is recommended that key stakeholders are identified to take responsibility for monitoring condition. This could be achieved through production of an action tracker that enables issues to be monitored over several months, for example, or over a number of years. This would allow an accurate record to be made of the issues facing the conservation area, and could include the monitoring of future issues not covered in this CAMP.

## 16. Delivery, review and timescales

- 16.1.1 It is suggested that the CAMP be reviewed every ten years, to ascertain if the content, recommendations and policy guidance should be amended.

## 17. Sources

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## 18. Glossary

**Archaeological interest** - There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.

**Conservation (for heritage policy)** - The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

**Designated Heritage Asset** - A heritage asset that is designated under relevant legislation, including a World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area.

**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. It includes designated heritage assets and also non-designated assets identified by the local planning authority (such as Local List Buildings).

**Historic environment** - All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

**Open space** - All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

**Permitted development** - Classes of development that are permitted under the Town and Country Planning (General Permitted Development) (England) Order 2015.

**Setting of a heritage asset** - The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

**Significance** - The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

**Supplementary planning documents (SPD)** - Documents which add further detail to the policies in the development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.



## Appendix 1: Relevant current Local Plan policies

### Core Strategy Policy CS8.6 Historic Environment

The Core Strategy supports:

- The safeguarding and, where possible, enhancing of historic environment assets, including their characteristic settings and any attributes that contribute to a sense of local distinctiveness. Such assets include listed buildings and features (both statutory and locally listed), conservation areas, scheduled ancient monuments and registered parks and gardens.
- Seeking the adaptive reuse of redundant or functionally obsolete listed buildings or important buildings within conservation areas, without harming their essential character.
- The preparation of a list of buildings and features of local architectural or historic importance in order to assist in the planning of a prioritized programme of conservation management for such buildings and features.
- The production of conservation area management plans to identify and explain how the Council will seek to preserve and enhance the special interest of such areas.
- Actions that will ensure the proper conservation of all heritage assets, giving particular priority to those identified as being at risk.
- Working with owners of heritage assets to ensure their maintenance and repair accessibility and, where opportunities exist, their use as an educational resource.
- Consideration of the introduction of tighter controls within conservation areas and other sites or areas of heritage importance by implementing Article 4 (2) Directions to control certain types of permitted development, which, if unchecked, would cause harm to the special character and appearance of such areas.
- The safeguarding and, where possible enhancement of, locally important archaeological sites and features within the historic environment.

### Development Management Policy DM3 - Historic Environment

Purpose: To protect and enhance the valuable Historic Environment of the District, including all designated and non-designated heritage assets.



Development proposals will safeguard and, where appropriate, enhance all heritage assets and their settings, in a manner that is appropriate to their particular significance.

## Assessing Significance and Impact

Proposals affecting a designated or non-designated heritage asset, including its setting, will be assessed taking into account its significance, as derived from the relative value of its architectural, historic, artistic or archaeological interest; and the impact that the proposals would have upon that significance, including whether it causes any harm. Development proposals must be supported by a Statement of Significance and Impact which should:

- demonstrate a clear understanding of the asset's significance, including all those parts that would be affected by the proposal, as well as the contribution made by its setting; and which is proportionate to whether it is a non-designated or designated asset, and the amount of any change involved; and
- explain how the asset and its setting will be affected by the proposed development, and demonstrate how any harm would be minimised or averted, including any mitigation methods; and
- present a justification for the proposal that explains why any resulting harm is considered to be necessary or desirable; and
- identify what public benefits might arise from the proposal.

## Listed Buildings

Development proposals will be expected to conserve, enhance and where appropriate better reveal the significance of listed buildings and their settings. Applications relating to listed buildings will be expected to demonstrate how they would:

- preserve and better reveal the internal or external significance of the heritage asset and its setting, as well as secure any opportunities for enhancement; and
- take into account its special architectural or historic interest; and
- ensure its continued use and longer term viability; and
- where appropriate, result in the securing of any public benefits; and
- maximise opportunities for promotion, enjoyment, understanding and interpretation.

Proposals that cause substantial loss or harm to the significance of listed buildings will be refused unless it can be clearly and convincingly demonstrated that such harm or loss is necessary to achieve corresponding substantial public benefits that outweigh that harm or loss. Less than substantial harm must be clearly and convincingly justified, and this harm

weighed against the public benefits of the proposal, including securing its optimum viable use.

## Archaeology

Development proposals that cause substantial loss or harm to the significance of a scheduled monument will be refused unless it can be clearly and convincingly demonstrated that such harm or loss is necessary to achieve corresponding substantial public benefits that outweigh that harm or loss. Less than substantial harm must be clearly and convincingly justified, and this harm weighed against the public benefits of the proposal, including securing its optimum viable use.

Any proposals that affect a non-designated archaeological asset (whether known or on sites where there are reasonable grounds for the potential of unknown assets) will be determined according to its significance and the level of harm that would result from the proposal.

The level of information required to support an application will be proportionate to its significance and the scale of the proposal's impact. Where necessary to enable an application to be determined, a desk-based archaeological assessment and/or a field evaluation should be provided.

All applications will be expected to demonstrate:

- an understanding of the asset's significance and the contribution made to this by its setting; and
- how the proposal will impact on the asset including any excavations, structures or new features; and
- the identification of any harm, whether this is necessary and how this will be mitigated; and
- the extent to which any proposed works would result in public benefits.

The Council's preferred approach will be to seek to avoid unjustified damage to such remains through their preservation in situ. When in-situ preservation cannot be warranted, the developer will be required to make adequate provision for the excavation and recording of the asset, provide opportunities to promote this archaeological heritage (both above and below ground) and find ways to interpret and present this material to the public.

## Historic Parks, Gardens and Landscapes

Proposals that cause substantial loss or harm to the significance of registered Parks and Gardens will be refused unless it can be clearly and convincingly demonstrated that such

harm or loss is necessary to achieve corresponding substantial public benefits that outweigh that harm or loss. Less than substantial harm must be clearly and convincingly justified, and this harm weighed against the public benefits of the proposal, including securing its optimum viable use. Any proposals for development must ensure that they conserve and enhance the significance of relevant heritage assets and their settings including formal design, layout, character, appearance and any views or vistas to, from and within the asset. Opportunities to reinstate original features, increase public enjoyment and understanding, and provide interpretation will usually be supported.

## Conservation Areas

Development proposals affecting, or within the setting of a conservation area will be expected to preserve or enhance its special character and appearance. Any proposals for development and alterations will need to demonstrate that they:

- relate positively to the architectural or historic interest of its buildings, its spatial and broader townscape character, street pattern, any open spaces, important views within, into or out of the Area, and, where appropriate, its setting; and
- take fully into account any identified significance that is contained in the Council's adopted Conservation Area Appraisal and Management Plan for the relevant designated area; and
- seek to retain or introduce features which contribute positively to the spatial character and appearance of the area and its setting in terms of height, scale, physical massing, and the materials used in any design; and
- explain how any harm to the conservation area will be avoided or appropriately mitigated; and
- where relevant, establish how any identified harm is outweighed by the public benefits of the proposal.

Proposals that cause substantial loss or harm to the significance of a conservation area will be refused unless it can be clearly and convincingly demonstrated that such harm or loss is necessary to achieve corresponding substantial public benefits that outweigh that harm or loss. Less than substantial harm must be clearly and convincingly justified, and this harm weighed against the public benefits of the proposal, including securing its optimum viable use.

## Non Designated Heritage Assets of Local Significance

The Council recognises the value of non-designated heritage assets such as buildings, archaeological sites or other features of local significance and their contribution to local visual and historic identity. The Council attaches importance to their protection, and where planning permission is required consideration will be given to appropriate level of preservation or enhancement.

There will be a presumption in favour of the retention of non-designated heritage assets of local significance that have been included in the Council's 'Local List; or which are identified during the pre-application or application processes, using the Council's adopted selection criteria.

Where the significance of a non-designated heritage asset is affected by a development proposal, those elements that contribute to their significance should be retained and enhanced wherever possible.

In determining such applications the Council will make a balanced judgement that takes into account the scale of any harm against the degree and extent of any significance that the heritage asset possesses; any contribution it makes to the area, and the public benefits of the proposal.

When the loss of a non-designated heritage asset is permitted, the Council will require an appropriate level of survey and recording, which may also include archaeological investigations; the result of which should be deposited with the local Historic Environment Record (HER).

## Heritage at risk

The Council will encourage and look favourably at proposals that would secure the preservation of heritage assets on the 'Heritage at Risk' register managed by Historic England; as well as those assets defined as being at risk that have been identified by the Council, including those on its own 'Local List' of non-designated assets. In doing so, it will pay special regard to any public benefits that would result from the proposal, while seeking to ensure that the development would release the optimal viable use of the asset.

## Appendix 2: Buildings, structures and features on the Local List

### Introduction

In Cartmel, buildings, structures and features in this appendix have been put forward for the local list, using information gathered by Cartmel Village Society and additional research and fieldwork for the CAMP in summer 2019 and Autumn 2022. These buildings are not on the statutory list of listed buildings, but are considered to have local significance when measured against the three criteria below:

To be included on South Lakeland District Council's 'Local List' a building, structure or feature will need to satisfy an authenticity criterion (i, below) and in addition, either criterion (a) or (b).

#### (i) Authenticity

The building, structure or feature must be substantially unaltered and retain the majority of its original features and fabric. Where later alterations have affected the asset they must be of either very modest in scale, be easily reversible or be of the highest architectural quality for the period in question in order to qualify.

#### (a) Architectural significance

Be of good architectural quality from a particular era or stylistic period; be a very good example of a unique local building type; have a distinctive landmark quality or contribute positively to townscape or public spaces; display particular innovation, distinctive ornamentation or high levels of craftsmanship in the use of materials; or be designed by particularly important local or regional architects.

#### (b) Historical interest

Display physical evidence associated with recognised and important periods of economic, social or cultural significance; be associated with well-known local people, historic events or locally significant activities; be part of, or have an important association with a formally designed landscape or archaeological site; or have a recognisable community value or significance.

The Draft CAMP (February 2022) proposed a total of around 45 buildings and structures for inclusion in the local list. When assessed against the authenticity criterion, some fell slightly short of the requirement to be substantially unaltered and retain the majority of their original features and fabric. For example, while Holly Cottage, Aynsome Road, retains a circular chimney, blocked early openings and bee boles, it has been extended and both windows and the door on the front elevation are C20 replacements. As it is



proposed to apply an Article 4 Direction to the dwelling houses which qualify for inclusion on the local list, in order to protect their features, inclusion in the proposed Article 4 Direction would therefore not be justified. The below list has been amended to include those buildings and structures considered to meet the adopted criteria for inclusion on the local list. The table at Appendix 3 explains the reasons for exclusion of the remaining buildings. The buildings identified below are on the local list.

## Local List Buildings, Structures and Features

### Aynsome Road

#### The White House



Detached house probably of several phases, with mid-19<sup>th</sup> century main range. This has symmetrical 3-bay frontage with central pedimented doorway with fluted pilasters, 4-pane sashes and distinctive moulded brackets to the eaves. The northern part is lower with a gabled wing projecting to the front, with a fixed C18 8 light window. Rear additions and some replacement windows but majority historic. Interior not assessed. Significant as a good example of a large 19<sup>th</sup> century Cartmel house in the east part of the village. Like other multi-phase houses in the village, it may contain earlier fabric. Rear elevations not seen.

Criteria: authenticity and architectural significance

## Cartmel CE Primary School



Opened in 1861 as a National School, it cost £2000 and was built on land donated by the Duke of Devonshire. Designed by Paley and Austin in Gothic style with stone elevations, steeply pitched local slate roofs and pointed windows. The school is little altered externally, but the interior has not been assessed. Visible from three sides. Stone boundary walls are included. Significant as a good example of a Victorian village school, designed by a well-known architect. It may meet national listing criteria. The former school teachers' house facing Barn Garth is excluded as this is altered.

Source: Geoff Brandwood, *The Architecture of Sharpe, Paley and Austin*, 2012, p218.

Criteria: authenticity, historic and architectural significance

## Gate piers and walls to playground to east and west of Aynsome Road



Stone walls to front of playground, with central monolithic gate piers inscribed Jubilee Playground, 1897. Until recently there was a playground shelter on the east side of the rectangular playground, but this was taken down after 2014. Significant as a good example of a community facility, created to mark Queen Victoria's diamond Jubilee in 1897.

Criteria: authenticity, historic and architectural significance

## Cavendish Street

### Tower House



Late 19<sup>th</sup> century house at the north end of a terrace, now sub-divided into flats. Directly fronts the footway. Rendered asymmetric gabled frontage with pedimented doorway to right and pairs of plate glass sashes. Entrance to flat to left has segmental hood on brackets over fanlight to doorway. Overhanging eaves and verge to front gable have decorative timber brackets. Built directly fronting the footway, with no front garden. Significant as a good example of striking Victorian house in Cartmel.

Criteria: authenticity and architectural significance



## Brook House



House in a group with adjoining historic properties to left and at right angles. Formerly set behind a small front garden. The frontage appears to be mid-19<sup>th</sup> century, but like other houses in the historic core of Cartmel, the house could contain earlier fabric. The almost symmetrical front elevation has a pilastered central door case with flat timber canopy and panelled door, with 4-pane sashes. Rendered, painted finish and slate roof with projecting chimney stack to south gable-end and ridge stacks. Rear elevations not seen. Significant as a good example of a Georgian or earlier house in Cartmel.

Criteria: authenticity and architectural significance.

### Chestnut Cottage and barn to north



Pair of cottages, now one house, with rendered front elevation and slate roof. Directly fronts the street. The front cottage elevation with two doorways and 16-pane sashes appears to be early 19<sup>th</sup> century, but the building may contain earlier fabric. The barn attached to the north is under same roof-line; this has fair-faced rubblestone walls with large quoins to the north gable corners and a large doorway with double boarded doors and timber lintel with slate drip to the left hand (south) end of the front wall. There is a rubblestone single-storey lean-to against the north gable wall. The enamelled metal Raleigh bicycle sign is an attractive 20<sup>th</sup> century addition. Rear not seen. Currently used in conjunction with L'Enclume restaurant across the road. Significant as a good example of Georgian domestic architecture with an intact agricultural outbuilding.

Criteria: authenticity and architectural significance.

## The Causeway

### 2 The Causeway/The Bothy



One of a terrace of four historic workers' cottages, probably early 19th century (shown on 1<sup>st</sup> edition OS map of 1851). Render stripped from stone elevations. Slate roof and ridge chimney stack. No 2 (The Bothy) retains original small-paned cast-iron windows, now very rare in houses of historically low social status. Rear not seen. The row is significant as an unusual example of workers' housing in Cartmel that retains overall architectural character, but alterations and removal of original fabric only warrants inclusion of No 2/The Bothy on the local list.

Criteria: authenticity, historic and architectural significance

## The Flags

### Holly Tree House/3 The Flags



3-storey house with sashes of various patterns: pairs of 9-pane sashes to second floor, pair of plate glass sashes to ground and first floor and replacement 2-storey bay window to left (north). Doorway in gabled porch to right of centre. Cement-rendered finish and slate roof. The front west elevation appears to be early 19<sup>th</sup> century (with later alterations), but like other houses in the core of the village, the house may contain earlier fabric.

Criteria: authenticity, historic and architectural significance.

## Railings, gate piers and cobbled footway opposite (to west of) Holly Tree House/3 The Flags



19<sup>th</sup> century boundary to detached garden, consisting of ashlar dwarf wall, cast-iron railings with spearheads, monolithic gate piers and matching cast-iron gate. The verge in front of the boundary is laid with small pebbles. The garden is separated from Holly Tree House/3 The Flags by the narrow lane. Good intact example of Victorian garden boundary with pebbled verge, a distinctive local feature.

Criteria: authenticity, historic and architectural significance



## Ford Road

### Cartmel Methodist Church



Dated 1872 on datestone. Modest gothic revival Nonconformist church with 3-bay volume and gabled west porch to west gable-end. Side elevations have three pairs of lancet windows and west gable-end has quatrefoil above the porch. Steeply-pitched slate roof with coped verges on shaped stone kneelers. Plain boundary wall with triangular copings. Architect of original design not known. Significant as a good example of gothic revival Nonconformist church. Interior not seen.

Criteria: authenticity, historic and architectural significance

## Wells House Farm and Lowdene



Former farmhouse, barn and shippon, and remains of a central barn, now two dwellings and barn. Mid-18<sup>th</sup> century, house altered in 19<sup>th</sup> century. Datestone to house inscribed 'I Wells /1752'. Datestone to barn 1827. House and barn on linear plan, with taller house to south. Rubblestone walls (house may originally have been rendered), Cumbrian slate to barn roof, more regular blue slate to house, which has projecting verges on brackets and gable-end stacks. House has central doorway and 6-pane sash windows, with lean-to to south gable-end. Barn retains large boarded doors with slate canopy, north bay converted for domestic use with extensions to north and west (Lowdene). Significant as a good example of an 18<sup>th</sup> century vernacular farmstead in Cartmel, remodelled in the 19<sup>th</sup> century. Prominent in views across the paddock field from the east. Prominent views from the east on entry into the village.

Criteria: authenticity, historic and architectural significance

## Haggs Lane

### Meeting House Cottages



Pair of cottages, probably mid-19<sup>th</sup> century (shown on 1<sup>st</sup> edition OS map, 1851). Roughcast rendered elevations with timber mullioned windows. Slate roof with plain verges and gable end stacks. Rear outrigger under catslide roof. Historically, these cottages were the property of the Quakers and associated with the nearby Grade II listed meeting house. Significant as a good example of historic cottages in Cartmel, associated with the Quakers.

Criteria: authenticity, historic and architectural significance

## Greenbank Lane

### Tanley



Large detached house of two phases; now divided into two. Tanley is marked on the 1851 OS map. The east part of the house was added as a large extension, probably in c1900; the architectural style of each part reflects the phasing. Tanley appears to have been reoriented with the principal elevation to the south in the early-mid 20<sup>th</sup> century, and the gabled extension to the south is not present on the 1851 map, when landscaped gardens are visible to the west. Rough cast render, string courses, slate roof and ashlar stacks, with sash windows. The projecting porch on the east elevation has an arched entrance doorway with moulded stone details. The architect is not known. The drive entrance has rusticated stone gate piers with pyramidal caps, quadrant walls and a timber gate. Significant as a good example of a detached house, of more than one phase, on the edge of Cartmel.

Criteria: authenticity, historic and architectural significance

## Priest Lane

### Wheelhouse Bridge



*Photo: CVS 2015*

Dated 1815. Single segmental-arched bridge of rubblestone with limestone voussoirs and weathered stone copings. Inscribed datestone 1815, on inner face of south parapet. C.C.WHEELHOUSE BRIDGE inscribed on inner face of north copings. Significant as one of a group of distinctive early 19<sup>th</sup> century stone bridges in the village, including Church Bridge which is listed.

Criteria: authenticity, historic significance



## Pepper Bridge



*Photo: CVS 2015*

Bridge and attached walls. 19<sup>th</sup> century or earlier. Small single segmental-arched bridge of rubblestone with limestone voussoirs and weathered stone copings. Inscribed C.C.PEPPER BRIDGE on inner face of south copings. Significant as one of a group of distinctive early 19<sup>th</sup> century stone bridges in the village, including Church Bridge which is listed.

Criteria: authenticity, historic significance

## Croft House



19<sup>th</sup> century detached house, set back from street. Asymmetrical front elevation is smooth-rendered with raised sill band and 4-pane sashes. Pilastered doorway with panelled door to left of centre. Slate roof has projecting barge boards on brackets. The house may contain earlier fabric; the rendered frontage appears to be a later facade. Significant as a good example of a 19<sup>th</sup> century village house.

Criteria: authenticity and architectural significance

## Littlecroft



Small terraced cottage, directly fronting the street. Front elevation has early 19<sup>th</sup> 12-pane sashes to left, with replacement door to right. The frontage has roughcast render, with slate roof and a single ridge stack to left. Cobbled verge to frontage. Significant as a good example of an early 19<sup>th</sup> century cottage, with original windows.

Criteria: authenticity, architectural significance

## Stonecroft



Terraced cottage directly fronting the street. Symmetrical front elevation has early 19<sup>th</sup> 12-pane sashes flanking a central doorway. Front wall finished in roughcast render. The roof is graduated slate with a single central ridge stack. Cobbled verge to frontage. Significant as a good example of a late 18<sup>th</sup> or early 19<sup>th</sup> century cottage with original windows.

Criteria: authenticity, architectural significance

## Cemetery Lych Gate



Lych Gate and boundary walls, which incorporate the line of the medieval priory wall. The lych gate dates from the early 1900s, built to serve a new cemetery. The stone and timber structure has a slate roof and is typical of the many lych gates designed for burial grounds in the 19<sup>th</sup> and early 20<sup>th</sup> century, in a revival style. The architect is not known. Significant as a good example of a lych gate built for a cemetery, to serve the community.

Criteria: authenticity, historic and architectural significance.



## Racecourse Lane (south side)

### Gig house and attached outbuilding



Early 19<sup>th</sup> century 4-bay open-fronted gig or cart house, facing north into a yard. The hipped slate roof has a central cupola with weather vane. The open north front is supported on cast-iron columns, with rubblestone walls to the west gable end and rear (south). It is not known for which property this was built; it may have been associated with the race course. Significant as a good example of an attractive historic farm or transport equipment building, in an unaltered state. This building may meet national Listing criteria.

Criteria: authenticity, historic and architectural significance

## Appendix 3: Local List candidates (as suggested in the February 2022 Draft CAMP) excluded from revised Local List (as proposed in the November 2022 Draft CAMP)

### Property name and reason(s) for exclusion from Local list/proposed Article 4 Direction

#### Holly Cottage, Aynsome Road

Replacement doors and windows, removal of render, side extension. Does not meet authenticity criterion.

#### Dale Cottage, Aynsome Road

Replacement windows, removal of render. Does not meet authenticity criterion.

#### Pig & Whistle, Aynsome Road

Replacement windows, removal of render. Does not meet authenticity criterion.

#### Enrigg House, Aynsome Road

Replacement windows and front railings. Does not meet authenticity criterion.

#### Greenfield House, Aynsome Road

Replacement of building covering to principal elevation, replacement windows. Does not meet authenticity criterion.

#### Greenfield Lodge

Demolished.

#### Ivy House, Aynsome Road

Replacement windows. Does not meet authenticity criterion.

#### Laburnum Cottage, Barn Garth

Replacement windows and side extension has obscured symmetrical, original plan form. Does not meet authenticity criterion.

#### 1, 3 & 4 The Causeway

Replacement doors and windows. Do not meet authenticity criterion.

### St Mary's Lodge, Devonshire Square

Replacement windows. Does not meet authenticity criterion.

### Outbuilding to south of l'Enclume (Long Row, Aulis), Cavendish Street

Replacement doors and extension. Does not meet authenticity criterion.

### Vicarage, Priest Lane

Replacement windows with PCV. Does not meet authenticity criterion.

### Old Police Station, Priest Lane

Replacement windows, painted unsympathetic colour and finish. Does not meet authenticity criterion.

### Knott House and east part of Hartwell House, Priest Lane

Majority of windows are replacements. Does not meet authenticity criterion.

### 1 and 2 North View, Priest Lane

Since 2019 survey, 2 North View has been subject to replacement windows and addition of a door canopy. No longer meets authenticity criterion.

### Wharton Cottage, Park View

Replacement windows. Does not meet authenticity criterion.

### No 7 Racecourse, Park View

Replacement windows. Does not meet authenticity criterion.

### Old Counting House and entrances, Park View

Majority of windows are C20 replacements. Does not meet authenticity criterion.

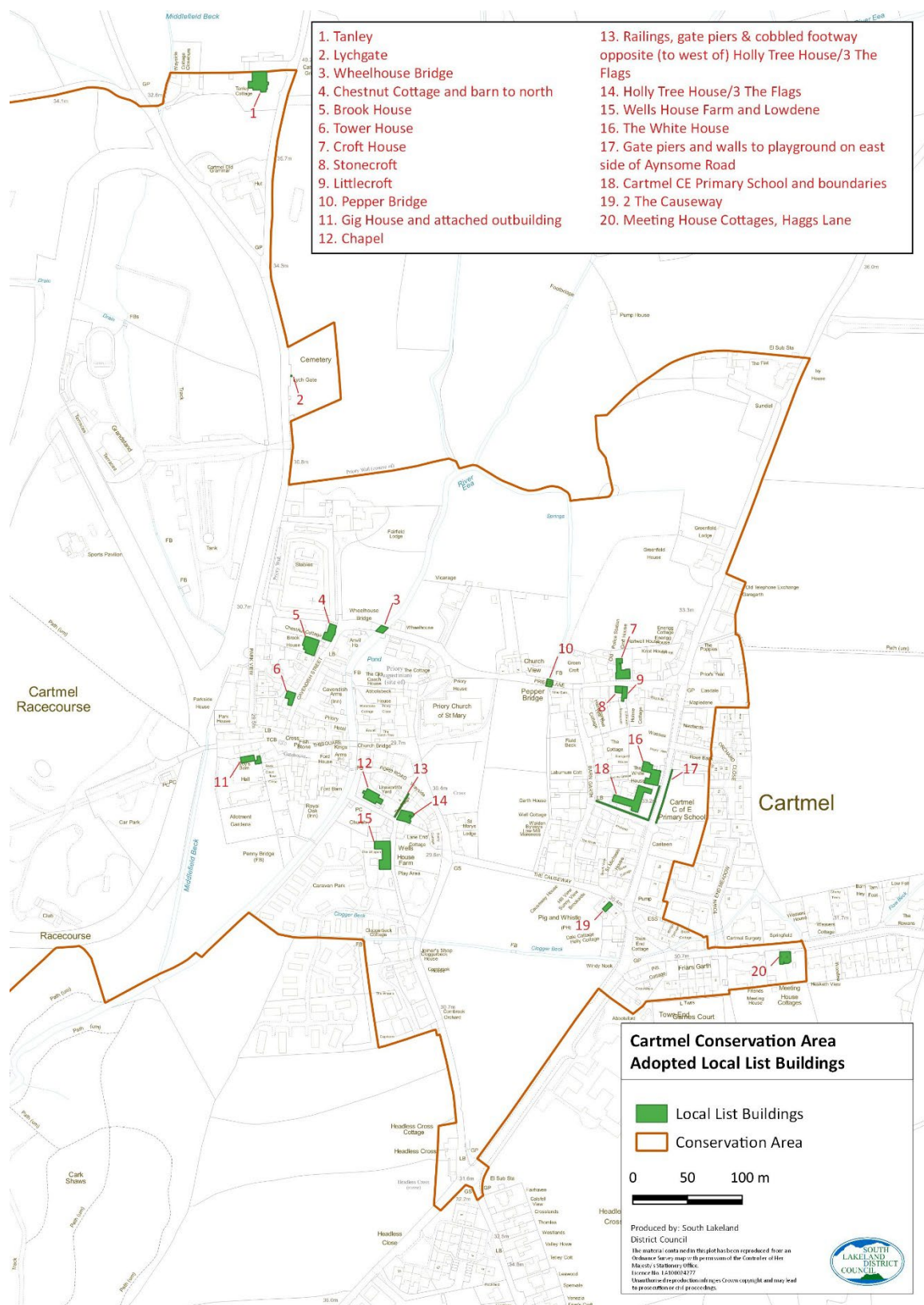
### Race Course Grandstand

Does not meet architectural or historic interest criteria.

### Village Hall

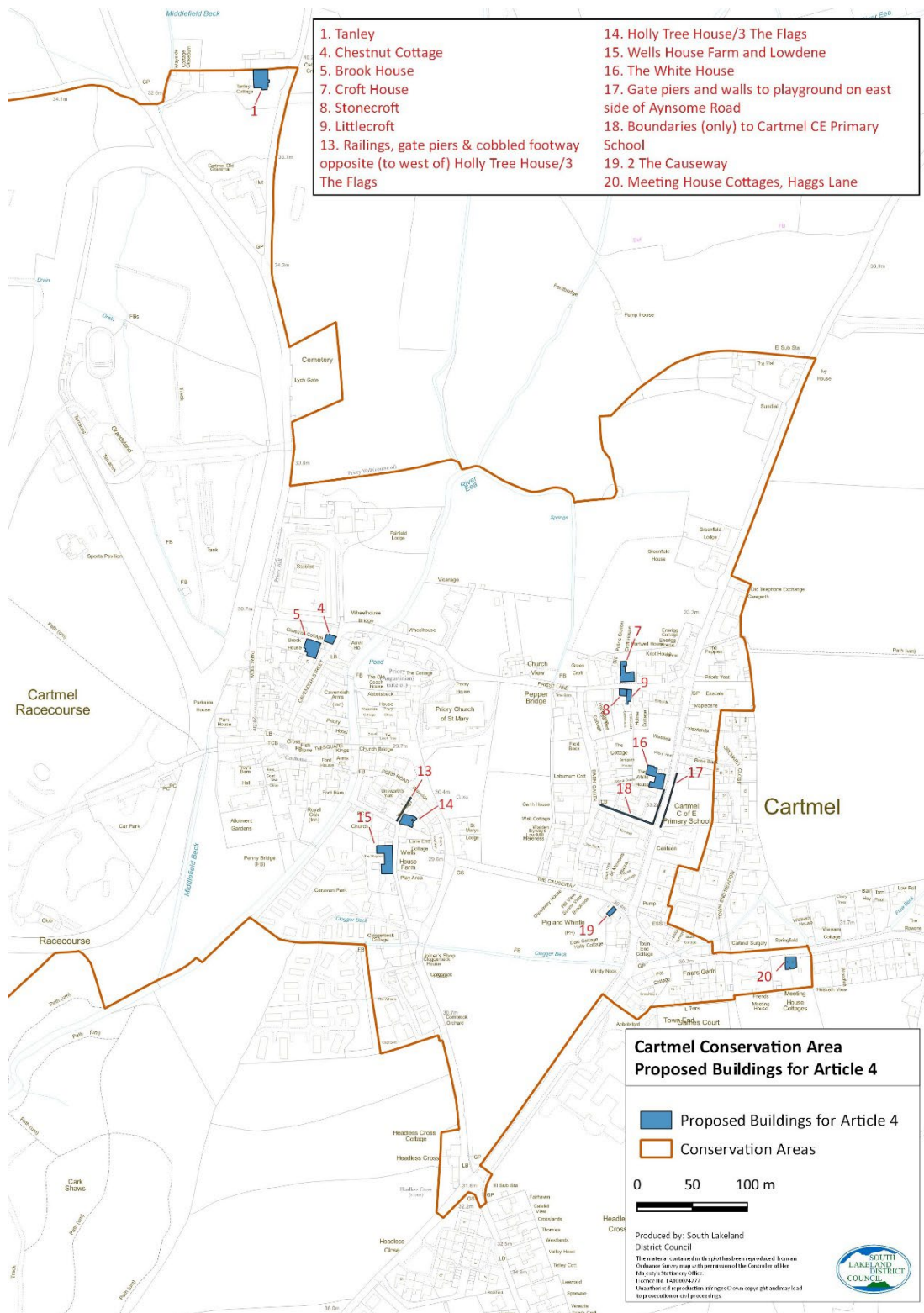
Windows are C20 replacements. Does not meet authenticity criterion.

## Appendix 4: Map of Local List buildings



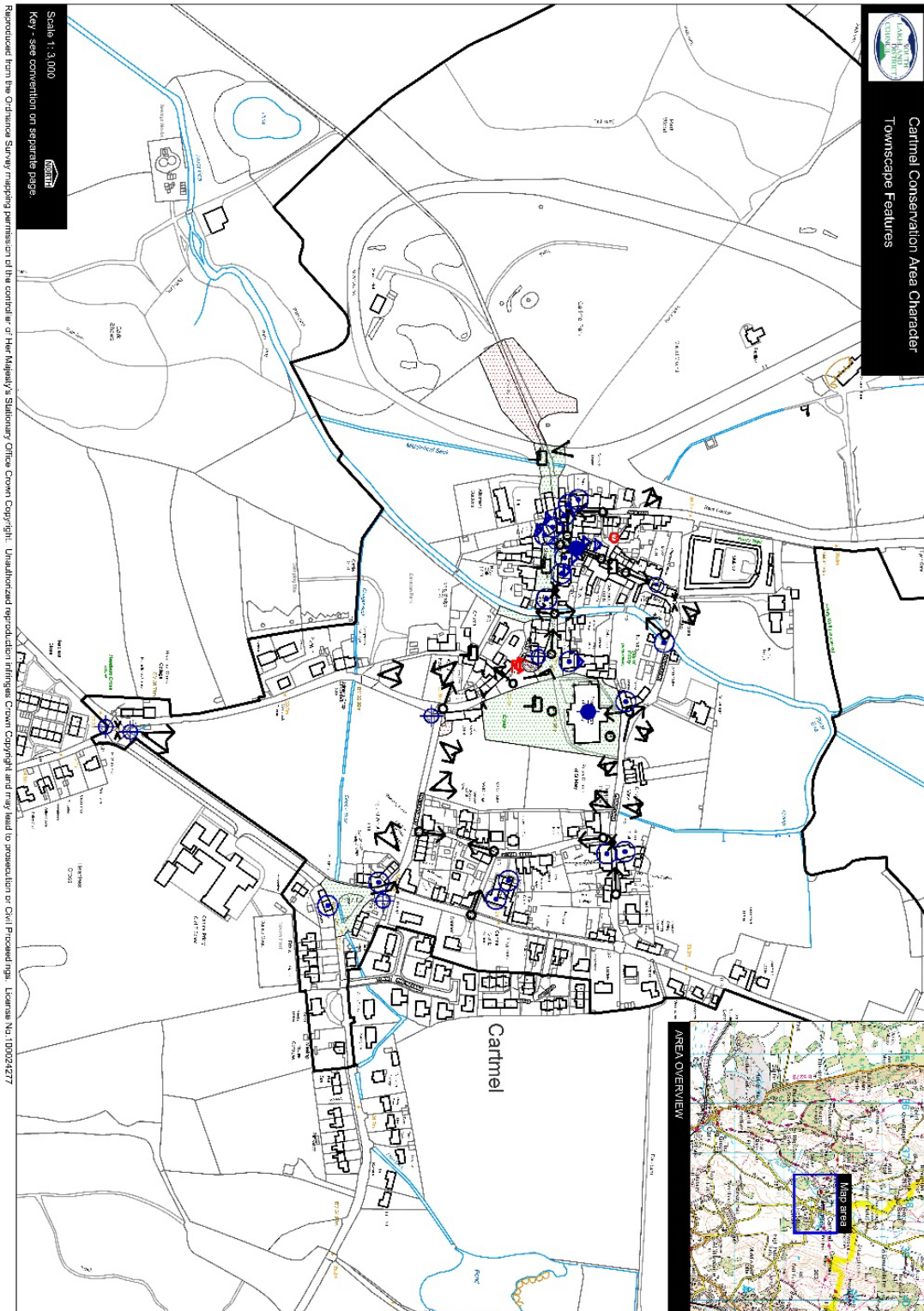


# Appendix 5: Map of buildings proposed for inclusion in an Article 4 Direction





## Appendix 6: Townscape Features map



## Townscape Features

-  **Protected Trees (TPO)**
-  **Protected collections of trees or woodlands (TPO)**
-  **Trees that make an important contribution to the character of the area**
-  **Vista**  
A narrow or enclosed view, such as down a street or avenue
-  **View**  
Broad View / Panorama
-  **Terminated View / Vista**  
View along a street etc 'stopped' by a building or landmark
-  **Glimpse**  
e.g. down an alleyway or through a gateway
-  **Deflected View**  
The eye is lead round a bend, inviting exploration
-  **Space Leak**  
The townscape falls apart / begins to disintegrate
-  **Intrusive Space**  
Innappropriate scale, materials etc.
-  **Positive Space**
-  **Area of Special Sense of Place**
-  **Pivotal Corner**  
Defining / framing spaces acting as a hinge between spaces
-  **Important Gateway into Area**  
A significant or memorable entry point into an area
-  **Significant Roofscape**  
A complex combination of roof shapes, chimneys, dormers etc
-  **Pinch Point**  
Street 'funnels' to a 'gateway' to another space
-  **Skyline Interest**
-  **Major Landmark, Building or Feature**
-  **Locally important Landmark or Feature**
-  **Significant building in a Street etc.**
-  **Nodal Point**  
Place of congregation & / or crossing of busy pedestrian routes
-  **Area defined by Noise**
-  **Area defined by Quiet**
-  **Disorientation**  
Lack of legibility in Townscape
-  **Conservation Area Boundary**

**Note:** All other features in line with Ordnance Survey Datum

## Appendix 7: Enforcement powers under the Planning (Listed Buildings and Conservation Areas) Act 1990

**Urgent Works:** Where a historic building has deteriorated and is at risk of further deterioration, the 1990 Planning Act enables the local planning authority (or Historic England) to carry out urgent works for the preservation of listed buildings following notice to the owner. These powers can be used in respect of unoccupied parts of listed or unlisted buildings in conservation areas (in the case of the latter, only with the agreement of the Secretary of State, advised by Historic England). The powers are confined to urgent works such as emergency repairs, for example, to keep the building wind and water-tight and safe from collapse. The local planning authority may recover the cost of such works from the owner.

**Repairs Notice:** If the local planning authority (or Historic England) considers that a listed building is not being preserved it may serve a Repairs Notice on the owner. This Notice specifies the works in detail, which must be necessary for the proper preservation of the building. A Repairs Notice can only be served on the owner of a statutorily listed building and does not apply to unlisted buildings. If the prescribed works are not carried out, the local planning authority can use compulsory purchase powers, which are typically used as part of a back-to-back agreement with a preservation trust.

**Section 215 Notice:** Local authorities have the power to serve a Section 215 Notice on the owner (or occupier) of untidy land or buildings which is adversely affecting the amenity of the area, particularly where it affects listed buildings or a conservation area. The Notice requires the owner or occupier responsible for the land to carry out specified works to resolve the untidy state of the site or building; the authority may carry out works and reclaim the cost of such works from the owner.

**Compulsory Purchase Orders (CPO):** The 1990 Planning Act affords local planning authorities the power to serve Compulsory Purchase Notices, with authorisation from the Secretary of state, on land or buildings that are required to secure development, re-development or improvement.