



**PORTFOLIO AREA: ENVIRONMENT, INFRASTRUCTURE AND
TRANSPORT**

Date of Meeting: 29th September 2003

Public

Key Decision: No

Recorded in Forward Plan: Yes

Inside Policy Framework

Title: BURGH BY SANDS PARISH DESIGN STATEMENT AND
PARISH PLAN

Report of: Head of Planning Services

Report reference: P.44/03

Summary:

This report presents the Burgh-by-Sands Parish Design Statement for consideration as adoption as Supplementary Planning Guidance following a period of public consultation. Representations received during consultation are addressed in the report.

Recommendations:

It is recommended that the Burgh-by-Sands Parish Design Statement is forwarded to Council for adoption as Supplementary Planning Guidance and that the Parish Design Statement be amended to exclude reference to suitability for housing on the land within the conservation area south-east of Longbrugh.

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Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: Burgh By Sands Parish Plan April 2003, Burgh By Sands Parish Design Statement April 2003

1.0 BACKGROUND INFORMATION AND OPTIONS

- 1.1 The Countryside Commission introduced the concept of Village Design Statements in 1996 in order that local communities could have a say in the way development is undertaken in their village. The Countryside Agency continued to encourage local community involvement and following the Government's Rural White Paper in 2000 produced the Vital Villages Programme.
- 1.2 The Vital Villages Programme encourages Parish Councils to prepare Parish Plans for their whole Parish. These can cover as many issues as are highlighted as a concern for the Parish. They may or may not include planning, it is not a pre-requisite. In the Carlisle District there has been slow take up of this initiative, although work continues and groupings of Parishes are now coming forward as well as individual Parishes.

2.0 BURGH-BY-SANDS PARISH PLAN

- 2.1 Burgh-by-Sands Parish is the first Parish Council to produce their Parish Plan and as part of that process they have identified the need to prepare a Design Statement as they are concerned how the villages within the Parish will develop. Priority has been given to producing a Design Statement for the Parish, by its inclusion in Year Zero for production and Year One for consideration for adoption as Supplementary Planning Guidance by the City Council.
- 2.2 The Parish Plan also contains a number of actions for other agencies. It is, therefore, not appropriate for the Parish Plan in its entirety to be adopted as Supplementary Planning Guidance. There is a need for a more focused planning document, hence the production of a Parish Design Statement.

3.0 BURGH BY SANDS PARISH DESIGN STATEMENT

- 3.1 The Burgh-by-Sands Parish Design Statement has been circulated to Members previously (photocopy at Appendix A). This is the first statement to be produced under the Vital Villages Programme. Both the Parish Plan and Parish Design Statement have been prepared in consultation with the City Council's Planning Services Business Unit, in order that it does not conflict with National and Local Planning Policy. The Parish Design Statement covers the whole of the Parish rather than the traditional type of Village Design Statement, which only covered one village.
- 3.2 The Parish Design Statement includes a Parish Appraisal followed by individual appraisals of Boustead Hill, Burgh-by-Sands, Longburgh/Dykesfield, Moorhouse and Thurstonfield. The Statement includes specific design guidance (pp10-13) and five village plans with detailed proposals.
- 3.3 As well as providing direct guidance for use in the Development Control process when assessing planning applications, the Statement also includes proposals for Conservation Areas and Listed Buildings, which the Parish wishes the City Council to consider. As a consequence of production of the Statement the Local Plans and Conservation Team have determined that investigation of Moorhouse for conservation area designation should be a priority in this year's work programme.

4.0 ADOPTION AS SUPPLEMENTARY PLANNING GUIDANCE

- 4.1 There are a number of issues to be satisfied before the Council can adopt the Parish Design Statement as Supplementary Planning Guidance. These are that the guidance conforms with National Planning Policy; the guidance conforms with the Local Plan; and, that appropriate consultation has been undertaken.
- 4.2 Officer involvement is encouraged in the Parish Plan process, although Officers take on an advisory role in order not to influence the Parish on the issues it considers a priority. Officers are, therefore, able to identify any matters that would conflict with National Planning Policy. None have been identified in the Burgh Statement.

- 4.3 In consideration of the Local Plan the main linkage is to Housing Policy H16 which considers design of new housing development. The Parish Design Statement includes an Appendix of appropriate Local Plan Policies which relate to the proposals in the Statement. This includes reference to a further 15 Policies in the Carlisle District Local Plan concerned with the natural and built environment.

5.0 CONSULTATION

5.1 Consultation to Date.

- 5.2 Consultation is the most difficult aspect of adopting guidance prepared by bodies outside the City Council. With the Parish Plan process this is further complicated by an extensive consultation process to develop the Parish Plan. The Parish Plan consultation process is contained in Appendix B. In summary many people wanted the Parish to remain looking much as it does now and some suggested a Parish Design Statement.

- 5.3 From the consultation process on the Parish Plan, it is not clear exactly how much consultation was specifically in response to matters that are in the Parish Design Statement. As a result Officers considered further consultation should be undertaken. Due to the nature of the document covering the whole Parish, it was considered that the best approach would be to place a notice in the Cumberland News and posters around the Parish. The Parish Council also offered to mention the guidance in the Parish newsletter. Individual letters to all Parish residents were considered, however, given extensive consultation in the Parish Plan process it was considered this would generate little additional response.

- 5.4 A notice was placed in the Cumberland News on the 25th July 2003 asking for any comments by the 29th August. Ten posters were sent to the Parish Council for distribution around the Parish. Individual consultations were sent to local organisations including Friends of the Lake District (Campaign to Protect Rural England), the Solway Coast AONB Unit and the Countryside Agency.

- 5.5 At the time of preparing the report four letters have been received. Two replies from residents in Burgh-by-Sands and one each from the Countryside Agency and Friends of the Lake District (CPRE)

5.6 Consultation proposed

None

5.7 Consultation Responses

- 5.8 One resident had concerns about the implications should his building be listed as suggested in the Parish Design Statement, but did not *per se* object to the Statement. Officers will consider the issue of listing with the property owner and determine whether the architectural or historic merit is sufficient to recommend the building to English Heritage to have listed.
- 5.9 The second resident raised concerns about the Longbrugh/Dykesfield area. In particular the statement about the opportunity for residential development within fields on the south-east side of Longbrugh, which contradicts proposals for the original conservation area. The resident hopes that the original proposals are followed. Officers have considered the original designation of the conservation areas and referred back to October 1977. The original proposals include reference to the fact that the scale and character of the settlement is fragile and would be lost if much change was to occur.
- 5.10 The Local Plan is the main policy document for determining the location of new housing development. Currently the Local Plan lists a number of settlements including Longbrugh. Exclusion of the reference to development south-east of Longbrugh would be appropriate to reinforce the earlier conservation area analysis. The Executive in considering whether to adopt the Design Statement as Supplementary Planning Guidance may decide whether to retain statements as contained in the existing guidance, or amend statements to reflect original proposals.

- 5.11 The Countryside Agency raised concerns about the consultation process undertaken. In response to the Countryside Agency concerns Officers undertook additional consultation, but have received little response from additional advertising and posters. Given the consultation undertaken to produce the Parish Plan there is sometimes consultation fatigue by local residents and furthermore, they have already been involved in the process and may have no more comments to add. Officers are satisfied that additional measures have been undertaken outwith the Parish Plan process to ensure local residents are aware of the Supplementary Planning Guidance.
- 5.12 The Council's Infrastructure Overview and Scrutiny Committee received a report on the 11th September 2003 concerning the consultation process. Officers will update Members on the views of that Committee.
- 5.13 Friends of the Lake District has raised a number of points in respect of which the organisation consider the guidance in the Design Statement should be stronger. This includes statements on the setting within the AONB, historic field patterns, consideration of public access and footpaths, under grounding of power lines, reducing clutter, rationalisation of street signage, avoidance of urbanisation and avoidance of light spillage at night.
- 5.14 Further consultation has taken place with the Parish Council to confirm how these matters would be considered in relation to the Design Statement. The Parish Council refer to issues such as street lighting and public access/footpaths and as a result have nominated individual Parish Councillors to pursue related matters. The Parish Council also has a nominated Parish Councillor on the Joint Advisory Committee for the Solway Coast AONB and is fully aware of AONB matters.
- 5.15 The Design Statement fits in the context of the Local Plan and the policies on AONB and other matters in the Plan will be used in conjunction with the Parish Design Statement.

6.0 RECOMMENDATIONS

- 6.1 It is recommended that the report is forwarded to Council for adoption as Supplementary Planning Guidance and that the Parish Design Statement be amended to exclude reference to suitability for housing on the land within the conservation area south-east of Longbrugh.

7.0 REASONS FOR RECOMMENDATIONS

- 7.1 In order to address the concerns of local residents in the Parish of Burgh-by-Sands, provide clearer guidance as part of the Planning process and to support the Vital Villages Programme the Parish Design Statement should be considered for adoption.
- 7.2 In order to consider previous conservation area proposals and the Local Plan, Members should consider whether the land south-east of Longburgh warrants additional protection from development.

8.0 IMPLICATIONS

- Staffing/Resources – None
- Financial – None
- Legal – Adoption as Supplementary Planning Guidance is consistent with the Town and Country Planning Act 1990
- Corporate – The consideration as Supplementary Planning Guidance reinforces the Council's priority for supporting local communities.
- Risk Management – None
- Equality Issues – None
- Environmental – Supplementary Planning Guidance helps to increase the control over development in order to improve the environment.
- Crime and Disorder – None

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BURGH BY SANDS PARISH DESIGN STATEMENT

INTRODUCTION

AIMS:

This Design Statement is a practical tool, aimed at ensuring that any new development in the parish of Burgh-by-Sands is designed and located in a way that reflects local characteristics and the qualities that people value in their villages and their surroundings.

Although it has been designed as a stand-alone document, it forms an integral part of the Parish Plan which has been produced by the Parish Council as part of the "Vital Villages" scheme.

The Design Statement has been written by residents from within the parish and adopted by the Parish Council.

It takes full account of the results of extensive public consultations carried out over the summer of 2002 as a forerunner to the preparation of the Parish Plan.

These indicated a strong desire for future development within the parish to be limited in scale and in keeping with the character of existing villages.

The Design Statement is in line with the policies contained within the current Carlisle District Local Plan, the most relevant of which are summarised in an Appendix to this document.

It is anticipated that this Design Statement will, in due course, be considered for adoption as Supplementary Planning Guidance by Carlisle City Council.

WHO IS IT FOR?

Changes to the appearance of our villages are not only brought about by new building, but also by smaller, day-to-day alterations to homes and gardens, open spaces, paths, walls, hedges and street furniture.

Some can significantly affect the look and feel of the whole village. This design guidance is intended to cover all these aspects.

It is hoped that the Design Statement will be read and acted upon by:

- the local council;
- statutory bodies and providers of services and utilities;
- planners, architects, designers and engineers;
- developers and builders;
- local community groups;
- householders, businesses and farmers.

It is meant to help all of us consider whether we are doing our best to retain the distinctive character of the parish, which is so valued by its residents.

THE POST OFFICE
IN BURGH-BY-SANDS



THE PARISH

Burgh-by-Sands Parish lies approximately five miles due west of Carlisle, immediately to the south of the Solway Estuary, at the point where the River Eden joins the Solway. The parish occupies approximately nine square miles and contains some 2,500 residents, who mostly live in one of six settlements. The largest is the traditional, linear village of Burgh-by-Sands, with over 800 residents.

A mile further west are the hamlets of Longburgh and Dykesfield and one mile still further to the west, at the limit of the parish, is the attractive hamlet of Boustead Hill with its fine view across the Solway. The southern part of the parish embraces the villages of Moorhouse and Thurstonfield, which have a joint population slightly less than that of Burgh-by-Sands. Both of these villages lie on a separate road west out of Carlisle and have their own separate bus service. Although Thurstonfield is within walking distance of the village of Kirkbampton, the latter is in Allerdale District, whereas the whole of the parish of Burgh-by-Sands, including Thurstonfield, is within Carlisle District.

Burgh-by-Sands Parish
Extract from Carlisle District Local Plan



The northern half of the parish, including the settlements of Burgh-by-Sands, Longburgh, Dykesfield and Boustead Hill, is situated within the Solway Coast Area of Outstanding Natural Beauty and also within the protective buffer zone around the Hadrian's Wall World Heritage Site. These settlements are also situated on the edge of Burgh Marsh, which is part of the internationally important Upper Solway Flats and Marshes Nature Conservation Site. The boundaries of all these protective designations are set out on the adjoining extract from the Carlisle District Local Plan. A summary of the policies which apply to them is contained in an Appendix to this document.

THE APPROACH
TO BURGH-BY-SANDS
FROM CARLISLE



The land within the parish is relatively low-lying and undulating. Cattle and sheep rearing are the predominant form of agriculture. The farms tend to be sited in the settlements, but with their fields scattered and connected by a long-established network of tracks or "lonnings". These are used for the movement

of tractors and farm machinery, as well as providing residents of the villages with access to the countryside. Burgh Marsh is used for winter grazing of sheep and for the fattening of cattle in summer.

The parish has a rich history. The line of the Roman Wall runs straight through Burgh-by-Sands and there are forts and watchtowers along it, although all evidence above ground has gone.

About a thousand years after the Romans came, the Normans reached Cumbria and their successors built the Church at Burgh-by-Sands and later added a defensive pele tower. Being so close to the border with Scotland resulted in the parish being for centuries a turbulent area. King Edward I died on Burgh Marsh in 1307, where a monument marks his campaign against the Scots and the area remained in feud and turmoil well into the 16th century. In 1745 Bonnie Prince Charlie led an army of Highlanders south into England after fording the River Eden at Sandsfield. He stayed at a house in Moorhouse the night before he moved into Carlisle.

The ten yearly census returns show how the parish changed from being largely self-sufficient with a wide range of trades and businesses in the 19th century to what we see now – relatively few farms and farm workers, a large number of commuters, many retired people and a small but thriving number of self employed and small businesses.

LONGINGS ARE
AN IMPORTANT FEATURE
OF THE PARISH



PARISH APPRAISAL

The traditional layout of almost all the settlements within the parish tends to be of a linear nature, with residential properties and clusters of farm buildings strung out along a single road and backing onto agricultural land. Gaps within this linear structure have often been subject to infill development over the years and some buildings have also been replaced, thus giving rise to a mix of buildings of different ages. Visual unity is heavily dependant on the widespread use of traditional building materials and local architectural styles and on individual site characteristics, including the linking of buildings with walls, hedgerows and groups of trees. These aspects are set out in greater detail below.

USE OF TRADITIONAL MATERIALS



LAMONY FARM
A GOOD EXAMPLE OF
WATTLE & DAUB
CONSTRUCTION

In common with other villages within the Solway Plain, most domestic buildings that existed prior to the 18th century were constructed of locally sourced materials. Most were probably cruck-framed with enclosing walls of wattle and daub, pebbly clay, turf or cobbles, often raised on a plinth of large projecting boulders and roofed with thatch. Only a few examples of 17th century domestic buildings survive within the parish. They include a group of clay-walled dwellinghouses at Longburgh, all of which now have slated roofs, a number of clay-walled buildings at Burgh-by-Sands, of which three retain their thatched roofs and a recently restored thatched roofed cottage at Moorhouse.

The use of locally manufactured brick succeeded clay as a walling material for small houses, cottages and farm buildings with increasing frequency during the late 18th and 19th centuries, with cobbles and random rubble also remaining in use, often as infill between dressed stonework. Painted stucco featured in a limited number of the larger





houses that were constructed within the parish during the 18th century. Roofs of both large and small houses were constructed predominantly of Welsh or Lake District slates and, occasionally, of sandstone flags, all of which were imported into the parish.

There are some good examples of modern infill development which have mirrored this use of traditional materials, particularly in terms of the use of cobbles, brick and slate. These include Milton Lane, Marsh House Gardens and West End Croft, all at Burgh-by-Sands; The Courtyard at Moorhouse and Chapel Field at Thurstonfield.

LOCAL ARCHITECTURAL STYLES



Most traditional buildings within the parish are of one- or two-storeys, with slated gabled roofs (some with coping stones at the gable ends), plain, closed eaves (no barge boards or exposed rafters) and square brick-built chimney stacks.

This acts as a strong unifying element, which helps tie together buildings of different ages. Window openings are generally vertical in shape, with wooden-framed sash or casement windows and raised surrounds an important component of the overall design.



Square headed doorways with painted or plain stone surrounds are a common feature, with the occasional use of classical mouldings. Most contain wooden panelled doors, with only a few remaining examples of planked doors. Raised painted quoins are a feature of some of the larger 18th century houses, some rendered with stucco and others in-filled with brickwork of English garden wall or Flemish bond.

BOUSTEAD HILL *(Village Map available on the inside back cover)*

This predominantly agricultural settlement occupies a commanding position on a low ridge overlooking Burgh Marsh, with impressive views out towards the Scottish coast and surrounding hills. Its buildings and associated tree groups form a cohesive linear unit, which features prominently when viewed from due north.



BOUSTEAD HILL
SEEN FROM THE
COASTAL ROAD

It is situated within the Solway Coast AONB and the Buffer Zone of Hadrian's Wall World Heritage Site and immediately adjoins the internationally important Upper Solway Flats and Marshes Nature Conservation Site. It contains four buildings of special architectural or historic interest which are of late 18th and early 19th century origin, including Boustead Hill House, with its painted stucco walls, prominent Tuscan porch with fluted columns and Lakeland slate roof. Almost all the buildings within the settlement are of traditional character, with two examples of reasonably sympathetic

20th century infill situated along the front row of the village. Most of the buildings are of red brick construction, with slated gabled roofs. Architectural features include the widespread use of vertical window openings with raised surrounds; doorways with classical mouldings; raised painted or dressed stone quoins and square, brick built chimney stacks.

The whole of the village is surrounded by lower lying land that is subject to periodic flooding. Any opportunities for further housing development are likely to be confined to the burgage strips along the back (southern) row of the existing settlement. These would require to be treated sensitively in order to maintain the traditional character of this largely unspoilt village.



BURGH-BY-SANDS

(Village Map available on the inside back cover)

This historic village has grown up around the intersection of two routes: one orientated from north to south along a ridge-way that runs between the ancient crossing of the Solway near Old Sandsfield, through Burgh to the nearby village of Thurstonfield and the other from east to west

along the line of Hadrian's Wall and subsequent lines of communications between Carlisle and its former port.

A Roman Fort, together with the alleged site of the original baronial mansion and the Parish Church of St Michael are all situated close to this crossroads, with the latter being the oldest surviving stone built structure visible within the village, dating back to the late 12th century. In recent times, the east-west line of communications between Carlisle and Port Carlisle has been the more dominant of the two and, as a consequence, Burgh-by-Sands exhibits a strong linear form, with small clusters of farm buildings and residential properties strung out along either side of the main street.

Apart from the Church, most buildings date from the mid-17th century onwards and range from clay-walled and thatched structures, such as the beautifully maintained Lamonby Farmhouse, through brick, cobble and rendered buildings of 18th and 19th centuries, to a limited amount of, generally well-restrained, 20th century development. The village contains many traditional buildings which are important to its overall character, only a relatively small proportion of which are listed as being of architectural or historic interest.



LAMONBY FARM

Burgh-by-Sands is situated within the Solway Coast AONB and within the Buffer Zone of Hadrian's Wall World Heritage Site. Almost all of the village (with the exception of Amberfield) has been contained within a Conservation Area since 1978. It is considered that a review of the boundaries of this Conservation Area should be carried out by the City Council in terms of Local Plan Policy E38, with a view to incorporating small extensions at North End and at West End.



COBBLED WALLS
RUN INTERMITTENTLY
THROUGHOUT THE LENGTH
OF THE VILLAGE
OF BURGH.

Despite its relatively large size and the mix of buildings of different ages, there is a visual coherence throughout the village as a whole which is largely derived from:

- ▶ the presence of a large proportion of buildings of traditional design and materials;
- ▶ the presence of cobbled walls, which run intermittently throughout the length of the village, both along the frontage and down the sides of properties;
- ▶ the presence of some important tree groups which help to frame views from within and outside the village and form important features in their own right.



TREE GROUPS
ARE AN
IMPORTANT FEATURE.

A Tree Preservation Order is already in place to help protect some of the important ornamental trees at Marsh House Gardens. Other groups of trees which are particularly important to the streetscape are highlighted on the village map at the rear of this document. Clusters of trees of particular note include those around the Church and Graveyard (particularly the old Yews); those around Fulwood House/Burgh House; those around Beech Croft, Marsh House and Ashtree Square and those between Lawrence Lane and West End House, with their associated rookery.

There are very few open spaces (either public or private) within the Conservation Area. The most substantial area is the open field in the centre of the village between Nookfield Cottage and the Greyhound Inn. This is currently the subject of an option to





purchase by the community aimed at creating an area of public open space which people would like to use for village sports, as a wildlife area and as a safe place to walk through the village. Whatever the outcome of this initiative, the prominence of this space within the village means that it would need to be landscaped to a high standard, avoiding any hint of urbanity in terms of design and materials, in order to ensure that its potential contribution to the visual amenity of the Conservation Area is fully realised.

There are currently very few remaining gap sites alongside the main streets that run through the village and, consequently, most future development opportunities are likely to arise in backland locations. Any future development would need to be of a high standard, particularly in terms of design and materials, in order to be in keeping with the local vernacular. Good examples of modern development within the village include the single dwellinghouse "Maplefinch" which was built on a gap site opposite White Row and the small housing schemes that have been constructed on backland at Milton Lane, Marsh House Gardens and West End Croft.

Existing street furniture and the treatment of pavements along the main streets through the village do not fully reflect the architectural and historic importance of the location. Street lighting columns in particular are of an urban design, out of keeping with this traditional village. The design of the street lights that have been incorporated into recent housing developments at Milton Lane, Marsh House Gardens and West End Croft are much more in keeping with the local environment and it is considered that these should be adopted as standard throughout the village, albeit at a lower density so as to avoid light pollution.

Longburgh/Dykesfield (*Village Map available on the inside back cover*)

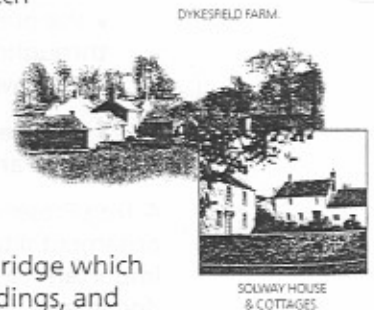
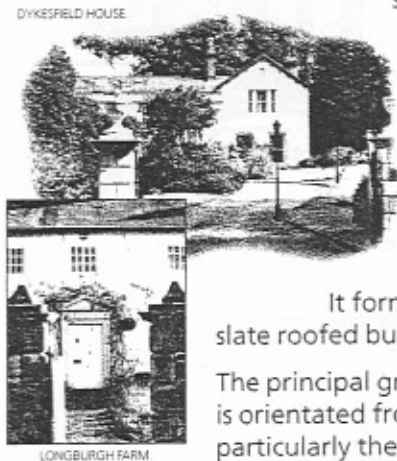
The settlements of Longburgh and Dykesfield form two visually distinct entities situated on the south and north sides respectively of the former Carlisle Canal. They are linked together by a minor road over the listed Dykesfield Bridge. The hedgerows and intermittent stretches of wall which line this road, together with the presence of some important groups of trees, provide a strong unifying element.

The grouping of buildings around Dykesfield House and Farm are set amongst amenity woodland (parts of which are the subject of a Tree Preservation Order) and backed by the outline of Watch Hill. They form a particularly important element in the landscape on the approach to Marsh Gate from Burgh Marsh. Dykesfield House is a late 18th century Grade II listed building, with painted stucco walls, graduated Lakeland slate roof and walled garden.

It forms a cohesive whole with the traditional red brick and slate roofed buildings of the adjoining Dykesfield Farm.

The principal grouping of buildings at Longburgh are situated on a low ridge which is orientated from east to west above surrounding farmland. These buildings, and particularly their roofscape, are a prominent and attractive element in the landscape when viewed from the public road from Burgh-by-Sands. This grouping contains a variety of traditional styles, including some important surviving examples of late 17th century clay walled buildings, some slightly later buildings of brick and cobble construction and a limited amount of reasonably sensitive 20th century infill development.

Dykesfield is situated within the Solway Coast AONB on the edge of the internationally important Upper Solway Flats and Marshes Nature Conservation Site. Both settlements are within the Buffer Zone of Hadrian's Wall World Heritage Site and both were



designated as a single Conservation Area in 1978. A potential development site exists on the site of the former garage at Dykesfield close to Marsh Gate. If this site is developed sensitively, in sympathy with the buildings of nearby Dykesfield Farm, it could make a positive contribution to this prominent corner of the Conservation Area. There may also be opportunities for residential development in fields on the south-east side of Longburgh, opposite Beech Bank. These fields are contained within the Conservation Area. Any development here would need to be treated in a very sensitive manner in order to maintain the character of this largely unspoilt village.

MOORHOUSE (*Village Map available on the inside back cover*)

This village had strong connections with the Quaker movement during the 17th century, particularly through the Stordy family, influential local landowners who also owned much of the land, buildings and industry at nearby Thurstonfield. The village possesses some good surviving examples of traditional buildings, of which 15 are listed as being of architectural or historic interest. These range from a restored late 17th century cruck cottage with thatched roof at the western end of the village to the nearby mid-18th Moorhouse Hall with its painted stucco walls and raised painted quoins. It is considered that this grouping of buildings and their associated tree groups at the western end of the village, including some sensitive 20th century infill development at "The Courtyard", possess a sufficient degree of visual unity to form the basis of a Conservation Area. However, the village as a whole lacks the visual cohesion of some of the other villages within the parish, largely on account of the presence of a busy public road, a good deal of modern infill development and the intermittent nature of the visual links provided by walls, hedgerows and



MOORHOUSE HALL



THE COURTYARD

associated tree groups. The western end of the village, in particular, could benefit from a landscaping scheme aimed at tying together the different elements of the built environment into a more cohesive whole and providing a greater degree of visual enclosure. The former single-storey Quaker Meeting House at the eastern entrance to the village has been altered over the years and the nearby Quaker Burial Ground, which is also listed as being of architectural or historic interest, has been allowed to deteriorate badly, with the ingress of sheep now a serious threat to what remains of the brick walls and grave markers.

THURSTONFIELD (*Village Map available on the inside back cover*)

This village, situated on the B 5307 road between Carlisle and Kirkbride, was a thriving farming and business community during the late eighteenth and early 19th century, with a working corn mill and tannery. Most of its few surviving traditional buildings (only four of which are listed) are clustered at the eastern entrance to the village alongside Powburgh Beck and around a small area of public open space which is situated in the centre of the village off the main road. These two potentially attractive and historic groups of buildings, along with their associated tree groups, are separated from each other and surrounded by a predominance of 20th century development, some of which is extremely insensitive, with no attempt having been made to relate to the local vernacular in terms of the scale, design or materials used.



CHAPEL FIELDS

By contrast, late 20th century infill development on the other side of the village at Chapel Field mirrors many features of traditional design. It is considered that a landscaping scheme, embracing private gardens as well as the existing small areas of public open space,

THE VILLAGE GREEN



might help soften the impact of some of this modern development and make a significant contribution to the overall appearance of the village. This would depend, for its success, on the goodwill and active co-operation of individual property owners. In general, the village probably has too little visual cohesion to merit Conservation Area status at the current time. So far as the listed buildings are concerned, it was noted that part of the roof of the 18th century barn adjoining "The Beeches" has collapsed. Urgent action is needed to rectify this situation.

DESIGN GUIDANCE

PATTERN AND SETTING OF SETTLEMENTS

- ▶ The linear form of the existing settlements should be maintained, with new development largely confined to infill sites, limited "backland" development, redevelopment and conversions.

There should be no encroachment on the approaches to the villages unless this forms part of an overall landscaping scheme aimed at enhancing views into the settlement.



BOUSTEAD HILL
FROM BURGH MARSHES

EDNA'S COTTAGES, NORTH END, BURGH-BY-SANDS



CONSERVATION AREAS

- ▶ The City Council are urged to press ahead with the designation of Conservation Areas for Boustead Hill and Moorhouse at the earliest opportunity in accordance with Local Plan Policy E38.

- ▶ The City Council are requested to review of the boundaries of Burgh-by-Sands Conservation Area in terms of Local Plan Policy E38, aimed at incorporating small extensions at North End (where Leigh Cottage and Stonegarth would be worthy of inclusion, both

in their own right and because of the way in which they close off the view from the south) and also at West End (where land between West Green and West End House would be worth including in order to embrace both sides of the road and thereby help protect this important approach to the village from unsympathetic development).

- ▶ Any proposals to fell, lop or top trees within village Conservation Areas should be given careful consideration in view of their importance to the visual unity of the area and the contribution which they make in supporting wildlife in and around the village.



WEST END HOUSE, BURGH-BY-SANDS



BECK HOUSE, BURGH-BY-SANDS



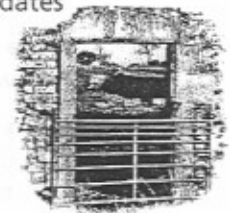
ROSE MOUNT, BURGH-BY-SANDS



WHITE ROW COTTAGES, BURGH-BY-SANDS

LISTED BUILDINGS

- › Every effort should be made to retain the few remaining examples of the parish's unique cruck-framed buildings, if necessary through the support of listed buildings grant.
- › Urgent action is required from both the City Council and the landowners concerned to stop the further deterioration of the Quaker Burial Ground at Moorhouse and the barn immediately adjoining "The Beeches", Thurstonfield (both of which are listed buildings), and to carry out a programme of repairs.
- › The City Council are invited to consider the following as possible candidates for "listing" within the village of Burgh-by-Sands:
 - › terraced cottages either side of Rose Mount;
 - › the whole of White Row;
 - › West End House (one of two of this name) and adjoining buildings, situated in wooded grounds to the south of the sewage works;
 - › Beck House and adjoining Beck Cottage, West End;
 - › The dwelling-house "North End", immediately opposite The Pack.



QUAKER BURIAL GROUND, MOORHOUSE



JUXTAPOSITION OF OLD AND NEW HOUSES IN MOORHOUSE

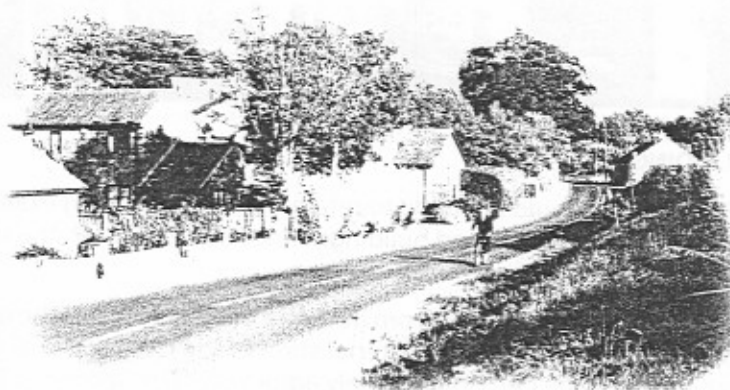
NEW BUILDINGS

- › There should be a consistent theme and / or style within new development which is related to the locality and setting.
- › New development should generally be single or two-storey in height.
- › Building styles and materials should be in keeping with the local vernacular and reflect and respect the nearby colours, textures, materials, shapes, styles and proportions of existing traditional buildings and the character of the surrounding area.
- › Where garden walls and outbuildings are present in new development, these should utilise the same materials as the main building.
- › Local distinctive features, such as date-stones, decorative brickwork and gateposts, might be used to enhance new buildings.



LOW-COST HOUSING

- Any future development of low-cost housing within the existing villages should have regard to the guidelines within this Design Statement.



THURSTONFIELD

WALLS AND PLOT BOUNDARIES

- Existing hedgerows and trees should be incorporated within new developments, wherever possible.
- New property boundaries should be in keeping with the locality, preferably using local natural materials (indigenous hedging plants, stone, brick etc) rather than timber fencing.



REDEVELOPED FARM BUILDINGS
MOORHOUSE

REDEVELOPMENT AND ALTERATIONS TO EXISTING BUILDINGS

- Extensions and alterations should employ original or sympathetic materials, components and styling to match as closely as possible the existing building.
- Replacement window and door designs should be considered very carefully if they are to blend in with existing features – chunky stained timber or plastic frames may look out of place.
- Roof extensions should reflect the pitch, shape and material of the original building.
- Conversion of agricultural buildings that are located within the confines of a village should have regard to all the guidelines within this Design Statement

NETWORK OF FOOTPATHS

- There is a need to maintain and enhance the ease of access to the countryside through the retention of existing stiles and the network of footpaths and by signing these as public rights of way.
- When planning new development, the opportunity should be taken to create secure green corridors between and through new housing and other developments giving safe and pleasant access by foot, including use by wheelchairs and pushchairs, from one part of village to another.

OVERHEAD LINES, STREET LIGHTING AND DIRECTION SIGNS

- Utility companies are asked to examine the siting of overhead wires within village Conservation Areas with a view to minimising the visual impact of such, particularly where these fan out from poles situated along the main street.
- It is recommended that the City Council adopt a programme for the replacement of unsympathetic lamp standards and other street furniture within village Conservation Areas, with Burgh-by-Sands a priority.
- The density of street lighting within new housing schemes, particularly where these are within or immediately adjoining a Conservation Area, should be at a level that is compatible with the safety of pedestrians, but not so great as to introduce a suburbanising influence that is out of keeping with lighting standards elsewhere within the village.
- Existing cast iron direction signs, post-boxes and the like should be retained and restored as an important part of the village heritage.



BURGH-BY-SANDS



MIX OF BUILDINGS AND WALLS, BURGH-BY-SANDS

LANDSCAPING SCHEMES

- Landscaping schemes are recommended for the villages of Moorhouse and Thurstonfield and the large area of open space to the east of the Greyhound Inn within the village of Burgh-by-Sands.



APPENDIX 1: THE PLANNING FRAMEWORK

This Design Statement has been prepared within the context of the Carlisle District Local Plan, which was adopted by Carlisle City Council on 16th September 1997.

Key Local Plan policies and proposals are highlighted on Map 1 (page 4).

A selection of Local Plan policies which are of particular relevance to land lying within the parish are summarised below, firstly in terms of general development policies for different land uses and then in terms of specific policies to conserve the unique environmental characteristics which exist within the parish.

Further details of Local Plan policies and proposals can be obtained from:

Planning Services Division
Dept. of Environment &
Development,
Carlisle City Council
Civic Centre
Carlisle CA3 8QG.

GENERAL DEVELOPMENT POLICIES:

The following land use policies support the strong desire which emerged from the public consultation that any future development within the parish should be limited in scale and in keeping with the character of existing villages.

POLICY H5: VILLAGE DEVELOPMENT

Large scale residential development will not be permitted within the settlements of Boustead Hill, Burgh-by-Sands, Longburgh, Moorhouse or Thurstonfield. Proposals for small-scale residential development will normally be acceptable providing that all of the following apply:

- ▶ the site is well related to the landscape of the area and does not intrude into open countryside;
- ▶ the scale of the proposed development is well related to the scale, form and character of the existing settlement;
- ▶ the layout of the site and the design of the buildings is well related to existing property in the village;
- ▶ the siting and design of the buildings is well related to and does not adversely affect the amenity of neighbouring properties;
- ▶ appropriate access and parking can be achieved;
- ▶ the proposal will not lead to the loss of amenity open space within or at the edge of the settlement.

What constitutes "large scale" will vary from settlement to settlement but, in all cases, developments of 20 dwellings or more will be considered large scale. At Boustead Hill, Longburgh and Thurstonfield the upper limit is likely to be considerably less than 20 dwellings.

POLICY H9: RURAL EXCEPTION SITES

Notwithstanding Policy H5 above (and certain other Housing Policies within the Plan), proposals for residential development may be permitted in locations where such development would not usually be permitted, where all of the following conditions are met:

- » the proposal is for low-cost housing to meet an identified need;
- » the proposal is supported by a detailed agreement which will satisfy the requirement that, once built, the residential units are retained for the benefit of successive as well as initial occupiers;
- » the proposal is well related to the settlement where the need has been identified and does not involve a significant impact on the local landscape.

Although this policy could be read as over-riding the need for sensitive siting and design, there is no reason why low cost housing cannot be designed in a manner that is in keeping with local vernacular traditions. It is strongly recommended that any future development of this nature should have regard to the criteria contained within this Design Guide.

POLICY EM10: SMALL SCALE BUSINESS DEVELOPMENT

Small scale commercial or industrial development within existing settlements, the curtilage of existing employment premises, or groups of farm buildings, or moderate extensions to existing premises will be acceptable provided all of the following apply:

- » there is no unacceptable adverse impact on the local landscape;
- » there is no unacceptable adverse effect on nature conservation interests;
- » adequate access and appropriate parking provision can be achieved;
- » there is no unacceptable adverse affect on the amenity of any adjacent properties.

POLICY EM11: RURAL DIVERSIFICATION

Proposals for the reuse and adaptation of buildings (of permanent construction) for commercial, industrial or recreational use will be acceptable subject to the following criteria:

- » the form, bulk and general design of the buildings are in keeping with the surroundings;
- » adequate access and appropriate parking arrangements are made;
- » any increased traffic generated by the proposal can be accommodated by the existing highway network;
- » there is no unacceptable adverse effect on the amenity of adjacent property or the surrounding landscape.

POLICY EM15: SMALL SCALE TOURISM DEVELOPMENT

Proposals for small scale tourism related development will be acceptable providing that all of the following apply:

- » there is no unacceptable adverse impact on the landscape;
- » adequate access and appropriate car parking can be achieved;
- » the proposal is well related to an established settlement or group of buildings or involves the conversion of an existing building, or would form an important element of a farm diversification scheme.

POLICY E19: LANDSCAPING OF NEW DEVELOPMENT

In considering proposals for new development the City Council will, where appropriate, require the retention of existing trees, shrubs, hedges and other wildlife habitats and the replacement of any environmental feature lost to development.

Landscaping schemes to be implemented by the applicant will be required as part of most planning applications.

SOLWAY COAST AREA OF OUTSTANDING NATURAL BEAUTY

The northern sector of the parish, including most of the built-up area of Burgh-by-Sands, Dykesfield and Boustead Hill, is contained within the Solway Coast AONB (see map). The following Local Plan policy applies:

POLICY E3: Within and adjacent to the AONB, permission will not be given for development which would be unacceptably detrimental to the present character and quality of the landscape.

Development proposals should seek to conserve or enhance the present character and quality of the landscape through appropriate siting, design, materials and landscaping.

Large scale development will only be permitted where there is proven national need and lack of an alternative site.

Upper Solway Flats and Marshes Nature Conservation Site of International Importance

The whole of Burgh Marsh, bordering onto Boustead Hill and Dykesfield, forms part of the Upper Solway Flats and Marshes Site of Special Scientific Interest. This has been designated under the RAMSAR Convention as a Wetland of International Importance and under the terms of the European Community Directive on the Conservation of Wild Birds as a Special Protection Area (SPA). The area is also a candidate Special Area of Conservation (SAC) under the European Habitats Directive. The boundaries of all these designations are the same (see map). The following Local Plan policies apply:

POLICY E10: Development which would affect an existing or proposed Special Protection Area

(SPA), Special Area of Conservation (SAC) or RAMSAR site will be subject to the most rigorous examination. Development or land use change not directly connected with or necessary to the management of the site and which is likely to adversely affect the integrity of the site will not be permitted unless:

- ▶ there is no alternative solution; and
- ▶ there are imperative reasons of overriding public interest for the development.

RIVER EDEN FLOOD PLAIN

The whole of Burgh Marsh and some of the farmland immediately adjoining it is contained within the floodplain of the River Eden. This area abuts the northern edges of the hamlets of Boustead Hill and Dykesfield. The following special policy applies:

POLICY E20: Development which would result in the raising of the floor of the floodplain, or which would have an adverse impact on the water environment due to additional surface water run off, or adversely affect river defences will not be permitted unless appropriate alleviation or mitigation measures are included.

HADRIAN'S WALL WORLD HERITAGE SITE

Hadrian's Wall and its associated fort, milecastles and vallum survive as buried features under Burgh-by-Sands and in sections to the east and west of the village and intermittently as features visible on the ground. In addition to being a scheduled Ancient Monument, the international importance of these surviving remains has been recognised through designation as a World Heritage Site by UNESCO.

A Management Plan has recently been adopted for the entire length of the Wall, including a buffer zone which occupies the whole of the northern half of the parish and includes the whole of the settlements of Boustead Hill, Burgh-by-Sands and Longburgh/Dykesfield (see map). The following Local Plan policies apply:

POLICY E25: Development will not be permitted where there is an unacceptable adverse effect on the Hadrian's Wall Military Zone World Heritage Site.

POLICY E26: Within the buffer zone of Hadrian's Wall Military Zone World Heritage Site ... proposals for development which would have an unacceptable adverse impact on the character and/or setting of the World Heritage Site will not be permitted. Development within or adjacent to existing settlements, established farmsteads and other groups of buildings will be permitted providing that:

- ▶ the proposal reflects the scale and character of the existing group of buildings; and
- ▶ there is no unacceptable adverse effect on the character and/or appearance of the Hadrian's Wall Military Zone World Heritage Site.

LISTED BUILDINGS

Approximately 57 properties within the parish contain buildings that are listed as being of special architectural or historic interest. These currently range in date from the late 12th century Church of St Michael (the only Grade I listed building in the parish) to the bridges and aquaduct associated with the early 19th century Carlisle Canal. They are heavily concentrated in the settlements of Boustead Hill (four Grade II buildings),

Burgh-by-Sands (one Grade I and nineteen Grade II buildings), Longburgh/Dykesfield (nine Grade II buildings), Moorhouse (fifteen Grade II buildings) and Thurstonfield (four Grade II buildings). The following Local Plan policy applies with regard to new development:

POLICY E3: Proposals for new development which adversely affect a listed building or its setting will not be permitted. The City Council will seek to encourage any new development to be sympathetic in scale, character and materials.

CONSERVATION AREAS

Most of the built-up area of Burgh-by-Sands (excluding Amberfield and the northern extremity of North End) and of Longburgh/Dykesfield have been designated as Conservation Areas since 1978 (see map). The settlements of Boustead Hill and Moorhouse are specifically identified as potential future Conservation Areas within the Carlisle District Local Plan. Conservation Area designation is seen as a means of recognising the importance of historic areas and addressing the problems of maintaining the quality of villages in a broader context than simply the protection of individual buildings, including conservation of the historic street pattern, open spaces, tree groups and other natural landscape features.

The following Local Plan policies apply within the two existing Conservation Areas:

POLICY E43: Improvement and Enhancement of Conservation Areas

The City Council will encourage, and permission will be granted for development within and adjoining conservation areas which preserves or enhances their character. The City Council will seek to ensure any new development or alterations to existing buildings are in sympathy with the setting, scale, density and



physical characteristics of conservation areas, and protect important views into and out of such areas. Applications for outline planning permission will not be accepted for proposals in conservation areas.

POLICY E44: Reinstatement of Traditional Materials

Within conservation areas the City Council will seek to ensure that existing traditional materials are reinstated following repairs to roads, pavements, kerbs and underground services.

POLICY E39: Demolition of Unlisted Buildings in Conservation Areas

There will be a general presumption in favour of the retention of buildings which make a positive contribution to the character or appearance of a conservation area. All proposals for demolition must be accompanied by details of redevelopment, which will normally be secured by means of a legal agreement.



LONGBURGH



BURGH BY SANDS



THURSTONFIELD



MOORHOUSE



BOUSTEAD HILL



CONSULTATION EXTRACT FROM PARISH PLAN

The Chairman and vice Chairman of the Parish Council provided leadership of the whole exercise on behalf of the Council and appointed a Secretary - Co-ordinator. These three in turn invited, met with and co-opted others to provide guidance and strength to the exercise as it unfolded. They set up Topic Groups and orchestrated the production of the Parish Plan.

2.2 THE CONSULTATION PROCESS

The process of creating a Parish Plan began with wide community consultation to gather the views of people living in the Parish of Burgh by Sands. The consultation was very open ended and aimed to get an overview of what people's main priorities and concerns were. In all views were gathered from approximately 20% of the total households in the parish.

The opinions of the whole parish were sought:

Firstly at the Jubilee day on 3rd June 2002 when some 70 responses were obtained.

Secondly by a comprehensive survey conducted through the magazine which is delivered to every household in the parish. This produced about 80 replies in writing. It should be noted that each of these responses could reflect the views of several individuals in the household.

These responses were supplemented by a direct approach to certain groups whom it was felt were not otherwise represented *e.g.* Primary School children and teenagers.

TYPE OF CONSULTATION	WHEN & WHERE UNDERTAKEN	NO. OF RESPONSES
Three questions on flags: ▶ What do you like about living in BBS? ▶ What are any problems about living here? ▶ What could be done to improve life here?	Jubilee Event Village Hall June 2002	70
Mini questionnaire: (<i>Sent to all households</i>) ▶ What do you like about living in Burgh By Sands? ▶ Are there things that you specially want to make sure are protected and supported? ▶ Are there any new things that you want to see being developed here? ▶ If you had some serious money to spend on improving the Parish, how would you spend it to make a big difference in the next 5 years and to make a big difference in the next 10 years.	Parish Magazine July 2002	80
Consultation with school children/ youth: ▶ What do you like about living in BBS? ▶ What are any problems about living here? ▶ What could be done to improve life here?	School & Youth Club Sept./Oct. 2002	30+73
Parish Conference <i>widely publicised and open to all parish residents</i>	Parish Meeting Oct. 2002	70

WHAT PEOPLE SAY

Overall it is clear that people love living in the parish of Burgh by Sands. As the following quote demonstrates, people value the surrounding countryside, the peace and quiet, the rural way of life and our strong sense of community.

"Burgh by Sands is a working village. It's simple and unpretentious, there's a traditional rural way of life here, and it's a great location."



*"There's a nice mix of different people and ages,
a range of different activities available, and a good community spirit."*

In general residents want specifically to see the village hall, the pubs and the post office protected, whilst continuing to support other 'traditional cornerstones of village life', the school, church, bus services, the garage, mobile services.

However there are things that people feel would make a substantive difference to improving the quality of life in the parish:

There is a clear desire for more places locally for people to meet each other, hear about what's going on and do things together. People want the facilities to enable this to happen. An improved village hall, a local shop and the village green.

In addition people want more things going on in the parish, for all ages but especially for children, young people and the elderly. Suggestions have included ensuring the work for a village green is successful; developing sports facilities; setting up activities for the elderly and creating a welcome pack for new arrivals.

For many people in the parish, transport was a key area that needs improvement. There is a need for better transport, especially for the young and old who cannot drive. The state of the roads and traffic through the parish also needs addressing.

Finally there is concern about the future development in the village. Many people locally want to work to keep the whole parish looking much as it does now, and some suggested that a parish design statement be undertaken. A centre for local businesses might help. There is also a need for sensitive improvements to footpaths, lighting and street furniture. Above all, there is a clear desire for affordable housing in the village.

3. ISSUES TO BE ADDRESSED

At the public consultation meeting in October 2002, members of the community were asked to prioritise issues that they wished to see addressed through the Parish Plan. Topic Groups were set up to investigate these issues further and Leaders were appointed for each group; all group leaders live in the parish. Members of the community were invited to join the groups and each group Leader was asked to report using a common format. Each Topic Group reported under the headings background, findings, recommendations and actions. The summary statements presented here represent only a part of the mass of information and opinion gathered by the Topic Groups.

3.1 IMPROVEMENT OF THE VILLAGE HALL

Background:

- » During the consultation many responses were received regarding the Village Hall, some called for a new hall but a majority called for improvements to the hall.
- » Issues around usage of the hall featured in many responses.
- » Access to the hall and parking featured alongside these other points.

Findings:

The Village Hall Committee formed the nucleus of the Topic Group and considered three possible ways forward; build a new hall elsewhere in the village, repair the existing hall, develop/ redesign and extend the existing hall.

A meeting was held with the Planning Officer for Carlisle City Council to discuss the existing site and ways of unlocking its potential. It was felt that the main hall should be retained in its existing form.

An extension to the existing small hall/kitchen was unlikely to be allowed due to the close proximity of the neighbouring dwelling. Possibly the only option to extend the hall would be to demolish the small hall/kitchen to form an access road to the car park. An extension to the opposite end of the building could then be constructed. This was unlikely to be refused, as the effect on neighbouring properties was minimal.

Any extension would have to be in keeping with the existing structure, e.g. constructed from similar materials. The extension could project into the car

