



INFRASTRUCTURE OVERVIEW AND SCRUTINY COMMITTEE

Committee Report

Public

Date of Meeting: 11th September 2008

Title: DALSTON CONSERVATION AREA

Report of: Director of Development Services

Report reference: DS.125/08

Summary:

Members received report DS.112/07 at its meeting on the 22nd November 2007 reviewing Dalston Conservation Area. Following consideration by this committee and the Council's Executive a public consultation was undertaken. The attached report (DS.101/08) was presented to Executive on the 26th August 2008. The report provides the feedback from the consultation and a recommendation for a revised conservation area. The minute of Executive is attached.

Questions for / input required from Scrutiny:

Was the consultation sufficient?

Are there any comments on the nature of the response to the consultation?

Have officers taken sufficient notice of the response received?

Is the recommendation for a revised conservation area a fair reflection of the response received taking into account any other factors?

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: Executive Report DS. 101/08

Recommendations:

That the observations/comments of Infrastructure Overview and Scrutiny Committee be forwarded to Executive

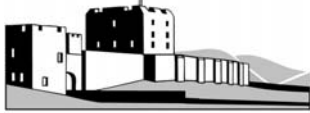
Contact Officer: Peter Messenger

Ext: 7195

Catherine Elliot

Director of Development Services

2 September 2008



REPORT TO EXECUTIVE

PORTFOLIO AREA: ENVIRONMENT & INFRASTRUCTURE

Date of Meeting: 26 August 2008

Public

Key Decision: Yes

Recorded in Forward Plan:

Yes

Inside Policy Framework

Title: Dalston Conservation Area Review

Report of: Director of Development Services

Report reference: DS.101/08

Summary:

Following a public consultation exercise and an assessment of the responses received on the Dalston Conservation Area Review, this report puts forward a revised Conservation Area boundary for the Council to designate.

Recommendations:

That this report be referred to Overview and Scrutiny for its consideration of the consultation process and the proposed area. That the proposed boundary shown on the Dalston Conservation Area Review Map 1 in Appendix 3 together with the two additional areas at St Michael's School and Buckabank be accepted as the revised Conservation Area boundary for Dalston.

C Elliot

Director of Development Services

Contact Officer: Chris Hardman

Ext: 7190

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: Executive Report DS.117/07

1.0 BACKGROUND INFORMATION AND OPTIONS

- 1.1 In December 2007 the Council agreed to carry out a public consultation on the proposals put forward in the Dalston Conservation Area Review (Report DS.117/07). This was to include a public meeting and an exhibition, together with leaflets being distributed to all affected properties. This consultation began in March 2008 and has now been completed. This report deals with the results of the consultation and the suggested amendments that arose from it.
- 1.2 The public meeting and exhibition relating to the review occurred on March 15th 2008. This was well attended and feedback on the day and subsequently from the Parish Council was that the Review was felt to be valuable and opportune. The public were then given time to consider the proposals and send in their comments. Responses were invited on the information in the leaflets and the exhibition which was derived from the Review set out in report DS.117/07 referred to above. The current report considers the consultation procedure, the responses received and the suggested amendments or additions to the Conservation Area.
- 1.3 The report goes on to suggest suitable and appropriate revisions to the Conservation Area and highlights issues raised by the public which are seen to be significant in ensuring the quality and character of the Conservation Area can be protected and enhanced.
- 1.4 It is requested that this report together with its recommendations be referred to Overview and Scrutiny for it to examine the process of consultation and the whether the recommendations on the proposed area are considered to be consistent with the consultation responses.

2.0 CONSULTATION

- 2.1 The initial review was carried out by Council staff together with members of the Dalston Parish Council. The subsequent report was put to the Council which agreed to the consultation exercise being carried out. This consisted of a Public Exhibition and Meeting which were advertised in the local press and took place on the 15th March 2008 at the Victory Hall in Dalston. The meeting was well attended with over 100 participants. A wide range of issues relating to conservation in Dalston were discussed, including the possible extension of the designated area and problems

maintaining the character and appearance of the Area.

- 2.2 1200 leaflets were sent out to homes in the area with the Parish Newsletter. (Copy attached in Appendix 1.) Copies were also available at the Meeting together with requests for written comments on the proposals. As a result of these events written comments were received from the Parish Council and the general public. The responses have been summarised in Appendix 2.

3.0 RESPONSE TO THE CONSULTATION

- 3.1 17 written responses were received which included one objection. Although the consultation was aimed primarily at the possible extension of the Conservation Area, the public were invited to give their comments on any conservation issues affecting Dalston Conservation Area. The one objection suggested that the inclusion of large areas of grazing land “remote” from the defined settlement limits was inappropriate.
- 3.2 The overwhelming number of responses supported the Conservation Area Review and the proposed extensions. Additional areas were also suggested, including Buckabank, Craketree Cottages, St Michaels School, Cardewlees and Orton Grange. These suggestions are dealt with in the next section.
- 3.3 Among the comments received there were a number relating to significant issues which affect the character and appearance of the Conservation Area. These included the following:
- Traffic and parking including speeding and yellow lines;
 - The preparation of a local list of buildings;
 - The possible listing of St Michael’s School;
 - The care and maintenance of the weir and sluices;
 - Future development pressure.
- 3.4 There was also a suggestion made for screen planting around the Nestles factory site to improve the views approaching and leaving Dalston. As this was well outside the Conservation Area boundary (both existing and proposed) it was considered that this was more a matter for the Parish Council than the Conservation Area Review.
- 3.5 All of the issues raised above have a significant impact on the character and appearance of Dalston and those which affect the conservation area will be

considered within a Management Plan that will form the final part of the current review.

4.0 PROPOSED AMENDMENTS TO THE CONSERVATION AREA BOUNDARY

- 4.1 There has been only one objection to the suggested extensions to the Conservation Area boundary (See para 3.1). All of the other responses have supported the Conservation Area Review and the proposed extensions. These are shown on Map 1 in Appendix 3.
- 4.2 The objection suggests that “large areas of grazing land” that are “remote” from the defined settlement limits should not be included within the Conservation Area. It is considered, however, that the open spaces in question have a significant part within the setting of Dalston village. Some of these spaces are of historic significance, all of them relate to adjacent satellite settlements that have landscape and topographical significance and all of these locations have close historical and architectural links to the village centre. The review recognised that it is these spaces which frequently define areas such as Greenhead, Bridge End, Riverside and Ellers Mill. Even the original Conservation Area recognised the importance of such open spaces by including The Green within its boundary.
- 4.3 In addition to supporting the proposed extensions several other parts of the village and parish were suggested for inclusion in the Conservation Area. These are mentioned in para. 3.2 above and their relative merits are discussed below:
- St Michael’s School. The original Victorian building is of local historical and architectural interest. The modern extensions however have little merit. As the current boundary adjoins the school on the south it is considered that the inclusion of the Victorian building in the Conservation Area IS appropriate. (See Map 2 in Appendix 3).
 - Craketree Cottages, Town Head Road. These cottages, dated 1690, are of local historical and architectural interest. They now lie within an area of modern housing which significantly reduces their conservation interest. The proposed Conservation Area boundary runs at the back of these properties and it would be possible to extend it to the road and thus include the cottages in the area. However these buildings are separated from the village’s historic core and are surrounded by a substantial amount of modern housing and without any structures or landscape features to support them it would make their inclusion rather incongruous. For this reason it is felt that

this part of the village should NOT be included within the Conservation Area. The Cottages themselves could be included in a local list of historic buildings for the Parish.

- Buckabank. This outlier of development sits on the ridge above the village. It is of historic interest and has a substantial number buildings of architectural interest. There is a limited amount of new development between Buckabank and the village but in the main the land is still in agricultural use. It is considered that the historical and architectural merits of this area ARE worth including within the new Conservation Area boundary. (See Map 3 in Appendix 3).
- Cardewlees and Orton Grange. Although there are a number of buildings of architectural and historic significance in these areas it is considered that the distance between them and the village is too great for them to be reasonably considered part of Dalston village. In addition, unlike the outliers described above they do not have a close historical relationship with the village. For these reasons Cardewlees and Orton Grange are NOT considered worth being included within the new Conservation Area boundary.

5.0 RECOMMENDATION

- 5.1 It is RECOMMENDED that the proposed boundary shown on the Dalston Conservation Area Review Map 1 in Appendix 3 together with the two additional areas at St Michael's School and Buckabank be accepted as the revised Conservation Area boundary for Dalston.

6.0 REASONS FOR RECOMMENDATION

- 6.1 The proposed amendments and extensions to the existing designated Conservation Area have been arrived at as a result of a Conservation Area Review which has included substantial public consultation. These proposals reflect the responses that have been received from the public and the Parish Council and have received wide support.

7.0 IMPLICATIONS

- Staffing/Resources – Resourced from within the Local Plans and Conservation Section
- Financial – Consultation undertaken from within the Local Plans and Conservation budgets.

- Legal – Additional legal responsibilities to those living within the designated area.
- Corporate – The Council is required to review its Conservation Areas from time to time. This review fulfils part of this statutory responsibility.
- Risk Management – Failure to complete the Review may be regarded as a failure to carry out a statutory duty.
- Equality and Disability – Consultation undertaken to include all sections of the community.
- Environmental – The Review includes the recognition of environmental character and the Council has a duty to maintain and enhance the character and appearance of areas of special architectural or historic significance, through, for example, careful consideration of planning applications, environmental improvements and highway improvements.
- Crime and Disorder – Nil
- Impact on Customers – This review has been encouraged and supported by the Dalston Parish Council and the local population. The Review is a significant response to the wishes of the people of Dalston.

C Elliot

Director of Development Services

Contact Officer: Chris Hardman

Ext: 7190

APPENDIX 1

DALSTON CONSERVATION AREA REVIEW LEAFLET

The Statutory definition of a Conservation Area is:

“an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”

Historic areas of distinctive quality and character have a strong sense of place and provide continuity and stability in a rapidly changing world.

The special interest of a Conservation Area stems from one or more of the following factors:

- the archaeological significance and potential of the area.
- the architectural and historic quality, character and coherence.
- the contribution made by green spaces, trees and hedges.

Consequences of Designation

Under current planning legislation a dwelling may be altered in a variety of ways without requiring planning permission. This is known as Permitted Development. Within a Conservation Area stricter controls apply, so in addition to normal planning control, permission is also required for a range of works that elsewhere would be covered by Permitted Development. Further information will be available at the exhibition (see below) and can be viewed now on the Council's website.

What Next?

This leaflet and the exhibition contain suggestions only. To successfully promote, enhance and care for the Conservation Area, it is vital that it is supported by local residents, interested amenity groups and local authorities. Local opinion is very important and you should make your views known to the Head of Planning and Housing Services at the City Council.

Dalston

Conservation Area Review



Dalston Conservation Area was designated in 1980. The appraisal and designation of Conservation Areas are not ends in themselves. Local authorities have a duty to draw up and publish proposals for their preservation and enhancement, in consultation with the local community.

This review is intended to encourage debate and comment from anyone in Dalston who has an interest in the conservation of the village's heritage and character.

It looks at the existing boundary and examines whether this is still appropriate or should be reduced or extended. It identifies some of the issues that affect the character of the area. We would like to know your views on how these issues can be addressed and resolved.

If you have a view on whether the Conservation Area boundary should be amended or on any of the other aspects of this review, please send them to the Head of Planning and Housing Services, Civic Centre, Carlisle, CA3 8QG.

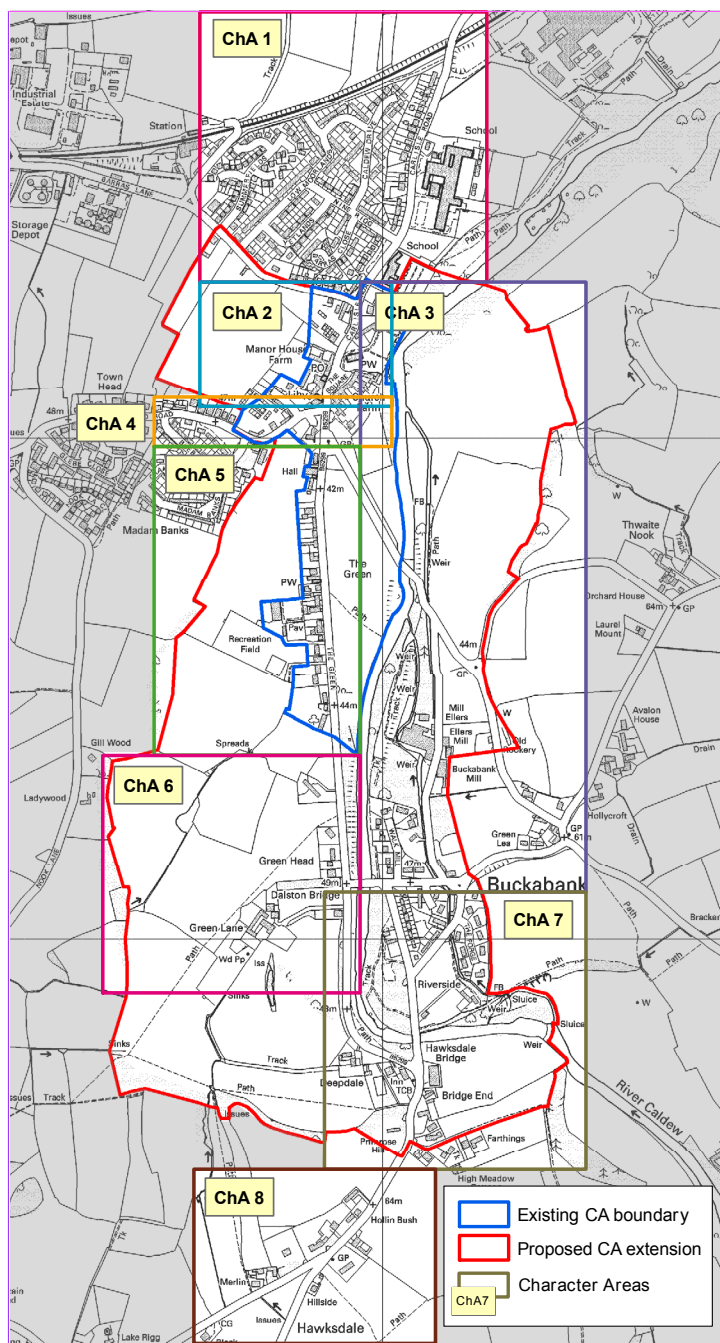
Following this consultation a Conservation Area Management Plan will be prepared for development into a Supplementary Planning Document.

This document will include policies to protect important, vulnerable sites when development is proposed and give due weight to recognised sites of significant landscape value in any Development Plan or Design Brief.



**Exhibition to be held at the
Victory Hall, Dalston on
Saturday 15 March
between 10 am and 1.00 pm.**





APPENDIX 2

SUMMARY OF RESPONSES TO CONSULTATION

Summary of Responses to Consultation

RefNo	Respondent	ChA	Section	Comment Received	Officer Response	Action Taken	Support	Object
1	001	1		<p>Would an extension of the conservation Area Boundaries prevent the cutting of trees and hedges which are presently under threat outside the Conservation Areas?</p> <p>A number of trees and hedges have recently been cut adjacent to the boundary (ref to Station Rd). The local scene has been altered drastically.</p>	The proposed CA extension would provide protection off trees. However it is not proposed to extend the boundary as far as Station Road in ChA 1.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
2	001	2		<p>Would an extension of the conservation Area Boundaries prevent the cutting of trees and hedges which are presently under threat outside the Conservation Areas?</p> <p>A number of trees and hedges have recently been cut adjacent to the boundary. The local scene has been altered drastically.</p>	The proposed CA extension would provide protection for trees. The Hedgerows may be covered by the Hedgerow Regulations if adjoining agricultural land.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3	001			<p>Would an extension of the conservation Area Boundaries prevent the cutting of trees and hedges which are presently under threat outside the Conservation Areas?</p> <p>A number of trees and hedges have recently been cut adjacent to the boundary. The local scene has been altered drastically.</p>	The proposed CA extension would provide protection for trees. The Hedgerows may be covered by the Hedgerow Regulations if adjoining agricultural land.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
4	001	2		Request relating to the replacement of the War Memorial Board which was removed for repair in 1998 and has not yet been replaced. It would be of interest for this area.		Referred to Pavochial Church Council	<input checked="" type="checkbox"/>	<input type="checkbox"/>
5	002	7	Historical Develop	Sluices and walls provide evidence of Dalstons industrial past. Management and maintenance is needed to allow increased public access.	Extending CA to cover these areas will provide opportunity for a management plan to be drawn up to address this issue.	To be dealt with in subsequent management plan.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
6	003		Conservation Area	Supports extension to boundary to prevent Kingsway area becoming a car park		None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
7	003		Conservation Area	Support whole of extension to prevent further dilution of existing buildings		None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
8	003			Restrict development and traffic		None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>

<i>RefNo</i>	<i>Respondent</i>	<i>ChA</i>	<i>Section</i>	<i>Comment Received</i>	<i>Officer Response</i>	<i>Action Taken</i>	<i>Support</i>	<i>Object</i>
9	004		Conservation Area	Support boundary extension but would like to see it extended further still.	Eastern end of Boundary will be extended to incorporate field by Hallfield, Buckabank. The proposed conservation area boundary will be further extended to rise to the top of the ridge at Buckabank, bringing within the bounday the open fields adjacent to Hallfield and to the rear of Buckabank Mill.	Extend eastern boundary to include field adjacent to HallField and field rear of Buckabank Mill. These fields rise to up to Buckabank and links buckabank with the rest of the the village of Dalston. This is a significant open space.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
10	004	5		Limit new building in the village especially next to Madam Banks & Nook Lane	Conservation Areas are to protect the existing character and inform appropriate and sympathetic development at the right scale in the right place. A Conservation Area designation is not there to prevent appropriate development.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
11	005	4	Conservation Area	Extend Boundary even further to include 1690's cottages now vets premises on Townhead Road	Craketree cottages are seperated from the historic core of the vllage by a substantial amount of modern housing. It is not considered appropriate to include these areas simply to bring these cottages, which are not listed, within the boundary.	Not considered appropriate to extend the boundary here.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
12	006	4	Conservation Area	Extend Boundary of Townhead Road area even further to include craketree cottages (now vets) premises on Townhead Road	Craketree cottages are seperated from the historic core of the vllage by a substantial amount of modern housing. It is not considered appropriate to include these areas simply to bring these cottages, which are not listed, within the boundary.	Not considered appropriate to extend the boundary here.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
13	007	7	Conservation Area	Field between Hallfield and Buckabank should be included in boundary (plan supplied)	Buckabank is considered to be of significant historically and architecturally. Extending the conservation area boundary to include this area would be appropriate.	Extend eastern boundary to include field adjacent to HallField and field rear of Buckabank Mill. These fields rise to up to Buckabank and links buckabank with the rest of the the village of Dalston. This is a significant open space.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
14	008	7	Conservation Area	Field between Hallfield and Buckabank should be included in boundary, it was an area of 'local landscape significance' and should remain that way	Buckabank is considered to be of significant historically and architecturally. Extending the conservation area boundary to include this area would be appropriate.	Extend eastern boundary to include field adjacent to HallField and field rear of Buckabank Mill. These fields rise to up to Buckabank and links buckabank with the rest of the the village of Dalston. This is a significant open space.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
15	009		Conservation Area	Fully supports the proposed Conservation Areas.		None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
16	010			Requests resiting of recycling facilities & no overnight parking on Queensway & Glave Hill car parks; double yellow lines on housing side of Townhead Road.	These issues are outside the remit of the boundary review but could be explored in the management plan.	Consider in subsequent management plan.	<input checked="" type="checkbox"/>	<input type="checkbox"/>

<i>RefNo</i>	<i>Respondent</i>	<i>ChA</i>	<i>Section</i>	<i>Comment Received</i>	<i>Officer Response</i>	<i>Action Taken</i>	<i>Support</i>	<i>Object</i>
17	011		Conservation Area	Support. Very good scheme to protect Dalstons Heritage from poor quality development. The boundaries should include as much of Dalston as possible.	Being considered in the proposed amendments.	Boundary amended to take in further significant area as suggested through the local consultation.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
18	012	7	Conservation Area	Supports whole of proposed area to be Conservation area. Area must include the mills, weirs, walls, streams & paths	Mills, Weirs, Walls, Streams & Paths are included within the proposed new boundary as their significance to the character of Dalston is recognised. It is considered inappropriate to extend the conservation area boundary further upstream purely to incorporate the footpath & cycleway as they are not characteristic of this area.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
19	012	3	Conservation Area	Supports whole of proposed area to be Conservation area. Area must include the mills, weirs, walls, streams & paths	Mills, Weirs, Walls, Streams & Paths are included within the proposed new boundary as their significance to the character of Dalston is recognised. It is considered inappropriate to extend the conservation area boundary further upstream purely to incorporate the footpath & cycleway as they are not characteristic of this area.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
20	12		Conservation Area	Supports whole of proposed area to be Conservation area. Whole valley should be kept free from light and industrial pollution. Buckabank, Buebank and Nook lane all overlook the valley to their great enhancement.	Agree protection is needed from inappropriate and unsympathetic development and consequential pollution.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
21	012			Something needs to be done about parking and speeding in the whole of Dalston	These issues are outside the remit of the boundary review but could be explored in the management plan.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
22	013			Much of the charm of village at present lies in its open spaces which need greater protection from development than that afforded by the present Conservation Area boundaries.	Agree with charm, protection is needed from inappropriate and unsympathetic development.	Boundary amended to take in further significant area as suggested through the local consultation.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
23	013	1	Conservation Area	Victorian building of St Michaels School could be included and listed.	Agree that the Victorian building should be included with in the Conservation Area. Request for listing could be put to English Heritage.	Boundary extended to take in further significant area as suggested through the local consultation.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
24	013		Historical Develop	Greater emphasis on the significance of the village in the context of its place within the ancient Manor of Dalston, its links to the Bishops of Carlisle, Rose Castle and Dalston Hall and it's longstanding industrial activities	This is more of an issue for the Parish council and individuals to develop and understanding of Dalston.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>

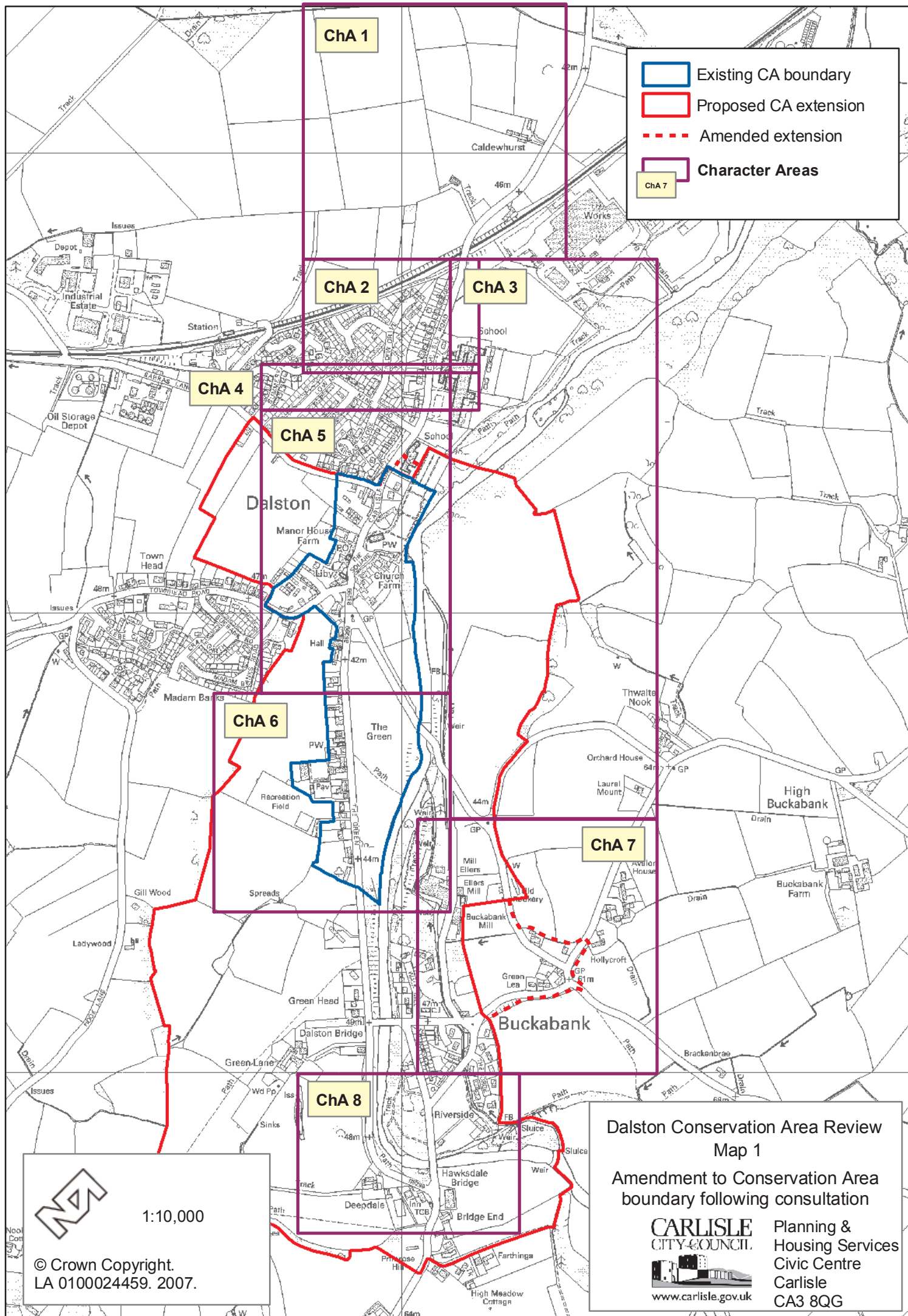
<i>RefNo</i>	<i>Respondent</i>	<i>ChA</i>	<i>Section</i>	<i>Comment Received</i>	<i>Officer Response</i>	<i>Action Taken</i>	<i>Support</i>	<i>Object</i>
25	014		Conservation Area	Include Cardewlees & Orton Grange as a Conservation Area	Too far removed from the settlement of Dalston to be included in this conservation area. Suggest write to Parish Council.	None necessary	<input type="checkbox"/>	<input type="checkbox"/>
26	015		Conservation Area	Extent of proposed extension seems to be unnecessarily extensive with the inclusion of large parcels of grazing land remote from defined settlement limits.	Overall high level of local support for proposed extension particularly the green open spaces that define Dalstons character. Also additional representations have been received requesting other parcels of open character land to be included.	None necessary	<input type="checkbox"/>	<input checked="" type="checkbox"/>
27	015	3	Conservation Area	Extent of proposed extension seems to be unnecessarily extensive with the inclusion of large parcels of grazing land remote from defined settlement limits. This is particularly so in the Buckabank area.	Overall high level of local support for proposed extension particularly the green open spaces that define Dalston's character. Also additional representations have been received requesting other parcels of open character land to be included.	None necessary	<input type="checkbox"/>	<input checked="" type="checkbox"/>
28	015	7	Conservation Area	Extent of proposed extension seems to be unnecessarily extensive with the inclusion of large parcels of grazing land remote from defined settlement limits. This is particularly so in the Bridge End area.	Overall high level of local support for proposed extension particularly the green open spaces that define Dalston's character. Also additional representations have been received requesting other parcels of open character land to be included.	None necessary	<input type="checkbox"/>	<input checked="" type="checkbox"/>
29	015	8	Conservation Area	Extent of proposed extension seems to be unnecessarily extensive with the inclusion of large parcels of grazing land remote from defined settlement limits. This is particularly so in the Hawksdale area.	Overall high level of local support for proposed extension particularly the green open spaces that define Dalston's character. Also additional representations have been received requesting other parcels of open character land to be included.	None necessary	<input type="checkbox"/>	<input checked="" type="checkbox"/>
30	016	1		Feels very stongly that the rural aspect of the village should be preserved at all costs, particularly the entrance to the village from Carlisle. Suggests that due to the ever expanding Nestle Factory, investment is made in heavy planting to screen the factory.	Doesn't fall into suggested conservation area. Whilst the factory site should not be included in the conservation area, the suggestion of a buffer zone of planting to screen the factory and protect the entrance to the village is a good idea.	This issue could be dealt with in the subsequent Management Plan.	<input checked="" type="checkbox"/>	<input type="checkbox"/>
31	017			Parish Council Meeting 08/04 It was felt that the Conservation Team had put on an excellent and informative display and that there was enthusiasm for the Dalston Conservation Area to be extended.		None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>
32	017			Suggestions were put forward that a local list of houses of interest should be compiled, as well as a record of the location/condition of the factory sluices, gates and walls.	This work has already been started as part of the CA review for the village. Further work is necessary and local help would be valuable in completing this work.	None necessary	<input checked="" type="checkbox"/>	<input type="checkbox"/>

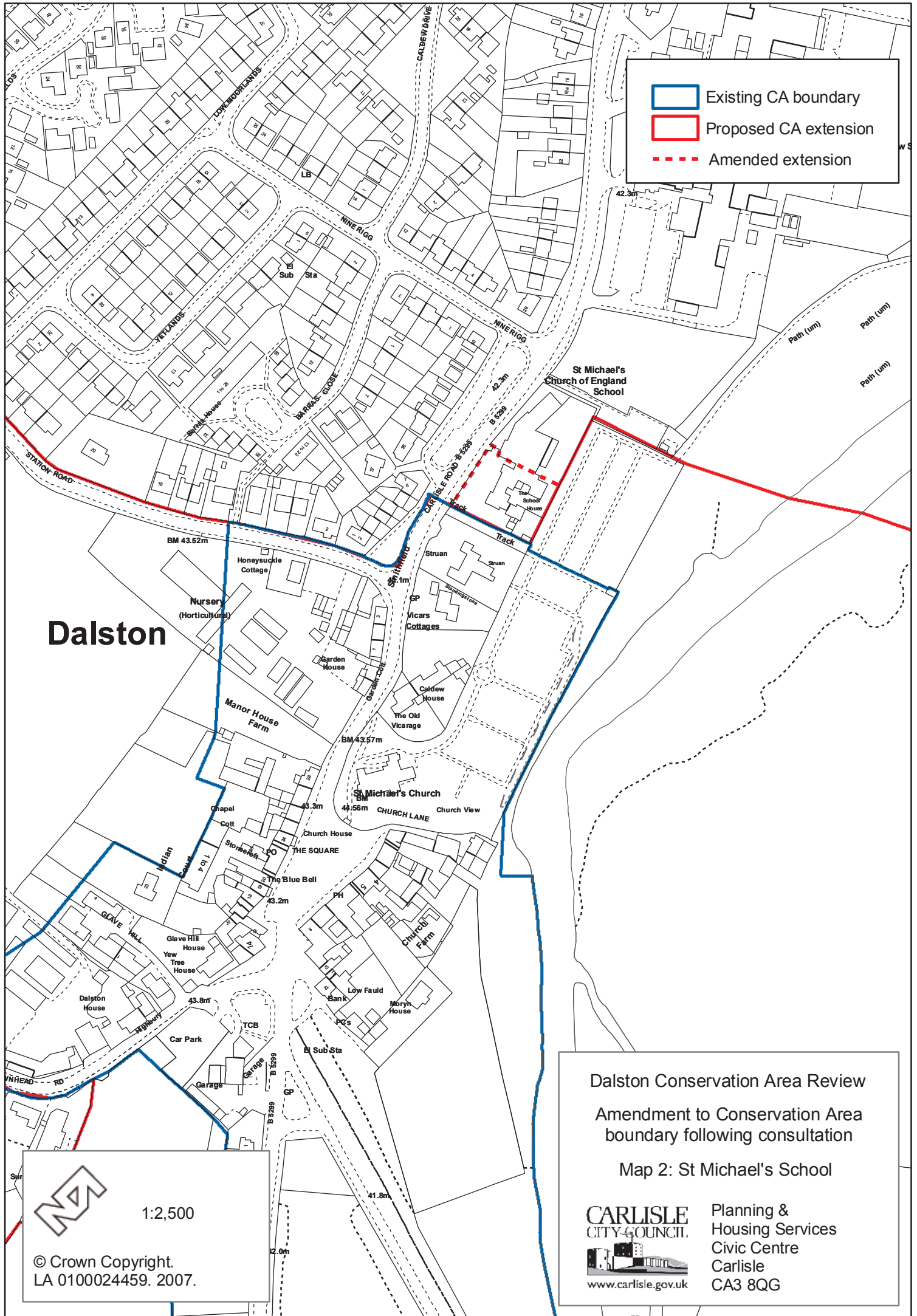
APPENDIX 3

MAP 1 REVISED CONSERVATION AREA BOUNDARY

MAP 2 ST MICHAEL'S SCHOOL EXTENSION

MAP 3 BUCKABANK EXTENSION





- Existing CA boundary
- Proposed CA extension
- Amended extension

Dalston

Dalston Conservation Area Review

Amendment to Conservation Area
boundary following consultation

Map 2: St Michael's School

CARLISLE
CITY COUNCIL



www.carlisle.gov.uk

Planning &
Housing Services
Civic Centre
Carlisle
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