



REPORT TO EXECUTIVE

PORTFOLIO AREA: INFRASTRUCTURE AND ENVIRONMENT

Date of Meeting: 18 December 2006

Public

Key Decision: Yes

Recorded in Forward Plan: Yes

Inside Policy Framework

Title: DENTON HOLME AND LONGSOWERBY DESIGN STATEMENT
SUPPLEMENTARY PLANNING DOCUMENT

Report of: Director of Development Services

Report reference: DS.101/06

Summary:

The SPD has been prepared in accordance with the requirements of the new planning system and the final version is attached at Appendix 2 to the report. This report considers the responses to the consultation and any amendments required prior to adoption of the document.

Recommendations:

The amendments to the Denton Holme and Longsowerby Design Statement Supplementary Planning Document are supported and the document is forwarded to Council for consideration for adoption.

C Elliot

Director of Development Services

Contact Officer: Pauline Goodridge

Ext: 7182

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: The Planning and Compensation Act 2004, Statutory Instrument 2004 No. 2204; The Town and Country Planning (Local Development) (England) Regulations 2004; Planning Policy Statement 1: Delivering Sustainable Development; Planning Policy Statement 12: Local Development Frameworks

1.0 BACKGROUND INFORMATION AND OPTIONS

- 1.1 Members considered a draft version of the Supplementary Planning Document at its meeting on 3rd July 2006 (DS.40/06). Council approved the draft Design Statement for consultation at its meeting on 18 July 2006.
- 1.2 The information contained in the SPD is intended to provide further detail on policies in the Carlisle District Local Plan 2001-2016, in particular policies CP4 (Design), CP5 (Residential Amenity), CP6 (Use of traditional materials) and CP16 (Planning Out Crime). The SPD will be used to aid the determination of future planning applications within the Ward. This SPD has been prepared in accordance with the requirements of the new planning system.
- 1.3 In accordance with the Regulations, consultation was undertaken from 28 July to 8 September 2006 with statutory bodies, individuals involved in the process and those expressing an interest.
- 1.4 The views coming forward during the six-week consultation period have been collated and are appended to this report (Appendix 1). There were 15 responses to this public consultation exercise.

2.0 Sustainability Appraisal

- 2.1 The Council is required to carry out a Sustainability Appraisal, incorporating the requirements of Strategic Environmental Assessment, for the SPD. This has been carried out and is available as a separate background report, which was available during the consultation period.

3.0 Consultation Responses

- 3.1 A separate report is attached at Appendix 1 which gives the names of the respondents to the consultation exercise, a summary of the representations made, changes sought by the respondent, the officers' recommendation to the comments and action taken. The subsequent changes have been incorporated in a revised SPD which is attached at Appendix 2.

- 3.2 Support was expressed for the recognition in the SPD of the need for development appropriate to the context and landscape character, the recognition of personal well-being, the reduction of noise, the need for environmental improvements including landscaping, mixed unit schemes including affordable homes and for opportunities for cycling.
- 3.3 Two current issues were highlighted by several respondents. One is the replacement of setts and cobbles in back lanes by tarmac which leads to faster vehicle speeds and can lead flooding as a result of less pervious surfaces. There is a loss of distinctive character also. The other issue of concern is the existence of derelict properties, both residential and commercial in the area.
- 3.4 The Head of Environmental Services commented on the issues of graffiti on walls, the frequency of street cleaning, the maintenance of footpaths, roads, sewers and gullies and landscaped areas. These operations are outwith the scope of the Supplementary Planning Document but nevertheless are local issues that impact on the design elements and local character of the area.
- 3.5 Further issues raised did not relate to the SPD directly but to general environmental problems in the area: the need for improvements to the maintenance of public areas; the need for additional on-street parking; more waste bins; CCTV in public areas; and, the removal of the gravel island in the River Caldew near East Dale Street pedestrian bridge. With regard to the latter concern the Environment Agency has commented that this is an over-wide section of the river, which presents the opportunity for gravel deposition. A maintenance management plan is being developed for the river which is likely to suggest management of the vegetation on the island. The position of gravel may be influenced by the likely footbridge replacement as part of the River Caldew flood defence scheme.
- 3.6 The Cumbria Chamber of Commerce and Industry, Denton Holme Affinity Group, supports environmental improvements which will make the townscape and public realm more welcoming, encouraging people to use the Denton Holme commercial area, which, in turn, will encourage more private investment.
- 3.7 Several suggestions were made to improve the document and these have been commented on within the attached report. The text amendments improve the clarity of expression, involve minor corrections and give additional supporting references.

3.8 Advice has been sought from Government Office North West on the adoption process of this document under the transitional arrangements and has expressed agreement that the document refers to both emerging local plan policies as well as adopted ones. These are listed in Appendix 1 of the SPD.

4.0 INFRASTRUCTURE OVERVIEW AND SCRUTINY COMMITTEE

4.1 The consultation comments and SPD were reported to members of IOS Committee on the 26th October 2006 (Report DS.75/06). Members queried whether the guidance in this SPD could be used elsewhere in the City. The design principles outlined could be applied elsewhere but would carry less weight than if applied in Denton Holme and Longsowerby ward. A separate document would have to be prepared for other areas and is being developed as part of Carlisle Renaissance urban design work.

4.2 Infrastructure, Overview and Scrutiny Committee supported the production of the SPD and acknowledged the processes undertaken in its production. Minor revisions to the text were supported. It recommended the forwarding of the document to the Executive.

5.0 RECOMMENDATIONS

The amendments to the Denton Holme and Longsowerby Design Statement Supplementary Planning Document are supported and the document is forwarded to Council for consideration for adoption.

6.0 IMPLICATIONS

- Staffing/Resources – Staff resources in the Local Plans and Conservation Section have been utilised in production of this SPD. The design principles contained in the document should lead to development proposals in which design is considered more fully at an early stage in the preparation of planning applications.
- Financial – There are no financial implications.
- Legal – The production of this SPD accords with the Planning and Compulsory Purchase Act 2004 and The Town and Country Planning (Local Development) (England) Regulations 2004.

- Corporate – The Design Statement SPD should contribute towards creating more sustainable communities and is in accordance with the Council’s “cleaner, greener and safer” priority.
- Risk Management – The Design Statement SPD is unlikely to expose the Council to significant risk.
- Equality Issues – Consideration of design issues should encourage more inclusive design in the built and green environment.
- Environmental – The Design Statement will assist in a more objective assessment of planning applications and subsequently improve the built and green environment.
- Crime and Disorder – In general the assessment of issues such as ‘Designing Out Crime’ will be relevant to the context of planning proposals considered against the background of the SPD. Consultation on applications will continue to involve the Police Architectural Liaison Officer for specific design issues.
- Customers – Customers of proposals in Denton Holme and Longsowerby will be made aware of the guidance of the SPD. The local community have been involved in its production.

C Elliot

Director of Development Services

Contact Officer: Pauline Goodridge

Ext: 7182

**Denton Holme and Longsowerby Design Statement SPD
Summary of main issues raised by representations and responses
Regulation 18 (4) (b)**

Appendix 1

Denton Holme and Longsowerby Design Statement Representations 2006

Respondent	Representation Comments	Action Taken and Change Sought	Officer's Response	Action Taken and Justification
Denton Holme Resident				
	Various complaints regarding the Denton Holme Area. Support for paragraph 1.27 basalt setts. Speed bumps repaired with tarmac and not setts. Removal of setts or covering with tarmac has created fast surface for vehicles but created danger to elderly and the young. Increased surface water flooding of area. Empty/derelict shops. Graffiti. Lack of dog bins. Poor street lighting. Car park for bingo users and disabled parking needed. No more fast food takeaways.	Memo Highways Operations Manager 25 09 06; Memo Property Services 25 09 06; Memo Dog Fouling Enforcement Officer 25 09 06; Memo to Environmental Quality Manager re derelict buildings 25 09 06; Memo to Highways Services Manager 25 09 06; Letter Environment Agency 26 09 06	Head of Planning and Housing Services dealing with derelict buildings issue; Letter from Environment Agency explaining Flood Alleviation works, so no intention or need to remove 'island', commented that 'island' has been in place since at least 1991 02.10.06	No Change; not SPD matters
Denton Holme Resident				
	Various complaints regarding the Denton Holme Area. Support for paragraph 1.27 sandstone pavements. Too much noise from seagulls. Suggests removal of 'island' in river Caldew. Derelict buildings ruin character of area.	Memo to Environmental Quality Manager re derelict buildings 25 09 06; Memo Community Safety Development Officer 26 09 06; Memo Head of Environmental Services 25 09 06; Letter Environment Agency 26 09 06; Memo to Highways Services Manager 25 09 06	Cannot enforce wild birds, Head of Planning and Housing Services dealing with derelict buildings issue; Letter from Environment Agency explaining Flood Alleviation works, no intention or need to remove 'island', commented that 'island' has been in place since at least 1991 02.10.06	No Change; not SPD matters
Director of Public Health Carlisle and District PCT				
	Support for recognition of personal well-being, reducing noise, landscaping, affordable homes, mixed unit schemes and opportunities for cycling.	No Action Necessary	n/a	n/a
North West Regional Office The Countryside Agency				
	Supports the SPD in that it stresses the need for development appropriate to the local context and the emphasis on landscape character.	No Action Necessary	n/a	n/a

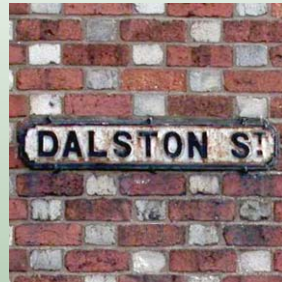
Respondent	Representation Comments	Action Taken and Change Sought	Officer's Response	Action Taken and Justification
Denton Holme Resident	Is concerned about the derelict buildings in the area: No 1 Richardson Street No 11 Denton Street (shop) No. 155 Denton Street	Memo to Environmental Quality Manager re derelict buildings 25 09 06. Enforcement Officer dealing with (is infact no 2 Richardson Street). No Action Necessary	Head of Planning and Housing Services dealing with derelict buildings issue.	n/a
Assistant Network Manager Highways Agency	No comments as not close to trunk road network	No Action Necessary	n/a	n/a
Director of Strategy & Development OneNorthEast	Supports the SPD. No specific comments	No Action Necessary	n/a	n/a
Senior Planning Officer GONW	The document is well set out and interesting; it should be a good basis for generating local interest in planning issues, as well as providing guidance for developers, designers and builders. Our one reservation is that its policy purpose is not easy to disconcert. Recommendations should be emphasised more, perhaps with coloured paper.	Text Amendments and coloured paper for reccomendations	Some text could be clarified to assist meaning	Presentation and Text Modifications; Change paper colour of recommendations (Page 21), text clarifications to recommendations.
Director The Theatres Trust	Not relevant to the Theatres Trust remit so no comments to make.	No Action Necessary	n/a	n/a
Policy Officer Northumberland County Council	No comments	No Action Necessary	n/a	n/a
Chief Executive Cumbria Chamber of Commerce	Denton Holme Business Community Responses. Requested general environmental improvements. Supporting environmental improvements to make the townscape and public realm more welcoming, encouraging people to use Denton Holme shops and businesses.	Referred comments to relevant Departments. Memo Head of Environmental Services 25 09 06; Memo Community Safety Development Officer 26 09 06	Head of Planning and Housing Services dealing with derelict homes issue	No Change; not SPD matters

Respondent	Representation Comments	Action Taken and Change Sought	Officer's Response	Action Taken and Justification
Asset Protection United Utilities	Support energy demand management. However, we should not get complacent with demand for portable water. Advise attention to building design (Ecohomes) to encourage environmental sustainability: this would allow the SPD to demonstrate its 'green vision for the future'.	Email to Acting Building Control Manager. Amend text to reflect attention to building design for portable water.	Presently no legislative provision. This may be amended in future.	Text Modifications; add reference to sustainable water management (para 1.29).
Local Plans Officer Eden District Council	An interesting and informative document. 1.The front cover does not state that it is an SPD. 2.Paragraph 1.27: Support the maintenance and repair of cobbled streets, as noticed that recent works in streets in Denton Holme resulted in fewer cobbles. (with much larger spacing) being put back after utility repairs, which detracts from the overall quality and probably integrity, of the street. 3.Whilst the list of recommendations is useful and a clear way of presentation, the links to relevant supporting text/justifications is not always clear. Inclusion within the text (as well as the separate list) may help demonstrate the context. If you feel that this would result in too much repetition we understand if you choose not to adopt this approach. 4.Page 14: The Residential Character Summary is not specifically referred to any within the recommendations. Is this intentional? The recommendations do seem to support the overall character identified in the summary, but the link is not clearly made. (This also links to point 3 above). 5.List of Recommendations: The number for the 'Outdoor Spaces' recommendations are 1, 2, 3, 5... There should be a number 4.	Change Text	Links to policies within the text would interrupt the text and impede its flow.	Text Modifications; add SPD to front cover, change numbers in Outdoor Space recommendations, expand heading of residential character summary.
Director Community Services Carlisle City Council	No Comments	No Action Necessary	n/a	n/a
Planning Liason Officer Environment Agency	Page 17 section 1.21 Holme head weir and the sluice take off for the Little Caldew are possibly a landmark worth noting.	Change Text	n/a	Text Modifications; add reference - para 1.22.

Denton Holme and Longsowerby Design Statement SPD

*Denton Holme
and Longsowerby*

Design Statement



Supplementary Planning Document

January 2007

Contents

Denton Holme Ward Map	Page 4
Planning Policy Context	Page 5
Preface and Residents Survey	Page 6
Map 1870	Page 7
Map 1901	Page 8
Map 1940	Page 9
Map 2006	Page 10
Introduction	Page 11
Holme Head Conservation Area	Page 12
Listed Buildings	Page 12
Design Statements	Page 12
Residential Character	Page 13
Residential Character Summary and General Development Principles	Page 14
Industrial Character	Page 15
Open Spaces and Watercourses	Page 16
Landmarks and Views	Page 17
Continuity and Enclosure	Page 17
Ease of Movement	Page 18
Legibility	Page 18
Quality of the Public Realm	Page 18
Shopfronts	Page 20
Recommendations	Page 21

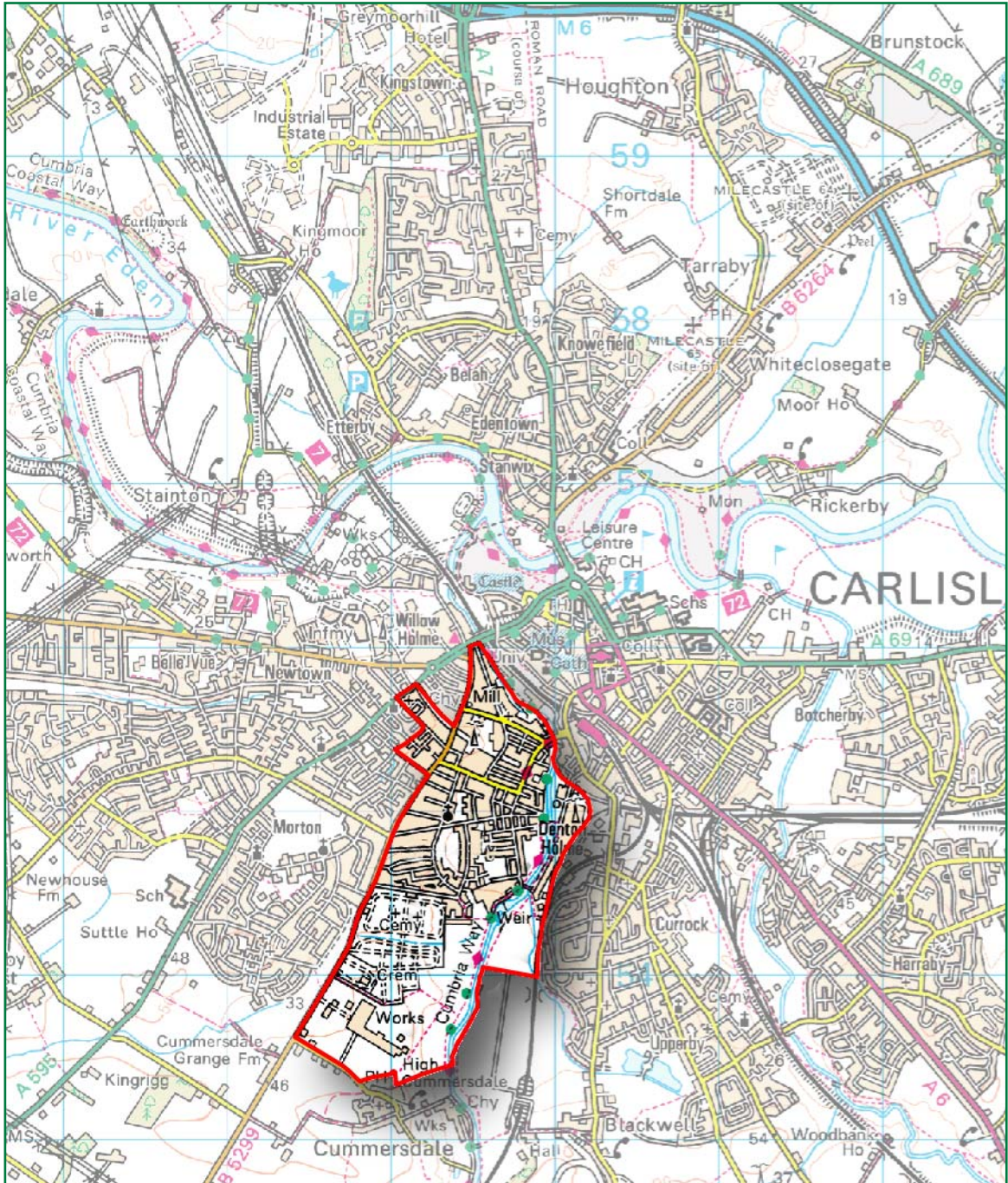
Appendices

1 Statutory Framework	Page 23
2 SPD Relationship to Local Plan	Page 24
3 Listed Buildings	Page 25
4 Tree Preservation Orders	Page 26
5 Bibliography	Page 26
6 Glossary	Page 27

This Design Statement was produced by
Carlisle City Council, Development Services
For a copy in large print or audio tape contact:



Local Plans and Conservation
Civic Centre • Carlisle • CA3 8QG
Tel: 01228 817193
Fax: 01228 817199
E mail: lpc@carlisle.gov.uk



Denton Holme Ward

Not to Scale.

All maps in this publication are reproduced under licence to Ordnance Survey.
© Crown Copyright. All rights reserved. Carlisle City Council LA 0100024459. 2005.

Planning and Policy Context

A summary of the relevant statutory framework for the Plan area is set out in Appendix 1.

Planning Policy Statement 1 sets out the following approach for sustainable development and sustainable communities:

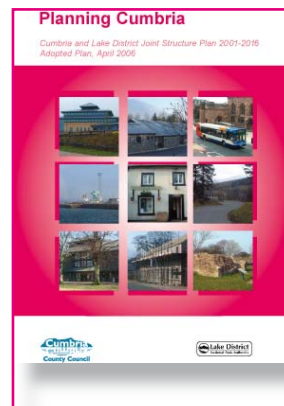
- Urban regeneration
- To bring forward sufficient land of a suitable quality in appropriate locations to meet the needs for housing, industrial and business development and for leisure and recreation
- To ensure new development is located where access to services and facilities is available on foot, bicycle and public transport
- To enhance and protect biodiversity
- To promote the more efficient use of land
- To promote inclusive communities



The Draft Regional Spatial Strategy for the North West of England was submitted to the Secretary of State in January 2006 and provides the framework for the physical development of the region to 2021.

The policy objectives relevant to the Denton Holme Design Statement include:

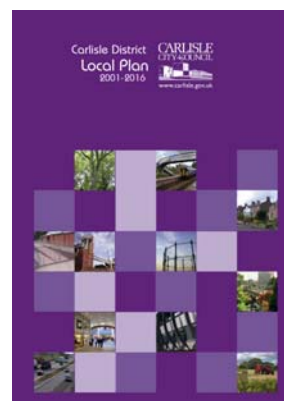
- The development of safe, sustainable, attractive and distinctive places to live, work and visit
- The active management and prudent use of the natural and man-made resources and the most efficient use of infrastructure
- The protection and enhancement of the built and natural environmental assets and unique culture and heritage
- The integration of multi-purpose green infrastructure provision within existing and new development



The Cumbria and Lake District Joint Structure Plan 2001-2016

provides the strategic planning policy context for the Denton Holme area and outlines the measures needed, in combination, to achieve sustainable development as:

- The achievement of a flourishing and diverse local economy
- Access to good quality housing for all
- The provision of a full range of appropriate and accessible services
- The provision of good transport services and communications
- The achievement of quality built and natural environments
- The reuse of previously developed land



This SPD expands on the following **Carlisle District Local Plan 2001-2016 Revised** Redeposit Draft policies listed in Appendix 2:

- CP4 Design principles:
 - ... have regard to the context
 - ... respect local landscape character
 - ... respect local distinctiveness
 - ... ensure the components of a scheme integrate well
- ... ensure services and infrastructure are included
- ... encourage use of sustainable design features
- CP5 Residential amenity
- CP6 Use of traditional materials
- CP8 Development, energy conservation and efficiency
- CP9 Sustainable drainage systems
- EC8 Shopfronts
- LE1 Urban fringe landscape
- LE2 Sites of International Importance
- LE5 River corridors
- LE20 Conservation areas
- LE23 Historic parks, gardens and battlefields
- T1 Parking guidelines
- LC15 Percent for art

Preface

This document forms a separate Supplementary Planning Document (SPD) for use by Carlisle City Council in its Development Control function. It has been subject to public participation under The Town and Country Planning (Local Development) (England) Regulations 2004. Revisions to the draft were made to reflect the comments received. This document is included in the Carlisle District Local Development Scheme.

Planning Policy Statement 1 *Delivering Sustainable Development* advises planning authorities to prepare robust policies on design based on an understanding and evaluation of defining characteristics. The City Council is committed to improving the quality of development across the district. The purpose of this document can be summarised as:

- To improve the quality of design of all development by developing an awareness of the existing character.
- To help designers and developers understand the Council's expectations for design quality in new developments.

The character of Denton Holme is the product of a number of factors:

- Landscape features
- Economic and social history
- Layers of residential development from different phases of expansion
- The interwoven industrial character and its distinctive built legacy
- Urban open spaces, its bisecting watercourses and its rural edge.

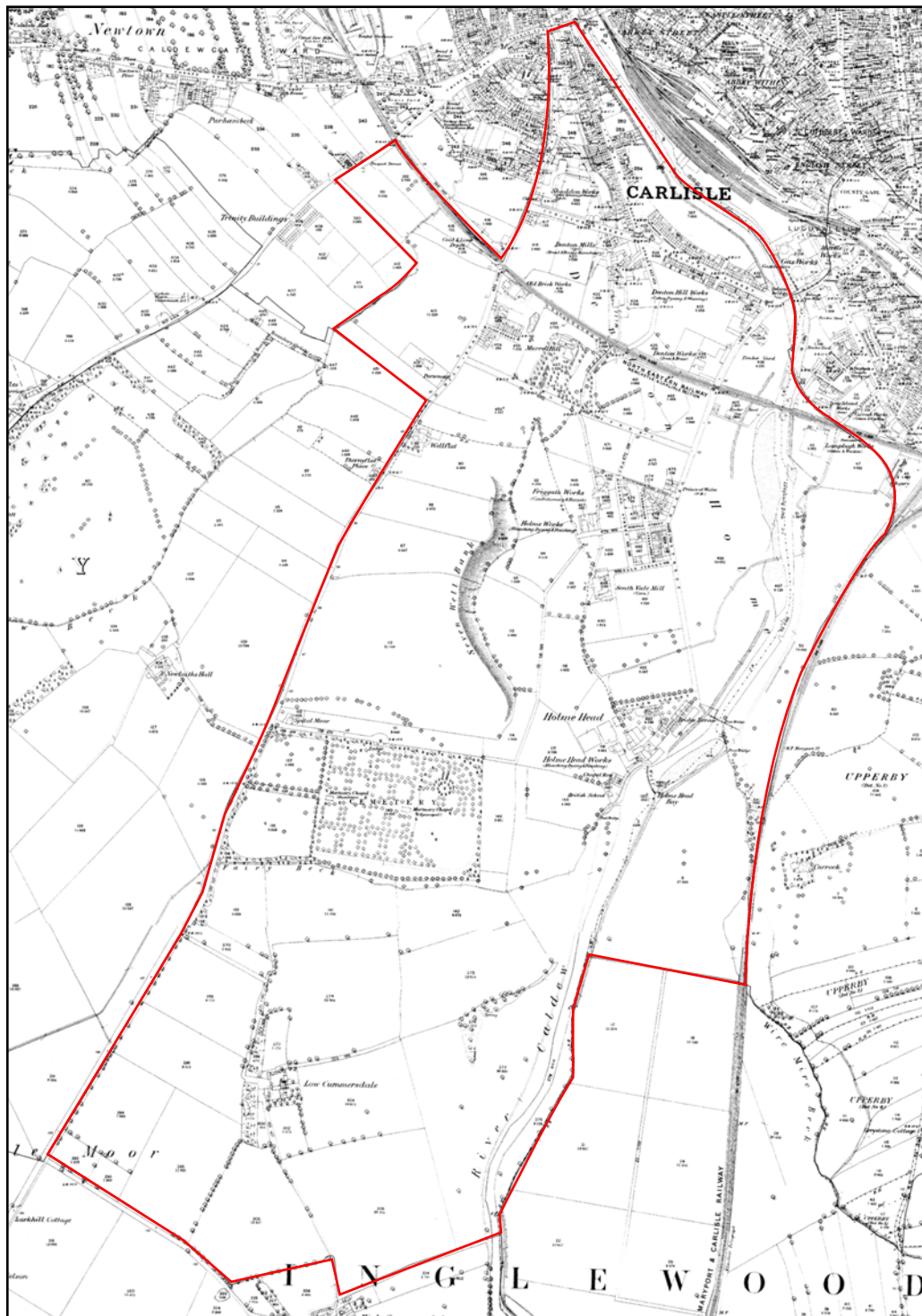
Many of these features have been identified as having national or local significance: Inclusion on the listed buildings register, the national register of parks and gardens, status as a conservation area, a Special Area of Conservation (SAC) and as a Site of Special Scientific Interest (SSSI).

Findings from the 2004 Residents' Survey:

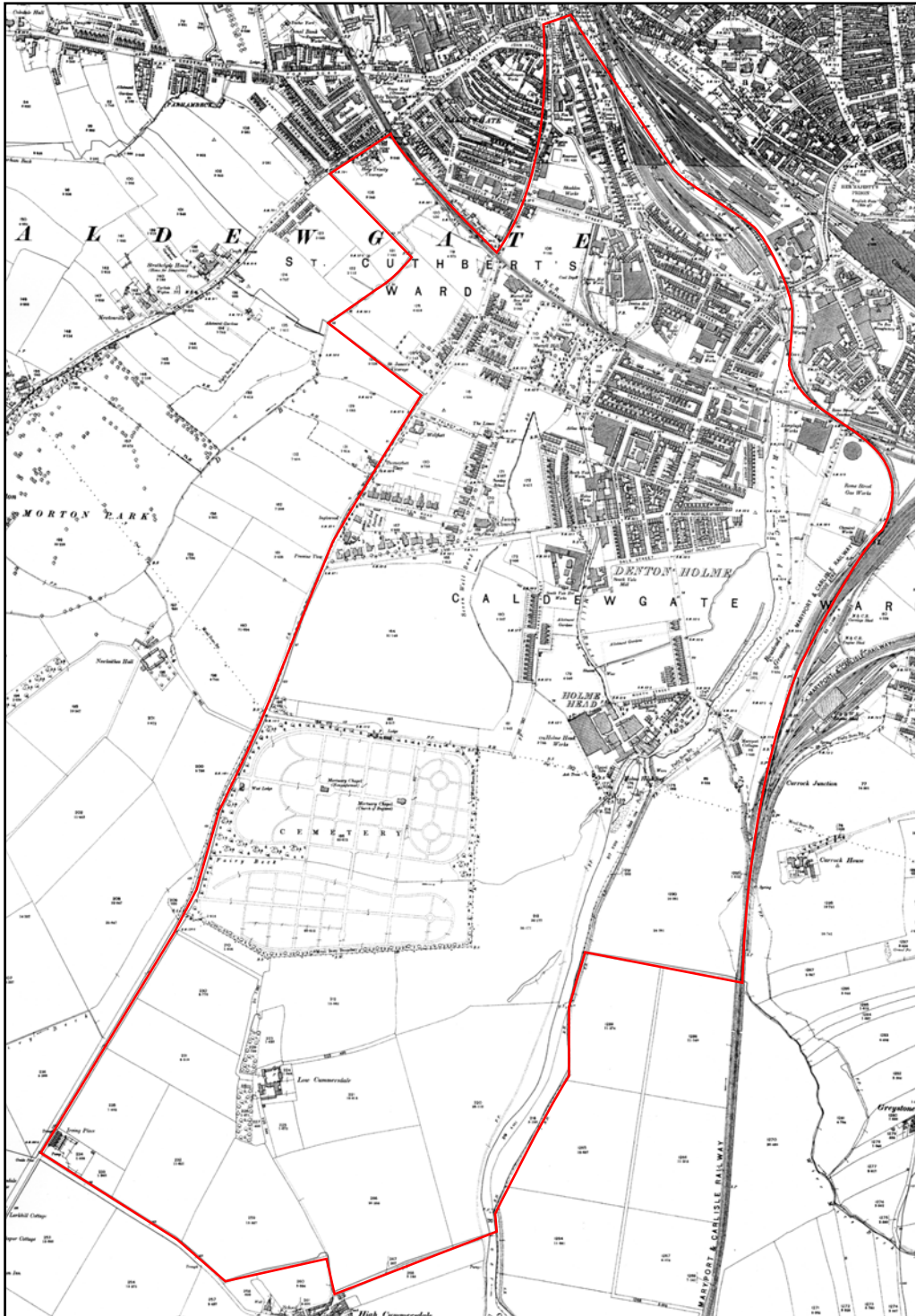
- *36% thought that developing a village design statement (VDS) is a good idea*
- *a further 51% thought that a VDS is a good idea but needed further information to decide*
- *53% thought empty or derelict shops and poor shop fronts a problem*
- *support for the sympathetic conversion of former mill buildings into residential accommodation to retain character*
- *support for the retention of setted and cobbled streets*
- *support for an exhibition or museum about Denton Holme's industrial heritage*
- *a plea for sensitive regeneration*
- *a call for buildings that do not dominate the skyline.*
- *height restrictions on new blocks of flats*
- *new building should be in the traditional material of brick to fit in with the environment and not render or pebbledash*
- *enhancement of shop fronts*
- *investment in improved and more co-ordinated street furniture*

“ Design which is inappropriate to its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted”

PPS1 2005



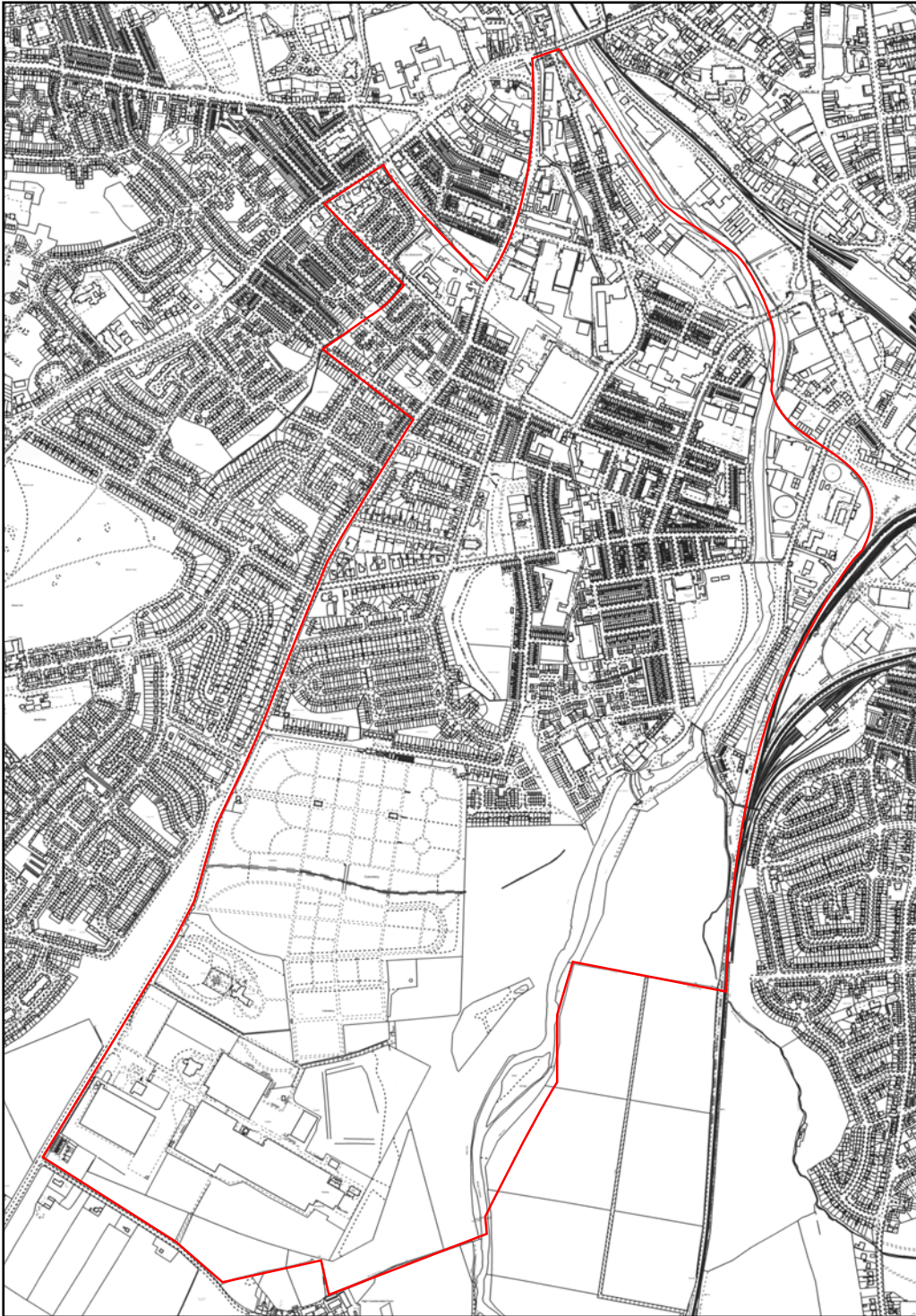
1870: Following the sale of the Denton Holme Estate and the building of the Nelson Bridge in 1853, new industry began to expand southward into the farmland of Denton Holme.



1901: With industry came the formal grid-iron of Victorian terraced housing, the backbone of the Denton Holme we see today.



1940: A further phase of growth came with the development of local authority housing estates, inspired by the “garden suburb” movement.



2006: *Denton Holme today, undergoing changes such as conversion of former industrial buildings to new uses.*

Introduction

1.1 Denton Holme developed from a scattering of isolated farmsteads into a Victorian urbanised area in the mid-nineteenth century. The great spur for this rapid change was the splitting up and sale of the Denton Holme Estate, particularly the estate of John Milbourn Dixon, and the erection in 1853 of the Nelson Bridge which encouraged the opening up of the area for development. Capitalising on the ready source of water provided by the Caldew, the creation of the Head Bay millrace, and proximity to the new railway, textile mills and other industrial enterprises sprang up. They were accompanied by rows of housing for artisans and workers.



Late Victorian terraced housing, characterised by a strong and attractive rhythm of repeated elements. Dalston Road.



Use of contrasting flemish bond brickwork is a strong local tradition in Carlisle. Its simple pattern creates visual relief on sometimes large expanses of wall. Norfolk Street.

1.2 This burst of growth was rapid, with a population of just 460 inhabitants in 1841 swelling to 2,800 by 1881. The effect of this on the physical form of Denton Holme was noticeable, creating a unity in townscape layout, building materials, design and detailing that remains largely intact to this day. A distinct palette of materials is shared by the buildings of this mid to late Victorian period, whether mill, terrace or substantial villa. Red brick, welsh slate and sandstone detailing predominate. Notable exceptions include landmarks such as the largely sandstone Shaddon Mill, and stone-built ecclesiastical buildings such as St James' Church.

1.3 A further period of expansion occurred in the inter-war period of the twentieth century, with the garden suburb-inspired local authority housing at Longsowerby, Denton Street and Bousteads Grassing. Here, in reaction to the compact form of the Victorian gridiron terraces, an informal and rustic style can be seen, with houses set in gardens bordering tree-lined roads.

1.4 Beneath this overlay of urban development lies the physical landscape of floodplain and water meadow related to the River Caldew and its tributaries. Obscured by the built up part of the ward, it is revealed at Bousteads Grassing and Cummersdale Holmes.



Sheltering, overhanging eaves and Arts and Crafts/garden suburb design are typical of inter-war housing such as at Longsowerby.



The Grade II listed Bridge Terrace within Holme Head Conservation Area.

Holme Head Conservation Area

- 1.5** Conservation areas are created and protected to conserve places of distinctive quality and character. They are defined by statute as ‘an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance’. The ward has one conservation area, at Holme Head, which includes the buildings fronting the river. It was designated in 1968. Notwithstanding this, there is a great deal that is worthy of protection, enhancement and sympathetic redevelopment throughout Denton Holme, and the possibility exists to designate new Conservation Areas or extend the existing Conservation Area.

Listed Buildings

- 1.6** There are twenty Listed Buildings in the Ward which mostly comprise the remaining buildings of the early industrial heritage of the District. Shaddon Mill (Grade II*, 1835) and Dixon’s Chimney are included, as are some buildings of Fergusons’ Mill (1865) and Bridge Terrace. The Parish Church of St James is Listed as are Cemetery buildings dating from 1855 and several of the monuments.
- 1.7** Carlisle Cemetery has been recognised nationally as an important Park/Garden by its inclusion on the Register of Historic Parks and Gardens published by English Heritage.
- 1.8** The River Eden and its tributaries is both a Special Area of Conservation (SAC) and a Site of Special

Scientific Interest (SSSI). The Eden and Caldew rivers are important for their fish species, the diversity of aquatic plants and breeding birds, and for the river bank habitats including Alder woodland. The Conservation (Natural Habitats &c.) Regulations 1994 apply to this area.

Design Statements

- 1.9** These are required for all planning applications where design is an issue and are required for many planning applications. Applicants for planning permission should set out in a design statement the design principles that underpin their proposal. The level of detail will be dependent on the scale and nature of the development and the sensitivity of the location. Guidance on design statements is available from the Council’s planning officers.



Former Reading Room and coffee house, North Street. The coffee house “bookends” the terrace making a strong townscape statement.



Red brick terraces of Denton Holme, often with substantial stone cills and lintels over doors and window openings.

Residential Character

1.10 Local character for the main part of Denton Holme is determined largely by the functional gridiron layout from Victorian times, the long rows of terraced housing, the materials and detailing on buildings and the contrasting scales of domestic and employment or institutional buildings. Residential buildings are usually two storey and built of red brick; employment buildings are usually substantial and large in volume. The older former textile mills, located by the Caldew rivers, are generally constructed in red sandstone. They are often landmark buildings, occupying key sites and make a significant positive impact on the distinctive character of the area. The largest of these is Shaddon Mill, rising to 7 storeys alongside Dixon's Chimney. A further link to the past and an unusual feature of the district is the retention of the original high quality setted basalt street surfaces and red sandstone kerbs on many streets.

1.11 Many of the 19th and early 20th century houses are attractively designed and detailed. Their scale, character and appearance are important and locally significant. These properties should be retained and, where development is proposed, care should be taken to blend the new with the old. The shape and alignment of these terraces are in themselves significant, as they provide evidence of the landscape's earlier property and field boundaries.

1.12 The terraces have a unity of appearance in their design, use of materials and in the proportions and positioning of doors and windows. Some terraces are constructed of bricks arranged in a chequer-board effect, created by the use of both red and yellow brick with a red stretcher/yellow header alternating arrangement. The design unity of such housing can easily be lost through unsympathetic 'modernisation' such as the use of unsuitable door and windows designs, re-roofing with heavy concrete tiles, rendering, pebble-dashing and removal of chimneystacks or chimney pots.



Original timber sash window.



Flemish bond brickwork adds to local distinctiveness.



Substantial Victorian terraced housing in characteristic red brick with sandstone detailing.



Decorative brickwork and an unusual oriel window on the first floor.

1.13 A distinctive palette of materials contributes to the quality of the former local authority garden suburb housing. Here, render was an integral part of the design, and elements such as windows, roofs and landscape setting were inspired by “Arts and Crafts” architecture. Sheltering and overhanging roofs protect the buildings and users from the elements and echo rural detailing. Streets were intended to be lined with avenues of trees and gardens to be softened by low hedges.



“Arts and Crafts” inspired early 20th century suburb.



Brick gothic arch adding interest to simple terrace.

Victorian six panelled doors with decorative brick and stonework surrounds.



Villa on St James’ Road with decorative brickwork, ornate bargeboards and central finial.



Cast iron street nameplates, mounted on walls are attractive, robust and resist vandalism.



Chimney stacks articulate roofscapes and their absence weaken visual quality.



Small front gardens give a sense of privacy to terraces, providing a buffer to the street.

Residential Character Summary and General Development Principles

Most Denton Holme housing has the following characteristics:

- Victorian housing characterised by decorative corbelling and brickwork detailing to window and door surrounds
- Brick as the dominant building material
- Blue/grey slate roofs
- A strong vertical emphasis to windows and doors
- Substantial chimneys on ridges and gables
- Stone decoration to bay windows and door cases
- Strongly defined streets, with houses fronting the road directly, or buffered by short gardens

Industrial Character



Shaddon Mill and its landmark Dixon's Chimney.

- 1.14** There are a number of prominent industrial buildings in Denton Holme which are of historic interest and are locally distinctive. The older, former textile mills, located by the Caldew rivers, are often constructed to a high standard and their expressive exteriors and fine craftsmanship were statements of Victorian confidence. The largest is Shaddon

Mill. Both the Mill and its chimney are Grade II* Listed Buildings. Fergusons Mill (now Higginson's Mill) at the southern end of the urban area has a number of listed buildings which have recently been converted to residential use.

- 1.15** Where industrial buildings have little merit and demolition for redevelopment is acceptable then each site should be carefully assessed in a design brief which identifies the appropriate scale and density of development. It should not be assumed that where tall structures are removed they can be replaced with similarly high buildings. In particular, where these structures dominate much lower residential property and affect residential amenities there should be a presumption in favour of improving the environment of the existing dwellings by removing redundant structures and replacing them with buildings more appropriate in scale, volume and design.
- 1.16** Besides statutory listed buildings, buildings are sometimes included on local lists where they make a significant contribution to the local environment and are of architectural, historic or archaeological importance. Developers should consider creative reuse of existing buildings as a starting point for any scheme.



The former mill and weir at Holme Head. The mill has been converted to residential use.



Millrace on the Little Caldew. New development should front on to these distinctive features, maximising their value as townscape assets.



Footbridge at Bousteads Grassing in a very rural part of the ward.



This area of open space is poorly addressed by development and its potential value is lessened. Blank gables fail to engage with the space, while the new development to the left turns its back on it.

Open Spaces and Watercourses

- 1.17** The relationship of the built environment to open space is important to Denton Holme and gives relief to the density of development. The open space associated with the River Caldew gradually widens out southward out of the settlement to become the extensive informal open space of Cummersdale Holmes. A second ribbon of greenspace runs through the district at the foot of a river terrace, Seven Well Bank, and includes St James' Park. The Little Caldew river is only exposed to view intermittently through the area. There may be scope in any redevelopment schemes for the exposure of the culverted sections of the Little Caldew river and the rejuvenation of its corridor as a 'green finger' extending ecological planting and access through the housing area.
- 1.18** Developments away from rivers also have the potential to incorporate planting belts and other naturalistic features which add to the network of habitats, providing wildlife interest. The Council's Landscape and Tree Officer is available to give advice.
- 1.19** Public open space usually benefits by being directly overlooked by development, maximising its value as an asset to the community, enabling passive surveillance and encouraging a sense of ownership and protection. The Caldew rivers are part of the River Eden Special Area of Conservation (SAC). The SAC status is due to features of wider interest and importance contained in the area of the rivers and their banks.



Informal open space is of great benefit to wildlife and the urge to "over tidy" should be resisted.

1.20 The River Caldeu presents opportunities for new accesses such as fishing platforms and for ecological planting along its banks. There is potential for woodland planting in the wider valley at Cummersdale Holmes.

Landmarks and Views

1.21 Several large redundant mills have been converted to residential use, which, when done well, can help to conserve their important features and safeguard their continued existence. Examples include Shaddon Mill and Fergusons Mill. Other notable landmark buildings include the Atlas Works, the curving wall of the former Morton's Denton Hill Mill at Lorne Crescent, St James' Parish Church and the Robert Ferguson Primary School building with its Italianate chimney.



St James' Church viewed from Dalston Road.



Dixon's Chimney. A landmark for the whole city.

1.22 Holme Head Bay (1864) comprising a weir and sluice for water to the Little Caldeu forms a prominent landmark in the River Caldeu.

1.23 Vistas out of Denton Holme east down Nelson and Norfolk Street converge on the Rome Street gasholder. In a westerly direction medium distance views take in the graceful spire and outline of St James' Church. To the north, the bulk of Carlisle Cathedral can be viewed on the horizon from higher areas of the Ward and Dixon's Chimney is a landmark to the north-west. To the south the Holme Head former mill buildings appear on the skyline and the extensive buildings of the Pirelli factory can be seen on the valley side from the southern end of Denton Holme. Developers should have regard to how their proposals will appear both from close up and from afar, with consideration given to creation or improvement of views and vistas.

Continuity and Enclosure

1.24 The Victorian gridiron has a logical layout with usually clear demarcation of the public and private realm. Buildings front the street and prominent sites and ends of terraces are often bookended by landmark buildings. A secondary network of alleyways, frequently attractively cobbled, served as conduits for the removal of waste. In other areas where crime is a significant problem some of the routes have been sympathetically gated to prevent access by non-residents. Some recent infill of vacant or cleared sites has varied this street pattern, with varying degrees of success. As a rule, new buildings should respect existing building lines. They should create an active frontage, with doors opening directly onto main streets and avoiding blank elevations. Arbitrary set-backs or cleared sites within streets or on corners weaken the enclosure of space that is characteristic of visually successful places. In the garden suburb-inspired estates, and on wider arterial streets that lack tall buildings, visual enclosure is provided by avenue tree planting. It is important that this legacy is protected and renewed for the benefit of future generations



Denton Street: Avenue tree planting providing visual enclosure.



This development has turned its back on the public realm, weakening the function of the street.

Ease of Movement

1.25 The transport network should cater for all users, including pedestrians, cyclists and the mobility impaired. Some initiatives have created safer dedicated routes for unmotorised travel. The Cumbria Way passes through Denton Holme via the riverbank, providing a route for walkers and cyclists and linking Dalston with the City Centre. Some streets, including former through-route



Pedestrian routes should be attractive and safe to use. This example has poor through-visibility and does not invite use.



This new cycle link has an awkward junction with the Caldew riverside cycle path.

streets, modified into vehicle cul-de-sacs in the 1980s, may be suitable for alteration into 'home-zones' where pedestrian and cycle use is given greater priority over vehicular traffic. Pedestrian and cycle routes must be designed with safety in mind. Chicanes, blind corners and awkward junctions should be avoided and designed out where possible.

Legibility

1.26 A logical street pattern and a clear demarcation of public and private space helps to create a legible environment. New development can contribute to legibility by creating a clear distinction between what is public and what is private, reducing opportunities for crime and for accidental trespass. Good design and townscape layout can allow



A quirk of historic development is the occasional abrupt termination of streets. These frustrate legibility and should be resolved when sites come forward for redevelopment, reconnecting sites to adjacent street networks.

people to intuitively navigate, and provision of landmarks or notable buildings can contribute or create a 'sense of place', influencing perceptions of safety and reducing criminality. Excessive instructional signing is usually a sign of failure at the design stage, and convoluted routes, 'dead ends' and frustrated 'desire lines' should be designed out when the opportunity arises.

Quality of the Public Realm

1.27 The public realm includes streets, parks, pavements, paths and public open space. The quality of materials and finishes in these places will have a significant effect on people's perceptions of a place and how they use it. Public areas, whether main streets or public open spaces, need to be of high quality and consistent in quality. There needs to be some design continuity, particularly in the provision of street furniture such as bins, bollards and seats where the City Council can exert control. For example, where there is a predominance of a particular type of item, such as a bollard or litterbin, the same model should be used where replacements, or extended coverage, is called for.



Stone setts and cobbled lanes are characteristic of Denton Holme. These are high quality and expensive surfaces which should be maintained and enhanced. Where covered in tarmac this can be readily re-exposed.

An array of differing styles complicates procurement and maintenance, and contributes to a disjointed street environment. Signage should be clear and functional. Existing regulations allow for the continuation and maintenance of locally distinctive items such as historic street nameplates. All areas should be subject to a periodic audit, allowing for the removal of redundant items and identification of opportunities for improvement.

1.28 The highly distinctive basalt setts, sandstone pavements and kerbs that survive in many parts of Denton Holme, and the cobbles that remain in many rear alleys, lend the public realm a very distinctive quality. The craftsmanship and quality inherent in these surfaces requires greater recognition and protection. Where tarmac has been placed over original surfaces there may be an opportunity for its removal to reveal the high quality setted or cobbled surfacing beneath. Repair or re-creation of such surfaces is more expensive than surfaces such as tarmac, and it is important to the long term quality of the area that adequate funds and skilled labour are made available for this work.



Well maintained public open space and street furniture needs continued investment. Attractive new seating at Holme Head.



A "make do" approach to street furniture is not acceptable, but investment in quality requires resources.



Street furniture should be consistent in design and quality.



Attractive shopfront with individual mounted lettering and a restrained colour scheme.



A well designed, traditional shopfront.



This signage cuts across underlying architectural features showing minimal awareness of its context.

Shopfronts

1.29 Shopfronts are an important part of the public realm. They should relate visually to the overall design of the building. Some traditional shopfronts remain in Denton Street; Pakenham's hardware shop retains its original frontage. Bowman's Chemist has a shopfront in keeping with the period of its host building. Sadly, piecemeal and ill thought-through changes have marred many frontages. Some fascias are overlarge for the size of the unit on which they are mounted, sometimes spanning several premises as businesses have expanded. In such instances it is possible to create a fascia that respects the underlying subdivisions of the original building, breaking an expanse into separate design elements. Good shopfront design includes lettering, design, colour, fascia and stallriser construction and thoughtful design of any security measures required. It requires sympathy with its surroundings and when done well will convey a positive impression of the goods and services on offer. Further guidance on the design of shopfronts is given in the City Council's Conservation Leaflet number 2 and by consulting the City Council's conservation officers.

Sustainable Development and Design

1.30 Every new development has the potential to make a contribution to sustainability through measures such as:

- Using previously developed sites
- Efficiency in the use of energy:
 - » insulation
 - » solar gain achieved through suitable orientation of buildings and through internal layout
 - » using locally sourced materials
 - » maximising the use of recycled materials
 - » adoption of low- and zero-carbon technologies
 - » utilising micro-generation renewable energy technologies:
 - ...small-scale wind turbines and PV arrays
 - ...photovoltaic (PV) panels
 - ...solar thermal hot water systems
 - ...biomass heating systems
 - ...combined heat and power systems (CHP)
 - ...ground source heat pump systems
- Efficiency in the use of potable water:
 - » water meters
 - » low volume taps and showerheads
 - » dual flush toilets
 - » water efficient washing machines and dishwashers

Energy efficiency and /or sustainable construction techniques are recognised through the Building Research Establishment's BREEAM Assessments: www.breeam.org through Standard Assessment Procedure (SAP) ratings and through the Code for Sustainable Building.

Recommendations

A. Local Distinctiveness

1. Each new development will be expected to reinforce local identity and respect local design traditions.
2. Mixed housing schemes are encouraged to provide for a range of needs.
3. New development should be integrated with its setting and be closely related in terms of scale, massing, proportions and materials.
4. Innovation in design is welcomed but should be related to context and of the highest quality
5. The concept and relationship of a development to its surroundings must be explained in a design statement to accompany the planning application.

Broad Principles: New Dwellings

To protect and enhance local distinctiveness the following design principles should be applied throughout the Denton Holme area:

B. Building Form

1. Development should relate well to neighbours in massing, height and form.
2. Active frontages should be created with blank elevations avoided.
3. Roofs in the area should be steep in pitch, reflecting local character.
4. Building design should maximise opportunities for passive solar gain and opportunities to utilise renewable energy.
5. On corner or prominent sites the developer should explore the possibility of landmark buildings.

C. Materials

1. Choice of materials such as facing brick or roof covering can be critical to the appearance and design success of a development. High quality and long term good value should be the aim.
2. The predominant red/orange brick with a traditional bonding pattern is generally preferred.
3. Render and pebbledash finishes are not typical of Denton Holme and are not advisable.
4. Where stone is used attention should be given to the size, texture, coursing and colour in relation to any local use, and the pointing should complement local practices.

5. Roofing materials should reflect those common in the area and should be darker than the walls; ridge tiles should closely match the main roof material
6. Boundary treatment is important and should usually continue the precedent of neighbouring robust local examples.

Broad Principles: Outdoor Spaces

D. Amenity space within Developments

Reference should be made to the City Council's Supplementary Planning Guidance leaflet Trees on Development Sites, 1998. Carefully designed landscaping can create a sense of place and may soften the appearance of built forms.

1. A starting point in any development should be an assessment of a site's existing assets with a view to their retention, incorporation and enhancement. Valuable site features that make a positive contribution to the character of the area should be incorporated in the landscape structure of a development.
2. Structural landscaping can be used to modify microclimate and to reduce noise from roads.
3. Planting should be appropriate to the location, to the surrounding landscape character and to the scale of the space.
4. Consideration should be given to the contribution of site landscaping to nature conservation.
5. Planting should respect ground conditions, site exposure, the height and spread of trees and shrubs when mature, and the proximity to buildings.
6. Provision of street trees is to be encouraged where this is possible.

E. Street Furniture

1. Any use of street furniture should be co-ordinated and suitable for the locality.
2. Provision of any items of street furniture, signage or planting should consider long term sustainability and the need for adequate funds to provide for future maintenance.
3. The City Council and its partners should develop a co-ordinated range of street furniture to reflect high quality and appropriate design standards. These will differ depending on context, e.g. main streets versus residential areas.

Appendix 1

Background Guidance: the Statutory Framework

Relevant Guidance	Key Requirements or Objectives	Implications for the SPD
Strategy for Sustainable development for the UK (DEFRA, 2005)	To enable all people to satisfy basic needs and enjoy a better quality of life, without compromising the quality of life of future generations. Delivered through a sustainable, innovative economy, social inclusion and personal wellbeing.	Effective community engagement. High quality buildings and refurbishments are to be encouraged and quality green infrastructure. Resources and energy used efficiently.
PPS1: Delivering Sustainable Development	Sustainable development: social inclusion, environmental protection and enhancement, sustainable economic development, prudent use of natural resources	Achieve high quality and inclusive design by guiding the overall scale, density, massing, height, landscape, layout and access of new development. Reinforce local distinctiveness.
PPG3: Housing	Ensure that everyone has the opportunity of living in a decent affordable home, in a community where they want to live.	Meet needs by ensuring a wide choice of housing types, for both affordable and market housing; create sustainable, inclusive, mixed communities; achieve attractive, safe, high quality developments.
PPS9: Biodiversity and Geological Conservation	Maintain, enhance, restore or add to biodiversity and geological conservation interests.	Ensure appropriate weight is given to designated sites and protected species, and to biodiversity and geological interests in the wider environment.
PPS10: Sustainable Waste Management	Waste management, promotion of recycling, provision of sufficient waste management facilities to meet community's needs.	Ensure the design and layout of new development supports sustainable waste management
PPG13: Transport	Ensure jobs, shopping, leisure facilities and services are accessible by public transport, by walking and cycling.	Promote mixed developments, reduce some of the need for car journeys, reduce congestion and pollution.
PPS22: Renewable Energy	Encouragement of energy generation from renewable resources; reduce greenhouse emissions; reduce	Encourage the incorporation of renewable energy technologies in new development.
Draft Regional Spatial Strategy for the NW of England (2006)	Gives guidance on sustainable development principles and energy conservation and efficiency	Deliver requirements through community strategy, LDFs/DC, Carlisle Renaissance.
Cumbria and Lake District Joint Structure Plan 2001-2016 (2006)	Requires sustainable development principles to be applied to all new development, ensuring high standards of design, siting,, scale, use of materials and landscaping	Encourage brownfield developments of good design and appropriate scale and materials in accessible locations
Carlisle District Local Plan 2001-2016 Deposit/ Redeposit/ Revised Redeposit Drafts (2004/6)	Aims to meet employment and local housing needs through site allocations whilst promoting environmental protection and enhancement and accessibility	Raise awareness and understanding; Encourage environmental improvements; Protect the qualities of the landscape and cultural heritage.

SPD Relationship to Local Plan 2001-2016 Revised Redeposit Draft Policies

Policy	Title	Relationship/content
CP4	Design	Have regard to context: height, scale, massing, materials, detailing; Respect local landscape character; Respect local distinctiveness; Integration of the components of a scheme; Respect residential amenity; Ensure the retention of landscape and wildlife features or their replacement; Integrate development through landscape schemes; Encourage energy and water conservation. Consider crime and safety issues.
CP5	Residential Amenity	Protection of residential amenity through consideration of nature of use, scale, traffic generation, visual compatibility
CP6	Use of Traditional Materials	Maintenance of local character through use of traditional materials sourced locally
CP8	Development Energy, Conservation & Efficiency	Maximise solar gain, incorporate high insulation, reuse buildings, use of environmentally sustainable materials and energy efficient features
CP9	Sustainable Drainage Systems.	Consider the installation of source control systems for surface water run off.
EC8	Shopfronts	Relate in scale, proportions, materials and decorative treatment to the façade of the building and adjacent buildings
LE1	Urban Fringe Landscape	Retain open character.
LE2	Sites of International Importance	Appropriate assessments of impact of development
LE3	Sites of Special Scientific Interest	Conserve integrity
LE4	Other Nature Conservation Sites	Consider impact and harm; mitigation measures
LE5	River Corridors	Consider impact and harm; mitigation measures
LE20	Conservation Areas	Contribute positively to character: setting, scale, density, physical characteristics; protect important views in and out
LE23	Historic Parks, Gardens etc.	Consider impact; mitigation measures
T1	Parking Guidelines	PPG13 maximum targets
LC3	Amenity Open Space	Create new accessible greenspace corridors/spaces to contribute to visual interest of area
LC15	Percent for Art	Mitigation for significant visual impact through enhancement of public places by art/craft works

Appendix 3
Listed Buildings

Building	Grade	Date and description
Carlisle Cemetery: West Lodge, Dalston Road	II	Built 1855/6 by Messrs JM & J Hay of Liverpool. Group value with the nearby gates and other cemetery buildings.
West Lodge gates and piers	II	Gates for cemetery, built at same time as West Lodge. Group value with the adjacent Lodge.
Curator's house and cemetery offices, 53 Richardson Street.	II	1855/6 Messrs JM & J Hay of Liverpool.
Monument to Peter Nicholson	II*	Paid for by public subscription, designed and built by RW Billings 1855/6
Monument to Daniel Clark	II	1880. Group value with nearby chapels
Mortuary chapel (formerly Anglican chapel)	II	Built 1855/6 by Messrs JM & J Hay of Liverpool.
Former Nonconformist chapel.	II	Now a store room. Built by Mssrs Hay at the same time as the mortuary chapel. Group value with the other cemetery buildings.
No.4 Gasholder, Rome Street	II	1878/9 by J Hepworth. Cast and wrought iron and concrete: regarded as the first use of concrete in the North of England.
Tuethur, 10 St James Road	II	Built 1923 for Sir James Morton, by Laings. Named from the use of the house between Tuesday and Thursday, the owner going home at weekends.
St James CE Church.	II	Built 1865-7 by Anderson and Pepper of Bradford.
Milbourne Arms, Milbourne Street	II	Public house, built 1820. Group value with former Congregational church opposite.
Former Congregational Church, Charlotte Street	II	Listed as the Kingdom Hall of Jehovah's Witnesses, now a Christian resource centre. Started 1860 and extended 1878. Group value with Milbourne Arms.
Dixon's Chimney	II*	Chimney for adjoining Shaddon Mill. 1836. Top 10 metres removed in 1950. Now 270ft high. Group value with Shaddon Mill.
Shaddon Mill	II	Cotton factory 1836/7 by Richard Tattersall for Peter Dixon. Lower floors now used as workshops and studios, with the top floors converted to apartments.
Holme Head Mill between Richardson Street and Denton Street.	II	Former Ferguson Brothers' textile mill. 1865 with 1907 and 1913 extensions. Converted to flats in 1998 and now known as Higginson's Mill. Group value with adjacent offices.
Former Ferguson Brothers' registered offices, overlooking Holme Head Bay.	II	Later water authority offices, now converted to flats. Mid 19th century, with extensive early C20th alterations and additions. Group value with nearby mill buildings.
Mill building between offices and Manager's House.	II	Former beetling and dampening rooms, overlooking Holme Head Bay, converted to flats as part of the larger conversion project, 1998. Built in the 1850s. Group value with adjacent mill buildings.
Holme Head House, formerly Manager's House, now The Bay	II	Mid 19th century to house the mill manager, converted in 2000 to café bar. Group value with adjacent mill buildings and Bridge Terrace.
Bridge Terrace	II	Originally 16, now 11 artisans houses, built 1852. Group value with adjacent Holme Head House and former coffee tavern.
Former coffee tavern and reading room, North Street.	II	Built 1881 by George Dale Oliver. Group value with Bridge Terrace

Appendix 4 Tree Preservation Orders

TPO No.	Address	Date of Order	Trees Protected
66	Caldew Hospital, Dalston Road	26 November 1987	T1 white poplar T2 beech T3 white poplar T4 white poplar T5 birch T6 sycamore T7 walnut T8 beech T9 beech T10 copper beech T11 sycamore T12 oak T13 copper beech T14 sycamore
206	Norfolk Road	12 June 2006	T1 beech
215	Land at Holme Head	16 October 2006	G1 yew (4); lime T1 yew T2-T9 lime

Appendix 5 Bibliography

CABE (2003), *Protecting Design Quality in Planning*, CABE, London.

The Countryside Agency (2003), *Concept Statements and Local Development Documents: Practical Guidance for Local Planning Authorities*

DETR (1998), *Places, Streets and Movement, a Companion to Design Bulletin 32*, HMSO, London.

DETR and CABE (2000), *By Design: Urban Design in the Planning System – Towards Better Practice*, Thomas Telford, London.

DETR and CABE (2001), *By Design: Better Places to Live By Design – a Companion Guide to PPG3*, HMSO, London.

DfT/English Heritage (2005), *Streets for All: North West*, EH, London.

ODPM and Department for Transport (2003), *Better Streets, Better Places – Delivering Sustainable Residential Environments: PPG3 and Highway Adoption*, HMSO, London.

ODPM (2003), *Living Places: Cleaner, safer, Greener*, ODPM, HMSO, London.

ODPM (2004), *Safer Places: The Planning System and Crime Prevention*, HMSO, London.

Towill, Sydney (1996), *Georgian and Victorian Carlisle: Life, Society and Industry*, Carnegie Publishing, Preston.

Appendix 6 Glossary

Arts and Crafts	A movement inspired by the ideas of John Ruskin and William Morris which developed in 19th Century Britain from about 1884. It was based on the use of simple forms and materials, and the use of nature as a source of patterns
Cill or sill	A horizontal piece along the outside of a window that throws water clear of the wall below or a shelf at the bottom of a window inside a room.
Corbelling	Building out by projecting over the block below.
Flemish bond	Brickwork which alternates stretchers and headers along each course with the headers centred on the stretchers above and below.
Gable	The triangular upper part of a wall between the sloping end of a pitched roof.
Header	A brick or stone laid across a wall so that its end is flush with the outer surface.
Italianate	A decorative architectural style, also referred to as Roman. It is classical in its form with: <ul style="list-style-type: none"> • Low, gently pitched roofs • Overhanging, heavily bracketed eaves • Half-rounded topped sash windows • Balconies with railings
Lintel	A horizontal beam over a door or window.
Low or zero carbon technologies	Technologies that produce energy with low or zero net carbon emissions, compared with energy produced by standard fossil fuel generation.
Passive solar gain	The design of a property to maximise free solar (sun) energy gain. The orientation of buildings, the size and position of the glazed areas, the density of buildings and the materials used for the remainder of the structure, all contribute to the maximisation of free solar gains.
Stretcher	A brick or stone laid horizontally with its length parallel to the length of a wall.
Sustainability	Improving the quality of life for all citizens without damaging the environment or the ability of future generations to meet their own needs.

