



Historic England

Planning Policy
Carlisle City Council
Civic Centre
Carlisle
CA3 8QG

Our ref: 1673
Your ref: 26 PUB 01
Date: 2nd April 2015

Email: lpc@carlisle.gov.uk

Dear Sir/Madam,

Planning Carlisle's Future: Notification of Public Consultation
Carlisle District Local Plan 2015 – 2030: Proposed Submission Draft Sustainability
Appraisal

Thank you for consulting Historic England on the above.

Historic England has raised a number of issues in relation to the Carlisle District Local Plan 2015-2030 (see letter reference: 1658).

In view of our comments on the Plan, Historic England disagrees with the Sustainability Appraisal conclusion that the proposed Plan Policy HO7 Housing as Enabling Development will have a significant positive impact on the SA Objective 17 (Preserve, protect and enhance sites, features and areas of archaeological, historical and cultural heritage and their settings).

The NPPF requires that Plan policies should contain a positive strategy for the historic environment and how the presumption in favour of sustainable development should be applied locally. The policy does not accord with the NPPF, primary legislation and Historic England's guidance on Enabling Development which considers such proposals to be unacceptable unless it meets a specific set of criteria. The policy considers enabling development to be acceptable and puts forward a list of criteria which do not provide enough protection to ensure that proposals do not harm the significance of heritage assets and meets the required tests should it contravene other planning policy.



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Telephone 0161 242 1416 HistoricEngland.org.uk

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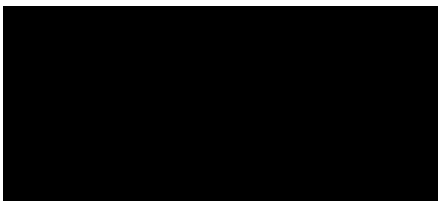


Therefore, the Local Plan policy is considered to have a significant negative impact on the historic environment in the District of Carlisle and on the achievement of the SA Objective on Heritage.

Finally, we would like to stress that this opinion is based on the information provided within the report. To avoid any doubt, this does not affect our obligation to provide further advice and potentially object to specific proposals which may subsequently arise (either as a result of this consultation or in later versions of the Plan) where we consider that, despite the SA/SEA, these would have an adverse effect upon the historic environment.

If you have any queries about this matter or would like to discuss anything further, please do not hesitate to contact me.

Yours sincerely,



Emily Hrycan

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Dear Sir/Madam,

**Planning Carlisle's Future: Notification of Public Consultation
Carlisle District Local Plan 2015 – 2030: Proposed Submission Draft**

This letter provides a detailed response to the proposed Submission Draft of the Carlisle and District Local Plan. Historic England would welcome the opportunity to discuss the matters raised in the table below prior to the examination.

Page	Section	Sound/ Unsound	Comments	Suggested amendment
16	Spatial Vision	Sound	We welcome recognition of the importance the historic environment makes to the District of Carlisle.	-
18	Strategic Objectives	Sound	We welcome the reference to protection and enhancement of the historic environment as one of the key objectives for the spatial strategy. We also welcome the inclusion of a specific reference to the historic environment and the objectives contained within.	-



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20	Objective on the historic environment	Sound	We welcome a specific objective for the historic environment.	-
21 to 29	Spatial Portrait	Sound	The plan includes a portrait of the historic environment in the District and demonstrates (as a whole) the contribution it makes to the area (NPPF, Paragraph 169).	-
46	Policy SP4 Carlisle City Centre and Caldew Riverside	Sound with minor changes	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. Whilst Historic England supports the content of the policy, the policy does not make reference to heritage assets (only conservation areas – which is supported). The City Centre contains a large number of designated heritage assets some of which are highly graded and the policy should be amended to ensure that they are included for example the Citadel (Grade I), the Train Station (Grade II*) and the City Walls (scheduled monument) (etc). Should this amendment be made then Historic England will support the proposed policy.	An additional bullet point should be introduced similar to that of the conservation areas. “conserve and enhance the City’s heritage assets and their setting including the Citadel, City Walls.....”

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46	Policy SP4 Carlisle City Centre and Caldew Riverside	Sound with minor changes	There appears to be a typo in bullet 2 of the policy – it appears to say “reserve” rather than either preserve or conserve?	Amend typo.
46	Policy SP4 Carlisle City Centre and Caldew Riverside Paragraph 4	Sound	Historic England supports the proposal for a development brief for the Citadel and the surrounding area. We would welcome the opportunity to provide advice on the development brief.	-
48	Para 3.42	Sound	We welcome the content of these paragraphs with regards to the historic environment, design and public realm.	-
50	Para 3.51	Sound	Historic England supports the proposal for a development brief for the Citadel and the surrounding area. We would welcome the opportunity to provide advice on the development brief.	-
54	Policy SP6 Securing Good Design	Sound	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. Historic England supports the content of this policy.	-
56	Policy SP7 Valuing our Heritage and	Sound	The NPPF requires that Plan policies should contain a positive	-

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	Cultural Identity		strategy for the conservation and enhancement and enjoyment of the historic environment. Historic England supports the content of this policy as it contains a spatial strategy for the historic environment in the District of Carlisle and details how one of the core principles of sustainable development will be applied locally.	
57	Para 3.68 to 3.72	Sound	Historic England welcomes the content of these paragraphs.	
82	Policy EC7 Shop Fronts	Sound	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. Historic England supports the proposed policy for shop fronts.	
88	Policy EC10 Caravan, Camping and Chalet Sites	Sound	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. Historic England supports the proposed policy.	-
116	Policy H 7 Housing as Enabling	Unsound	The NPPF requires that Plan policies should contain a positive	The policy should be amended to read:

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	Development		strategy for the conservation and enhancement and enjoyment of the historic environment. Historic England considers this policy to be unsound. The proposed policy does not particularly accord with the requirements of the NPPF (Para 140), our Conservation Principles, Policies and Guidance document (Para 147) and Historic England's Guidance on Enabling Development (Page 5). It is considered that enabling development should be <u>unacceptable</u> unless it meets a set of criteria. The policy has a starting point that it considers enabling development to be acceptable . The Plan needs to be amended to reflect the requirements of the NPPF/NPPG and various other guidance as mentioned above.	“Enabling development in the form of new housing, where it would otherwise be contrary to planning policy, that would secure the future conservation of a heritage asset <u>will be unacceptable acceptable, unless all of the following can be demonstrated:</u> 1. The harm caused to the significance of the heritage asset and its setting should be weighed against the public benefits of the proposal; <u>It will not harm the significance of the heritage asset and its setting;</u> - Sufficient grant or subsidy to secure the future of the heritage asset is not available from any source; - The proportion of enabling development proposed is the minimum required to secure the <u>long term</u> future of the heritage asset <u>and its form minimises harm to other public interests</u>”; - The development secures the long term future of the heritage asset and this <u>decisively</u> outweighs <u>any negative effects</u> the disbenefits of <u>conflict with breaching</u> any other planning

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				policies; and 5. <u>It avoids detrimental fragmentation of management of place;</u> 6. <u>It is necessary to resolve problems arising from the inherent needs of the place, rather than the circumstances of the present owner, or the purchase price paid;</u> and 7. The new development makes a positive contribution to local character and distinctiveness
148	CC1 Renewable Energy	Sound with minor changes	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. To ensure consistency with the rest of the policy and the Plan as a whole, there should be an amendment to the Plan (point 1 to refer to “<i>unacceptable impact</i>” rather than “<i>significant impact</i>” and “<i>heritage assets</i>” rather than “<i>historic environment</i>”). Should this amendment be made then Historic England will support the proposed policy.	The Bullet 1 of the policy should be amended to read “do not have a <u>significant adverse unacceptable</u> impact” And “or <u>historic environment heritage assets</u> and their settings”
152	CC2 Energy from Wind	Sound with minor	The NPPF requires that Plan policies should	Bullet 4 of the Policy should be amended to read

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		changes	contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. To ensure consistency with the rest of the policy and the Plan as a whole, there should be an amendment to the Plan (point 4 to refer to “<i>unacceptable impact</i>” rather than “<i>significant adverse impact</i>” and “<i>conservation areas and undesignated heritage assets and included in a local list</i>” rather than “<i>designated conservation areas or assets designated under the local list</i>”. Should this amendment be made then Historic England will support the proposed policy.	“a significant adverse unacceptable impact” and “designated conservation areas or assets designated under the undesignated heritage assets included in a local list, including their settings”
182	Policy HE 1 Hadrian’s Wall World Heritage Site	Unsound	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. The policy needs to be amended to ensure that it accords with the requirements of the NPPF and also ensure that proposals that have less than substantial harm to the setting of the WHS are	The Plan should be amended to read: There is a presumption in favour of preserving the fabric, integrity and authenticity of archaeological sites that form part of the Outstanding Universal Value of Hadrian’s Wall World Heritage Site. New development will not normally be permitted on currently open land on the line of the wall. New development within the

Page	Section	Sound/ Unsound	Comments	Suggested amendment
			considered. It also needs to include a requirement for archaeological assessment and evaluation to be provided for sites (where appropriate) to help determine the level of harm to OUV of the WHS.	Hadrian's Wall World Heritage Site and its buffer zone which enhances or better reveals its significance, or which accords with the approved Management Plan will be supported. Proposed development in the buffer zone should be assessed for its impact on the site's Outstanding Universal Value and particularly on key views both into and out of it. Development that would result in substantial unacceptable harm will be refused. Proposed development outside the boundaries of the buffer zone will, where appropriate, be carefully assessed for its effect on the site's Outstanding Universal Value, and any that would result in substantial harm will be refused. <u>Development proposals (where appropriate) should be accompanied by an archaeological assessment and evaluation of the site to demonstrate the impact on the Outstanding Universal Value of the Wall and its setting.</u>
182	9.1	Sound with minor changes	The overriding objective of the WHS is to protect the OUV so that it can be understood and appreciated by local people and visitors. The paragraph should be amended to reflect this.	The text should be amended to read: "The overriding objective of the planning system in this regard is to ensure protect the Outstanding Universal Value of such sites is in no way undermined by development.

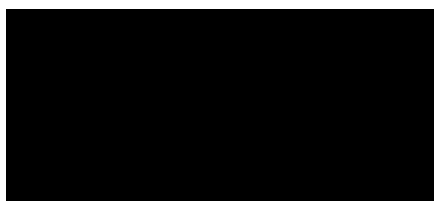
Page	Section	Sound/ Unsound	Comments	Suggested amendment
				<u>so that it can be better understood by local people and visitors”.</u>
183	Para 9.6	Sound with minor changes	A new WHS Management Plan has just been submitted to the DCMS by the Chair of the Management Plan Committee and therefore reference to the Plan here should be updated to ensure that it refers to the current plan.	The Plan should refer to the current WHS Management Plan.
183	Para 9.6	Sound with minor changes	To ensure further clarity the Plan should be amended to refer to the City of Carlisle and not the wider District when referring to the Wall and unscheduled remains.	To ensure further clarity the Plan should be amended to refer to the City of Carlisle and not the wider District when referring to the Wall and unscheduled remains.
184	Policy HE 2 Scheduled Ancient Monuments and Non-Designated Archaeological Assets	Sound with minor changes	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. The Policy does not deal with less substantial harm to the scheduled monuments and sites of archaeological interest. Therefore the Plan should be amended to refer to “<i>unacceptable</i>” harm rather than “<i>substantial</i>”. Should this amendment be made then Historic England will support the proposed policy.	“ <i>substantial harm</i> ” should be amended to read “ <i>unacceptable harm</i> ”.
186	Policy HE 3 Listed	Sound with minor	The NPPF requires that Plan policies should	The Plan should be amended to read “outweighs the <u>harm</u> ”

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	Buildings	changes	contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. There appears to be a typo on line 4 of paragraph 1, regarding the public benefits of the proposal. Should this read that it outweighs the harm (to the significance), rather than the significance itself? Should the Plan be amended then Historic England supports the proposed policy.	significance”
187	Policy HE 4 Historic Parks and Gardens	Sound	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. Historic England supports the proposed policy.	-
187	Policy HE 5 Historic Battlefields	Sound	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. Historic England supports the proposed policy.	-
189	Policy HE 6 Locally	Sound	The NPPF requires that Plan policies should	-

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	Important Heritage Assets		contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. Historic England supports the proposed policy.	
191	HE 7 Conservation Areas	Sound with minor changes	The NPPF requires that Plan policies should contain a positive strategy for the conservation and enhancement and enjoyment of the historic environment. The opening paragraph of the policy needs to refer to setting when considering the impact of a proposal on a conservation area. Should this reference be inserted then, Historic England will support this policy.	“Any new development and/or alterations to buildings in conservation areas should preserve or enhance the special character and appearance of the conservation area <u>and its setting.</u> ”

If you have any queries about this matter or would like to discuss anything further, please do not hesitate to contact me.

Yours sincerely,



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