

March 2021



INITIAL HERITAGE APPRAISAL

SITE A, LAND AT COTTON END,
BEDFORDSHIRE

Quality Assurance

Site name: Site A, Land at Cotton End, Bedfordshire.

Client name:

Type of report: Initial Heritage Appraisal

Prepared by:

Signed:

Date:

Reviewed by:

Signed:

Date: 31 March 2021



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1.0 Introduction

- 1.1 This Initial Heritage Appraisal has been prepared to provide a further evidence base to support the potential allocation of land at Cotton End, known at Site A and hereafter referred to as the “site”.
- 1.2 Cotton End is located 7km to the south-east of Bedford. The site is located on the east side of High Road, with potential for two access points onto High Road itself. The site extends to the east and includes a total area of 56.4ha (139acres).
- 1.3 The site may be regarded to fall within the setting of a number of statutorily-listed buildings, including 21 High Road (Grade II), Manor Farmhouse (Grade II*) and Dovecote at Manor Farmhouse (Grade II). Due to the scale and location of the site, development within the site may also be considered to impact on the wider setting of the two Grade II* Sheds at RAF Cardington.



Figure 1 - Site Location Plan (Google Earth, 2020).

- 1.4 The purpose of this report is to assess the effects of potential development of the site in relation to the significance or setting of the identified built heritage assets. This approach to assessment is in accordance with Paragraph 189 of the NPPF, ensuring that consideration of the site for development has had due regard for such effects. It also confirms with the advice provided in Historic England’s Advice Note 3 [The Historic Environment and Site Allocations in Local Plans](#).
- 1.5 This document has been prepared by Kate Hannelly-Brown (Associate, Heritage and Design) and reviewed by Chris Surfleet (Partner, Head of Heritage and Urban Design Studio).

2.0 Heritage Policy and Guidance Summary

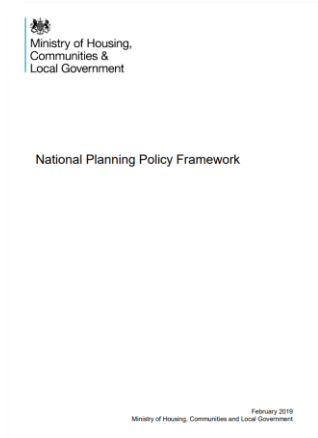
Legislation

Planning (Listed Buildings & Conservation Areas) Act 1990

- 2.1 The primary legislation relating to Listed Buildings and Conservation Areas is set out in the Planning (Listed Buildings & Conservation Areas) Act 1990.
- Section 66(1) reads: *“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
 - In relation to development within Conservation Areas, Section 72(1) reads: *“Special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”*
- 2.2 With regard to this particular application, the provisions of Section 72(1) do not apply as the site is not located within a Conservation Area.

National Planning Policy Framework

- 2.3 The National Planning Policy Framework (NPPF) was published in June 2019, replacing the previously-published 2012 and 2018 Frameworks. With regard to the historic environment, the over-arching aim of the policy remains in line with philosophy of the 2012 framework, namely that *“our historic environments... can better be cherished if their spirit of place thrives, rather than withers.”* The relevant policy is outlined within chapter 16, ‘Conserving and Enhancing the Historic Environment’.
- 2.4 This chapter reasserts that heritage assets can range from sites and buildings of local interest to World Heritage Sites considered to have an Outstanding Universal Value. The NPPF subsequently requires these assets to be conserved in a *“manner appropriate to their significance”* (Paragraph 184).
- 2.5 NPPF directs local planning authorities to require an applicant to “describe the significance of any heritage assets affected, including any contribution made by their setting” and the level of detailed assessment should be *“proportionate to the assets’ importance”* (Paragraph 189).
- 2.6 Paragraph 190 states that the significance any heritage asset that may be affected by a proposal should be identified and assessed. This includes any assets affected by development within their settings. This Significance Assessment should be taken into account when considering the impact of a proposal, *“to avoid conflict between the heritage asset’s conservation and any aspect of the proposal”*. This paragraph therefore results in the need for an analysis of the impact of a proposed development on the asset’s relative significance, in the form of a Heritage Impact Assessment.
- 2.7 Paragraph 193 requires that *“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s*



conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”

- 2.8 It is then clarified that any harm to the significance of a designated heritage asset, either through alteration, destruction or development within its setting, should require, “*clear and convincing justification*” (Paragraph 194). This paragraph outlines that substantial harm to Grade II listed heritage assets should be exceptional, rising to ‘*wholly exceptional*’ for those assets of the highest significance such as scheduled monuments, Grade I and Grade II* listed buildings or registered parks and gardens as well as World Heritage Sites.
- 2.9 In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 195 states the following:
“*Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*
- a) the nature of the heritage asset prevents all reasonable uses of the site; and*
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
 - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
 - d) the harm or loss is outweighed by the benefit of bringing the site back into use.”*
- 2.10 The NPPF therefore requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development. In the case of proposals which would result in “less than substantial harm”, paragraph 196 provides the following:
“*Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including, where appropriate, securing its optimum viable use.”*
- 2.11 It is also possible for proposals, where suitably designed, to result in no harm to the significance of heritage assets.
- 2.12 In the case of non-designated heritage assets, Paragraph 197 requires a Local Planning Authority to make a “*balanced judgement*” having regard to the scale of any harm or loss and the significance of the heritage asset.
- 2.12 The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to judge the impact of development proposals in that context.
- 2.13 With regard to Conservation Areas and the settings of heritage assets, paragraph 200 requires Local Planning Authorities to look for opportunities for new development, enhancing or better revealing their significance. While it is noted that not all elements of a conservation Area will necessarily contribute to its significance, this paragraph states that “*proposals that preserve those elements of a setting that make a positive contribution to the asset (or better reveal its significance) should be treated favourably.*”

Planning Practice Guidance (PPG)

- 2.14 The Planning Practice Guidance (PPG) was updated on 1 October 2019 and is a companion to the NPPF, replacing a large number of foregoing Circulars and other supplementary guidance.
- 2.15 In relation to non-designated heritage assets, the NPPG explains the following:
“Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.”
- 2.16 It goes on to clarify that: “A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.”
- 2.17 This statement explains the need to be judicious in the identification of value and the extent to which this should be applied as a material consideration and in accordance with Paragraph 197.

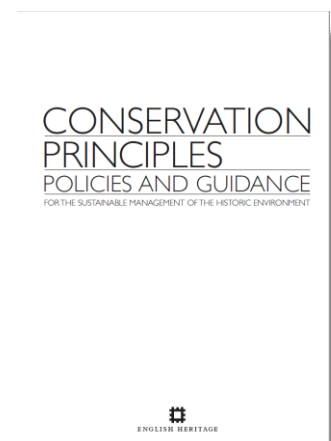
Historic England Analysing Significance in Heritage Assets Advice Note 12 (October 2019)

- 2.18 This document provides guidance on the National Planning Policy Framework requirement for applicants to describe heritage significance in order to aid local planning authorities’ decision making. It reiterates the importance of understanding the significance of heritage assets, in advance of developing proposals. This advice note outlines a staged approach to decision-making in which assessing significance precedes the design and also describes the relationship with archaeological desk-based assessments and field evaluations, as well as with Design and Access Statements.
- 2.19 The advice in this document, in accordance with the NPPF, emphasises that the level of detail in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve the asset(s) need to be proportionate to the significance of the heritage asset(s) affected and the impact on that significance. This advice also addresses how an analysis of heritage significance could be set out before discussing suggested structures for a statement of heritage significance.

Historic England Conservation Principles: Policies and Guidance 2008

- 2.20 Historic England sets out in this document a logical approach to making decisions and offering guidance about all aspects of the historic environment, including changes affecting significant places. It states that:

“New work or alteration to a significant place should normally be acceptable if: a. there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place; b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed; c. the proposals aspire to a quality of design and execution which may be valued now and in the future; d. the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future” (page 59).



Historic England Making Changes to Heritage Assets Advice Note 2 (February 2016)

2.21

This advice note provides information on repair, restoration, addition and alteration works to heritage assets. It advises that "*The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, aside from NPPF requirements such as social and economic activity and sustainability, are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting.*" (page 10)

Historic England Managing Significance in Decision Taking in the Historic Environment Historic Environment Good Practice Advice (GPA) in Planning Note 2 (March 2015)

2.22

This advice note sets out clear information to assist all relevant stake holders in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guidance (PPG). These include: "*assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.*" (page 1)

Historic England The Setting of Heritage Assets Historic Environment Good Practice Advice (GPA) in Planning Note 3 (Second Edition) (December 2017)

2.23

This document presents guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas and landscapes. Page 6, entitled: '*A staged approach to proportionate decision taking*' provides detailed advice on assessing the implications of development proposals and recommends the following broad approach to assessment, undertaken as a series of steps that apply equally to complex or more straightforward cases:

- Step 1: Identify which heritage assets and their settings are affected
- Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated
- Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it
- Step 4: Explore ways to maximise enhancement and avoid or minimise harm
- Step 5: Make and document the decision and monitor outcomes



Making Changes to Heritage Assets

Historic England Advice Note 2



The Setting of Heritage Assets

Historic Environment Good Practice Advice in Planning Note 3 (Second Edition)



Historic England The Historic Environment in Local Plans Historic Environment Good Practice Advice (GPA) in Planning Note 1 (March 2015)

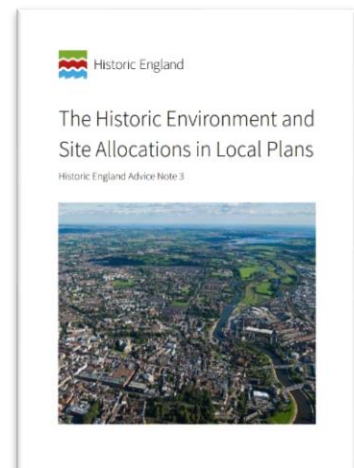
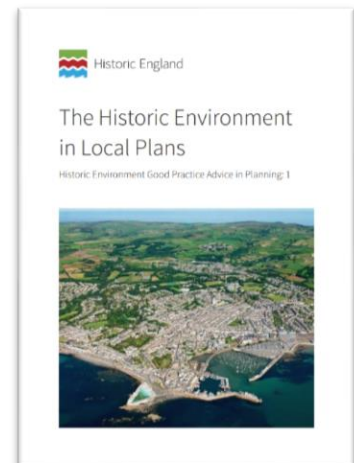
- 2.24 This advice note “*emphasises that all information requirements and assessment work in support of plan-making and heritage protection needs to be proportionate to the significance of the heritage assets affected and the impact on the significance of those heritage assets. At the same time, those taking decisions need sufficient information to understand the issues and formulate balanced policies*” (Page 1).

Historic England The Historic Environment and Site Allocations in Local Plans – Advice Note 3 (October 2015)

- 2.24 This advice note is intended to offer advice to all those involved in the process of site allocation, “*to help ensure that the historic environment plays a positive role in allocating sites for development. It offers advice on evidence gathering and site allocation policies, as well as setting out in detail a number of steps to make sure that heritage considerations are fully integrated in any site selection methodology.*” (Page 1)

- 2.25 The Advice Note provides a series of steps whereby a potential site allocation may be assessed in terms of its impacts on the historic environment. These include:

- Correctly identifying assets which may be affected
- Understanding the contribution that the site in its current form makes to the significance of the heritage assets
- Identifying what the potential impacts may be to that significance
- Consideration of maximising enhancement and avoiding harm
- Determining whether the proposed site allocation is appropriate in terms of the NPPF’s tests of soundness.



Local Policy

Bedford Borough Council Local Plan 2030

- 2.26 Bedford Borough Council has prepared a Local Plan that sets out how much growth there should be in the Borough in coming years (housing, jobs and associated infrastructure) and where it should take place. The Bedford Borough Local Plan 2030 was adopted by Full Council on 15 January 2020.
- 2.27 The Call for Sites took place between 14 July to 14 August 2020, with the Issues & Options deadline of 4 September 2020.
- 2.28 The adopted Plan contains Policy 28S – Placemaking, which specifically refers to built heritage considerations:
- Policy 28S – Place making Development will be expected to contribute to good place-making. This will be achieved by requiring development proposals:*
- i. To be of a high quality in terms of design and to promote local distinctiveness, and*
 - ii. To have a positive relationship with the surrounding area, integrating well with and complementing the character of the area in which the development is located, and*
 - iii. To contribute to provision of green infrastructure, and*
 - iv. To enhance the landscape, and*
 - v. To take a proactive approach to sustaining and where appropriate enhancing the historic environment, and*
 - vi. To avoid adverse impacts on biodiversity and geodiversity assets including, but not limited to, the Natura 2000 sites outside Bedford borough listed in the Habitats Regulations Assessment (Appendix 1) and*
 - vii. To respond to the unique character and importance of the River Great Ouse and its setting, and*
 - viii. To include appropriate landscaping, and*
 - ix. To contribute to the creation of the Forest of Marston Vale (when within or close to the Forest of Marston Vale area).*

3.0 Methodology

Heritage Assets

- 3.1 A heritage asset is defined within the National Planning Policy Framework as “*a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)*” (NPPF Annex 2: Glossary).
- 3.2 To be considered a heritage asset “*an asset must have some meaningful archaeological, architectural, artistic, historical, social or other heritage interest that gives it value to society that transcends its functional utility. Therein lies the fundamental difference between heritage assets and ordinary assets; they stand apart from ordinary assets because of their significance – the summation of all aspects of their heritage interest.*” (‘Managing Built Heritage: The Role of Cultural Values and Significance’ Stephen Bond and Derek Worthing, 2016.)
- 3.3 ‘Designated’ assets have been identified under the relevant legislation and policy including, but not limited to: World Heritage Sites, Scheduled Monuments, Listed Buildings, and Conservation Areas. ‘Non-designated’ heritage assets are assets which fall below the national criteria for designation.
- 3.4 The absence of a national designation should not be taken to mean that an asset does not hold any heritage interest. The Planning Policy Guidance (PPG) states that “*non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.*” (Paragraph: 039 Reference ID: 18a-039-20190723)
- 3.5 The PPG goes on to clarify that “*a substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.*”

Meaning of Significance

- 3.6 The concept of significance was first expressed within the 1979 Burra Charter (Australia ICOMOS, 1979). This charter has periodically been updated to reflect the development of the theory and practice of cultural heritage management, with the current version having been adopted in 2013. It defines cultural significance as the “*aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups*” (Page 2, Article 1.2)
- 3.7 The NPPF (Annex 2: Glossary) also defines significance as “*the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological,*

architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting."

- 3.8 Significance can therefore be considered to be formed by "*the collection of values associated with a heritage asset.*" ('Managing Built Heritage: The Role of Cultural Values and Significance' Stephen Bond and Derek Worthing, 2016.)

Assessment of Significance/Value

- 3.9 It is important to be proportionate in assessing significance as required in both national policy and guidance as set out in paragraph 189 of NPPF.

- 3.10 The Historic England document 'Conservation Principles' states that "*understanding a place and assessing its significance demands the application of a systematic and consistent process, which is appropriate and proportionate in scope and depth to the decision to be made, or the purpose of the assessment.*"

- 3.11 The document goes on to set out a process for assessment of significance, but it does note that not all of the stages highlighted are applicable to all places/ assets.

- Understanding the fabric and evolution of the asset;
- Identify who values the asset, and why they do so;
- Relate identified heritage values to the fabric of the asset;
- Consider the relative importance of those identified values;
- Consider the contribution of associated objects and collections;
- Consider the contribution made by setting and context;
- Compare the place with other assets sharing similar values;
- Articulate the significance of the asset.

- 3.12 At the core of this assessment is an understanding of the value/significance of a place. There have been numerous attempts to categorise the range of heritage values which contribute to an asset's significance. Historic England's '*Conservation Principles*' sets out a grouping of values as follows:

Evidential value – '*derives from the potential of a place to yield evidence about past human activity...Physical remains of past human activity are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them...The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement.*' (Page 28)

Aesthetic Value – '*Aesthetic values can be the result of the conscious design of a place, including artistic endeavour. Equally, they can be the seemingly fortuitous outcome of the way in which a place has evolved and been used over time. Many places combine these two aspects... Aesthetic values tend to be specific to a time cultural context and appreciation of them is not culturally exclusive.*' (Pages 30-31)

Historic Value – '*derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative... Association with a notable family, person, event, or movement gives historical value a particular resonance...The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past, but is not as easily diminished*

by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value'. (Pages 28-30)

Communal Value – *“Commemorative and symbolic values reflect the meanings of a place for those who draw part of their identity from it, or have emotional links to it... Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence. Some may be comparatively modest, acquiring communal significance through the passage of time as a result of a collective memory of stories linked to them...They may relate to an activity that is associated with the place, rather than with its physical fabric...Spiritual value is often associated with places sanctified by longstanding veneration or worship, or wild places with few obvious signs of modern life. Their value is generally dependent on the perceived survival of the historic fabric or character of the place, and can be extremely sensitive to modest changes to that character, particularly to the activities that happen there”. (Pages 31-32)*

- 3.13 Value-based assessment should be flexible in its application. It is important not to oversimplify an assessment and to acknowledge when an asset has a multi-layered value base, which is likely to reinforce its significance.

Contribution of setting/context to significance

- 3.14 In addition to the above values, the setting of a heritage asset can also be a fundamental contributor to its significance - although it should be noted that ‘setting’ itself is not a designation. The value of setting lies in its contribution to the significance of an asset. For example, there may be instances where setting does not contribute to the significance of an asset at all.
- 3.15 Historic England’s Conservation Principles defines *setting* as “*an established concept that relates to the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape.*”
- 3.16 It goes on to state that “*context embraces any relationship between a place and other places. It can be, for example, cultural, intellectual, spatial or functional, so any one place can have a multi-layered context. The range of contextual relationships of a place will normally emerge from an understanding of its origins and evolution. Understanding context is particularly relevant to assessing whether a place has greater value for being part of a larger entity, or sharing characteristics with other places*” (page 39).
- 3.17 In order to understand the role of setting and context to decision-making, it is important to have an understanding of the origins and evolution of an asset, to the extent that this understanding gives rise to significance in the present. Assessment of these values is not based solely on visual considerations but may lie in a deeper understanding of historic use, ownership, change or other cultural influence – all or any of which may have given rise to current circumstances and may hold a greater or lesser extent of significance.
- 3.18 The importance of setting depends entirely on the contribution it makes to the significance of the heritage asset or its appreciation. It is important to note that impacts that may arise to the setting of an asset do not, necessarily, result in direct or equivalent impacts to the significance of that asset(s).

Assessing Impact

- 3.19 It is evident that the significance/value of any heritage asset(s) requires clear assessment to provide a context for, and to determine the impact of, development proposals. Impact on that

value or significance is determined by first considering the sensitivity of the receptors identified which is best expressed by using a hierarchy of value levels.

3.20 There are a range of hierarchical systems for presenting the level of significance in use; however, the method chosen for this project is based on the established ‘James Semple Kerr method’ which has been adopted by Historic England, in combination with the impact assessment methodology for heritage assets within the *Design Manual for Roads and Bridges* (DMRB: HA208/13) published by the Highways Agency, Transport Scotland, the Welsh Assembly Government and the department for Regional Development Northern Ireland. This ‘value hierarchy’ has been subject to scrutiny in the UK planning system, including Inquiries, and is the only hierarchy to be published by a government department.

3.21 The first stage of our approach is to carry out a thoroughly researched assessment of the significance of the heritage asset, in order to understand its value:

SIGNIFICANCE	EXAMPLES
Very High	World Heritage Sites, Listed Buildings, Scheduled Monuments and Conservation Areas of outstanding quality, or built assets of acknowledged exceptional or international importance, or assets which can contribute to international research objectives. Registered Parks & Gardens, historic landscapes and townscapes of international sensitivity.
High	World Heritage Sites, Listed Buildings, Scheduled Monuments, Conservation Areas and built assets of high quality, or assets which can contribute to international and national research objectives. Registered Parks & Gardens, historic landscapes and townscapes which are highly preserved with excellent coherence, integrity, time-depth, or other critical factor(s).
Good	Listed Buildings, Scheduled Monuments, Conservation Areas and built assets (including locally listed buildings and non-designated assets) with a strong character and integrity which can be shown to have good qualities in their fabric or historical association, or assets which can contribute to national research objectives. Registered Parks & Gardens, historic landscapes and townscapes of good level of interest, quality and importance, or well preserved and exhibiting considerable coherence, integrity time-depth or other critical factor(s).
Medium/ Moderate	Listed Buildings, Scheduled Monuments, Conservation Areas and built assets (including locally listed buildings and non-designated assets) that can be shown to have moderate qualities in their fabric or historical association. Registered Parks & Gardens, historic landscapes and townscapes with reasonable coherence, integrity, time-depth or other critical factor(s).
Low	Listed Buildings, Scheduled Monuments and built assets (including locally listed buildings and non-designated assets) compromised by poor preservation integrity and/or low original level of quality of low survival of contextual associations but with potential to contribute to local research objectives. Registered Parks & Gardens, historic landscapes and townscapes with modest sensitivity or whose sensitivity is limited by poor preservation, historic integrity and/or poor survival of contextual associations.
Negligible	Assets which are of such limited quality in their fabric or historical association that this is not appreciable. Historic landscapes and townscapes of limited sensitivity, historic integrity and/or limited survival of contextual associations.

Neutral/ None	Assets with no surviving cultural heritage interest. Buildings of no architectural or historical note. Landscapes and townscapes with no surviving legibility and/or contextual associations, or with no historic interest.
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3.22 Once the value/ significance of an asset has been assessed, the next stage is to determine the assets 'sensitivity to change'. The following table sets out the levels of sensitivity to change, which is based upon the vulnerability of the asset, in part or as a whole, to loss of value through change. Sensitivity to change can be applied to individual elements of a building, or its setting, and may differ across the asset.

3.23 An asset's sensitivity level also relates to its capacity to absorb change, either change affecting the asset itself or change within its setting (remembering that according to Historic England The Setting of Heritage Assets – Planning Note 3, 'change' does not in itself imply harm, and can be neutral, positive or negative in effect).

3.24 Some assets are more robust than others and have a greater capacity for change and therefore, even though substantial changes are proposed, their sensitivity to change or capacity to absorb change may still be assessed as low.

SENSITIVITY	EXPLANATION OF SENSITIVITY
High	High Sensitivity to change occurs where a change may pose a major threat to a specific heritage value of the asset which would lead to substantial or total loss of heritage value.
Moderate	Moderate sensitivity to change occurs where a change may diminish the heritage value of an asset, or the ability to appreciate the heritage value of an asset.
Low	Low sensitivity to change occurs where a change may pose no appreciable threat to the heritage value of an asset.

3.25 Once there is an understanding of the sensitivity an asset holds, the next stage is to assess the 'magnitude' of the impact that any proposed works may have. Impacts may be considered to be adverse, beneficial or neutral in effect and can relate to direct physical impacts, impacts on its setting, or both. Impact on setting is measured in terms of the effect that the impact has on the significance of the asset itself – rather than setting itself being considered as the asset.

MAGNITUDE OF IMPACT	TYPICAL CRITERIA DESCRIPTORS
Very High	Adverse: Impacts will destroy cultural heritage assets resulting in their total loss or almost complete destruction. Beneficial: The proposals would remove or successfully mitigate existing and significant damaging and discordant impacts on assets; allow for the substantial restoration or enhancement of characteristic features.
High	Adverse: Impacts will damage cultural heritage assets; result in the loss of the asset's quality and integrity; cause severe damage to key characteristic features or elements; almost complete loss of setting and/or context of the asset. The assets integrity or setting is almost wholly destroyed or is severely compromised, such that the resource can no longer be appreciated or understood.

	<p>Beneficial: The proposals would remove or successfully mitigate existing damaging and discordant impacts on assets; allow for the restoration or enhancement of characteristic features; allow the substantial re-establishment of the integrity, understanding and setting for an area or group of features; halt rapid degradation and/or erosion of the heritage resource, safeguarding substantial elements of the heritage resource.</p>
Medium	<p>Adverse: Moderate impact on the asset, but only partially affecting the integrity; partial loss of, or damage to, key characteristics, features or elements; substantially intrusive into the setting and/or would adversely impact upon the context of the asset; loss of the asset for community appreciation. The assets integrity or setting is damaged but not destroyed so understanding and appreciation is compromised.</p> <p>Beneficial: Benefit to, or partial restoration of, key characteristics, features or elements; improvement of asset quality; degradation of the asset would be halted; the setting and/or context of the asset would be enhanced and understanding and appreciation is substantially improved; the asset would be brought into community use.</p>
Minor/Low	<p>Adverse: Some measurable change in assets quality or vulnerability; minor loss of or alteration to, one (or maybe more) key characteristics, features or elements; change to the setting would not be overly intrusive or overly diminish the context; community use or understanding would be reduced. The assets integrity or setting is damaged but understanding and appreciation would only be diminished not compromised.</p> <p>Beneficial: Minor benefit to, or partial restoration of, one (maybe more) key characteristics, features or elements; some beneficial impact on asset or a stabilisation of negative impacts; slight improvements to the context or setting of the site; community use or understanding and appreciation would be enhanced.</p>
Negligible	Barely discernible change in baseline conditions
Nil	No change in baseline conditions.

Summary

- 3.26 The aim of this Initial Heritage Appraisal is to provide an early assessment of the heritage assets that may be affected by development on the site and some of the key parameters for that development to take into account aspects of built heritage impact.

4.0 Historic Context

- 4.1 Cotton End was historically part of the ancient parish of Cardington; however, in 1866, Eastcotts became a separate civil parish with Cotton End forming a hamlet of this parish. It remained within the ecclesiastical parish of Cardington as there was no Anglican church in Eastcotts.
- 4.2 Cotton End has a some potential prehistoric, Iron Age and Roman finds, which show potential early occupation of the village and its surroundings. The medieval settlement of Cotton End is thought to have been deserted after the medieval period and re-occupied in the post medieval period. The current village is located within mainly within these medieval boundaries, although slightly shifted south.¹
- 4.3 The site is located to the north-east of Cotton End and is currently in use as agricultural fields. To the north of the site is the former Cardington Airfield which holds the Grade II* Cardington RAF airship sheds. The airship works were originally designed and built by A J Main and Co of Glasgow for the Admiralty to develop rigid airships for naval use in 1916. The lay-out of which included a "Factory, Airship Shed, a Hydrogen Plant, a Foundry and Rolling Mill to manufacture Duralumin Alloy"² The No.1 hanger was constructed in 1916-17 with the first airships to be constructed being the L.31 and L. 32, which were timber framed, followed by the R.37 and R.38. The R.38 was constructed for special operations in the North Sea was wrecked in Humber with a loss of 42 out of a total of 49. By 1918, the number of airship sheds in Britain had increased from 6 to 61 showing the strategic importance the Government put on the airship technology, in particular its ability to deter U-boat threats. Following the First World War, the Met Office (formed in 1854) became part of the Air Ministry in 1919. As a result of the need for weather information for aviation, the Met Office located many of its observation and data collection points on RAF airfields.

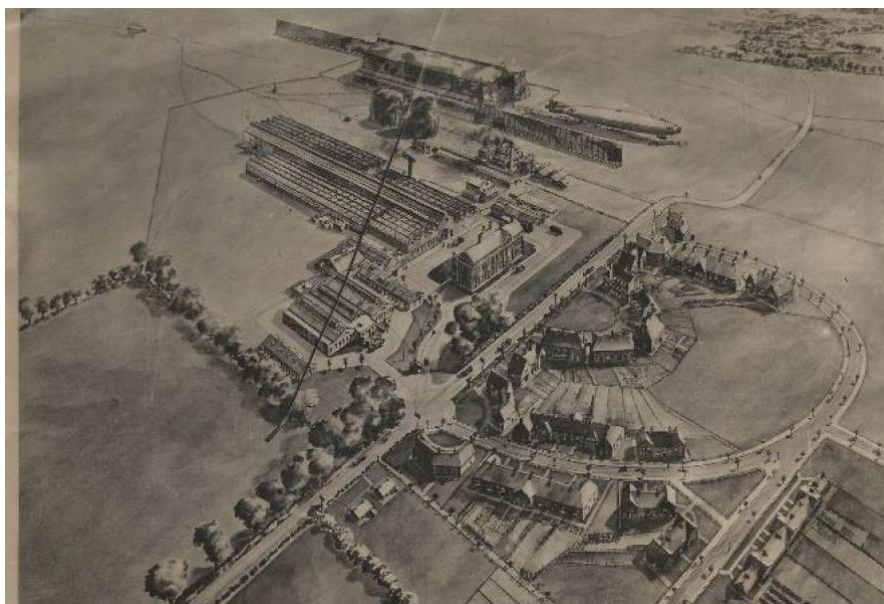


Figure 2 - 1916 artist impression showing Hanger 1 and its associated buildings. (www.arshipsonline.com)

¹ The Historic Environment Record for Bedfordshire, HER no: 17031

² Bedfordshire Archives, Article written for an Empire Day programme, 1938.

4.4 In 1924, plans for the R.100 and R.101 were approved which resulted in the sheds having to be lengthened by 4 bays and the height increased. This resulted in the shed measuring circa 75m long by 17m wide with a height of 16m. The work to the shed was completed in 1927, with an additional shed, matching the dimensions of shed 1, also constructed.

4.5 In 1930, the R.101 crashed on its maiden passenger flight to India, resulting in 48 dead including the then Secretary of State for Air, Sir Sefton Branker. This disaster brought about the end of rigid airship construction in Britain and resulted in operations at Cardington ceasing and the sheds being used as an aircraft storage base. During WWII, the sheds were used for training balloon crews and strong aircraft and in the 1950s as a RAF recruitment centre.



Figure 3 - Historic aerial of the hangers with an airship moored.

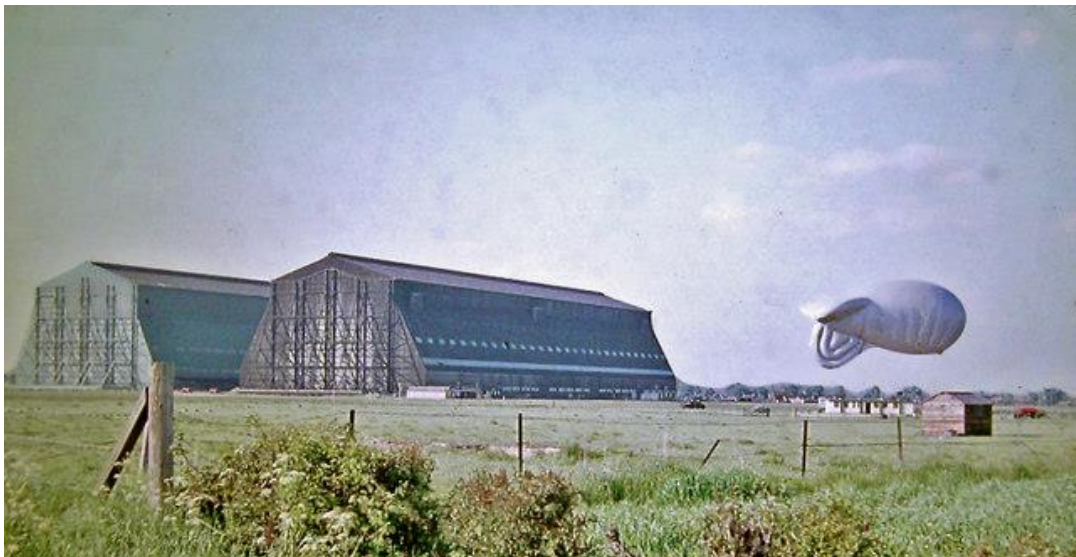


Figure 4 - View looking NNW showing Hanger 2 in the foreground, 1962. (Geograph: TL0846)

Map regression

4.6 An initial review of available historic maps has been undertaken to assist in the understanding of the site's history. Although such information cannot be considered to be definitive, experience shows that the mapping is often relatively accurate and reliable - particularly the later Ordnance Survey (OS) maps - and taken together with written archival date and physical evidence can help to refine the history of a site.

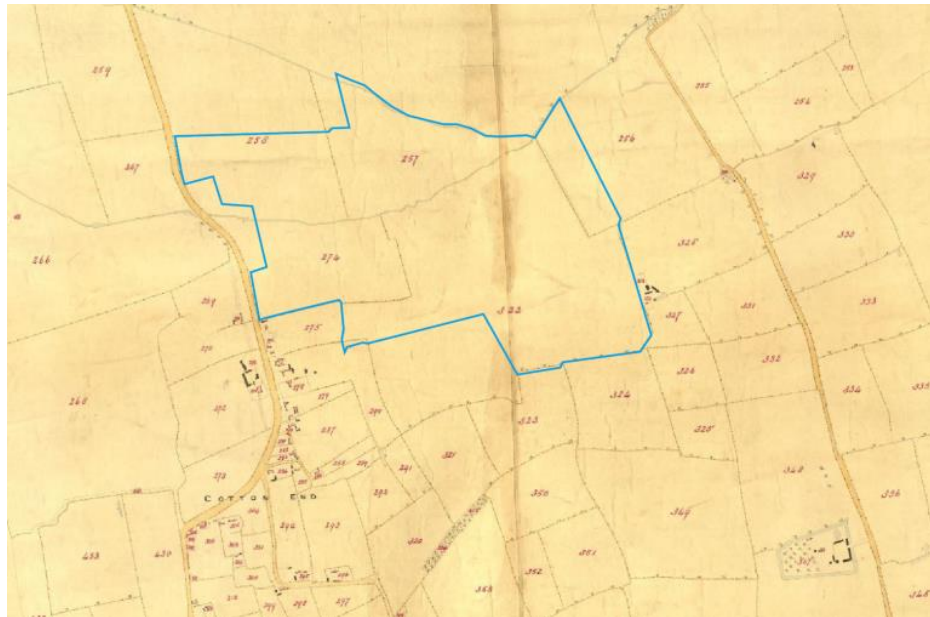


Figure 5 - Tithe Map 1840 with the indicative site boundary shown in blue. The site covers a number of plots which are under separate ownership and occupation. Plots 290 and 322 are owned by Carts and occupied by William Harradine, Carts and Harrodine also own/occupy the Manor Farmhouse at this time. Plot 274 is owned by Emery Cranfield and occupied by Jonathan Cranfield with Plot 258 and 256 owned by William Henry Whitebread Esquire and occupied by various tenants. William Whitebread also owns plots 148 and 149 to the north where the RAF sheds have been constructed. All of the plots appear to be in agricultural use.

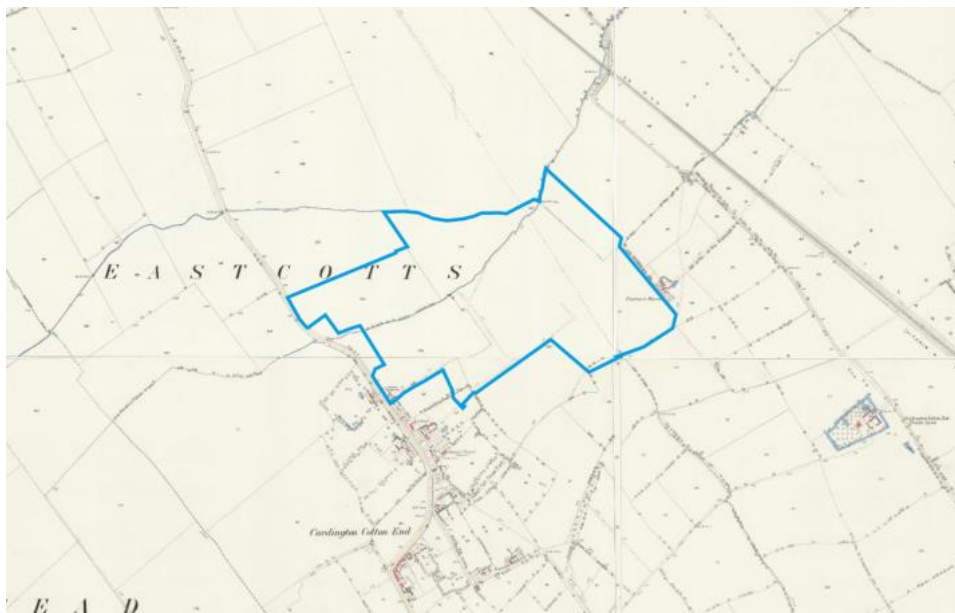


Figure 6 -1882 Ordnance Survey map with indicative site boundary shown in blue. The site remains in agricultural use at this time. The field to the east of the Manor Farmhouse shows thick vegetation/trees along its boundaries which would have likely screened the wider landscape from the farmhouse.

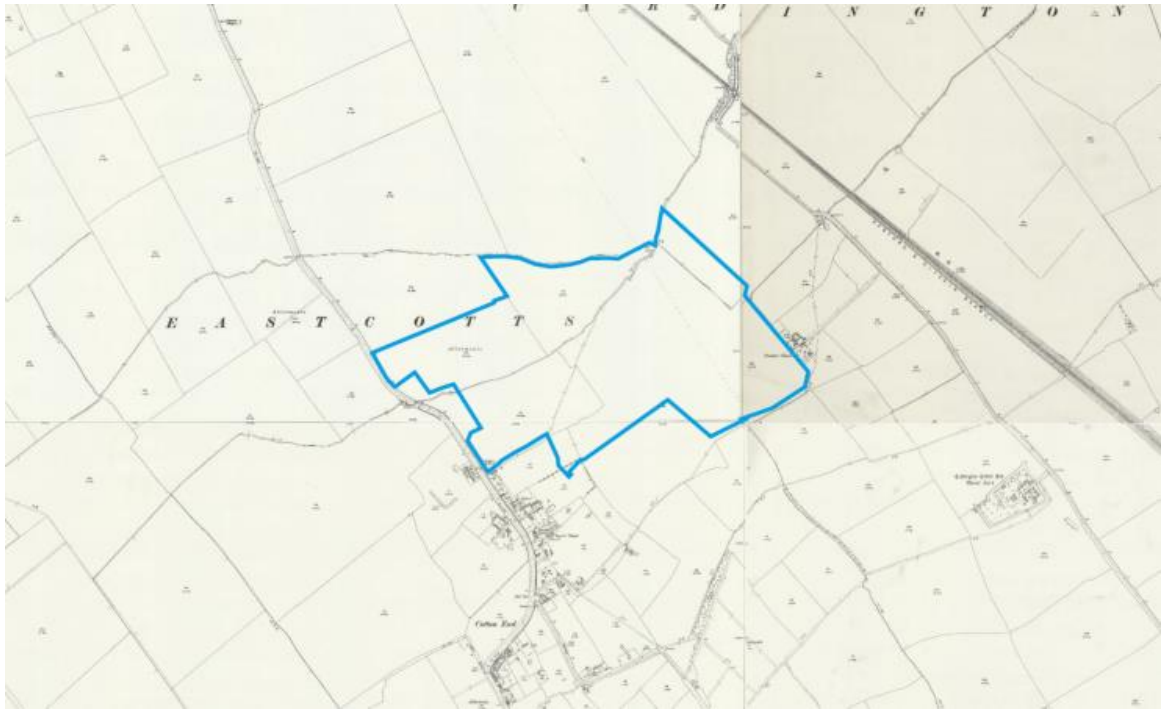


Figure 7 – 1901 Ordnance Survey Map. Little appears to have altered to the village or its surroundings by this date.



Figure 8 – 1948 Ordnance Survey Map. The Cardington Hangers had both been constructed by this time however, they are not shown on this most likely due to national security. However, we do have an idea of the layout of the from a 1938 plan which was produced for the 1938 Empire Air Day.

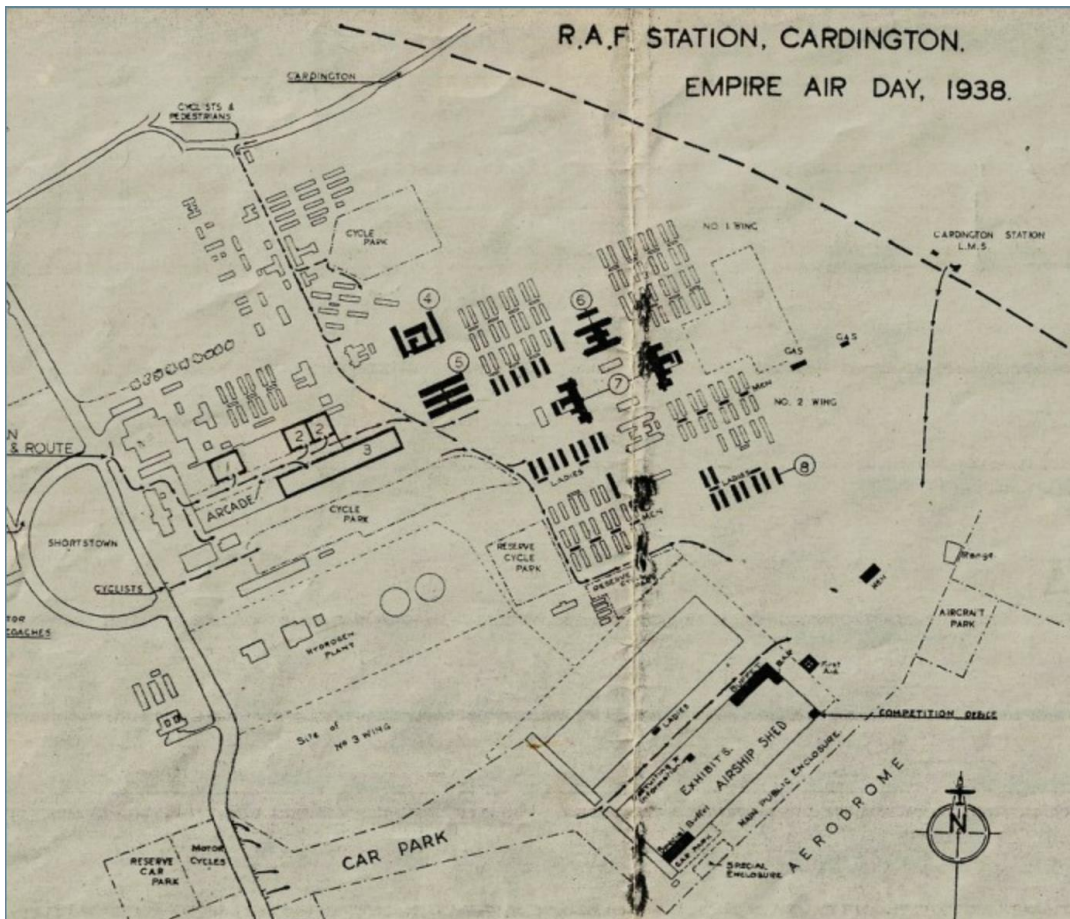


Figure 9 – 1938 plan of the RAF site produced for the Empire Air Day showing the layout of the site.

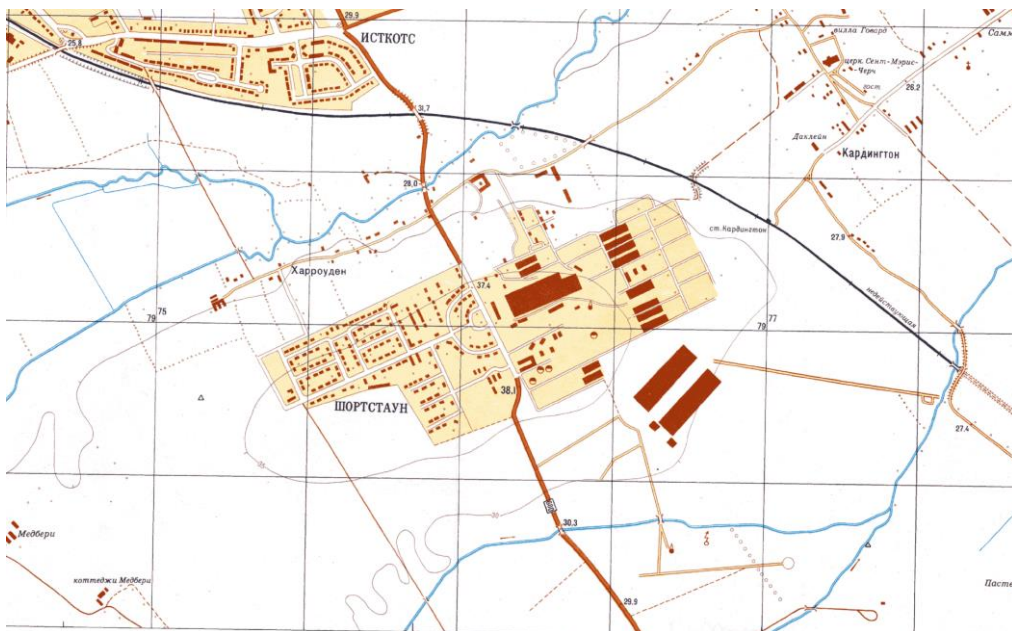


Figure 10 - 1971 Russian Map of Bed. This is the date at which the hangers are shown on mapping, some 50+ years since their construction.

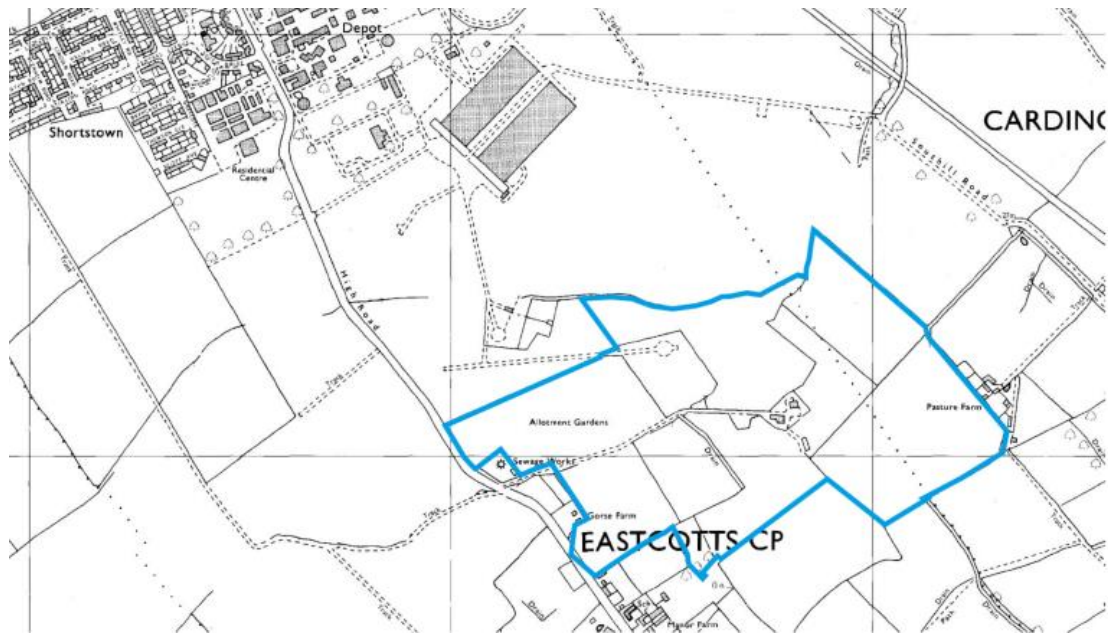


Figure 11 - 1987 Ordnance Survey map.

5.0 Heritage Assets

- 5.1 This section identifies built heritage assets which have a relationship with the site. In this case, the following heritage assets are local to the proposed development and have been identified as they may be affected by the current proposals. The identification of these assets is consistent with '**Step 1**' of the GPA3 The Setting of Heritage Assets and '**Step 1**' of Advice Note 3 The Historic Environment and Site Allocations in Local Plans.
- 5.2 Although there are a number of assets within the local surrounding area, the location and significance of many of them results in them having no perceptible individual relationship with the proposed site. For this reason, only the built heritage assets which may be considered to be affected by the proposed development have been identified.
- 5.3 In the case of this site, the following heritage assets may be affected by the development of the proposed site:
1. Number 1 Shed at RAF Cardington **List UID:** 1114165 – Grade II*
 2. Number 2 Shed at RAF Cardington **List UID:** 1136810 – Grade II*
 3. 21 High Road, Cotton End **List UID:** 1200372 – Grade II
 4. Manor Farmhouse, Cotton End **List UID:** 1114166 – Grade II*
 5. Dovecote at Manor Farmhouse **List UID:** 1312603 – Grade II

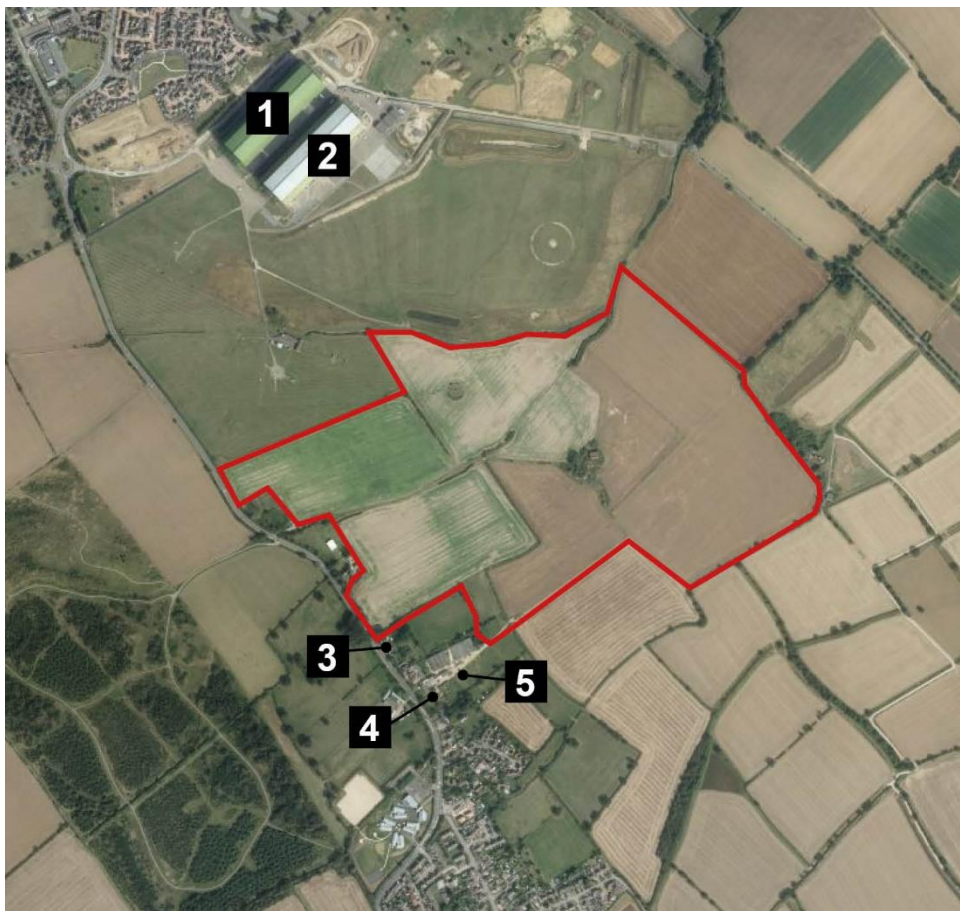


Figure 12 - Aerial Photograph with the approximate locations of the heritage assets marked.

- 5.4 As identified above, there are a number of other assets which have the potential to be affected by proposed development within the site, depending on the scale, location and massing of any such proposal.
- 5.5 From an initial review, it is apparent that the site does contribute, to varying extents and in separate parts, to the setting of these heritage assets. In some cases, the site forms part of an 'immediate' setting, whilst in other cases, the site forms part of what may be termed an 'extended' setting; or in other words, a more distant connection.
- 5.6 In other cases, from an initial assessment, it is considered that the setting of other designated heritage assets does not require further consideration, either due to physical and/or visual separation from the proposed site. These assets include:
- The Bell Public House **List UID:** 1114167 – Grade II
 - 8 & 10 Bell Lane **List UID:** 1136714 - Grade II
- 5.7 All relevant Statutory List descriptions can be found in **Appendix 1**. Any buildings or structures considered to fall within the curtilage of the above listed buildings would be considered to form part of the listed building and impacts would be assessed accordingly.
- 5.8 The site is also within the general vicinity of two Scheduled Monuments, known as *Manor Farm moated site* (List UID: 1012360) and *site discovered by aerial photography S of Village* (List UID: 1005413). As this report deals solely with built heritage matters, the impact on the Scheduled Monuments is not considered further within this report. Although it should be noted there will be no physical impact upon the assets and a clear and defined setting will be retained between them and the site reducing any potential impacts arising within their setting.

6.0 Significance Assessment

- 6.1 The relative significance of the individual assets and the contribution made by their setting are set out below. This assessment also includes a consideration of how the existing site in its current form contributes to this setting, in what way and to what degree.

Number 1 & 2 Sheds at RAF Cardington List UID: 1114165 – Grade II*



Figure 13 - View of RAF Cardington Sheds 1 & 2.

- 6.2 The RAF Cardington Sheds are located to the east of the A600. They were added to the Statutory List for Buildings of Special Architectural or Historic Interest in January 1982, as Grade II*.
- 6.3 The hangers are two of only three hangers in Britain to have serviced from the period up to 1918. No 1 is the only in situ example (and in Europe), with No 2 having been relocated from Pulham, Norfolk where it was built in 1916 for coastal ships. The third surviving hanger is in Farnborough.
- 6.4 The sheds are 29 bays of steel framing and corrugated steel sheeting, which has been extensively repaired. They are constructed with a central nave and side aisles. Doors on the western end open to the full height and width of the nave. Both sheds were extended and heightened in the 1920s to accommodate the construction of the R.101. Their enormous size and form provide a unique example of airship technology in Europe.
- 6.5 Following the disaster in 1930, when the R.101 crashed on its maiden voyage, the British Government terminated its support of the airship programme. The R.100, which had successfully returned from Canada, was broken down in No.1 Shed and sold for scrap.
- 6.6 It was not until 1938 that the sheds became in use as the RAF's principal (barrage) balloon operations training centre following the formation of Balloon Command that year. However, by the 1970s, the command had begun to decline in importance.

- 6.7 In 1971, Hangar 2 became the Fire Research Station (part of the Home Office) which conducted gas explosion experiments, a 20-year lease being given by the MoD. Full scale testing and fire research was undertaken from 1989 until the Hanger, after refurbishment, was sold into private ownership and became utilised by the film industry.
- 6.8 The sheds, although no longer in their original use, are unique surviving examples of the balloon engineering and technology in Europe. As such, the heritage significance of the buildings is found in their historic and architectural values. This rarity both nationally and internationally results in the buildings having a **high** level of special interest.

Setting

- 6.9 The setting of the hangers is formed by their functional relationship with one another and their surrounding context. Historically, the land to the north was formed by buildings associated with the use of the hangers, as depicted within figure 9, whilst the south was used as part of the airfield for the airships. Historic mapping of the site is limited due to the sensitivity of the buildings however, it appears that the airfield was mown grass. The northern and western aspect of the sheds has changed rapidly during the 20th and 21st centuries with new housing estates now present. Permission has also been granted for a development to the immediate east of the sheds which has reduced the historic functional landscape immediately adjacent the sheds.
- 6.10 Beyond this immediate context, the extended setting is formed by the built form of Shortstown in the north-east, Harrowden and the A421 in the north, Cardington to the north-east and Cotton End in the south, all interspersed with agricultural landscape and road networks. Due to their enormous size and the topography of the land, the sheds are visible for a long distance.
- 6.11 It is considered that the immediate setting of the building provides a **moderate/good beneficial** level of contribution to the significance of the buildings. In particular, the former airfield to the immediate south provides a clear understanding and functional relationship with the former use of the buildings. The wider setting makes a **moderate beneficial** contribution.

Contribution of the site to setting

- 6.12 The site is located 350m south of Shed 2 at its closest point with the majority of the site forming an agricultural fringe to the former airfield. Some elements of the northernmost parcels were associated with the later use of the sheds. There is a concrete balloon tether point within the northern most field, as well as a former winch station and huts adjacent to another mooring mast base (the tower for which has been removed) to the south-east. Although the mooring mast has been lost and the buildings are no longer in use, they provide an understanding and wider context for the sheds. Beyond this, the site forms an agrarian fringe to the airfield.
- 6.13 The open character of the site forms part of the understanding, context and setting of these buildings. However, it is not necessarily the case that the whole site forms an equally significant part of the setting of the listed building(s).
- 6.14 It is considered that the northern element of the site which contains the former winch huts and the mooring mast bases make a **good/moderate beneficial** contribution to the setting of the buildings with the wider agricultural fields providing a **moderate beneficial** contribution.

21 High Road, Cotton End List UID: 1200372 – Grade II

6.15 21 High Road is located to the east of the highway in the north of Cotton End. It was added to the Statutory List of Buildings of Special Architectural and Historic Interest in December 1994 at Grade II.

6.16 The building dates to the early/mid-18th century and is a detached timber-framed construction with a red tile roof and brick chimney stacks. It is one and half storeys in height with a central entrance with windows either side. It appears that it was refronted with pebbledash in the 20th century.



Figure 14- 21 High Road

6.17 The title entry for the site shows the building appearing to be owned by Emery Cranfield and occupied by Jonathan Cranfield along with the paddock/field to the rear and north.

6.18 Although not inspected internally for the purposes of this report, the building is considered to hold a **good** level of value.

Setting

6.19 The immediate setting of the building is formed by its residential context which is formed by a front and rear garden which is bounded by mature vegetation. Beyond this immediate setting, the building has agricultural fields to the north and east with built form to the south and the A600 to the west with agricultural fields beyond.

6.20 It is considered that the setting of the building makes a **good** contribution to the setting of the building.

Contribution of the site to setting

6.21 The site is located to the north of the building at its closest point but is separated from it to the rear (east) by a large paddock. This rear paddock was historically connected to the building through ownership/occupation as was the field to the north which forms part of the site.

6.22 It is considered that the area of the site to the immediate north is considered to make a **good beneficial** contribution to the setting of the building as a result of its historic functional connection and the agricultural context it provides. This contribution does, however, reduce as you move away from the building eastwards to a **low/negligible beneficial** to **neutral contribution**.

Manor Farmhouse, Cotton End List UID: 1114166 – Grade II*

6.23 Manor Farmhouse is located to the east side of High Road to the north of Cotton End. It was added to the Statutory List of Buildings of Architectural or Historic Interest in May 1984, at Grade II*.

6.24 The building dates to the 16th century and was originally had an H-shaped plan form, although the southern cross-wing has subsequently been lost.

6.25 It is two storeys with an attic level, with the retained cross wing having a three-storey gable projection. Constructed in red brick with stone dressings the building has stone banding at first floor level and eaves level to the cross wing. Mullion and transom windows are seen to the front and rear elevations. Substantial chimney stacks seen to the north and rear of the building which hold octagonal shafts and pots.



Figure 15 - Manor Farmhouse

6.26 Although not inspected internally for the purposes of the report, the statutory list description notes an elaborate plaster ceiling within the main block which likely dates to the early 17th century.

6.27 The building is potentially linked with Thomas Colby who purchased the manor of Cotes in 1566 as his coat of arms is thought to be within a quatrefoil panel on the ceiling internally. The building is also linked with the RAF Cardington site to the north as Major G H Scott lived in the building at the time of his death, even hosting a meal for the officers and wives the evening before the R.101 balloon took flight on its maiden voyage which ended in disaster.

6.28 The building is considered to hold a **good/high** level of significance overall.

Setting

6.29 The immediate context of the building is formed by its residential curtilage which consists of a front and rear garden as well as the adjacent farm buildings including the Grade II listed dovecote in the north-east. Large, modern sheds have been constructed to the north of the building to facilitate its historic use as a working farm. Recent permission has been granted to convert these farm buildings into residential units.

6.30 Beyond this immediate setting is the built form of Cotton End to the north, south and west with agricultural fields to the east.

6.31 It is considered that the setting of the building makes a **good** contribution to the significance of the building.

Contribution of the site to setting

6.32 The site is located circa 160 north-east of the building at its closest point. The majority of the northern element of the site is physically blocked from view by the large sheds within the farmyard. However, views of the eastern side are apparent. The site was, in parts, historically in

the same ownership/occupation as one another (owned by Carts and occupied by William Harradine) and, as such, provided a functional role for the building.

- 6.33 It is considered that the elements of the site which are historically linked with the farmhouse provide a **moderate/good beneficial** contribution to the setting of the building whilst the remainder of the site provides a **moderate beneficial** contribution.

Dovecote at Manor Farmhouse List UID: 1312603 – Grade II

- 6.34 The Dovecote is located to the east of the Manor Farmhouse. It was added to the Statutory List of Buildings of Special Architectural or Historic Interest in May 1984.
- 6.35 Dating to the 18th century, the dovecote is constructed in red brick with a clay tile roof. It has a square plan form with access into the building on the south east and south west elevations.
- 6.36 Although the building was not inspected internally for the purposes of this report, it is considered to hold a **moderate** level of significance.

Setting

- 6.37 The setting of the building is formed by its relationship with the adjacent farm buildings and principal farm house. Beyond this, are agricultural fields. It is considered that this setting makes a **good beneficial** contribution to the significance of the building with its immediate context making the strongest contribution.

Contribution of the site to setting

- 6.38 The site is located circa 100m to the east of the dovecote. Although the site is visible from the dovecote, its setting is principally found in its relationship with the farm buildings and house. As such, the site is considered to make a **moderate beneficial** contribution to the setting of the building.

7.0 Impact Considerations

Listed Buildings

- 7.1 The statutory duty under Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 sets out that any development should “*have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*”
- 7.2 ‘Setting’ is defined as the “*surroundings in which the asset is experienced*”, and a reduction in the ability to appreciate the existing character of this site may result in a reduction in the ability to appreciate the identified listed buildings in a setting which supports their significance.
- 7.3 The contribution which the site makes to the setting of the identified listed building(s) differs depending on its relationship with them. Where possible, development should take the opportunity to provide improvements to settings where possible/relevant.
- 7.4 The RAF Cardington Sheds hold a strong sense of independence in their context, resulting predominantly from their size, with the open character of the site forming part of the understanding, context and setting of these buildings in the north and the southern elements providing a wider agricultural setting. It is evident that it is not necessarily the case that the whole site forms an equally significant part of the setting of the sheds.
- 7.5 Therefore, the degree to which a sense of contribution that the site makes to the setting of these assets can be maintained will relate directly to the extent to which the integrity of the setting can be preserved. This is also true of the remaining assets (Manor farmhouse, 21 High Road and the dovecote).
- 7.6 If elements of harm are identified as a result of the proposed allocation, in order to accord with the national policy, this potential harm would need to be clearly outweighed by “public benefits” as set out in paragraphs 193-196 of the NPPF.

Non-designated asset considerations

- 7.7 In terms of any non-designated heritage assets which may be identified by the Local Planning Authority moving forward, paragraph 197 of the National Planning Policy Framework requires a balanced judgement to be undertaken when considering impact on these assets.
- 7.8 The relative significance of these assets should be acknowledged within the proposals and that significance taken in account in the evolution of proposals which affect them.

8.0 Design Parameters

Location of development

- 8.1 Whilst development within the site will result in an apparent change within the setting of the identified listed buildings, it is not necessarily the case that the whole site forms an equally significant part of the assets' setting. Therefore, the degree to which a sense of openness and existing character can be maintained within the site will relate directly to the extent to which the integrity of the setting can be preserved. There are opportunities for careful placement of development and landscaping to enhance the character of the site and the contribution it makes to the understanding and setting of the identified assets. This is with particular regard to the connection between the sheds and the associated structures on the site, which could be brought into a viable use that would better reveal their significance and connection with the sheds and secure their long-term management and repair.
- 8.2 When considering a potential approach to the location of development for the site, the settings of the identified assets will need to be taken in to account. To assist with this, a sensitivity map is shown below to highlight the differing levels of sensitivity the site holds, in terms of built heritage.



- 8.3 It is considered that the site holds areas of moderate sensitivity. The areas to the east and west of the site are highlighted as being of moderate sensitivity due to either their proximity to or their intervisibility with the listed buildings. This is not to say these parcels cannot be developed but that the placement, scale, and details design will need to be consider the potential impact upon the heritage assets. It should also be noted that the fields in the east were historically screened from the farmhouse by mature vegetation/trees as denoted on the 1882 and later maps.
- 8.4 A parcel to the north has also been highlighted as moderately sensitive as a result of its historic connection with the airfield and sheds to the north. A logical approach would be to leave elements of this area as a landscape buffer to the sheds in the north allowing it to strengthen the contribution the airfield (outside the site boundary) provides the shed and for an interconnection between the former mooring mast structures and the sheds.

Heritage Assets

- 8.5 There is substantial opportunity to invest in the long-term viability of the retained mooring mast structures and buildings through their potential conversion to an alternative, sympathetic use. Any future plans for the site should look to provide a viable and long-term use for these buildings to ensure it is successfully maintained for the future. It may be appropriate for these buildings to have a community use and interpretation which could increase the public appreciation of their history and connection with the sheds in the north.

Landscape

- 8.6 The site features a characteristic agricultural landscape subdivided in medium and large fields. The internal fields pattern and the site's boundaries are defined by well-established hedgerows (Figure 16), albeit the southern area opens to the adjacent land. This strong landscape structure provides a clear boundary with some sense of local enclosure. Views towards the Greensand Ridge to the south (Figure 17) expands beyond the hedges, visually associating the site to a distinctive landscape feature.



Figure 16 - View of site showing well defined hedgerows



Figure 17 - View towards Greensands Ridge

- 8.7 The importance of landscaping to the context of the assets is essential to the successful development of the site. As a result, the intention should be to retain the effectiveness of landscaping as well as the retention/reinforcement of existing trees on site. This approach will assist in retaining the site's existing contribution to the setting of the adjacent assets and help to screen parcels of development where considered appropriate.

Other considerations

- 8.8 There is also a clear opportunity for betterment to the settlement of Cotton End, as a result of the allocation of the site, including, but not limited to, the enhancement and availability of local services and facilities, enhancement of green links and provision of high-quality buildings.

9.0 Initial Impact Assessment

- 9.1 An opportunity and constraints plan has been prepared, which has been informed by a number of factors including potential impact on built heritage considerations. It shows where built form could be accommodated within the site.



Figure 18 – Opportunity and Constraints Plan (Full plan with key in Appendix 2)

- 9.2 An initial assessment of the potential impact considerations of the proposed development is as follows:

- The retention of the open space to the north will allow for existing contribution the site makes to the sheds to be retained. It also helps to strengthen the character of the historic airfield, which provides a significant contribution to the setting of the sheds (directly to the north of the site) and allows a feathering of open space into built form to be sensitively achieved. This open space will also allow for the former winch shed, huts and tethering points to retain a visual connection with the sheds retaining their group value.
- The allocation of the site provides a significant opportunity for the winch shed and huts to be brought back into a long-term viable use. This use could potentially have a community focus, which would allow for a greater public appreciation and understanding of their historic connection with the sheds to the north.
- Partial loss or erosion of the open setting of the identified heritage assets within Cotton End (21 High Road, Manor Farmhouse and dovecote). This will result in a slight reduction of the wider rural context of the assets; however, this loss can be mitigated through the inclusion of buffers of open space and/or enhanced landscaping along the western side of the site, where appropriate, as well as the potential for green corridors through the site to retain a connection to the wider landscape. It is evident that short, medium and long-range views of the sheds could be retained through the careful placement of development.

- 9.3 At this stage of the process, it is considered that any levels of harm arising would be regarded as “less than substantial harm” to the setting of the assets in the terms of the NPPF. Depending on the scale, massing and design of the built form, the scheme has the potential to bring forward a

number of benefits including bringing the former winch huts etc. back into a long term and viable use.

- 9.4 A smaller site (Site B) which is located directly to the south of Site A is also being considered for allocation. If both the large and smaller sites were brought forward together, there would be a change in character to the landscape which could affect the appreciation of the assets in their wider surroundings. However, the extent of the impact on the assets, through change to their settings, reduces as one moves south and east across the two sites. The allocation of both sites would allow for a comprehensive and considered scheme to be brought forward together and, providing a considered heritage-led approach was proposed, it is considered that the impact of the two sites on the identified assets would remain at a level of *'less than substantial'* harm.

10.0 Summary

- 10.1 This Initial Heritage Appraisal has been prepared on behalf of Mr Simpson to provide an initial assessment of the heritage assets which may be affected by the potential allocation of the site and to assess the likely impacts arising.
- 10.2 It is evident from site assessment that the existing condition of the site contributes to the setting of a number of heritage assets to varying extents.
- 10.3 At this early stage, if masterplanning is informed by the content of this Initial Appraisal and the parameters set, there is potential that impacts would be at the level of “less than substantial” harm in terms of the policies of the NPPF – although it is not possible to define any more precisely the levels of impact at this stage until more detail is available.
- 10.4 It would be our intention to continue to advise the design team through the development of the scheme to ensure that the principles laid out in this document are fully considered and developed in forward masterplanning and detailed design, to enable impacts on built heritage assets to be minimised where possible.
- 10.5 The result of this iterative and informed design approach will be that the aspects of heritage impact will be fully addressed through the design process, with the intention to ensure that the provisions of the relevant legislation are satisfied, and that National and Local Policies are adhered to.

APPENDIX 1

STATUTORY LIST DESCRIPTIONS



21, HIGH ROAD

Overview

Heritage Category:
Listed Building

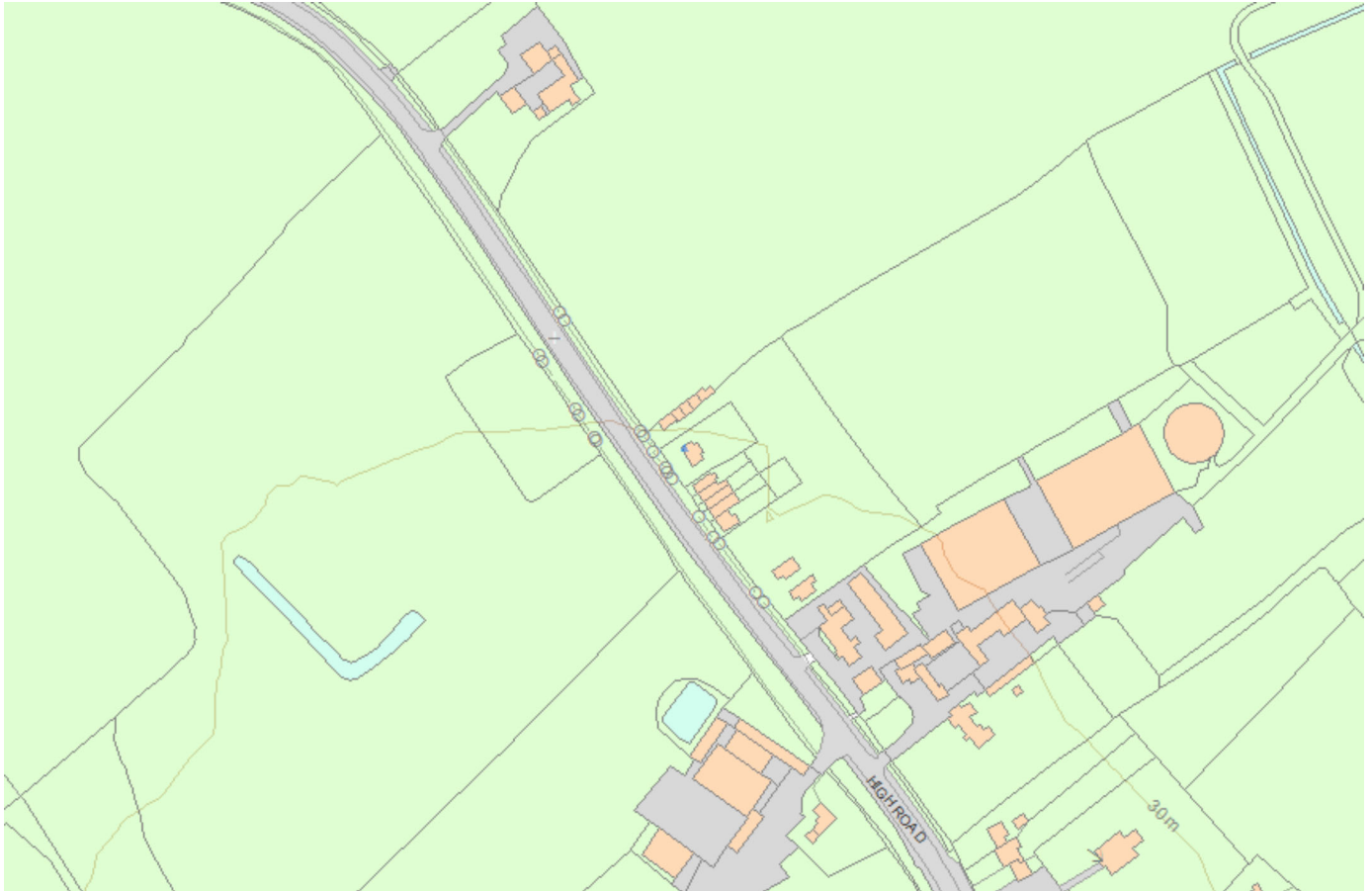
Grade:
II

List Entry Number:
1200372

Date first listed:
21-Dec-1994

Statutory Address:
21, HIGH ROAD

Map



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(<https://historicengland.org.uk/terms/website-terms-conditions/>).

The above map is for quick reference purposes only and may not be to scale. For a copy of the full scale map, please see the attached PDF - **1200372.pdf**

(https://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/185862/HLE_A4L_Grade|HLE_A3)

The PDF will be generated from our live systems and may take a few minutes to download depending on how busy our servers are. We apologise for this delay.

This copy shows the entry on 13-Mar-2021 at 15:14:03.

Location

Statutory Address:

21, HIGH ROAD

The building or site itself may lie within the boundary of more than one authority.

District:

Bedford (Unitary Authority)

Parish:

Eastcotts

National Grid Reference:

TL 08358 45702

Details

TL 04 NE EASTCOTTS HIGH ROAD, Cotton End 3/10001 No 21

- II

House. Early to mid C18. Timberframed, refronted in pebbledash in C20 with tiled roof with end brick stacks. One and a half storeys, two and a half bays, with staircase in central half bay. Two windows. C19 casements. Gabled dormers to attic and cambered heads to ground floor. Central cambered doorcase with panelled door. Interior has exposed frame with substantial axial beam to ground floor and exposed floor joists. Partitions each side of staircase have exposed frames from ground floor to roof. Fireplace to north gable has been blocked but retains wide opening and has adjoining red brick bread oven.

Listing NGR: TL0835845702

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

350268

Legacy System:

LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

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CARDINGTON NUMBER 1 SHED AT RAF CARDINGTON

Overview

Heritage Category:
Listed Building

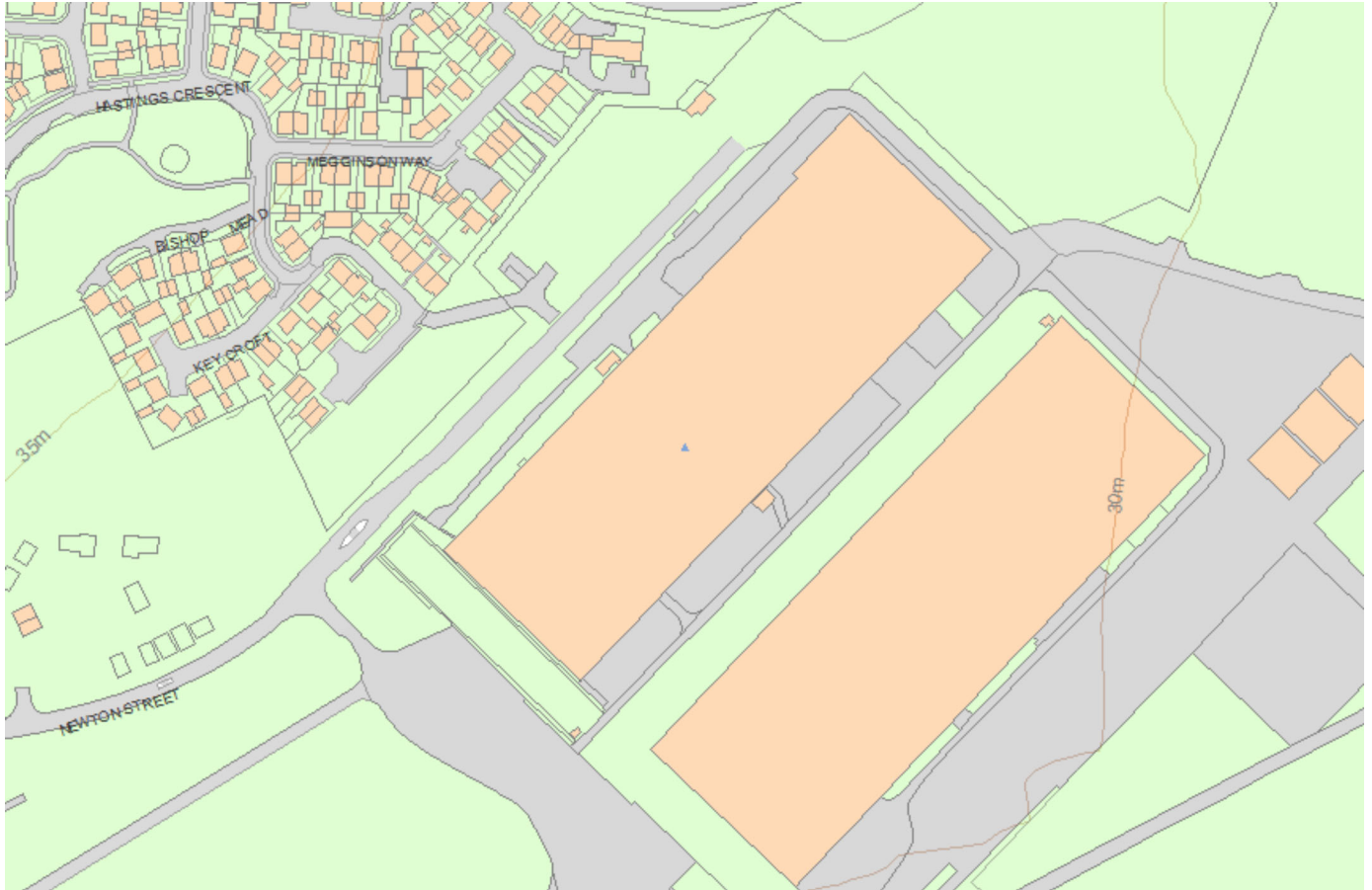
Grade:
II*

List Entry Number:
1114165

Date first listed:
29-Jan-1982

Statutory Address:
CARDINGTON NUMBER 1 SHED AT RAF CARDINGTON, HIGH ROAD

Map



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(https://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/110507/HLE_A4L_Grade|HLE_A3L_Grade.p

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This copy shows the entry on 13-Mar-2021 at 15:13:40.

Location

Statutory Address:

CARDINGTON NUMBER 1 SHED AT RAF CARDINGTON, HIGH ROAD

The building or site itself may lie within the boundary of more than one authority.

District:

Bedford (Unitary Authority)

Parish:

Eastcotts

National Grid Reference:

TL 08079 46833

Details

This list entry was subject to a Minor Amendment on 25/03/2013

TL 04 NE 179/3/58 29.01.1982

EASTCOTTS HIGH ROAD Cardington No.1 shed at RAF Cardington

II*

Airship hangar. 1916-17. Designed and built by A J Main and Co of Glasgow for the Admiralty, under supervision by their Directorate of Works. Enlarged in 1926-7 by the Cleveland Bridge and Engineering Co of Darlington. Dimensions 812' x 275' x 180'. Enlarged for the purpose of constructing and housing the R101 airship by the Royal Airship Works. 29 bays of steel framing, with side aisles and huge central nave: the 1926-7 alterations included the addition of 4 bays, the insertion of new raking struts and increasing the size of the vertical columns to heighten the roof. Six stairways lead up to 3 roof catwalks or gantries used in the construction of the R101. Clad in corrugated steel sheeting. Enormous doors moved by electric motors at the W end, opening to the full height and width of the nave.

HISTORY: This is one of only three airship hangars in Britain to have survived from the period up to 1918. It is the only in situ example of an airship hangar to have survived from the period up to 1918, adjacent to No 2 Shed - their vast size and form provide a uniquely important testimony to airship technology in Europe. As a consequence of the dismantling of airship sheds in Germany - the acknowledged leader in rigid airship technology in its formative phases - after 1919, and the demolition of other examples, Number One Shed is the only in situ example of an airship hangar to have survived in Europe from the period up to 1918, enlarged for the Vickers-designed R100 airship in 1928. With Number Two Shed, a First World War hangar transported and enlarged on this site for the R101 airship - its vast size and form provides a uniquely important testimony to airship technology in Europe. Airship sheds of the period up to the late 1930s are very rare survivals in Europe, there being only one example, for example, in France (on the Cotentin peninsula near Cherbourg) of this period. Despite the use of balloons as aerial observation platforms during the Napoleonic Wars and especially the American Civil War, it was not until 1879 that the Royal Engineers formed a Balloon Equipment Store at Woolwich Arsenal, which was subsequently moved to Chatham (1882) and then Aldershot (1890). Its operational and training units were combined as the Balloon School in April 1906, the same year witnessing the construction of the army's first airship shed at the Balloon School's new factory at Farnborough (demolished 1965) and in 1910-11 the erection of two more airship sheds (moved to Kingsnorth and demolished c1930) adjacent to a new Portable Airship Shed. The latter, a canvas-covered shed comprising in section a parabolic arch made up of rivetted box-section lattice units, was dismantled and now survives in two halves, the bottom half in a fabric shop and the upper half in a forge and foundry building; both of these buildings, erected in 1916-17 for the Aircraft Factory at Farnborough, are now listed grade II (as Buildings Q27 and Q25). Despite the fact that the country's total of 6 airship sheds had increased to 61 by November 1918 (a reflection of the strategic importance that the Admiralty in particular accorded to airships as a deterrent to the U-boat menace in Home Waters), only the examples at Farnborough (split in half as two factory buildings in 1916) and at Cardington (No 1 Shed) - which include the resited hangar from Pulham in Norfolk incorporated into No 2 Shed - have survived. The resited elements of the shed from Mullion in Cornwall, now resited and functioning as a bus garage in Padstow, is not listable. East Fortune, south of Edinburgh, has the most significant survival in Britain of technical buildings associated with an airship station.

Number One Shed is the only in situ example of an airship shed to have survived from the period up to 1918. It was constructed for the Admiralty as a 700ft hangar for the accommodation of the airships R31 and R32. Ramsey MacDonald's government, which first came to office in early 1924, envisaged the production of airships for imperial commerce as a mix of both public and private enterprise: the decision was consequently made to build two airships of 5,000,000 cubic foot capacity. This was a project which seized the popular imagination, R100, built under contract with Vickers (who had been formerly involved in airship construction in Britain), being popularly known as 'the capitalist ship' and R101, built by the Royal Airship Works, as 'the socialist ship'. After 1926 the works on this site resulted from the Government authorisation of the projects for the R100 and R101 airships, which were to be used for an Empire-wide travel service. This shed was enlarged to a length of 812ft and heightened by 35ft to take the R101 in 1926/7, Number Two Shed comprising a shed brought to the site from Pulham in Norfolk and then extended to its

required length. The sheds are both 180ft high.

After the R101 disaster of October 1930, when the airship crashed on its maiden voyage en route to India (its 48 dead including Sir Sefton Branker, the then Secretary of State for Air) the British government - under considerable economic pressure - terminated its support for the airship programme. The R100 was broken up inside the No 1 Shed and sold for scrap in 1931. Cardington's fortunes revived after the formation of Balloon Command in November 1938, when it became the RAF's principal (barrage) balloon operations training centre.

Listing NGR: TL0807946833

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

36692

Legacy System:

LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

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CARDINGTON NUMBER 2 SHED AT RAF CARDINGTON

Overview

Heritage Category:
Listed Building

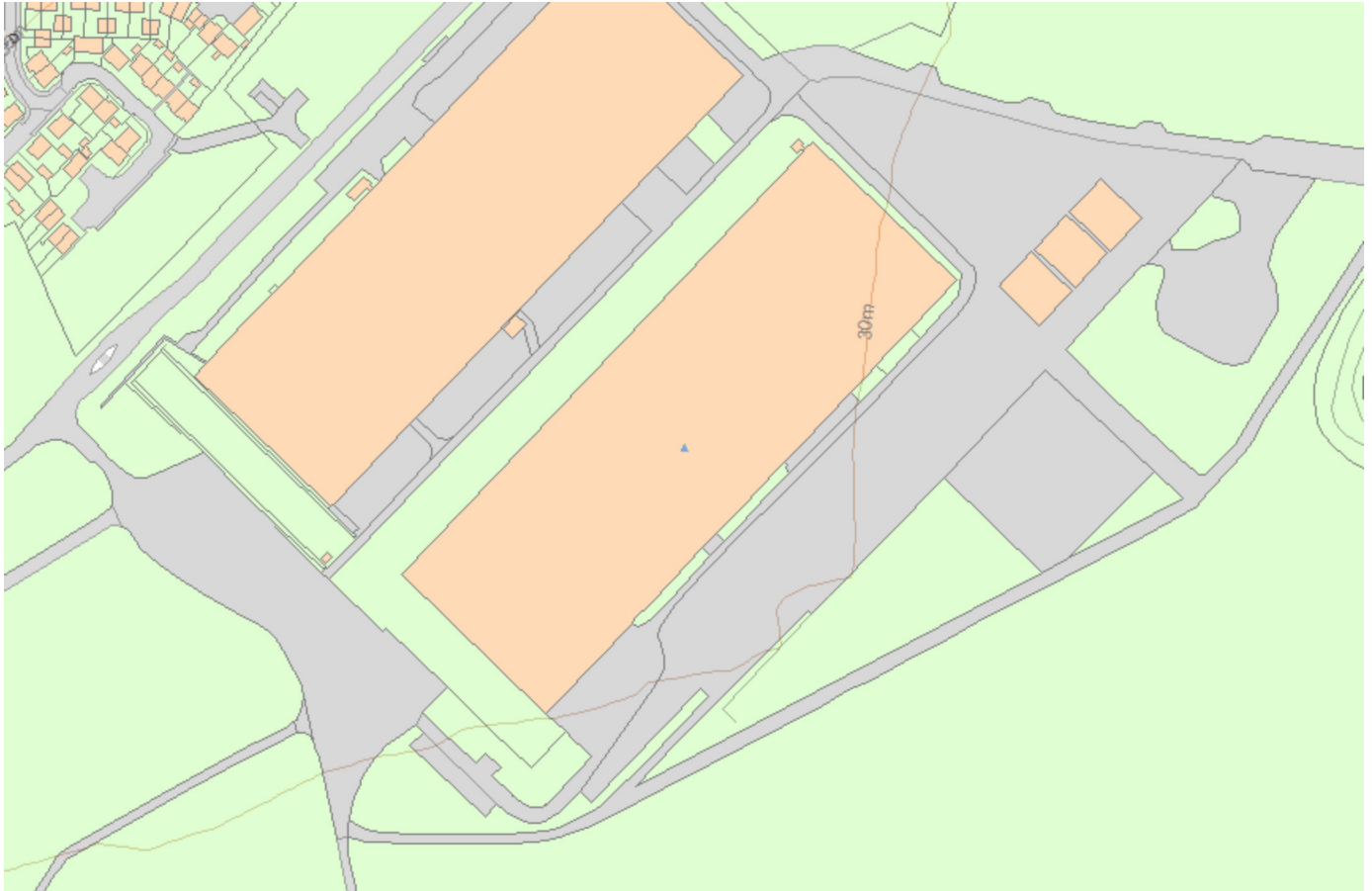
Grade:
II*

List Entry Number:
1136810

Date first listed:
29-Jan-1982

Statutory Address:
CARDINGTON NUMBER 2 SHED AT RAF CARDINGTON, HIGH ROAD

Map



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(https://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/130205/HLE_A4L_Grade|HLE_A3

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Location

Statutory Address:

CARDINGTON NUMBER 2 SHED AT RAF CARDINGTON, HIGH ROAD

The building or site itself may lie within the boundary of more than one authority.

District:

Bedford (Unitary Authority)

Parish:

Eastcotts

National Grid Reference:

TL 08183 46760

Details

This list entry was subject to a Minor Amendment on 21/03/2013

TL 04 NE 179/3/69 29.01.1982

EASTCOTTS HIGH ROAD Cardington No.2 shed at RAF Cardington

II*

Airship hangar. 1928. By the Cleveland Bridge Co. of Darlington, built for the purpose of housing the R100 airship which had been constructed by the Airship Guarantee Co at Howden and arrived at Cardington in December 1929. Dimensions 812' x 275' x 180'. The shed is an enlarged version of that built at Pulham in Norfolk in 1916 for coastal airships and then transferred to Cardington in 1928. 29 bays of steel framing with double side aisles used as workshop annexes and huge central nave. Clad in corrugated steel sheeting. Enormous doors moved by electric motors at the W End, opening to the full height and width of the nave.

HISTORY: This is one of only three airship hangars in Britain to have survived from the period up to 1918. It was resited and extended for the purpose of constructing and housing the Vickers-designed R100 airship in 1928, and with Number One Shed comprises a uniquely important testament to airship technology and its political context in Europe.

Despite the use of balloons as aerial observation platforms during the Napoleonic Wars and especially the American Civil War, it was not until 1879 that the Royal Engineers formed a Balloon Equipment Store at Woolwich Arsenal, which was subsequently moved to Chatham (1882) and then Aldershot (1890). Its operational and training units were combined as the Balloon School in April 1906, the same year witnessing the construction of the army's first airship shed at the Balloon School's new factory at Farnborough (demolished 1965) and in 1910-11 the erection of two more airship sheds (moved to Kingsnorth and demolished c1930) adjacent to a new Portable Airship Shed. The latter, a canvas-covered shed comprising in section a parabolic arch made up of rivetted box-section lattice units, was dismantled and now survives in two halves, the bottom half in a fabric shop and the upper half in a forge and foundry building: both of these buildings, erected in 1916-17 for the Aircraft Factory at Farnborough, are now listed grade II (as Buildings Q27 and Q25). Despite the fact that the country's total of 6 airship sheds had increased to 61 by November 1918 (a reflection of the strategic importance that the Admiralty in particular accorded to airships as a deterrent to the U-boat menace in Home Waters), only the examples at Farnborough (split in half as two factory buildings in 1916) and at Cardington (No 1 Shed) - which include the resited hangar from Pulham in Norfolk incorporated into No 2 Shed - have survived. The resited elements of the shed from Mullion in Cornwall, now resited and functioning as a bus garage in Padstow, is not listable. East Fortune, south of Edinburgh, has the most significant survival in Britain of technical buildings associated with an airship station.

Number One Shed is the only in situ example of an airship shed to have survived from the period up to 1918. It was constructed for the Admiralty as a 700ft hangar for the accommodation of the airships R31 and R32. Ramsey MacDonald's government, which first came to office in early 1924, envisaged the production of airships for imperial commerce as a mix of both public and private enterprise: the decision was consequently made to build two airships of 5,000,000 cubic foot capacity. This was a project which seized the popular imagination, R100, built under contract with Vickers (who had been formerly involved in airship construction in Britain), being popularly known as 'the capitalist ship' and R101, built by the Royal Airship Works, as 'the socialist ship'. After 1926 the works on this site resulted from the Government authorisation of the projects for the R100 and R101 airships, which were to be used for an Empire-wide travel service. This shed was enlarged to a length of 812ft and heightened by 35ft to take the R101 in 1926/7, Number Two Shed comprising a shed brought to the site from Pulham in Norfolk and then extended to its required length. The sheds are both 180ft high.

After the R101 disaster of October 1930, when the airship crashed on its maiden voyage en route to India (its 48 dead including Sir Sefton Branker, the then Secretary of State for Air) the British government - under considerable economic pressure - terminated its support for the airship programme. The R100 - which had made a successful return flight to Canada - was broken up inside the No 1 Shed and sold for scrap in 1931. Cardington's fortunes revived after the formation of Balloon Command in

November 1938, when it became the RAF's principal (barrage) balloon operations training centre.

Listing NGR: TL0818346760

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

36693

Legacy System:

LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

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DOVECOTE AT MANOR FARMHOUSE

Overview

Heritage Category:
Listed Building

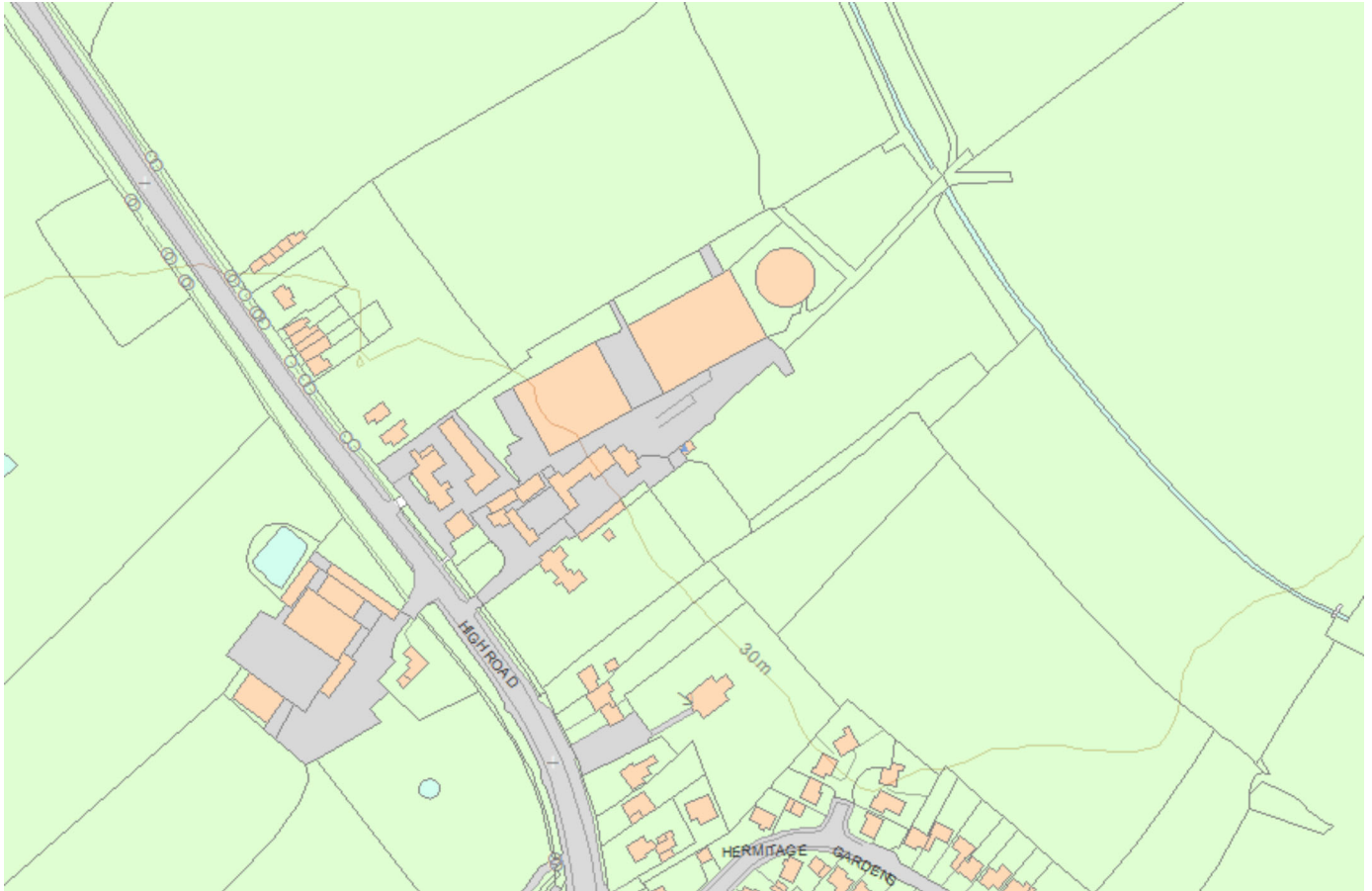
Grade:
II

List Entry Number:
1312603

Date first listed:
17-May-1984

Statutory Address:
DOVECOTE AT MANOR FARMHOUSE, HIGH ROAD

Map



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Location

Statutory Address:

DOVECOTE AT MANOR FARMHOUSE, HIGH ROAD

The building or site itself may lie within the boundary of more than one authority.

District:

Bedford (Unitary Authority)

Parish:

Eastcotts

National Grid Reference:

TL 08529 45637

Details

TL 04NE EASTCOTTS HIGH ROAD, COTTON END

3/49 Dovecote at Manor Farmhouse

GV II

Dovecote. C18. Red brick. Hipped old clay tile roof with weather boarded gablets above. Square plan. Doorways to SE and SW elevations, latter probably C20 insertion. Interior has nesting boxes built into brickwork.

Listing NGR: TL0852945637

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

36695

Legacy System:

LBS

Legal

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End of official listing

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MANOR FARMHOUSE

Overview

Heritage Category:

Listed Building

Grade:

II*

List Entry Number:

1114166

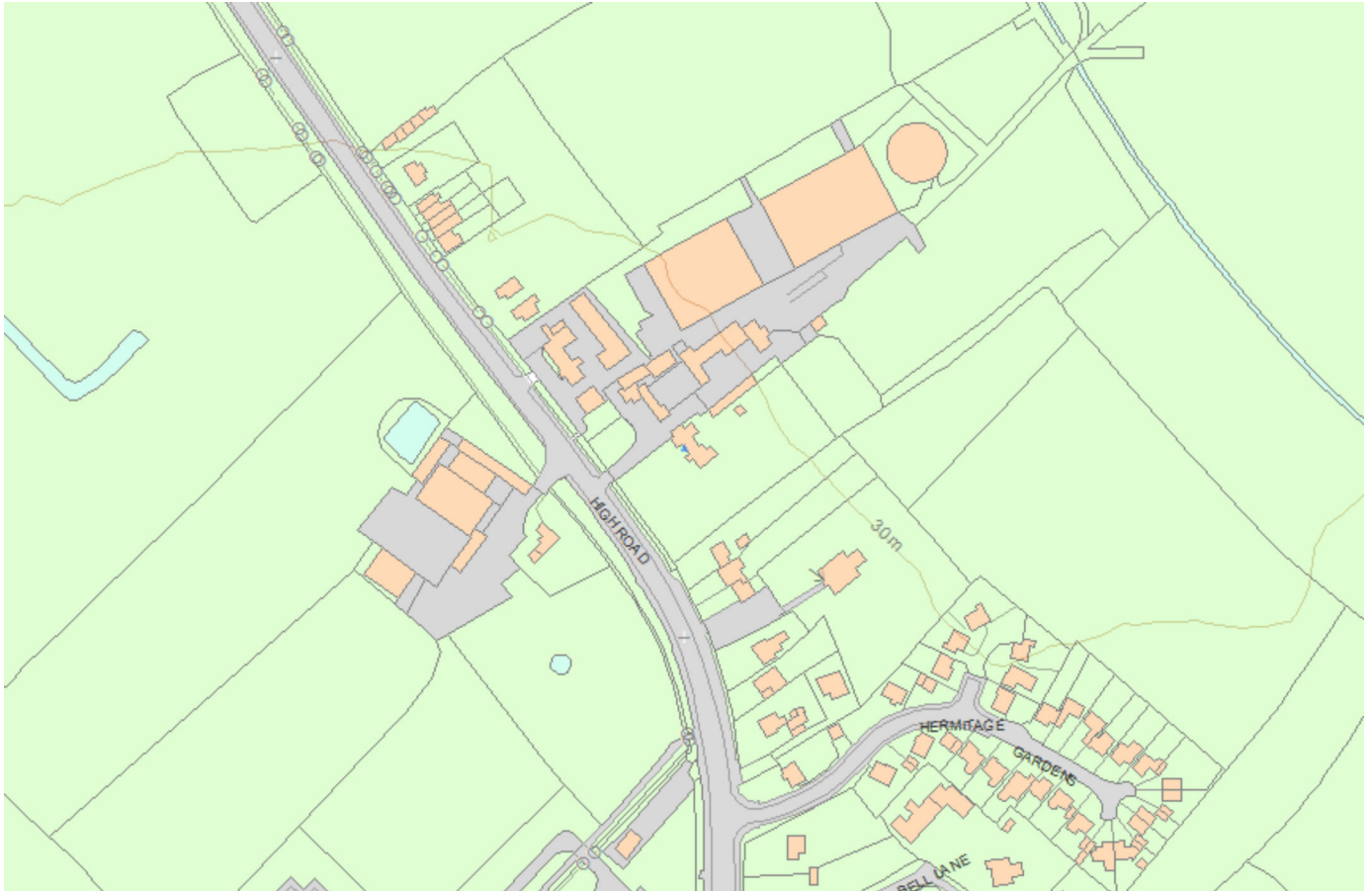
Date first listed:

17-May-1984

Statutory Address:

MANOR FARMHOUSE, HIGH ROAD

Map



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Location

Statutory Address:

MANOR FARMHOUSE, HIGH ROAD

The building or site itself may lie within the boundary of more than one authority.

District:

Bedford (Unitary Authority)

Parish:

Eastcotts

National Grid Reference:

TL 08474 45585

Details

TL 04NE EASTCOTTS HIGH ROAD, COTTON END

3/48 Manor Farmhouse

GV II*

House. Late C16. Red brick with stone dressings. Old clay tile roof. Originally H-plan, S cross-wing since destroyed. 2 storeys and attics. Stone banding at first floor level and at eaves level of cross-wing. Coved cornice to main block. Cross-wing: 2 2-light mullion and transom windows to ground and first floor, 2-light mullioned window to attic, and stone coping and finial. Main block: gabled central porch, with stone coping and finial. 2 3-light mullion and transom windows to ground and first floors. Similar fenestration to rear. Substantial external chimney stacks to N and rear elevations, that to N with 4 octagonal shafts, that to rear with 3 octagonal shafts, all shafts with upper part replaced by octagonal pots. Single storey outhouse addition to rear, in red brick and clay tile. Interior: main block first floor was originally one room and has elaborate plaster ceiling (cut by some C20; partitioning). Probably early C17. 5 quatrefoil panels along middle of ceiling, central one showing coat of arms possibly belonging to Thomas Colby of London, who purchased the manor in 1566 (VCH 3, p.236) or his descendants. Other main panels show scriptural subjects, including The Fall, whilst bordering panels contain variety of devices including portraits, foliage, animals, birds and grotesques. Cornice includes frieze of putti and grapevine.

Listing NGR: TL0847445585

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

36694

Legacy System:

LBS

Sources

Books and journals

Doubleday, AH, Page, W, The Victoria History of the County of Bedford, (1912), 236

Legal

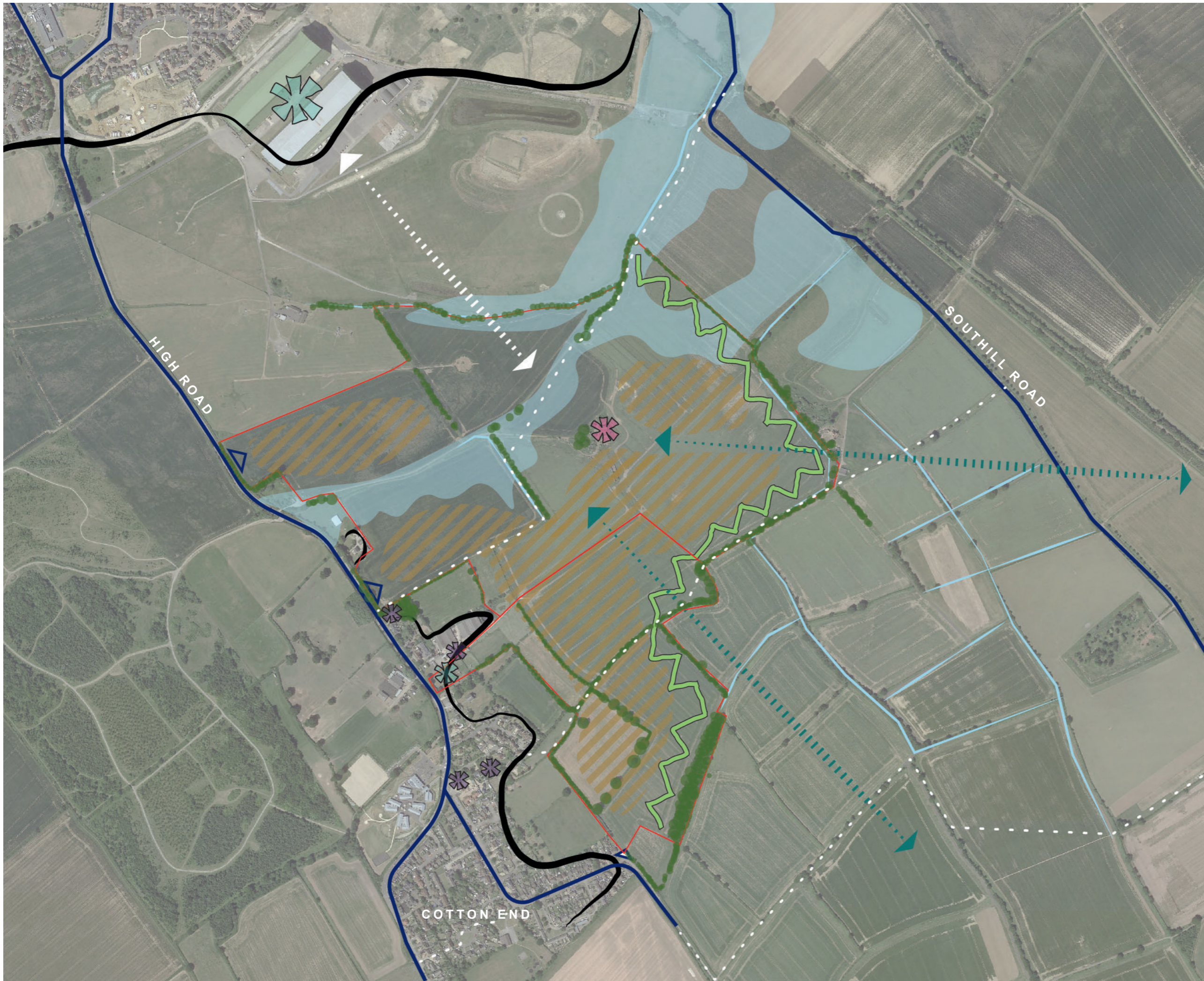
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End of official listing

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APPENDIX 2

OPPORTUNITY AND CONSTRAINTS PLAN



- KEY**
- Site Boundary
 - Existing PPOs
 - Local Heritage Asset
 - Grade II* Listed Buildings
 - Grade II Listed Buildings
 - Existing Structural Planting within the Site
 - Vistas towards the Grade II* RAF Sheds
 - Vistas Towards the Greensand Ridge
 - Sensitive Landscape Edge to the Countryside
 - Drains
 - Flood Risk Area
 - Main Roads
 - Potential Site Access
 - Potential Emergency Access
 - Existing Built Form
 - Indicative Developable Area

PLANNING ISSUE, NOT FOR CONSTRUCTION

Rev.	Date.	Details.

GENERAL
 Do not scale from this drawing.
 All dimensions to be checked on site.
 This plan is to be read with all accompanying documentation.
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BIDWELLS **Urban Design Studio**
 Bidwell House, Trumpington Road, Cambridge CB2 9LD

**COTTON END,
 BEDFORD**
**OPPORTUNITIES AND
 CONSTRAINTS PLAN**

Scale: NTS	Job Code: 63141	OS License Number: 100017734
Project Phase: PLANNING	Date: 19.03.2021	Drawn By: MS
Checked By: CS		
Drawing Number: UDS63141-A3-0101		Revision: -



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