



Allocation Site: 7467
Shortstown
Bedfordshire

Heritage Appraisal

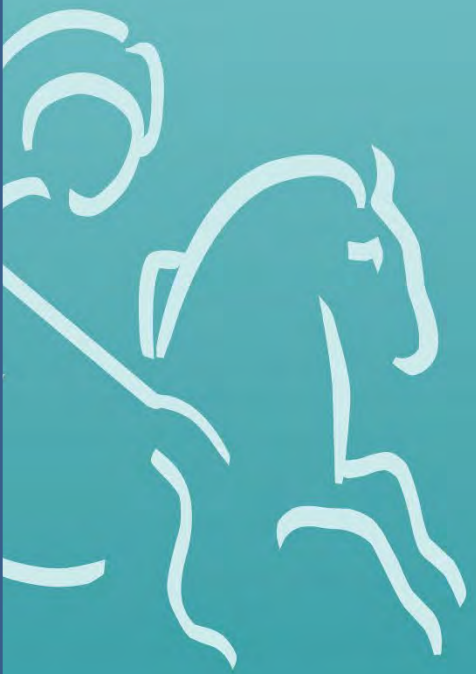


Report prepared for:
Bedford Borough Council

CA Project: MK0614

CA Report: MK0614_7467

January 2022



Allocation Site: 7467 Shortstown Bedfordshire

Heritage Appraisal

CA Project: MK0614

CA Report: MK0614_7467

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1. INTRODUCTION

- 1.1. In December 2021, Cotswold Archaeology was commissioned by Bedford Borough Council to undertake a Heritage Appraisal in respect of land at Shortstown, Bedfordshire (hereafter referred to as 'the Site'). The Site comprises two broadly rectangular plots occupied by agricultural land, measuring c. 9ha in total extent (NGR: TL 07370 47262; Fig. 1). The Site is located within the northern fringes of Shortstown and is bounded to the east by residential dwellings and 'High Road' A600, to the south by Shortstown residential dwellings, to the north by Harrowden Lane and to the west by agricultural land and High Road.
- 1.2. This appraisal has been commissioned to provide information on nearby heritage assets and archaeological remains with respect to consideration of the Site for development allocation.

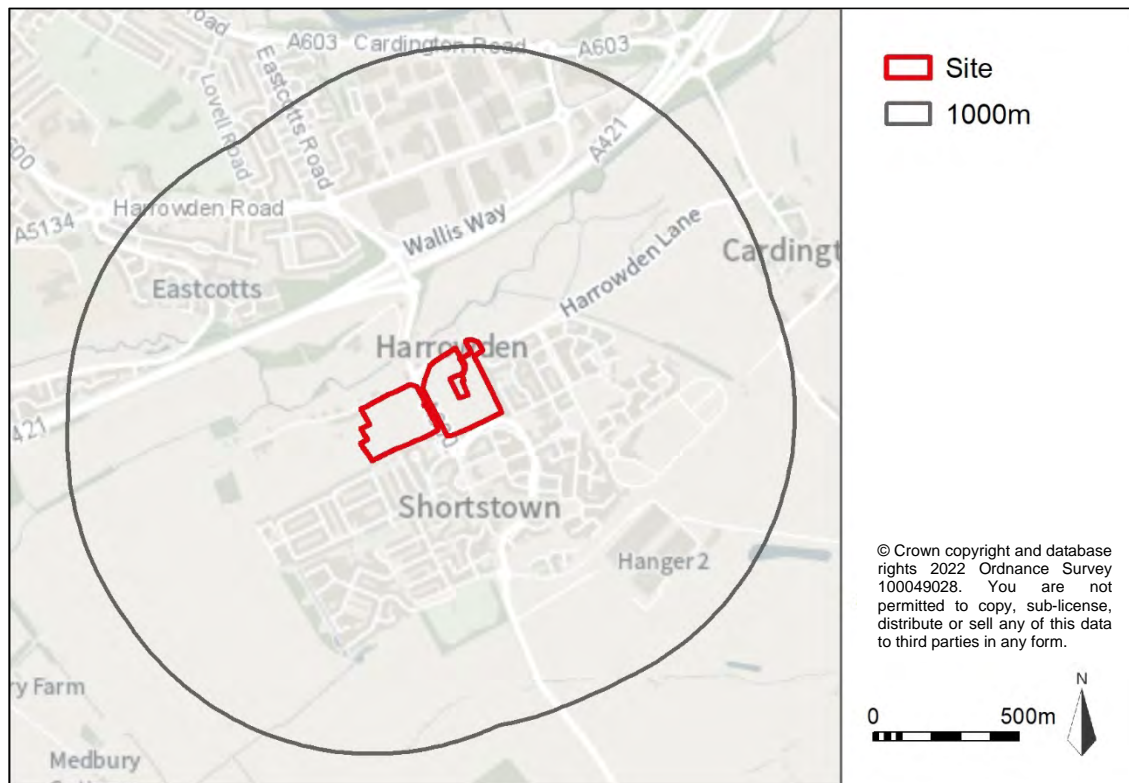


Fig. 1 Site location

Aims

- 1.3. The primary aim of this appraisal is to identify any potential archaeological remains and heritage assets, which may need to be taken into consideration as part of the decision to allocate this Site for future redevelopment. This appraisal focusses upon the heritage resource within the Site itself, although the resource within the wider landscape is

considered where appropriate (within a 1km study area) to more fully understand the archaeological potential of the Site.

1.4. Designated heritage assets within the environs of the Site were also considered to the extent to which their significance may be affected by development within their settings.

1.5. The objectives of the appraisal are:

- To summarise recorded heritage assets within the Site and in its environs;
- To summarise the potential significance of known or potential buried archaeological remains within the Site boundary;
- To summarise potential built heritage assets within the Site; and
- To identify any designated heritage assets that may be considered as sensitive receptors to development within the Site, including Conservation Areas and nearby Listed Buildings.

Methodology

1.6. The main repositories of information consulted in the preparation of this appraisal comprised:

- Historic England's National Heritage List (NHLE) for information about designated heritage assets, including Listed Buildings and Scheduled Monuments;
- Bedford Historic Environment Record for known heritage assets and previous archaeological works;
- Previous archaeological reports and assessments;
- Other online sources, including British Geological Survey (BGS) Geology of Britain Viewer, aerial imagery and historic mapping; and
- A site visit, which took place in January 2022 to undertake an appraisal of the buildings within the Site and designated heritage assets in the vicinity.

1.7. Known and potential heritage assets within the Site and its surroundings (based on a 1km study area) are discussed in Section 2 (for archaeological remains) and Section 3 (for built heritage assets within the Site and in its environs). Heritage assets are referred to in the text by a unique reference number (1, 2, etc.) keyed to the figures. A gazetteer of all assets has been compiled and is presented as Appendix 2. A bibliography of sources consulted has been included in the References section of this appraisal.

Limitations

- 1.8. This appraisal is a desk-based study and has utilised information derived from a variety of online sources and informed by a site visit. While the level of detail included within the appraisal provides an overview of the heritage resource and their significance within the Site, any planning applications would need to be accompanied by a full desk-based heritage assessment, in line with the relevant guidance (ClfA 2020).
- 1.9. A walkover survey was conducted within the Site, which was undertaken in dry and clear weather conditions in January 2022. Access was afforded within the Site, although such observations are limited since archaeological remains can survive below-ground with no visible surface indications of their presence. It is possible that unknown archaeological remains may be present within the Site, but the ground conditions have inhibited identification of any possible upstanding remains. There was also sufficient access to heritage assets to assess likely impacts upon the significance of the assets due to changes to their setting.
- 1.10. The 'settings assessment' presented in Section 3 of this report was carried out in accordance with Historic England's Good Practice Advice Note 3: The Setting of Heritage Assets (2017). Steps 1 and 2 of the assessment process (the identification of assets and the understanding of their significance) were undertaken without constraint (except where specific limitations are referenced i.e., where close access is not possible). Where the potential development options are known or at least the broad parameters are available, a specific narrative has been provided on the potential impacts and opportunities to mitigate these impacts (steps 3 and 4 of the assessment). However, where the potential development proposals are not known, more general statements are offered in regard to impacts and mitigation opportunities. In any case, (as discussed in the concluding remarks of this report) further assessment of these matters would be required to support any planning applications at the Site.

2. SUMMARY OF ARCHAEOLOGICAL RESOURCE

Landscape context

- 2.1. The Site is located to the north of Shortstown urban settlement, Bedfordshire. At present, the Site comprises two parcels of agricultural land, partitioned by the route of High Road (A600). The Site lies on a noticeable slope within the landscape, with the southern extent of the Site at c. 37m above Ordnance Datum (AOD), sloping down to the north to c. 28m AOD. The River Great Ouse flows c. 2.5km to the south of the Site and one of its tributaries approximately 80m to the north of the Site.
- 2.2. The bedrock geology of the Site is recorded as Peterborough Member Mudstone, a sedimentary bedrock that formed between 164 and 166 million years ago during the Jurassic Period. During this period, the local environment was dominated by shallow seas (British Geological Survey 2022). The superficial geology is patchily recorded in this area and the Site extends over three differentiated Quaternary geologies: Head comprising clay, silt, sand and gravel; Stoke Goldington Member and Felmersham Member comprising sand and gravel, and; sand and gravel of uncertain age and origin (Fig. 2; British Geological Survey 2022). The deposit of alluvium to the north of the Site (Fig. 2) reflects the course of the River Great Ouse tributary.

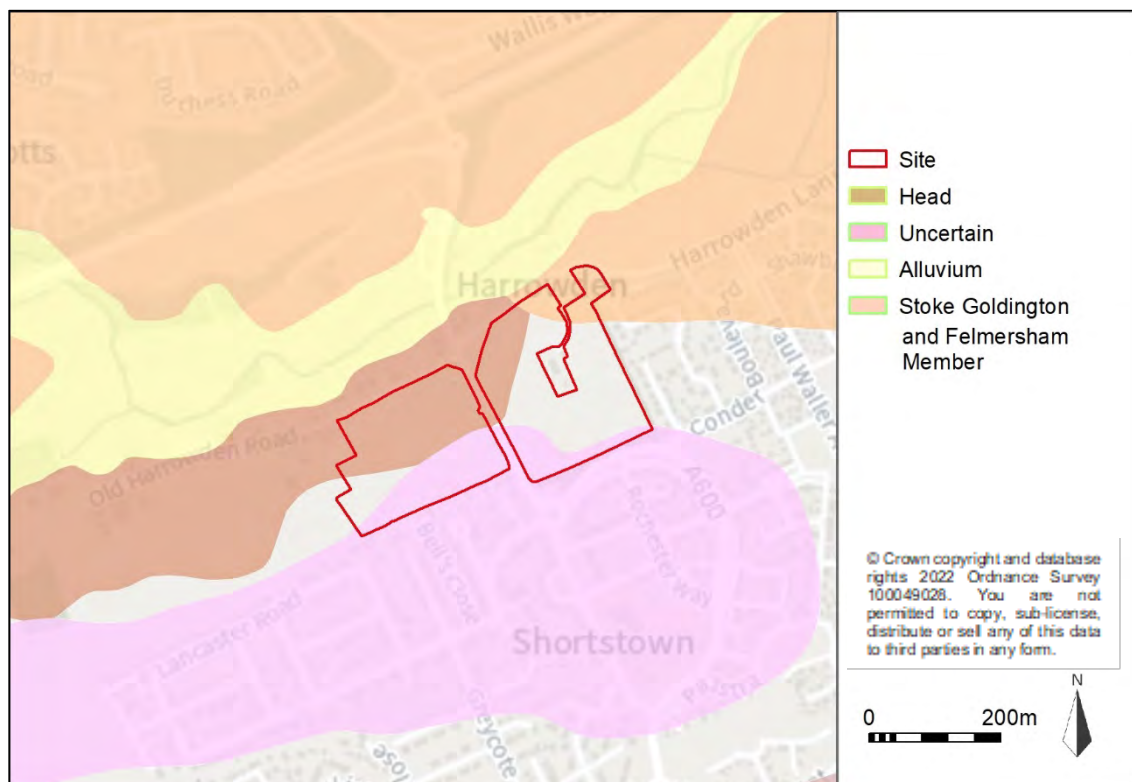


Fig. 2 Superficial geology

2.3. No borehole surveys are recorded within the Site. The nearest borehole was surveyed c. 70m to the north of the Site (Harrowden Bridge, TL04NE229; NGR: 507300, 24740) to a depth of 20m below ground level (bgl; British Geological Survey 2022). The borehole identified sandy gravel with inclusions of brick and concrete to a depth of 2.8m bgl, followed by sandy clay identified as alluvium to a depth of 3.2m bgl. The alluvium overlaid river gravel that occurred to the depth of 5.3m bgl, which was then followed by Oxford clay.

Designated heritage assets

2.4. No designated heritage assets are recorded within the Site. Five Grade II Listed Buildings lie along the northern extent of the Site (Fig. 3, **A-D**), situated to the north of Old Harrowden Road. These Listed Buildings lie within the small settlement of Harrowden. A further Grade II Listed Building lies c. 205m to the north of the Site (Fig. 3, **E**).



Fig. 3 Designated heritage assets

2.5. Within the wider landscape, two Grade II* Listed hangers lie to c. 680m to the south-east of the Site and Cardington Conservation Area lies c. 1km to the east of the Site (Fig. 3). No further designated heritage assets, such as Scheduled Monuments, World Heritage Sites or Battlefields lie within proximity to the Site.

Previous archaeological investigations

2.6. No archaeological investigations have been recorded within the Site. Immediately bounding the south-eastern extent of the Site, an archaeological evaluation was carried out in 2008 (Oxford Archaeology 2008). This was followed by an excavation carried out in 2009 (Albion Archaeology 2009). The investigations identified the remains of a later prehistoric, Roman and Anglo-Saxon activity. A geophysical survey was carried out to the north-eastern extent of the Site as part of archaeological investigations along a water pipe route (APS 2009). The survey identified evidence of pits and ditches suggestive of former activity. The results of relevant investigations are discussed below, as appropriate.

Prehistoric

- 2.7. Palaeolithic artefacts are most commonly found as redeposited finds (i.e. not within their original context), comprising lithic artefacts such as hand axes, cores or flakes; the majority of which have been recovered from river gravel terrace deposits. It is considered rare for remains dated to the Palaeolithic period to occur in Bedfordshire, but three Palaeolithic hand axes have been found in the study area (Fig. 5, **Palaeolithic findspot**). No remains dated to the Palaeolithic period have been recorded within the Site.
- 2.8. No artefacts or deposits dated to the Mesolithic period have been recorded within the Site or study area.
- 2.9. No artefacts or remains dated to the Neolithic period have been recovered from within the Site, although a single Neolithic flint axe head was identified c. 900m to the west of the Site (Fig. 5, **Neolithic findspot**).
- 2.10. The Bronze Age period is represented by the remains of former field systems, located c. 700m to the south-east of the Site (Fig. 5, **1**). The field system was identified from a series of ditches and suggests this area formed supporting agricultural land to a nearby settlement.
- 2.11. Cropmarks within the vicinity of the Site suggest further remains of later prehistoric and possibility Roman activity. These cropmarks were identified as part of aerial photography assessments carried out by the Royal Commission on the Historical Monuments of England (RCHME; Miller 1995). They have been interpreted as evidence of a multi-phased landscape dating between the prehistoric and Roman periods and include

possible field systems and enclosures. They are focussed approximately 300m to the north-east of the Site.

2.12. Approximately 75m to the south of the Site, the remains Bronze Age to Iron Age activity were identified. This evidence comprised the remains of ditched enclosures, discrete pit-like features and a substantial droveway (parallel ditches) dated to the Late Iron Age to early Roman period (Fig. 4, 2; Fig. 4). Also dated to the Late Iron Age was a rectilinear enclosure, the southern extent of which appears to have been subsequently truncated by the droveway. These features were truncated by remains of ridge and furrow orientated north-west to south-east (see Fig. 4) Further to this, the remains of a possible round house (suggesting domestic activity) was identified in this area and ten cremation burials dated to the Late Iron Age to early Roman period and a probable Iron Age field system including land partitions and management (Fig. 4, 2; Albion Archaeology 2013).

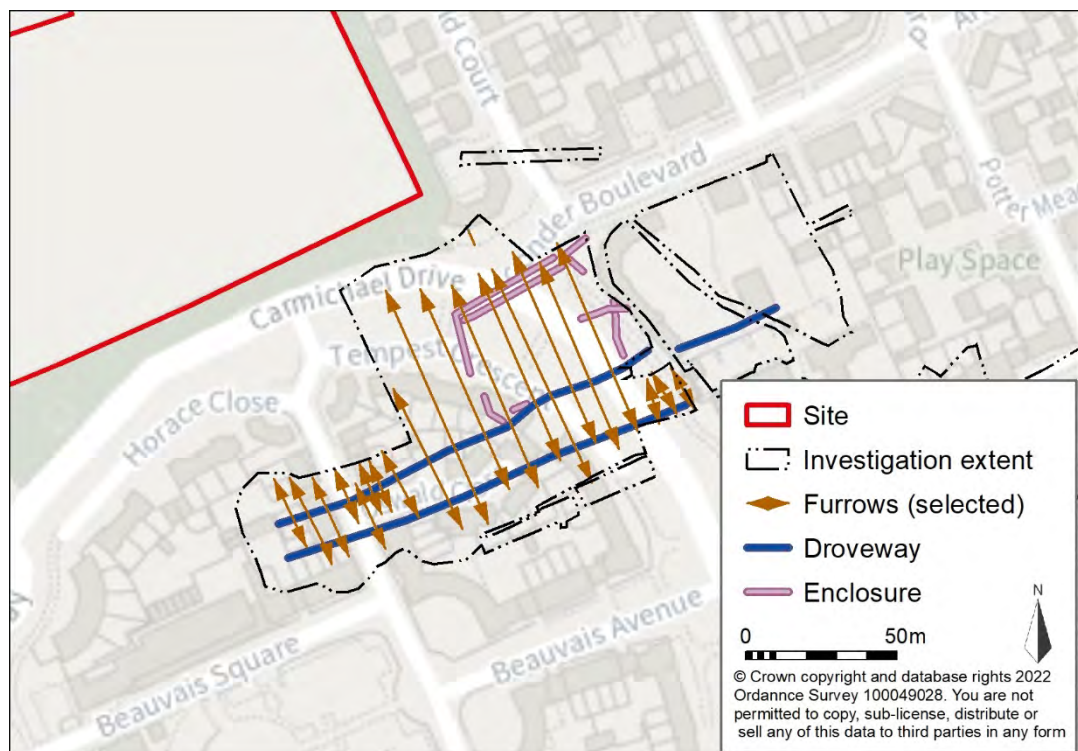


Fig. 4 Selected archaeological remains in proximity to the Site (Asset 2; Albion Archaeology 2013)

2.13. Further evidence that attests to later prehistoric activity within the Site's vicinity dates to the Iron Age, although no evidence has been identified within the Site. To the south of the Site, evidence of Iron Age activity has been identified (Fig. 5, 2) comprising a scatter of seven pits containing a small quantity of Early to Middle Iron Age pottery (Albion

Archaeology 2009). Around 850m to the south-east of the Site the remains of a small occupation focus comprising a hearth was dated to the Iron Age (Fig. 5, **3a**).

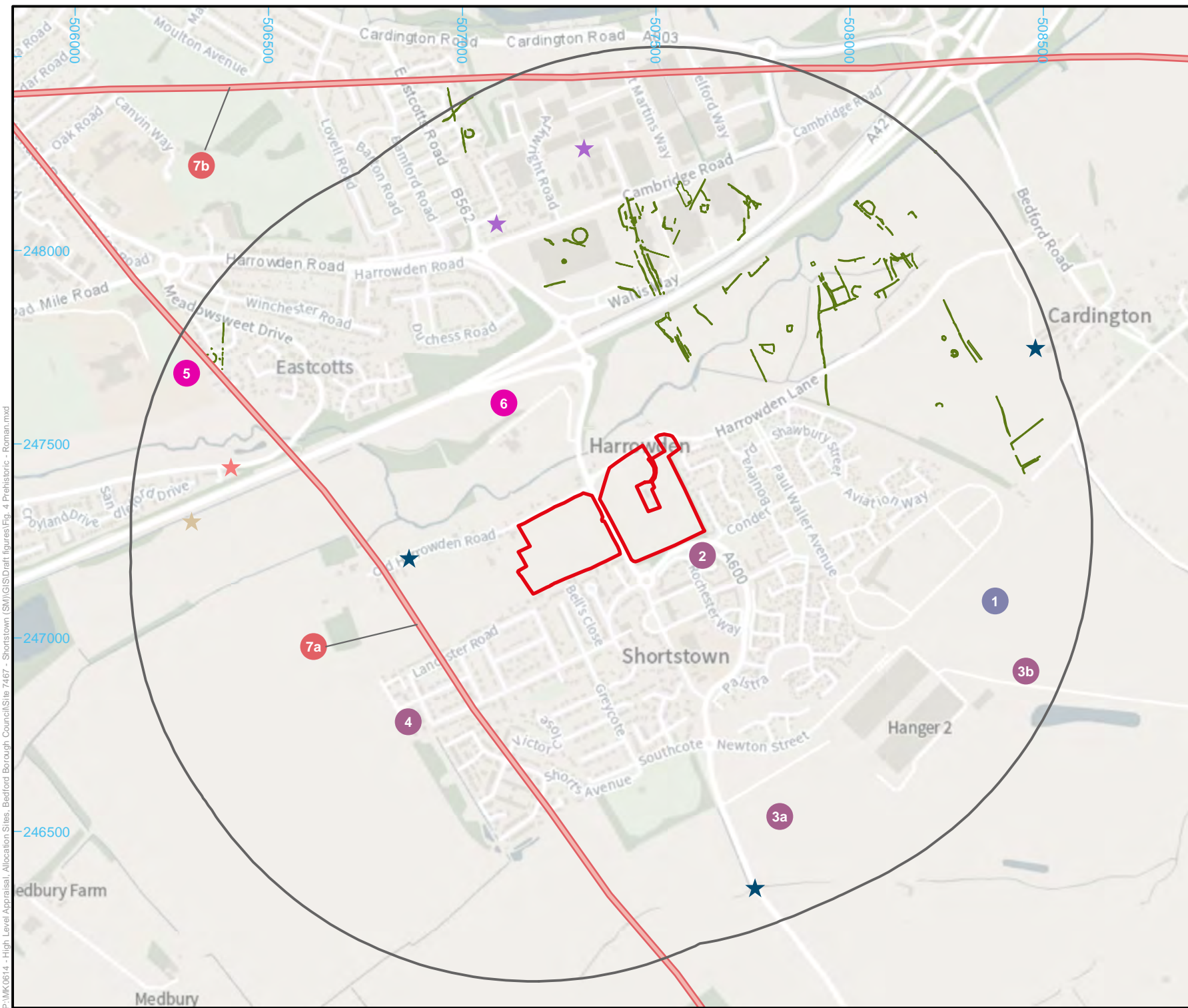
2.14. Approximately 1km to the south-east of the Site the remains of an early to middle Iron Age enclosure were identified (Fig. 5, **3b**). The enclosure was followed by the construction of a driveway (interpreted from two parallel ditches). Further enclosures were also identified, and it has been suggested that this area formed part of livestock enclosures and management in the periphery to a settlement focus Fig. 5, **3b**; Albion Archaeology 2018). Overall, the Site lay within the pre-Belgic Iron Age landscape. During this period, the local community utilised the natural geological changes within the landscape to determine settlement boundaries. The main settlement was focussed on a pocket of natural gravels, whilst the hinterland comprising natural clays formed the supporting agricultural and pastoral land. The settlement focus (c. 1km to the south-east of the Site) comprised the remains of several roundhouses, trackways and enclosures, attesting to a substantial concentration of domestic activity. The remains of a further enclosure and possible domestic occupation base comprising a possible roundhouse was identified c. 440m to the south-west of the Site (Fig. 5, **4**).

2.15. It is possible that this landscape continued to be occupied into the Roman period as evidence of later Iron Age to Roman period activity has also been identified. The remains of a possible Late Iron Age occupation base and possible Early Roman pottery production site was recorded c. 930m to the north-west of the Site (Fig. 5, **5**).

2.16. Further to this, the remains of a possible Late Iron Age to Early Roman settlement comprised ditches enclosures, pits and gullies was recorded, approximately 300m to the north of the Site (Fig. 5, **6**). During the Iron Age it is likely that the Site formed part of the agricultural hinterland to rural settlements and associated occupation activities.

Romano-British

2.17. As mentioned above, there is evidence of Iron Age to Roman period activity c. 75m to the south of the Site (Fig. 4; Fig. 5, **2**; Albion Archaeology 2013). The remains of ten cremation burials were identified and dated to the Late Iron Age to early Roman period. These burials lay within a dynamic Late Iron Age to early/middle Roman period landscape. Evidence of early to middle Roman period ditched enclosures were identified as well as earlier Late Iron Age to early Roman trackways, enclosures and further activity suggestive of possible domestic and land management activity.



- Site
- Study area
- ★ Palaeolithic findspot
- ★ Neolithic findspot
- ★ Bronze Age findspot
- Bronze Age Iron
- Age
- Iron Age Roman
- ★ Roman findspot
- Roman



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PROJECT TITLE
Site 7467: Shortstown, Bedfordshire

FIGURE TITLE
Prehistoric to Roman heritage assets and archaeological remains

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2.18. The Site lies in proximity to the settlement of Cardington, which is located c. 1.2km to the east of the Site. This area formed part of a wide landscape of rural settlements (farmsteads). The former Roman road (Viatores No.210) lies c. 300m to the west of the Site connected Ickleford and Bedford (Fig. 5, **7a**). In addition, Viatores No.224 lies c. 950m to the north of the Site (Fig. 5, **7b**). This route connected Bedford to Cockayne Hatley and Wimpole. During this period, the Site appears to have occupied the hinterland to important communication routes and probably formed part of agriculturally worked land associated with a dispersed pattern of Romano-British farmsteads and settlement.

Early medieval and medieval

2.19. Although there is no evidence of early medieval or medieval activity within the Site, the study area contains remains of such activity. The Site lies in the historical Hundred of Wixamtree, which includes the parish of Cardington with Eastcotts in the hinterland of Bedford of which the Site forms part of.

2.20. Approximately 250m to the south-east of the Site, two inhumation burials dated to the early medieval period were identified (one of which was a possible bed burial) as well as remains of several pits containing sherds of pottery and animal bone (Fig. 7, **8**). This suggests a focus of Anglo-Saxon activity associated with a probable occupation focus. A further Anglo Saxon burial was identified c. 250m to the west of the Site (Fig. 7, **9**). This evidence suggests some continued occupation following the Roman period. During the medieval period, the settlements at Harrowden, immediately to the north of the Site (Fig. 7, **10a**) and Cardington c. 1km to the east of the Site (Fig. 7, **10b**) became established.

2.21. The Domesday Book of 1086 records Harrowden as one of the larger settlements at the time with ploughlands, meadow and woodland (OpenDomesday 2022). The remains of a possible rectangular enclosure or moated site lies c. 60m to the north of the Site (Fig. 7, **11**). During this period, Harrowden was recorded under three owners: Ernwin the Priest, Nigel of Aubigny and Countess Judith. The surrounding landscape formed the agricultural hinterland of the settlement, and the remains of historical ploughing is evident as ridge and furrow (Fig. 5; Fig. 6).

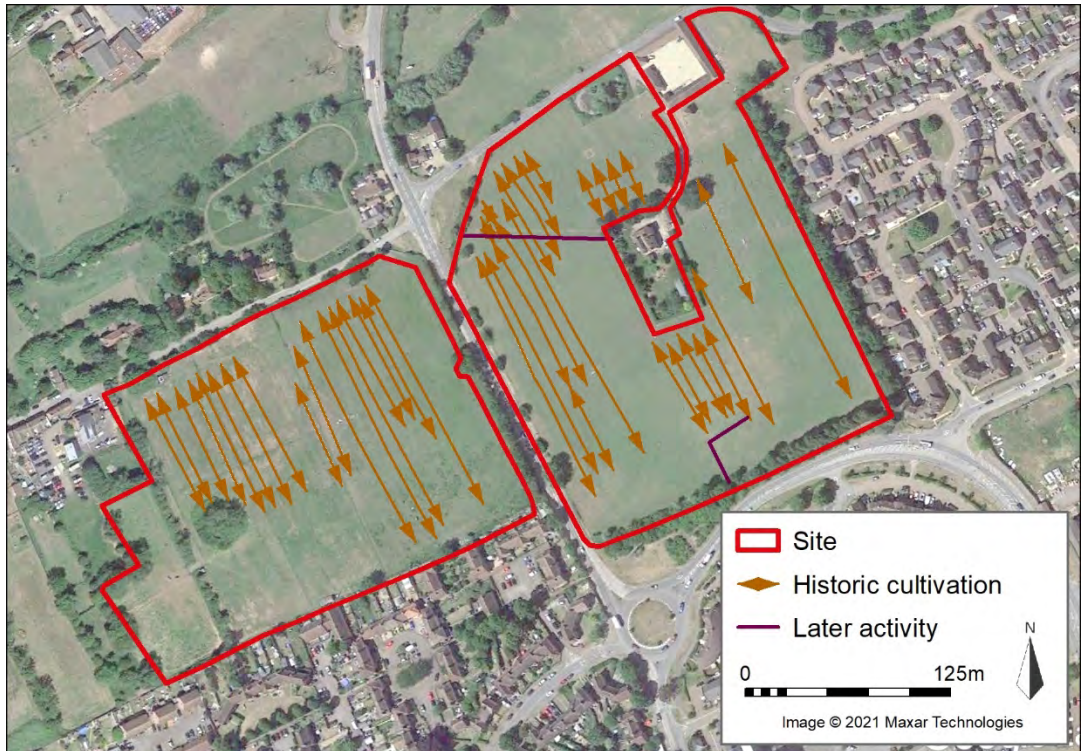
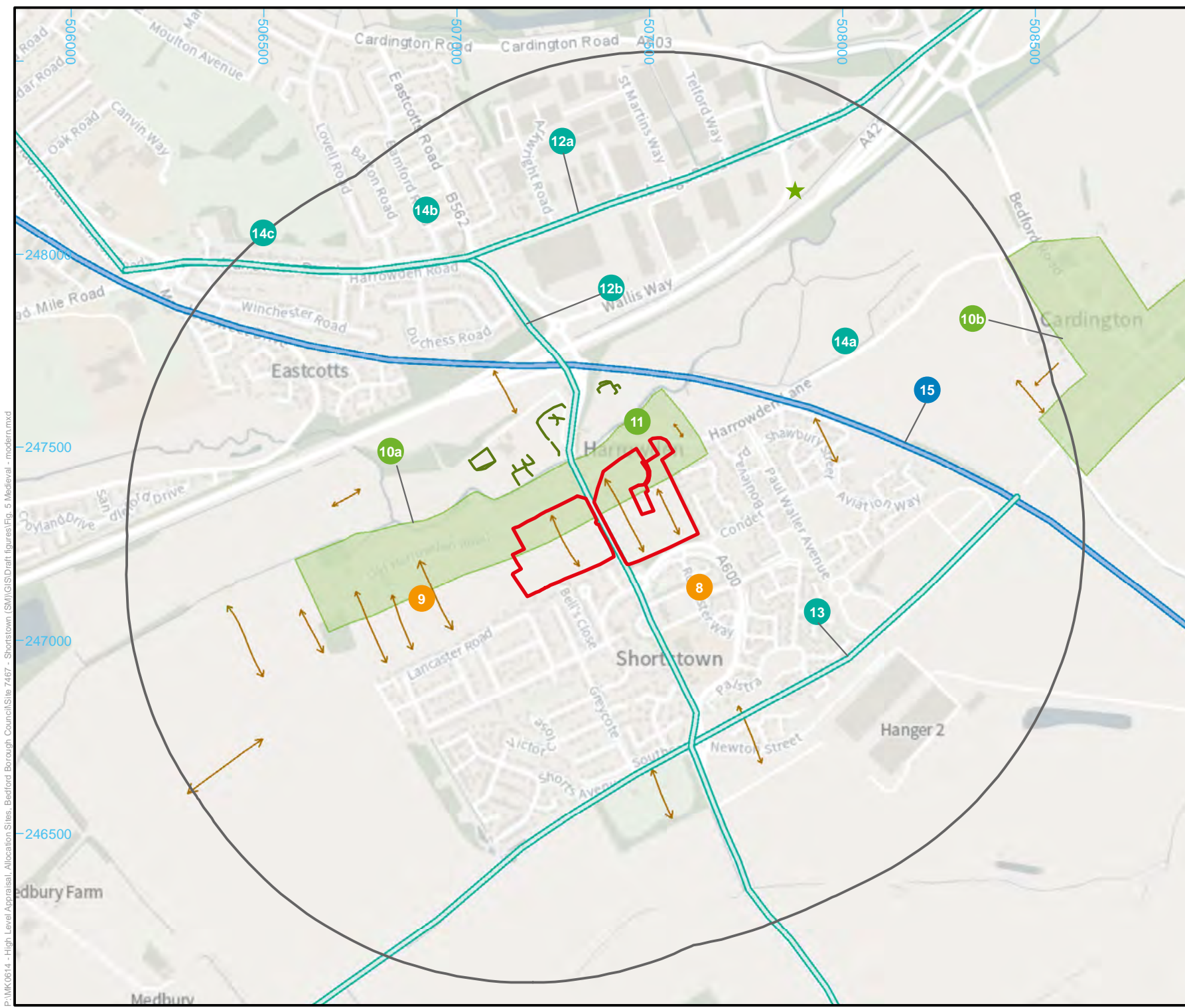


Fig. 6 Orientation of historic cultivation furrows depicted on LiDAR data and aerial imagery

- 2.22. There is evidence of ridge and furrow within the Site (Fig. 6) and this attests to its use as agricultural land during this period. As such, the Site would likely have formed part of the supporting agricultural hinterland to Harrowden. The historic cultivation marks within the Site are the remnants of the open field system. They comprise shallow ridge and furrow and the remnants of heads within the northern extent of the western part of the Site suggest that this part of the Site formed the extents of furlongs.
- 2.23. Given the extent of ridge and furrow across the Site (as observed during the site visit and depicted on lidar and aerial imagery), the Site likely formed part of several furlongs. The ridge and furrow within the Site are all orientated north-west to south-east (Fig. 6). They are broadly straight in character, potentially the result of the size and shape of the land divisions (with the characteristic reverse S-shape that is associated with early (medieval) cultivation originally lying to the south in the open fields [since lost during the early 20th century expansion of Harrowden]).
- 2.24. The earthworks are of limited evidential value (archaeological interest), however, they do hold some historical value as surviving components of the later medieval agricultural landscape and hold some group value too via their association with historic buildings in the locale (the dwellings on Old Harrowden Road, Harrowden House and the farm buildings to north-east (see below for further details on this matter)).



- Site
- Study area
- Anglo-Saxon
- ★ Medieval findspot
- Medieval
- Post-medieval
- Modern
- ↔ Furrow orientation
- Earthwork



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PROJECT TITLE
Site 7467: Shortstow, Bedfordshire

FIGURE TITLE
Medieval to 19th century archaeological remains and heritage assets

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P:\MK0614 - High Level Appraisal, Allocation Sites, Bedford Borough Council\Site 7467 - Shortstow (SM)\GIS\Draft figures\Fig. 5 Medieval - modern.mxd

Post-medieval and modern

- 2.25. By the end of the medieval period and beginning of the post-medieval period, Harrowden became a hamlet of Cardington and the remains of the former full extent of Harrowden is visible as earthworks (Fig. 7, **earthwork**). The Enclosure Map of the Parish of Cardington depicts the Site on the periphery of Harrowden (Fig. 8).
- 2.26. It illustrates the historical layout of Harrowden, comprising the rear plots of agricultural land that had recently been enclosed. Much of this land would likely have formed part of the former medieval open strip fields prior to enclosure.
- 2.27. The Enclosure Map depicts a structure comprising an internal courtyard immediately adjacent to the Site's northern boundary (Fig. 8). The Tithe Map of 1840 also depicts this same structure (Fig. 9), and it is recorded on the accompanying Tithe Apportionment. This structure has been identified as historic farm buildings on the local HER. The Tithe Map suggests that the easterly extent of the Site and the structure fall under a single parcel of land (147 on the Apportionment). The westerly extent of the Site comprises parcel 144 and 145 (Fig. 9). The Tithe Apportionment records parcel 147 as owned by William Henry Whitbread and occupied by Thomas Street. The parcel was described as Farm Yard Home Close & C, in use as a homestead and pasture, although the Map depicts a small strip of woodland also (The Genealogist 2022). Parcel 145 was also owned by William Henry Whitbread and occupied by Thomas Street for the use of pasture and described as Late Blands 2nd Home Close. Parcel 144 was owned and occupied by Elizabeth Mann and used as a homestead and pasture (described as Home Close). The historic map evidence suggests that the Site formed pasture or grazing land during the 19th century.



Fig. 8 1808 Enclosure Map of the Parish of Cardington

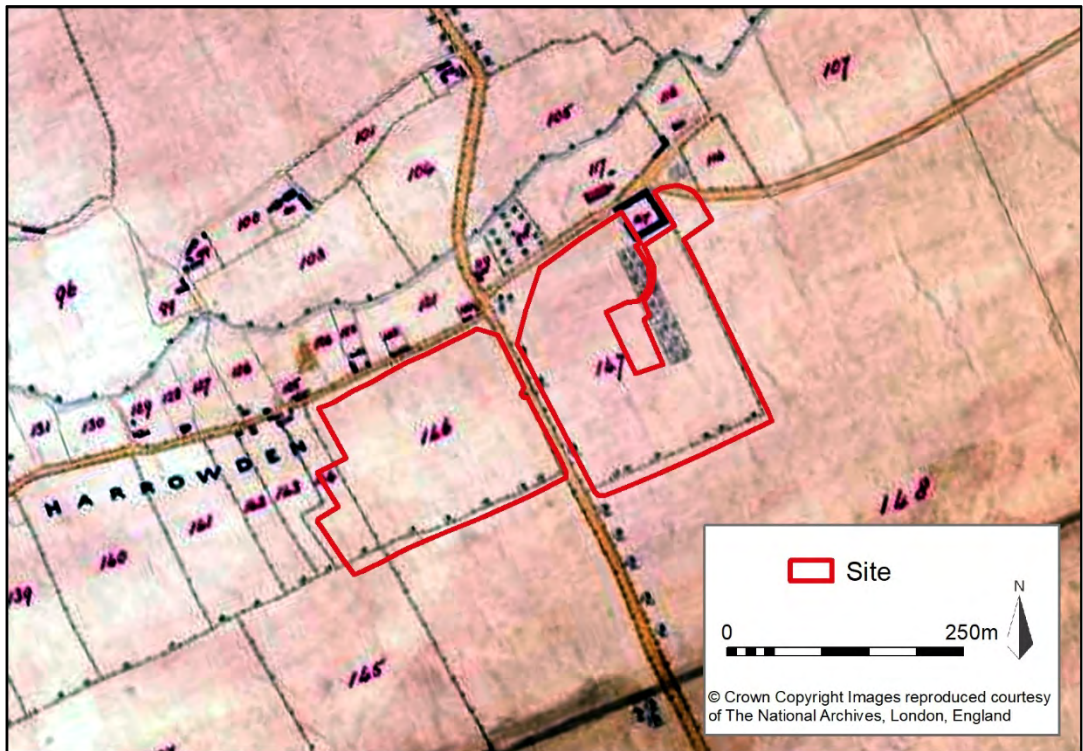


Fig. 9 1840 Tithe Map of the Parish of Cardington

2.28. The route of a former hollow way was recorded running c. 500m to the south of the Site (Fig. 7, 13). However, no detailed historic maps (that were available at time of writing) depict this route and so it is likely that it was in use prior to the Enclosure Map of 1808

(Fig. 8). Nevertheless, this landscape was well served by roads; the former Bedford and Great Northern Turnpike Road skirted to the north of Harrowden and through the settlement (now the A600; Fig. 7, 12a-b). The Turnpike was in use between 1772 and 1870. During this period, the natural geology was being exploited; gravel extraction was being carried out (Fig. 7, 14a-c).

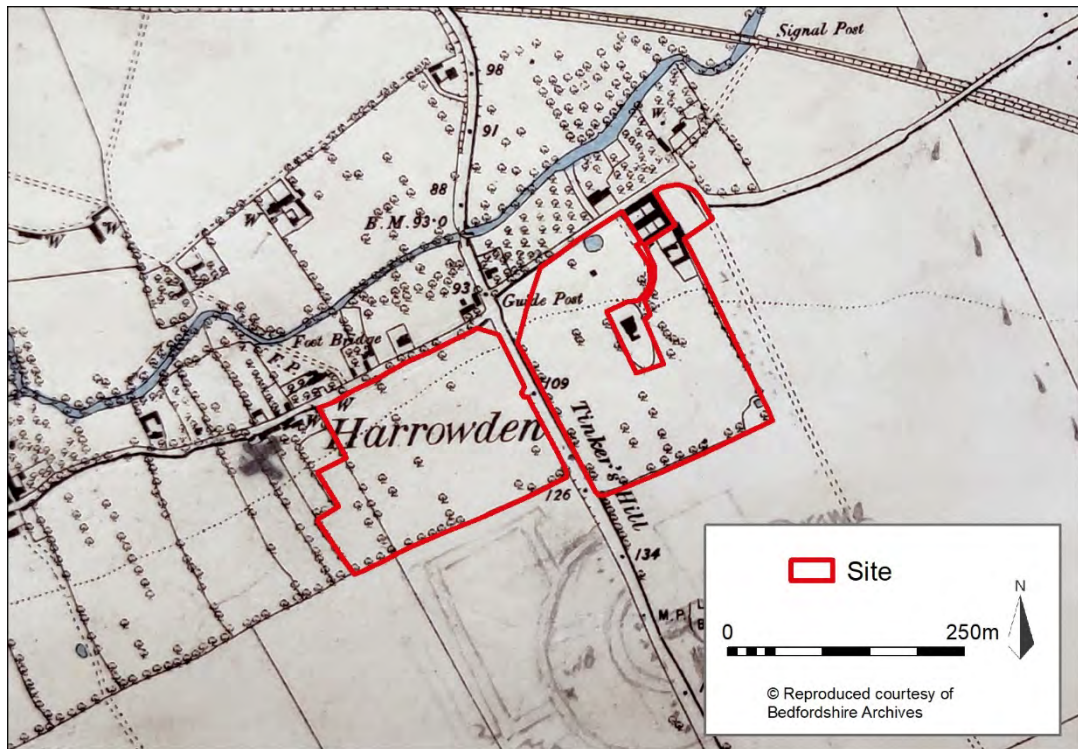


Fig. 10 First edition Ordnance Survey Map of 1891

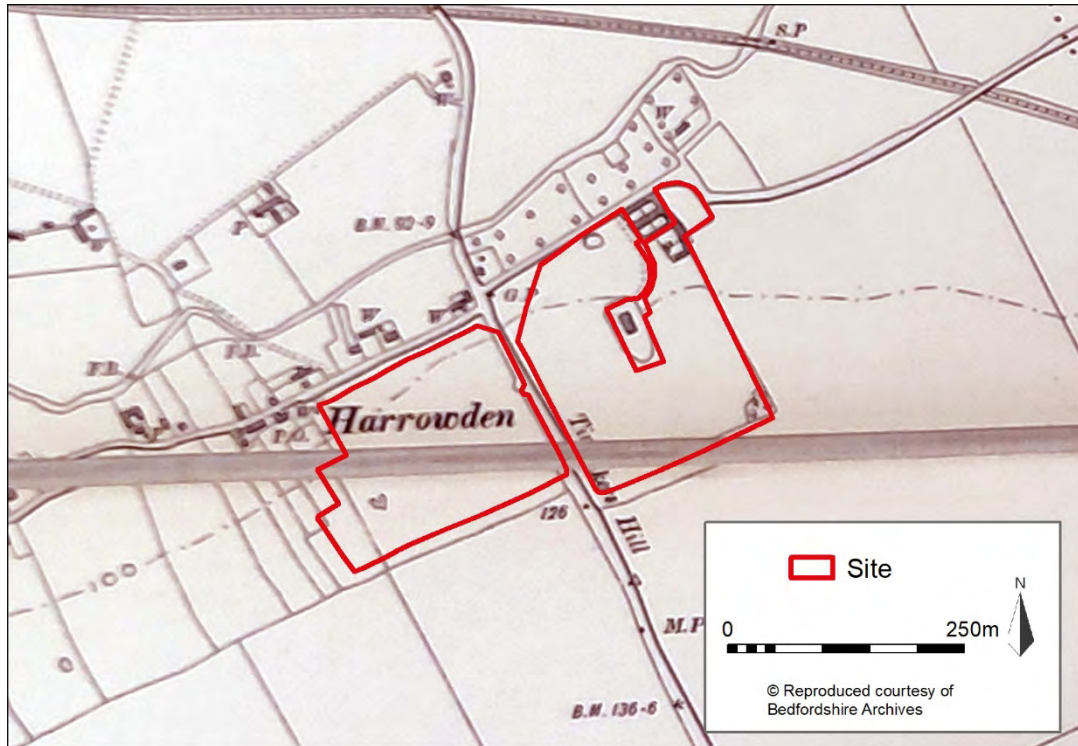


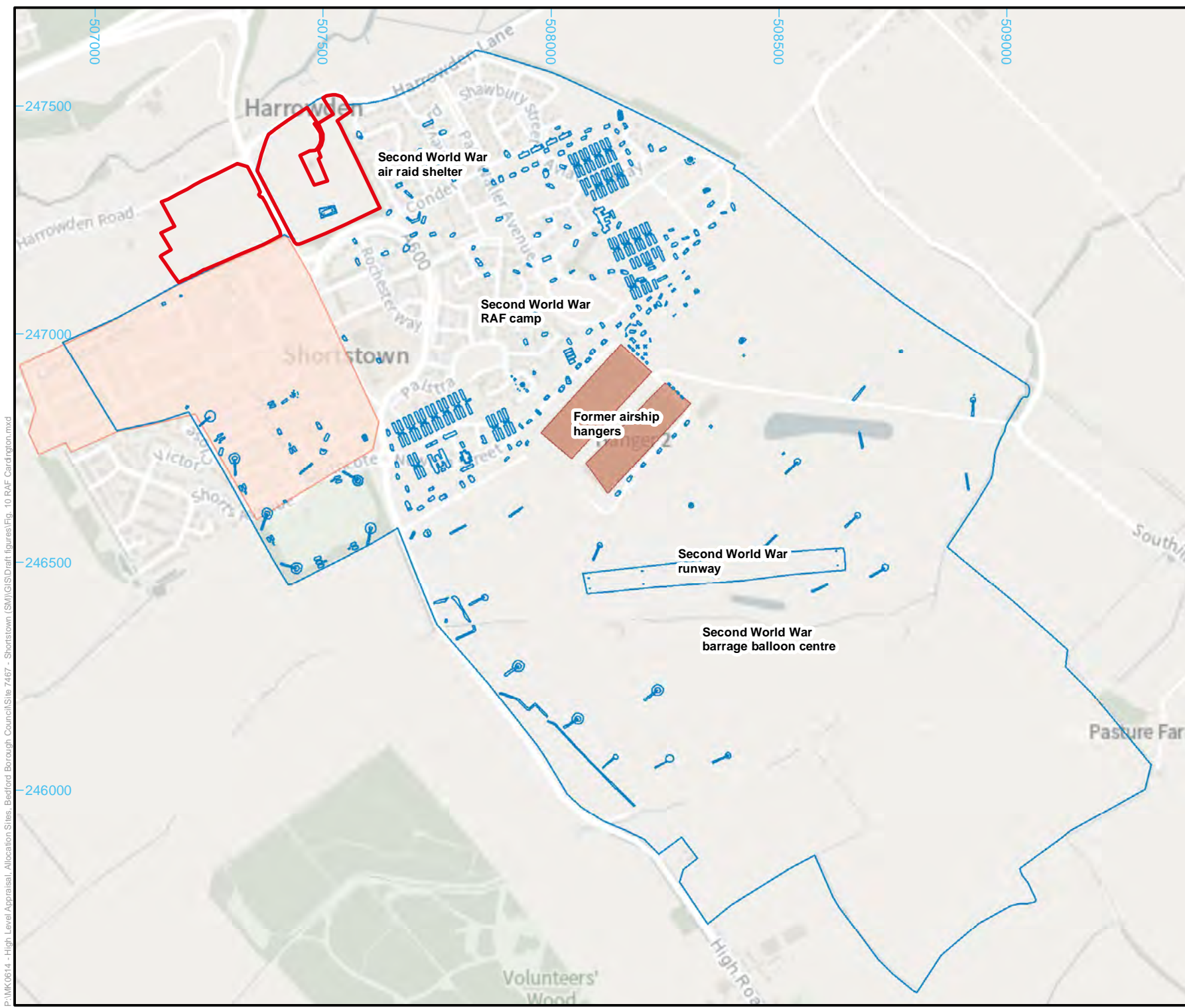
Fig. 11 Second edition Ordnance Survey Map of 1901

2.29. The first edition Ordnance Survey (OS) map dated to 1891 shows the former railway line (Fig. 10; Fig. 7, **15**). The railway line was the former Bedford to Hitchin railway, in use from 1857 until 1864 when it was closed to public use. The railway line skirted to the north of Harrowden, c. 180m to the north of the Site (Fig. 7, **15**). A single dwelling was erected, which the Site encloses and is referred to as Harrowden House (Fig. 10) and is depicted on the first edition OS Map. Associated with the farmstead to the immediate north of the Site, several outbuildings were constructed, some of which are located within the north-eastern extent of the Site (such as a linear barn and granary, discussed in section 3). As mentioned above, these were likely associated with the farmstead depicted on the earlier Tithe Map. A pond was also established within the north-eastern extent of the Site and the hill on which the eastern extent of the Site lies was named 'Tinkers Hill'. By the start of the 20th century, no further change was depicted (Fig. 11). The structures within the Site had not expanded in footprint and no other development had been carried out. However, great change occurred during the early to mid-20th century with the establishment of RAF Cardington.

RAF Cardington

2.30. The Site lies within the former grounds of RAF Cardington (Fig. 12), which was active throughout the Second World War. Prior to this, the base was established by the Shorts Brothers company to produce barrage balloons during the First World War. During this

period, the Shorts Brothers also constructed Shortstown, a housing estate for workers at the base (see Fig. 12). By the 1920s, the airship base was owned by the RAF, and it continued to produce airships. However, the production of airships in Britain ceased in the 1930s and the facilities at the RAF base were turned into storage centres. At the turn of the Second World War, the base was used to produce and test barrage balloons and became key in this operation. The Site formed part of the Second World War RAF air raid shelter grounds (see Fig. 12), which lies to the north of the camp and barrage balloon testing grounds. Indeed, the location of an air raid shelter is recorded within the south-eastern extent of the Site (Fig. 12). However, no remnants of its existence are now evident in the Site (from observations carried out during the site visit). RAF Cardington eventually closed in 2000 and many of its facilities were dismantled.



- Site
- RAF Cardington
- Grade II* Listed hanger
- Shortstown estate



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PROJECT TITLE

Site 7467: Shortstown, Bedfordshire

FIGURE TITLE

Former RAF Cardington

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P:\MK\0614 - High Level Appraisal, Allocation Sites, Bedford Borough Council\Site 7467 - Shortstown (SM)\GIS\Draft figures\Fig. 10 RAF Cardington.mxd

3. BUILT HERITAGE SUMMARY

- 3.1. This section considers receptors that might be affected by development within the Site through the alteration of their setting. As discussed above, this appraisal has been undertaken in accordance with the Second Edition of Historic England's 2017 'Good Practice Advice in Planning: Note 3' (GPA3; see Appendix 1). Four Grade II Listed Buildings have been identified as potentially susceptible to impact from change within their setting and these are discussed below. A further Grade II Listed dwelling (Manor Farmhouse; NHLE: 1114161) lies c. 210m to the north of the Site. The site visit confirmed that the setting of this Listed Building is isolated to its immediate surroundings and the Site make no contribute to its setting.
- 3.2. Due to distance and intervening built features, topography and vegetation none of the Listed Buildings or the Conservation Area to the east in Cardington Village or the Cardington Hangars will experience any impact as a result of anticipated development on this Site.

251 and 252, 253 and 254, 255, 256 and 257, and 258 (NHLE: 1114162, 1136741, 1114163, 1114164, Grade II)

- 3.3. The dwellings along the northern extent of Old Harrowden Road have been identified as potentially susceptible to impacts from changes within their setting. These comprise the four Grade II Listed Buildings: 251 and 252, 253 and 254, 255, 256 and 257, and 258. The dwellings date from between the 17th and 18th century. Although they are not all depicted on the Enclosure Map of 1808 (Fig. 8), they are illustrated on the following Tithe Map and remaining maps (Figs 9-11, above). The dwellings are post-medieval in date and their significance derives predominantly from their physical form and their historical (illustrative) and evidential heritage values.

Characteristics and Built Form

- 3.4. The dwellings are all two storeys in height and constructed of timber framing. They are somewhat varied, with red brick infill or the use of pebbledash render. The roofs are predominantly formed of clay tiles and the windows are primarily casement. The main facades of the dwellings are all orientated south, along the route of Old Harrowden Road and their rear plots are orientated north-wards. Nos. 251 and 252, and 255, 256 and 257 were originally single dwellings and later divided into multiple dwellings. The dwellings are set back from the roadside, with the exception of No. 258, which creates a loose grain of built form along the road. Vegetation is predominant along both sides of the road, and this provides a somewhat sheltered character. The boundaries of the

dwellings are predominately well defined with low-lying fences along their southern boundaries (Photo 1).



Photo 1 **The southern façade of 251 and 252**

3.5. The dwellings are orientated towards Shortstown settlement, although an area of intervening agricultural land under pasture provides a degree of separation between the modern settlement and historic layout of Harrowden (Fig. 13). The overall character of the dwelling suggests a rural settlement, historically developed along the route of Harrowden Road.

Experience

3.6. The dwellings are best experienced from along Old Harrowden Road and around their frontages (Photo 1 and 2) (and it is reasonable to assume from within their private gardens). From this vantage, the architectural details, massing and structure of the dwellings can be best appreciated. In places, the vegetation obscures the most important views (experiences) of the dwellings, when not directly facing their frontage. While there are limited views of the dwellings along Old Harrowden Road, except when directly in front of them, their group value as a collection of roadside dwellings, of some antiquity and character, plays a key role in the experience of their heritage significance.

3.7. Although, the vegetation along the southern side of Old Harrowden Road creates a disconnect between the dwellings and the land to the south (including the Site), as one

is passing along the Road, this sense (provided by glimpsed views) of an agricultural landscape separating and somewhat isolating the dwellings from the wider (distant) urban or suburban landscape is apparent and also material to the experience of their heritage significance.

- 3.8. In summary, the character of the open agricultural land (including the historic landscape features of ridge and furrow earthworks) that immediately surround the dwellings play a role in the understanding of their historic context and relationship with the wider landscape. While there is no proven historic association between surrounding land holdings and the ownership / tenancing of the dwellings, it is not unreasonable to assume (due to their proximity) that the occupiers of these dwellings would have farm the land in their immediate surrounds (including the land within the Site). Therefore, in a small way, the character (not just experience) of these physical surrounds contributes to the heritage significance of the dwellings too (a positive element of their setting).



Photo 2 **The southern façade of 253 and 254**

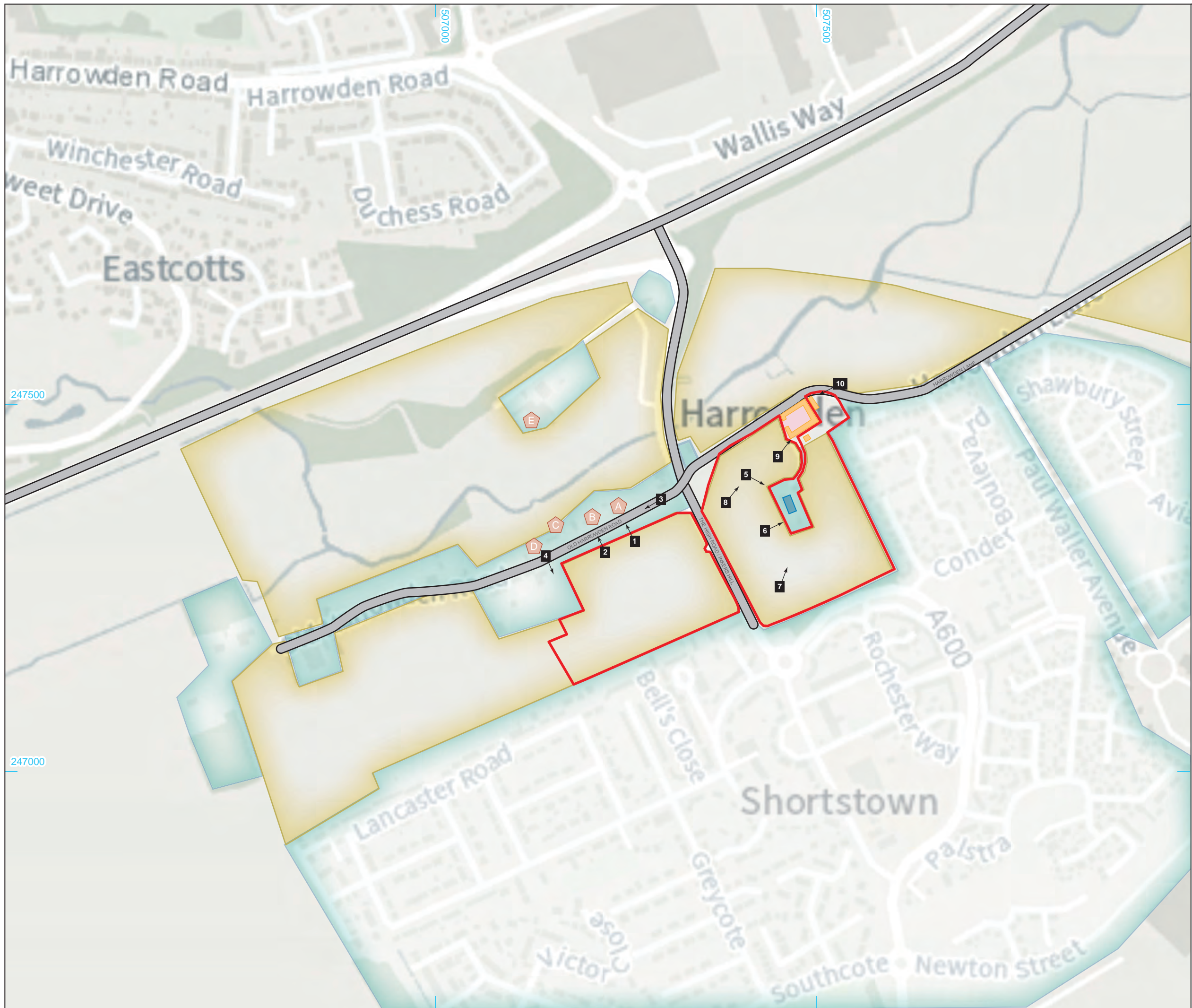
- 3.9. The loud and unwavering noise emanating from vehicles on the A421, that passes c. 340m to the north of the dwellings (Fig. 13) and modern built form located along the road (including south of it, see photo 4) are all component parts of the experience of these designated heritage assets, and are clear indication of that which has changed from what their formative historical setting would have been. These are negative components of their setting.



Photo 3 Old Harrowden Road orientated west



Photo 4 Modern dwelling along Old Harrowden Road



- Site boundary
- Residential
- Agricultural land
- Commercial
- Farmstead
- Harrowden House
- Roads
- Grade II Listed Building
- ← 7 Direction of photograph



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PROJECT TITLE
Site 7467: Shortstown, Bedfordshire

FIGURE TITLE
The setting of designated heritage and non-designated heritage assets

DRAWN BY HMM	PROJECT NO. MK0614	FIGURE NO. 13
CHECKED BY DJB	DATE 19/01/2022	
APPROVED BY SM	SCALE @A3 1:5000	

The Contribution of the Site to the Listed Buildings and potential impacts

- 3.10. The agricultural character of the Site sits within a setting comprising a mixed tapestry of mostly 21st century land-uses. Although, there is no direct (proven) association (historic or current) with the dwellings (Listed Buildings) on Old Harrowden Road and the land within the Site, as demonstrated above, the character of Site plays a role in the understanding of their historical context and from views along Old Harrowden Road also forms part of the wider experience of the designated assets that is a positive contributor to their heritage significance.
- 3.11. The main façades of the dwellings (Listed Buildings) on Old Harrowden Road are oriented towards the Site, with windows on these facades orientated towards the Site too. The most meaningful and important experience of the dwellings (from up close, while observing them with the Site out of view) would be unchanged (unharmd) by development within the Site. This would apply to both views and other components of experience such as sound quality (see above re the existing situation of traffic noise).
- 3.12. The views towards the Site from within the upper storeys of the dwellings are likely to change, however, in this specific instance this is a concern of amenity and not a material consideration of impacts upon heritage significance (i.e., one is not concerned with designed or intentional views).
- 3.13. However, while the key experiences and views of the dwellings would be unchanged (unharmd), the Site does play a role in the experience of the designated heritage assets as a component part of an agricultural landscape separating them from wider suburban form and offering a relative sense of isolation. Residential development within the Site would change the character of a component part of the setting of these dwellings that contributes to their heritage significance (and the experience of heritage significance too). The more (sub-)urbanising the effect of the development (within the experience and loss of agricultural land) and specifically the loss of separation from the existing suburban built form, the greater the impact (harm). Residential development within the western part of the Site is likely to result in less than substantial harm (at the lower end of the spectrum), while residential development in the eastern part is unlikely to result in any harm.
- 3.14. 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. In weighing applications that directly or indirectly affect non-designated

heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. This will ensure concordance with policy 41S (part iv) of the Local Plan and paragraph 202 of the NPPF.

Non-designated heritage assets:

- 3.15. A number of non-designated heritage assets located in proximity to the Site have been identified as potentially sensitive from changes specifically within the eastern part of the Site. These comprise Harrowden House (encircled within the Site, although located outside of the Site boundary), and former farmsteads located immediately to the north and within the northern extent of the Site (Fig. 13).

Harrowden House

- 3.16. Harrowden House has been identified as a possible non-designated heritage asset comprising the potential to retain some heritage significance. During the site visit, the building was assessed from within the Site, but no access was gained into the property of within its private grounds. Therefore, there is still a level of ambiguity over its identification as a non-designated heritage asset. Harrowden House is first depicted on the First Edition Ordnance Survey Map (see Fig. 10 in Section 2). Based on currently available information, the building historically formed a farmhouse.

Characteristics and Built Form

- 3.17. The building is two-storeys in height constructed of pale brick with a tiled roof. Two chimney stacks are located at the north and southern extents of the building. The building's main façade is located at its northern elevation (see Photo 5). The building is situated within the centre of its plot, which is delineated by a low wooden fence and vegetation. Within the plot are further outbuildings and a curved access route connects the building to Harrowden Lane to its north. The building lies c. 80m to the south of former agricultural buildings and lies within a wider surrounds comprising a single agricultural field, under pasture. However, c. 155m to the south of the building is a recent development of Bellway residential dwellings.



Photo 5 **View of the main façade of Harrowden House from within the Site**

Experience

3.18. The massing and architectural features of the building are best appreciated up close; within the building's private plot / garden. From within the wider landscape (the Site), the building is less appreciable. For example, the building is barely appreciable from the southern extent of the Site, in comparison with views from the west and north of the building, where large gaps in vegetation enable a good appreciation of the building (Photo 6).



Photo 6 View of the western elevation of Harrowden House from within the Site

3.19. The residential development to its south and east is very apparent when one is experiencing the building in its wider surrounds and from the south this provides a backdrop of residential character for the building (Photo 7). Approximately 110m to the west of the building is the A600 road, which provides an almost constant background noise of vehicular movement. Further to this, the A421 lies c.400m to the north of the building and contributes to the consistent traffic noise, which further attests to the 20th and 21st century environs.



Photo 7 View of Harrowden House from the southern extent of the Site

Contribution of the Site to Harrowden House, non-designated heritage asset

3.20. In its current form, the Site forms agricultural land under pasture, with remnants of historic cultivation marks in the form of earthwork ridge and furrow. The agricultural character of the Site is set within the wider surrounds of a mixed tapestry of 21st century land-uses. The historic land-use has an association with the former use of the building as a possible farmhouse, and much like the discussions above re the dwellings on Old Harrowden Lane, this is a positive component of the setting of the building.

Potential development impacts

3.21. While, the agricultural character of the Site is a minor component of the building's heritage significance, residential development would bring a perceptible change in the character of the Site and this would result in a minor degree of harm to the heritage significance (and experience thereof) of the building. It is anticipated that residential development within the western part of the Site will have no effect upon the heritage significance of the building. This harm (at the lower end of the spectrum) could be reduced mitigated (although unlikely to be completely avoided) by sensitive design, including complementary massing, palette and material of the proposed development. The effect of an application on the significance of a non-designated heritage asset

should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset., This will ensure concordance with policy 41S of the Local Plan and paragraph 203 of the NPPF.

Farmstead and outbuildings

3.22. A cluster of extant buildings depicted as George Street farmyard on a late 18th century map and later (see Figs 8-11) has been identified as a possible non-designated heritage asset. The Enclosure Map (Fig. 8) depicts the farmstead as a complex of buildings orientated around an inner courtyard with an entrance way located on the western extent of the courtyard. The next phase of expansions associated with this farmstead was depicted on the first edition Ordnance Survey Map (Fig. 10). This map depicted a further building constructed within the courtyard and outbuildings constructed within the north-eastern extent of the Site. Further maps (not illustrated) depict no further change or developments associated with this farmstead until the outbuildings were demolished (depicted on the 1950 OS Map; not illustrated) and only the original courtyard farmstead was left.

Characteristics and Built Form

3.23. As mentioned above, the farmstead buildings were predominantly constructed in two phases, i) the courtyard farmstead, and ii) the outbuildings to its south. The buildings are constructed of brick with a tiled roofing. A single row of windows is located along the buildings. A granary building is detached from the courtyarded buildings and constructed of pale brick with a steeply pitched tiled roof (Photo 8).

3.24. The buildings form linear plans and were predominantly constructed as single-storeys. The northernmost building is situated along Harrowden Lane and forms a strong building line along it. The buildings (except for the granary, which was boarded up at the time of writing) now form independent businesses, such as a carpentry and a dog day care centre. The buildings are no longer in use as agricultural buildings, although their built form still attests to the historical agricultural character of their former use.



Photo 8 **View of the farmstead from within the northern extent of the Site**

Experience

3.25. The architectural style, massing and overall built form of the buildings are best appreciated from up close. It is also possible to appreciate the built form of the buildings from the vehicular access way leading off from Harrowden Lane to Harrowden House (Photo 9) and from along Harrowden Lane itself (Photo 10). The residential development to the to their east and further development to their south locates them within a more residential than agricultural landscape.



Photo 9 View of the farmstead from along Harrowden House access track



Photo 10 View of the farmstead from within Harrowden Lane

3.26. Not only this, but the A421 lies c.390m to the north of the buildings and contributes to the consistent noise of traffic, which further attests to the 20th and 21st century character of the setting. As mentioned previously, the use of the buildings has changed from agricultural to modern businesses. This detaches the historical association that the buildings had with the nearby agricultural landscape.

Contribution of the Site to the farmstead and outbuildings, non-designated heritage assets

3.27. In its current form, the Site forms agricultural land under pasture, with remnants of historic cultivation marks in the form of earthwork ridge and furrow. The agricultural character of the Site is set within a wider surrounds of a mixed tapestry of 21st century land-uses. While the specific land-use has an association with the former use of the building as a farmstead and outbuildings, the relationship is now lost or tenuous. The buildings are no longer in agricultural use and this included the granary (located within the Site boundary).

Potential development impacts

3.28. The agricultural character of the Site is a minor component of the historic farmstead's heritage significance, lying on the periphery of its historic interest. The development would bring a perceptible change in the character of the Site. This would result in a minor degree of harm to the heritage significance (and experience thereof) of the buildings. It is anticipated that residential development within the western part of the Site will have no effect upon the heritage significance of the building. It is anticipated that the introduction of residential development within the eastern part of the Site, harm (lower end) will be afforded to the heritage significance of the buildings. This harm could be mitigated by sensitive design, including complementary massing, palette and material of the proposed development. The effect of development on the significance of this non-designated heritage asset should be taken into account in determining any planning application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. This will ensure concordance with policy 41S of the Local Plan and paragraph 203 of the NPPF.

Summary

3.29. Overall, the Grade II Listed dwellings along Old Harrowden Road are remnants of the former historical layout of Harrowden settlement. Their heritage values (historical and evidential) are best experienced and appreciated from along Old Harrowden Road. The

eastern extent of the Site (to the east of the A600) does not form part of the key physical surrounds of the dwellings and does not play a role in the experience of their significance. The western extent of the Site does contribute to the appreciation of the Grade II Listed Buildings' heritage values and residential development within this part of the Site, of the type and density anticipated, would result in the less than substantial harm.

3.30. The possible non-designated heritage assets of Harrowden House and the farmstead will not be impacted by development within the eastern part of the Site. There is a historical association with the agricultural character of the eastern part of the Site and the change of character within this part of the Site will likely impact or harm (in a very minor way) the heritage significance of these possible non-designated heritage assets.

4. SUMMARY AND RECOMMENDATIONS

- 4.1. This heritage appraisal has been prepared to provide a high-level assessment of the heritage sensitivities with regard to the historic environment resource within and in the vicinity of the Site, including potential archaeological remains, historic landscape features and non-physical impacts to the built heritage.

Archaeological remains

- 4.2. Previous archaeological investigations within the vicinity of the Site have identified archaeological remains from multiple periods. Settlement activity and field systems dating from the late prehistoric into the Romano-British are well represented within the study area. Whilst no remains dated to these periods have been identified within the Site, evidence of a settlements focus and droveway dated to the later prehistoric to Roman periods have been identified c. 75m to the south of the Site and there is high potential that contemporary remains extend within the Site. It is anticipated that these remains would retain some evidential heritage value and be of some heritage significance. Development within the Site will likely result in the truncation and/or removal of buried archaeological remains within the Site and further archaeological works in advance or during construction would be required.
- 4.3. There is also evidence of early medieval (Anglo-Saxon) activity with possible settlement deposits and burials identified within proximity of the Site. Therefore, there is some potential for archaeological remains dated to this period to be present within the Site. These remains are considered to be of some evidential heritage value. As above, it is anticipated that further archaeological works will be required in advance of construction.
- 4.4. Further field evaluation to support a planning application would accord with the requirements of Local Plan policy 41S (part ii) and also paragraph 194 of the NPPF.
- 4.5. During the medieval and post-medieval periods, the Site formed part of the hinterland to Harrowden. Ridge and furrow earthworks have been identified in the Site from LiDAR coverage and aerial imagery of the Site as well as the during the site visit. The presence of these earthworks confirms the Site formed part of the historic agricultural land in the periphery of nearby settlements (Harrowden). These remains retain only limited evidential value but as remnants of the historic landscape do possess some historic value (and group value via their associations with nearby historic buildings).

4.6. During the modern period, the Site formed part of RAF Cardington and it is recorded that an air raid shelter was located within the south-eastern extent of the Site. Although there are no upstanding remains of the air raid shelter, it is highly likely that foundation remains are present.

4.7. The effect of development on the significance of these buried archaeological remains and earthworks (all potential non-designated heritage assets) should be taken into account in determining any planning application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. This will ensure concordance with policy 41S of the Local Plan and paragraph 203 of the NPPF.

Built Heritage

4.8. The Site lies in proximity to four Grade II Listed Buildings (Nos. 251 and 252, 253 and 254, 255, 256 and 257, and 258), all located along Old Harrowden Road. Their heritage values (historical and evidential) are best experienced and appreciated from along Old Harrowden Road. The eastern extent of the Site (to the east of the A600) does not form part of the key physical surrounds of the dwellings and does not play a meaningful role in the experience of their significance. The western extent of the Site does contribute to the experience of the Grade II Listed Buildings' heritage values and residential development within this part of the Site, of the type and density anticipated, would result in the less than substantial harm (lower end of the spectrum).

4.9. Residential development within the surroundings of Harrowden House, encircled by the eastern portion of the Site, and the farmstead buildings (all lying to the east of the A600) will impact (harm) the heritage significance of these possible non-designated heritage assets. The loss of the agricultural surrounds and the potential change to how they are experienced could be in part mitigated through sensitive design that seeks to retain elements of this character in proximity to the buildings.

Conclusion

4.10. The heritage appraisal has assessed the potential archaeological remains and their significance within the Site and nearby built heritage resource. There is some potential for archaeological remains for most periods to be present within the Site and it is anticipated that the remains will be of some evidential heritage value. Similarly, the Site

lies in proximity to Listed Buildings and non-designated heritage assets of historical and evidential heritage value.

4.11. The historic environment resource within and in the vicinity of the Site will require consideration as part of the planning process. If there are proposals in the future for any redevelopment, these will need to be guided by relevant legislation, planning policy and guidance documents (Appendix 1). It is recommended that such proposals are informed and guided in the first instance by a desk-based assessment, discussing the archaeological resource and extant outbuildings within the Site, including a full assessment of potential impacts to the settings of designated (and non-designated) heritage assets.

5. REFERENCES

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The Rural Settlement of Roman Britain 2021 *Map*

<https://archaeologydataservice.ac.uk/archives/view/romangl/map.html>

Cartographic sources

1611	John Speed Map of Bedfordshire
1808	Enclosure Map of Cardington
1883	Ordnance Survey Plan of the Parish of Cardington, One Inch to a Mile
1886	Ordnance Survey Map, Six Inches to One Chain
1901	Ordnance Survey Map, Six Inches to One Chain

Aerial photographs

Oct 1929	EPW030064
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APPENDIX 1: HERITAGE STATUTE POLICY & GUIDANCE

Heritage Statute: Listed Buildings

Listed buildings are buildings of ‘special architectural or historic interest’ and are subject to the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 (‘the Act’). Under Section 7 of the Act ‘no person shall execute or cause to be executed any works for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest, unless the works are authorised.’ Such works are authorised under Listed Building Consent. Under Section 66 of the Act ‘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 feature of special architectural or historic interest which it possesses’.

Note on the extent of a Listed Building

Under Section 1(5) of the Act, a structure may be deemed part of a Listed Building if it is:

- (a) fixed to the building, or
- (b) within the curtilage of the building, which, although not fixed to the building, forms part of the land and has done so since before 1st July 1948

The inclusion of a structure deemed to be within the ‘curtilage’ of a building thus means that it is subject to the same statutory controls as the principal Listed Building. Inclusion within this duty is not, however, an automatic indicator of ‘heritage significance’ both as defined within the NPPF (2021) and within Conservation Principles (see Section 2 above). In such cases, the significance of the structure needs to be assessed both in its own right and in the contribution it makes to the significance and character of the principal Listed Building. The practical effect of the inclusion in the listing of ancillary structures is limited by the requirement that Listed Building Consent is only needed for works to the ‘Listed Building’ (to include the building in the list and all the ancillary items) where they affect the special character of the Listed building as a whole.

Guidance is provided by Historic England on ‘Listed Buildings and Curtilage: Historic England Advice Note 10’ (Historic England 2018).

National heritage policy: the National Planning Policy Framework

Heritage assets and heritage significance

Heritage assets comprise ‘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' (the NPPF (2021), Annex 2). Designated heritage assets include World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields and Conservation Areas (designated under the relevant legislation; NPPF (2021), Annex 2). The NPPF (2021), Annex 2, states that the significance of a heritage asset may be archaeological, architectural, artistic or historic. Historic England's 'Conservation Principles' looks at significance as a series of 'values' which include 'evidential', 'historical', 'aesthetic' and 'communal'.

The July 2019 revision of the Planning Practice Guidance (PPG) expanded on the definition of non-designated heritage assets. It 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.'* It goes on to refer to local/neighbourhood plans, conservation area appraisals/reviews, and importantly, the local Historic Environment Record (HER) as examples of where these assets may be identified, but specifically notes that such identification should be *made 'based on sound evidence'*, with this information *'accessible to the public to provide greater clarity and certainly for developers and decision makers'*.

This defines *non-designated heritage assets* as those which have been specially defined as such through the local HER or other source made accessible to the public by the plan-making body. Where HERs or equivalent lists do not specifically refer to an asset as a *non-designated heritage asset*, it is assumed that it has not met criteria for the plan-making body to define it as such, and will be referred to as a *heritage asset* for the purpose of this report.

The assessment of *non-designated heritage assets* and *heritage assets* will be equivalent in this report, in line with industry standards and guidance on assessing significance and impact. They may not, however, carry equivalent weight in planning as set out within the provisions of the NPPF, should there be any effect to significance.

The setting of heritage assets

The 'setting' of a heritage asset comprises 'the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral' (NPPF (2021), Annex 2). Thus it is important to note that 'setting' is not a heritage asset: it may contribute to the value of a heritage asset.

Guidance on assessing the effects of change upon the setting and significance of heritage assets is provided in ‘Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets’, which has been utilised for the present assessment (see below).

Levels of information to support planning applications

Paragraph 194 of the NPPF (2021) identifies that ‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance’.

Designated heritage assets

Paragraph 189 of the NPPF (2021) explains that heritage assets ‘are an irreplaceable resource and should be conserved in a manner appropriate to their significance’. Paragraph 199 notes 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’. Paragraph 200 goes on to note that ‘substantial harm to or loss of a grade II listed building...should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance (notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites)...should be wholly exceptional’.

Paragraph 202 clarifies that ‘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’.

Bedford Borough Local Plan

Bedford Borough Council Local Plan 2030 was adopted in January 2020. It contains the following policy relevant to the Site.

Policy 41S - Historic environment and heritage assets

- i. Where a proposal would affect a heritage asset the applicant will be required to describe:
 - a. The significance of the asset including any contribution made by its setting and impacts of the proposal on this significance, and

b. The justification for the proposal, how it seeks to preserve or enhance the asset/setting or where this is not possible, how it seeks to minimise the harm.

ii. This description must be in the form of one or a combination of: a desk based assessment; heritage statement; heritage impact assessment; and/or archaeological field evaluation. Further information will be requested where applicants have failed to provide assessment proportionate to the significance of the assets affected and sufficient to inform the decision-making process.

iii. Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset or nondesignated heritage asset of archaeological interest of demonstrably equivalent significance to a scheduled monument, consent will be refused 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.

iv. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm will be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

v. In considering proposals affecting designated heritage assets or a nondesignated heritage asset of archaeological interest of demonstrably equivalent significance to a scheduled monument, involving their alteration, extension, demolition, change of use and/or development in their setting, the Council will include in their consideration as appropriate:

- a. The asset's archaeological, architectural, artistic and historic interest and any contribution to its significance from setting (including the wider historic landscape)
- b. scale, form, layout, density, design, quality and type of materials, and architectural detailing

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- c. boundary treatments and means of enclosure
 - d. implications of associated car parking, services and other environmental factors
 - e. effect on streetscape, roovescape and skyline including important views within, into or out of heritage assets
 - f. impact on open space which contributes positively to the character and/or appearance of heritage assets
 - g. the positive benefits of the proposal in addressing heritage at risk.

vi. Where heritage assets are included on a Local List and are affected by development proposals the Council will afford weight proportionate to their heritage significance in the decision-making process to protect and conserve the significance which underpins their inclusion. Partial or total loss adversely impacting this significance will require clear and convincing justification.

vii. The effect of proposals on the significance of non-designated heritage assets will be taken into account in determining applications for development. Applications which result in harm or loss of significance to non-designated heritage assets will only be supported if clear and convincing justification has been demonstrated. In making a decision, the Council will weigh the significance of the heritage asset affected against the scale of any harm or loss to it.

viii. Where applications are permitted which will result in (total or partial) loss to a heritage asset's significance (including where preservation in situ of buried archaeological remains is not necessary or feasible), applicants will be required to arrange for further assessment of and recording of this significance in advance of, and where required, during development/works. This assessment and recording must be undertaken by a suitably qualified specialist in accordance with a design brief set by the Council's Historic Environment Team. The work might include: - archaeological and/or historic building fieldwork, - post-excavation/recording assessment, analysis, interpretation, - archiving with the local depository, and - presentation to the public of the results and finds in a form to be agreed with the Council.

As a minimum, presentation of the results should be submitted to the Bedford Borough Historic Environment Record and where appropriate, will be required at the asset itself through on-site interpretation.

Good Practice Advice 1-3

Historic England has issued three Good Practice Advice notes ('GPA1-3') which support the NPPF. The GPAs note that they do not constitute a statement of Government policy, nor do they seek to prescribe a single methodology: their purpose is to assist local authorities, planners, heritage consultants, and other stakeholders in the implementation of policy set out in the NPPF. This report has been produced in the context of this advice, particularly 'GPA2 – Managing Significance in Decision-Taking in the Historic Environment' and 'GPA3 – The Setting of Heritage Assets'.

GPA2 - Managing Significance in Decision-Taking in the Historic Environment

GPA2 sets out the requirement for assessing 'heritage significance' as part of the application process. Paragraph 8 notes 'understanding the nature of the significance is important to understanding the need for and best means of conservation.' This includes assessing the extent and level of significance, including the contribution made by its 'setting' (see GPA3 below). GPA2 notes that 'a desk-based assessment will determine, as far as is reasonably possible from existing records, the nature, extent and significance of the historic environment within a specified area, and the impact of the proposed development on the significance of the historic environment, or will identify the need for further evaluation to do so' (Page 3).

GPA3 – The Setting of Heritage Assets

The NPPF (Annex 2: Glossary) defines the setting of a heritage asset as 'the surroundings in which a heritage asset is experienced...'. Step 1 of the settings assessment requires heritage assets which may be affected by development to be identified. Historic England notes that for the purposes of Step 1 this process will comprise heritage assets 'where that experience is capable of being affected by a proposed development (in any way)...'.

Step 2 of the settings process 'assess[es] 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', with regard to its physical surrounds; relationship with its surroundings and patterns of use; experiential effects such as noises or smells; and the way views allow the significance of the asset to be appreciated. Step 3 requires 'assessing the effect of the proposed development on the significance of the asset(s)' – specifically to 'assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it', with regard to the location and siting of the development, its form and appearance, its permanence, and wider effects.

Step 4 of GPA3 provides commentary on ‘ways to maximise enhancement and avoid or minimise harm’. It notes (Paragraph 37) that ‘Maximum advantage can be secured if any effects on the significance of a heritage asset arising from development liable to affect its setting are considered from the project’s inception.’ It goes on to note (Paragraph 39) that ‘good design may reduce or remove the harm, or provide enhancement’.

Heritage significance

Discussion of heritage significance within this assessment report makes reference to several key documents. With regard to Listed buildings and Conservation Areas it primarily discusses ‘architectural and historic interest’, which comprises the special interest for which they are designated.

The NPPF provides a definition of ‘significance’ for heritage policy (Annex 2). This states that heritage significance comprises ‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic’. This also clarifies that for World Heritage Sites ‘the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance’.

Regarding ‘levels’ of significance the NPPF (2021) provides a distinction between: designated heritage assets of the highest significance; designated heritage assets not of the highest significance; and non-designated heritage assets.

Historic England’s ‘Conservation Principles’ expresses ‘heritage significance’ as comprising a combination of one or more of: evidential value; historical value; aesthetic value; and communal value:

- Evidential value – the elements of a historic asset that can provide evidence about past human activity, including physical remains, historic fabric, documentary/pictorial records. This evidence can provide information on the origin of the asset, what it was used for, and how it changed over time.
- Historical value (illustrative) – how a historic asset may illustrate its past life, including changing uses of the asset over time.
- Historical value (associative) – how a historic asset may be associated with a notable family, person, event, or moment, including changing uses of the asset over time.
- Aesthetic value – the way in which people draw sensory and intellectual stimulation from a historic asset. This may include its form, external appearance, and its setting, and may change over time.

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- Communal value – the meaning of a historic asset to the people who relate to it. This may be a collective experience, or a memory, and can be commemorative or symbolic to individuals or groups, such as memorable events, attitudes, and periods of history. This includes social values, which relates to the role of the historic asset as a place of social interactive, distinctiveness, coherence, economic, or spiritual / religious value.

Effects upon heritage assets

Heritage benefit

The NPPF clarifies that change in the setting of heritage assets may lead to heritage benefit. Paragraph 206 of the NPPF (2021) notes that ‘Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably’.

GPA3 notes that ‘good design may reduce or remove the harm, or provide enhancement’ (Paragraph 28). Historic England’s ‘Conservation Principles’ states that ‘Change to a significant place is inevitable, if only as a result of the passage of time, but can be neutral or beneficial in its effects on heritage values. It is only harmful if (and to the extent that) significance is reduced’ (Paragraph 84).

Specific heritage benefits may be presented through activities such as repair or restoration, as set out in Conservation Principles.

Heritage harm to designated heritage assets

The NPPF (2021) does not define what constitutes ‘substantial harm’. The High Court of Justice does provide a definition of this level of harm, as set out by Mr Justice Jay in *Bedford Borough Council v SoS for CLG and Nuon UK Ltd*. Paragraph 25 clarifies that, with regard to ‘substantial harm’: ‘Plainly in the context of physical harm, this would apply in the case of demolition or destruction, being a case of total loss. It would also apply to a case of serious damage to the structure of the building. In the context of non-physical or indirect harm, the yardstick was effectively the same. One was looking for an impact which would have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced’.

Effects upon non-designated heritage assets

The NPPF (2021) paragraph 203 guides that ‘The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the

application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgment will be required having regard to the scale of any harm or loss and the significance of the heritage asset'.

APPENDIX 2: GAZETTEER OF SELECTED RECORDED HERITAGE ASSETS

Ref	Description	Grade/Period	NGR	HE ref. HER ref.
A	251 and 252 17th century timber house, divided into two dwellings.	Grade II Listed	TL 07239 47360	1114162
B	253 and 254 Timber-framed 17th century house with pebbledash render.	Grade II Listed	TL 07202 47346	1136741
C	255, 256 and 257 Three cottages divided from one 18th century house.	Grade II Listed	TL 07147 47320	1114163
D	258 18th century timber-framed cottage.	Grade II Listed	TL 07117 47290	1114164
E	Manor Farmhouse 17th century timber framed house.	Grade II Listed	TL0710247499	1114161
1	The remains of a Bronze Age field system.	Bronze Age	TL 0840 4710	18898
2	A scatter of seven pits containing a small quantity of Early to Middle Iron Age pottery.	Iron Age	TL 0762 4719	18890
3 (a-b)	a) Remains of as a small occupation base comprising a hearth; b) Iron Age enclosures.	Iron Age	TL 078 465 TL 0862 4693	18237 22790
4	The remains of an enclosure and domestic occupation base comprising a possible roundhouse.	Iron Age	TL 0685 4678	21744
5	The remains of a possible Late Iron Age occupation base and possible Early Roman pottery production site.	Iron Age – Roman	TL 060 476	979
6	Late Iron Age to Early Roman occupation based comprising ditches enclosures, pits and gullies.	Iron Age – Roman	TL 070 476	15808
7 (a-b)	a) Viatores No.210; b) Viatores No.224.	Roman	TL 0634 4621 TL 1646 4895	10480 738
8	Several pits containing sherds of pottery and animal bone.	Anglo-Saxon	TL 0762 4714	18896
9	Burial of possible Anglo-Saxon period.	Anglo-Saxon	TL 0689 4709	14754
10 (a-b)	a) Historic settlement extent of Harrowden b) Historic settlement extent of Cardington	Medieval	TL 071 473 TL 088 478	17030 17029
11	The location an enclosure or possible moated site.	Medieval	TL 0747 4755	3388
12 (a-b)	The route of the former Bedford to Hitchin Turnpike Road.	Post-medieval	TL 1108 5173 TL 0765 4593	11928 11927

Ref	Description	Grade/Period	NGR	HE ref. HER ref.
13	The route of the former hollow way	Post-medieval	TL 0748 4667	5248
14 (a-c)	Gravel extraction pits	Post-medieval	TL 079 477 TL 0691 4815 TL 064 480	11989 11929 10129
15	The route of the former Bedford to Hitchin railway line	Modern	TL 110 419	11832

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