



**Allocation Site: 636
Land at Gibraltar Corner
Bedford**

Heritage Appraisal



Report prepared for:
Bedford Borough Council

CA Project: MK0614

CA Report: MK0614_636

March 2022



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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 Gibraltar Corner (hereafter referred to as 'the Site'). The Site comprises four parcels of land currently used for both arable and pastoral farming (Fig. 1). Parcel 1 is rectangular, measures c. 5.9ha, and is bounded to the north by Wood End Lane and to the east by Wootton Road (NGR: TL 00813 46664, Fig. 1). Parcel 2 is sub-rectangular, measures c. 6.4ha, and is bounded to the north by Wood End Lane and to the east by Wootton Road (NGR: TL 00953 46454, Fig. 1). Parcel 3 is irregular in shape, measures c. 8.5ha, is bounded to the west by Wootton Road, and is 30m east of Parcel 2 at its closest point (NGR: TL 01209 46394, Fig. 1). Parcel 4 is a trapezium, measures c. 2.35ha, and is bounded to the north by Ridge Road and is 140m west of the A6 (NGR: TL 01420 46779, Fig. 1). The Site is located directly east, south and west of the hamlet of Gibraltar and 170m west of the town of Kempston at its closest point.
- 1.2. This appraisal has been commissioned to provide information with regard to potential heritage and archaeology constraints to allocation of this land for development.

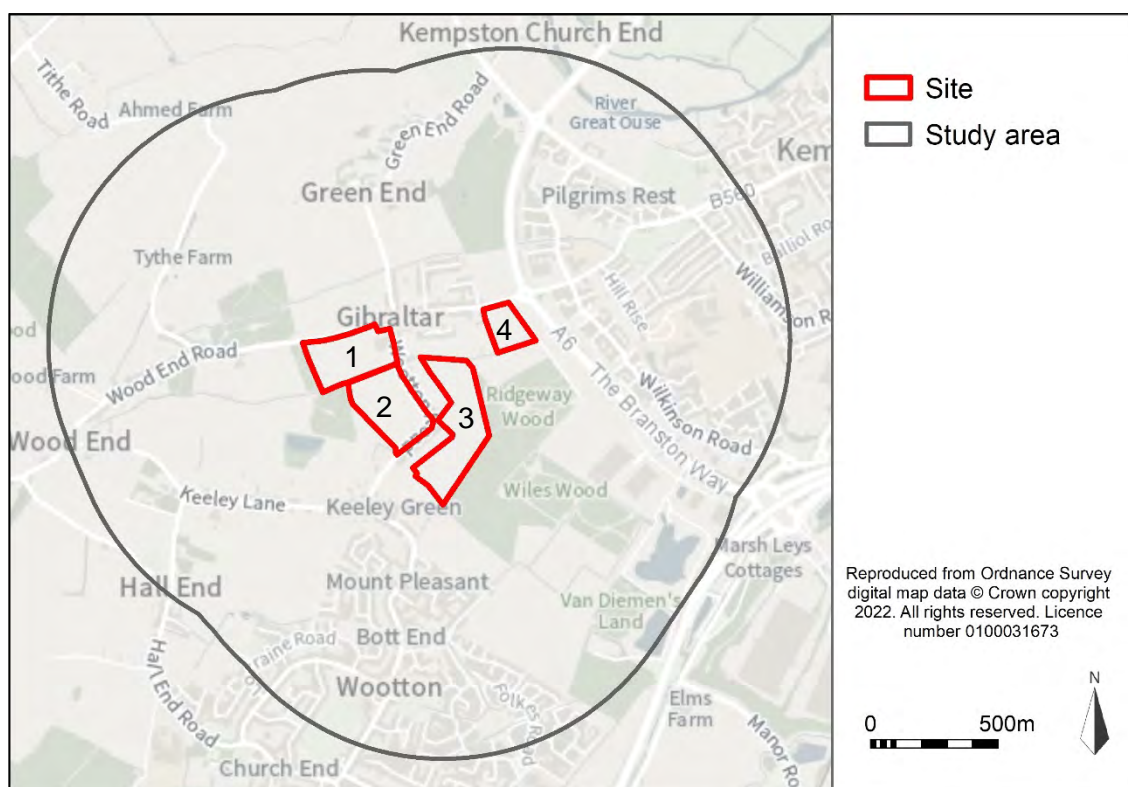


Fig. 1 Site location

Aims

- 1.3. The primary aim of this appraisal is to identify any potential archaeological and heritage constraints 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 and possible constraints within 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 constraints within the Site, any planning applications would need to be accompanied by a full desk-based heritage assessment, in line with the relevant guidance (CifA 2020).
- 1.9. A walkover survey was conducted within the Site, which was undertaken in dry and but cloudy weather conditions. 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, and the presence of modern infrastructure may possibly 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 4 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 comprises four parcels of land currently used for both arable and pastoral farming (Fig. 1). Parcel 1 is rectangular, measures c. 5.9ha, and is bounded to the north by Wood End Lane and to the east by Wootton Road. It is on a gentle south-facing slope, measuring 40m aOD (above Ordnance Datum in the north and 38m aOD in the south). Parcel 2 is sub-rectangular, measures c. 6.4ha, and is bounded to the north by Parcel 1 and to the east by Wootton Road. It is gently undulating and measures 38m aOD to 40m aOD. Parcel 3 is irregular in shape, measures c. 8.5ha, is bounded to the west by Wootton Road, and is 30m east of Parcel 2 at its closest point. It is on a north-facing slope, measuring 39m aOD in the south and 36m aOD in the north. Parcel 4 is a trapezium measuring c. 2.35ha, is bounded to the north by Ridge Road and is 140m west of the A6. It is on a south-facing slope, measuring 34m aOD in the south and 38m aOD in the north. The Site is located directly east, south and west of the hamlet of Gibraltar and 170m west of the town of Kempston at its closest point. The River Great Ouse is located 800m north-east of the Site.
- 2.2. The British Geological Survey (BGS Online 2022) record the underlying bedrock geology of the Site as Peterborough Member (Mudstone), a sedimentary bedrock formed approximately 164-166 million years ago in the Jurassic Period, when the local environment was dominated by shallow seas. Parcels 2 and 3 are located on gravel terraces (Fig. 2) and are predominantly covered by superficial deposits of Head 1 (Clay, Silt Sand and Gravel) and Head 2 (Gravel, Sand, Silt and Clay) formed up to 3 million years ago in the Quaternary Period when the local environment was dominated by subaerial slopes. However, deposits of Alluvium (Clay and Silt) are recorded in the north of Parcel 2, south of Parcel 1 and south-east of Parcel 4, and were formed up to 2 million years ago in the Quaternary Period when the local environment was dominated by rivers. No stream or river was identified within the Site during the Site walkover, suggesting that it may have dried up. Sand and Gravel (of uncertain age and origin) is also recorded along the northern boundary of Parcel 1 and across the northern half of Parcel 4. No borehole data is available for the Site.

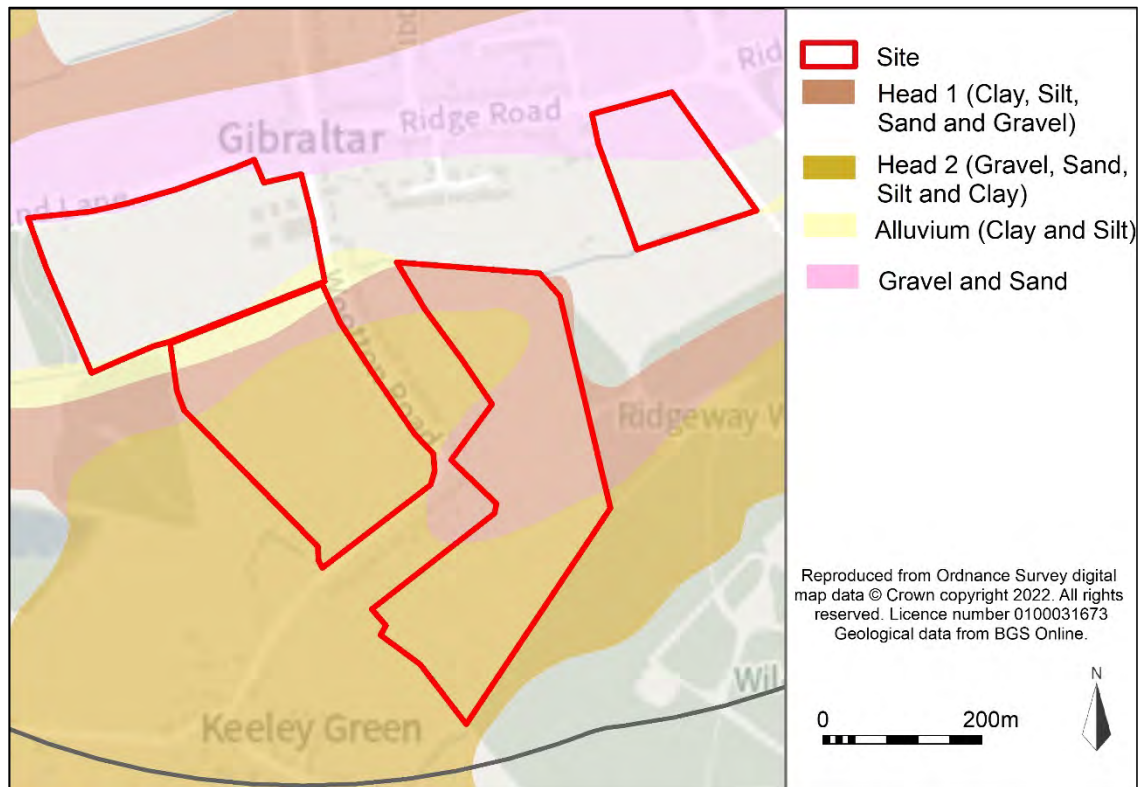
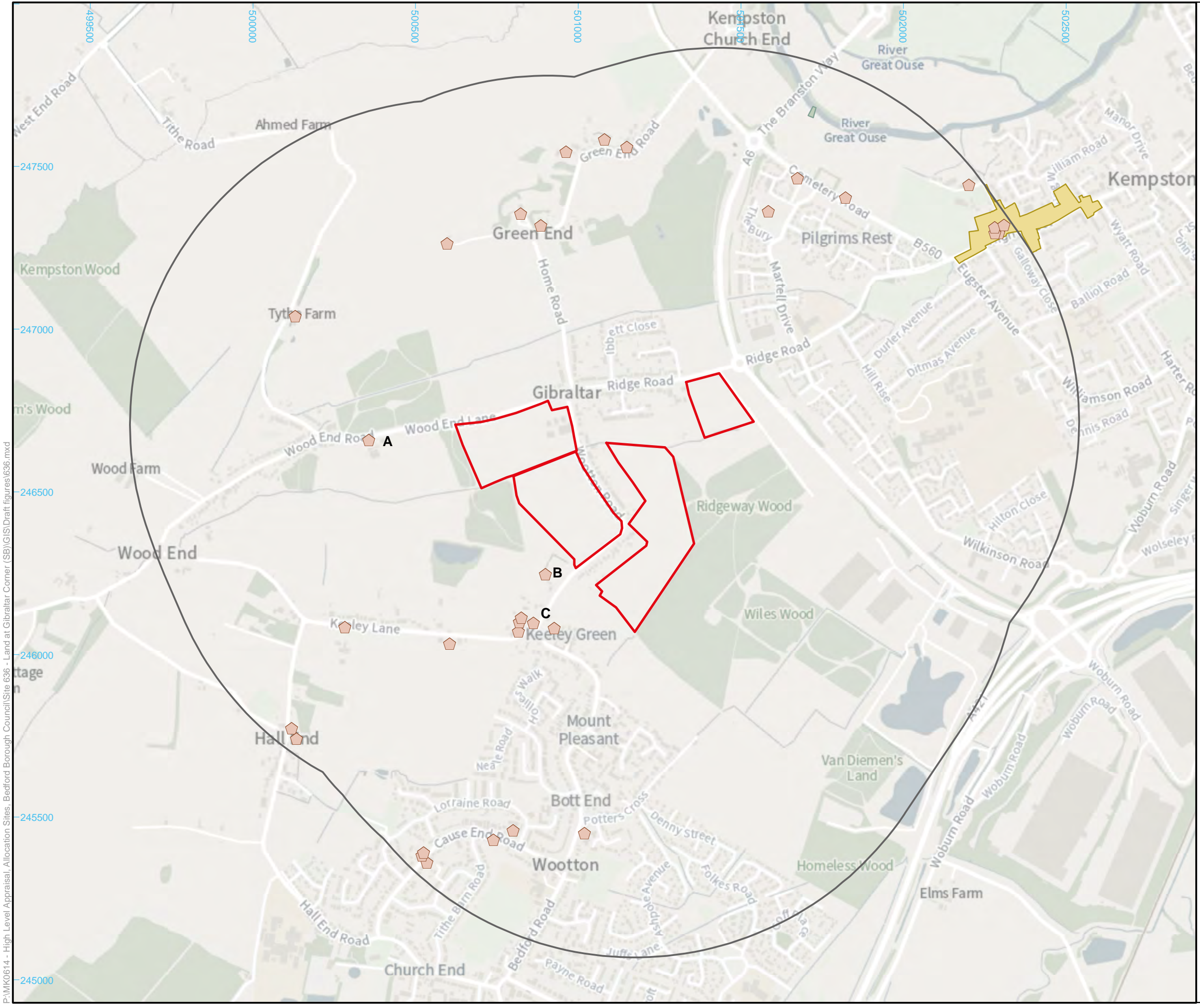


Fig. 2 Superficial geology

Designated heritage assets

- 2.1. No World Heritage Sites, Historic Wrecks or Historic Battlefields are located within the Site or the study area. 'Paved Ford 400yds SE of Kempston Church' (Fig. 3, List Entry Number: 1005412) is the only Scheduled Monument within the study area and is located 830m north-east of the Site. The Site is not located within a Conservation Area, however Kempston Conservation Area is located within the study area 800m east of the Site at its closest point (Fig. 3).
- 2.2. There are 32 Grade II Listed Buildings located within the study area. The closest buildings to the Site include Wood End Farmhouse 260m north-west of the Site (Fig. 3: **A**), 157 Bedford Road located 120m south of the Site (Fig. 3: **B**) and a cluster of buildings 180m south of the Site at the junction of Keeley Lane and Bedford Road (Fig. 3: **C**).
- 2.3. Potential non-physical impacts on these assets will be discussed in more detail in Section 3 of this report. Designated heritage assets will not be discussed further in Section 2, unless relevant to the archaeological baseline of the Site.



- Site
- Study area
- ▲ Grade I Listed Building
- ◡ Grade II Listed Building
- Scheduled Monuments
- Kempston Conservation Area



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|-------------------------------------|---------------|--------------|
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PROJECT TITLE
Site 636 - Gibraltar Corner

FIGURE TITLE
Designated Heritage Assets

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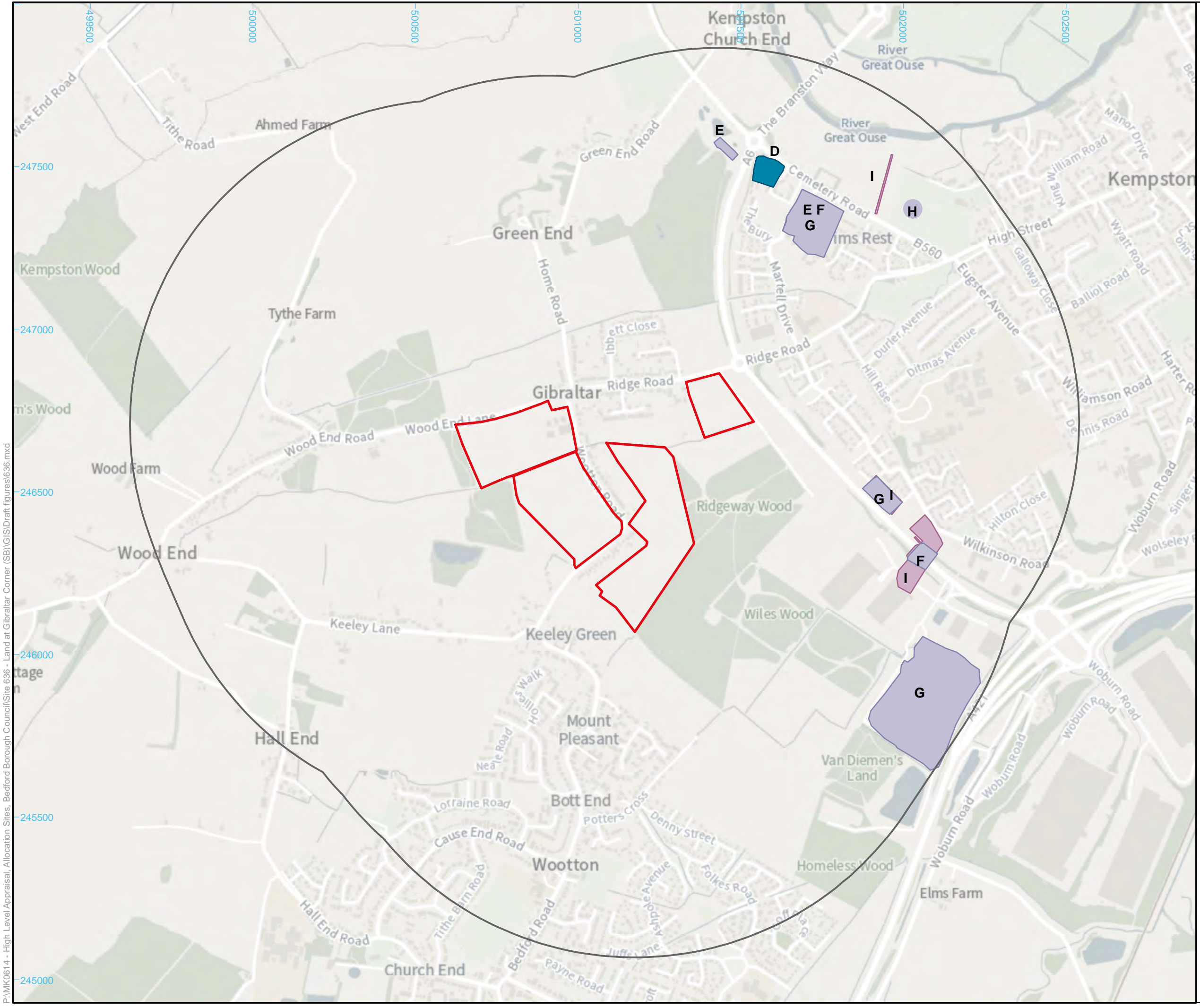
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Prehistoric (Palaeolithic to Middle Iron Age)

- 2.4. A pit of possible prehistoric date was identified during an excavation 510m north of the Site in 2016 (Fig. 5: **R**, Oxford Archaeology 2017). Two pits of Neolithic date were also identified during an evaluation and excavation associated with the Biddenham Loop development 590m north of the Site (Fig. 4, **D**).
- 2.5. The Biddenham Loop development investigations also identified an Early Bronze Age pit 560m north-east of the Site and a ring ditch 660m north of the Site (Fig. 4, **E**) and two Middle Bronze Age pits 460m north-east of the Site and a 20m long post-hole alignment was identified 610m south-east of the Site (Fig. 4, **F**),
- 2.6. Features dating to the Late Bronze Age or Early Iron Age were also identified during works at the Biddenham Loop. These included a possible fenceline 400m east of the Site, pits containing loom weights and hearth waste suggestive of nearby settlement activity 470m north-west of the Site, and a pit alignment 765m south-east of the Site (Fig. 4, **G**). Three Bronze Age ring ditches were also identified during separate investigations at Cutler Hammer Sportsground, 780m north-east of the Site (Fig. 4: **H**).
- 2.7. During the Biddenham Loop investigations Middle Iron Age features identified included a farmstead 690m north-east of the Site, pits and postholes 400m east of the Site, and a boundary ditch, pits, postholes and and water pits 620m east of the Site (Fig. 4: **I**).

Late Iron Age and Roman

- 2.8. The Rural Settlements of Roman Britain and Bedford HER project record two possible Roman Roads in the vicinity of the Site. These include one on a south-west to north-east alignment running through Parcels 2, 3 and 4 of the Site (Rural Settlements of Roman Britain 2022, Fig. 5, **J**) and another which is projected to follow the route of the modern Cemetery Road 625m to the north-east of the Site (Fig. 5, **K**, Rural Settlement of Roman Britain 2022). A small keyhole excavation at Keeley Corner, 240m south of Parcel 2 identified evidence of nearby settlement comprising a ditch, pits, and pottery dating to 50-100 AD (Fig. 5, **L**, Pollard 1999).



Legend

- Site
- Study area
- Neolithic
- Bronze Age
- Iron Age

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0 550m

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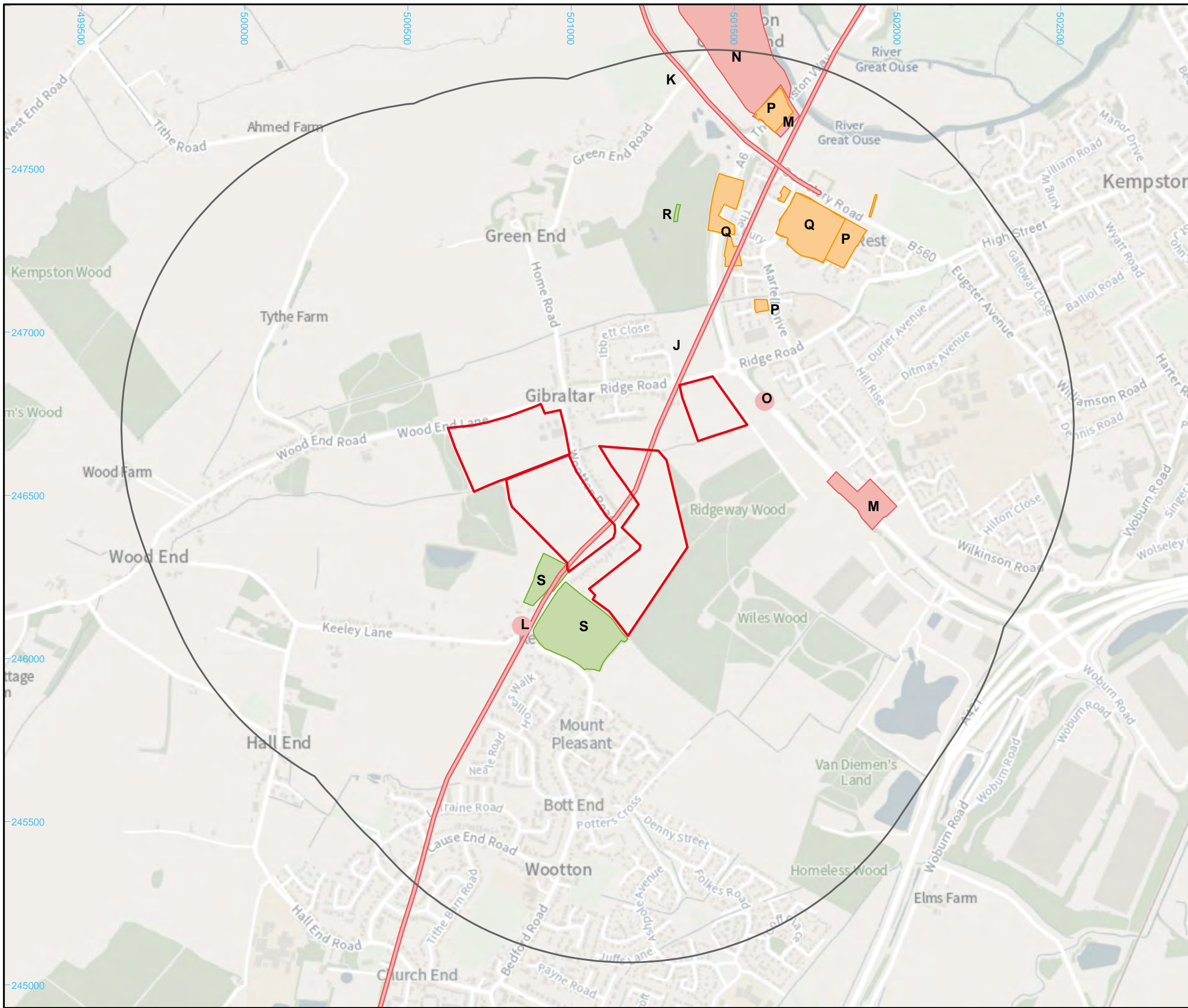
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Site 636 - Gibraltar Corner

FIGURE TITLE
Selected heritage assets: Palaeolithic to Middle Iron Age

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Selected heritage assets: Palaeolithic to Middle Iron Age

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- Site
- Study area
- Late Iron Age/Roman
- Saxon
- Medieval



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FIGURE TITLE
Selected heritage assets: Late Iron Age to Modern

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- 2.9. Investigations associated with the Biddenham Loop development identified eight gullies and several small pits of Late Iron Age to early Roman date 285m south-east of Parcel 4 and evidence of nearby settlement 760m north-east of the Site comprising rectangular enclosures, a trackway, and high quantities of residual late Iron Age/early Roman pottery (Fig. 5: **M**). A series of archaeological investigations 700m to 930m north east of the Site also identified evidence of Roman activity comprising a possible farmstead (Fig. 4: **H**), villa, roadside settlement, burials, cremations, ditches and other features dating from the late 1st century until the 7th century, suggesting continued use of a Roman landscape into the early Anglo-Saxon period despite the collapse of Roman occupation in the mid-5th century (Fig. 5: **N**).
- 2.10. During the construction of Bedford Western Bypass ditches, gullies, pits and postholes were identified 90m east of Parcel 4 (Fig. 5: **O**). Whilst none of these features produced any dating evidence, they predated the medieval furrows. Considering the prevalence of Iron Age and Roman features in the landscape, it is likely that these features also date to the Late Iron Age or Roman period.

Early medieval and medieval

- 2.11. During the Biddenham Loop investigations finds dating to the Early Saxon period included two small pits 220m north-east of the Site, three possible sunken feature buildings, dispersed pits and postholes representing buildings 450m north-east of the Site, a ditch 670m north-east of the Site, and two large isolated pits and an inhumation 770m north of the Site (Fig. 5: **P**). Later remains dating to the Late Saxon to Early Norman period were also identified 330m north-east of the Site and comprised enclosures, pits, buildings, postholes, and ovens representing settlement (Fig. 5: **Q**).
- 2.12. Though Gibraltar is a settlement of 20th century origin, the nearby settlements of Kempston and Wootton, whose historic cores are located 1.15km east and 705m south of the Site respectively, are both recorded in the Domesday Book. Kempston had a large recorded population of 38 households, land comprising ploughland, woodland and meadow, and a mill. Wootton had a population of 26 households, land comprising ploughland, meadow, and woodland.
- 2.13. An excavation took place 510m north of the Site in 2016 (Oxford Archaeology 2017, Fig. 5: **R**). The excavation identified a small group of truncated Late Saxon pits overlain by the remains of at least three medieval buildings. The earliest building was constructed out of timber, but the other two structures had stone foundations. A detached kitchen

containing three ovens produced a silver coin dating to 1278-1280 AD. The stone foundations and separate kitchen suggest that this was a relatively high-status settlement. The date of this is interesting as the manor of Kempston was divided into three manors in the second half of the 13th century, becoming the manors of Kempston Hastingsbury, Kempston Daubeney and Kempston Brucebury, following the death of John le Scot in 1237 and gifted to each of his three daughters. The initial timber structure suggests that there was a hurry to construct a building of some form on this site, and that this was perhaps never intended to be more than a marking of territory, considering its quick replacement. This, coupled with the finding of a 13th century coin suggest that this could be one of these three manors.

2.14. The National Mapping Programme has recorded Ridge and Furrow within the Site (Fig. 6) and wider study area (not mapped). During the Site visit, the Ridge and Furrow was determined to survive well in Parcel 2 (Photo 1), where two possible furloughs were visible, and a bank survived along the northern boundary of the earthwork area. In Parcel 4, the earthworks survived well in the east of the parcel (Photo 2) but were not distinguishable in the west.

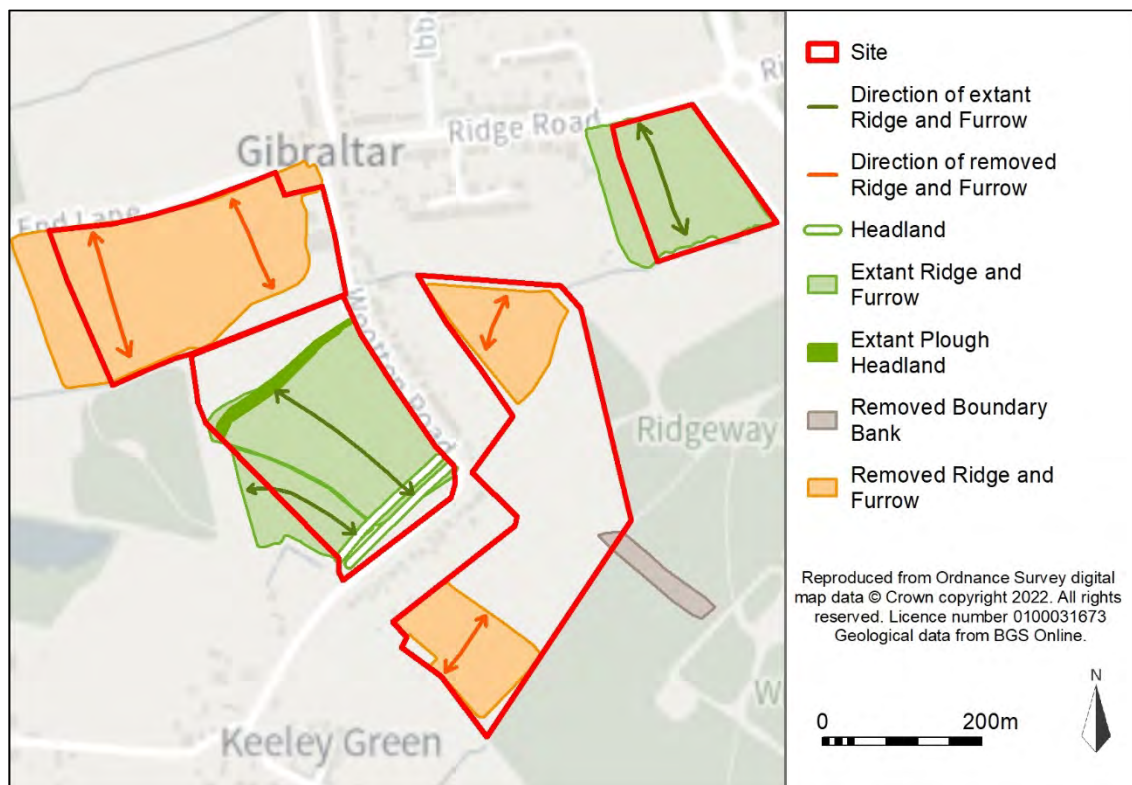


Fig. 6 Ridge and Furrow within the Site as recorded by the NMP



Photo 1 Surviving Ridge and Furrow in Parcel 2, taken from the west looking east



Photo Surviving Ridge and Furrow in the east of Parcel 4

- 2.15. A medieval or post-medieval moat is located at 157 Bedford Road, immediately south of Parcel 2 (Fig. 5: **S**). The moat is mostly backfilled or obscured by field boundary vegetation and was not visible during the Site visit. Another moat was also recorded on early 19th century maps immediately south of Parcel 3 (Fig. 5: **S**). Part of this moat was covered by residential housing and the remainder is located in a field though was not visible on aerial photographs dating from 2009 onwards, nor was it visible during the Site visit.

Post-medieval and modern

- 2.16. In the post-medieval period, the Site would have remained as agricultural land. Nearby Kempston did not grow significantly until the 19th century. The population of the town and rural land around the town was 1,035 in 1801, growing to 4,729 in 1901 and 19,375 in 2001 (Beds Archives 2022).
- 2.17. In the 19th and 20th centuries, cartographic sources are useful in charting the historic development of the four parcels of land that comprise the Site. The 1883 Ordnance Survey Map (not reproduced) shows Parcel 1 comprising two fields, separated by a north-south boundary and farm buildings associated with Brook Farm are shown around a courtyard in the east of the Site. Brook Farmhouse was located opposite the farm buildings on the east side of Wootton Road (Fig. 5: T). Parcel 2 is shown as comprising one large field with a line of trees running north-east-east to south-west-west on the same alignment as the medieval bank visible during the Site visit and recorded by the NMP (Fig. 5). This suggests that the medieval field boundary was respected into the 19th century. Parcel 3 comprised a triangular field in the north and a large rectangular field in the south. A footpath crossed Parcel 3 on an east-west alignment. Parcel 4 is shown with a drainage ditch along its southern boundary, presumably the remains of the stream that deposited alluvium in the south of this part of the Site. It is not coloured in blue, suggesting that by this time it had either dried up, was seasonal, or carried very low volumes of water.
- 2.18. Parcels 1, 3 and 4 remain unchanged on the 1902 Ordnance Survey Map (not reproduced), and the only change on Parcel 2 is the removal of line of trees in the north. Parcels 1, 2 and 3 remain unchanged on the 1927 Ordnance Survey Map (not reproduced). Parcels 1 and 2 remain unchanged on the 1944 Ordnance Survey Map (not reproduced). By 1944, the houses located between Parcel 3 and Wootton Road had been constructed, and whilst this did not result in any direct changes to this part of the Site it provided a visual barrier between Parcels 3 and 2 (Photo 3). Parcels 1, 2 and 3 remain unchanged on the 1950 Ordnance Survey Map (not reproduced).
- 2.19. Parcel 1 currently comprises a singular field and dilapidated agricultural buildings which formerly comprised the working centre of Brook Farm (Photos 4 and 5). Brook Farmhouse has been extensively modelled since the late 20th century and now very few, if any, discernible features of historic or architectural interest remain. Parcel 2 continues to comprise a single large field, with discernible Ridge and Furrow earthworks which suggest that it has not been subjected to intensive ploughing in the modern period

(Photo 1). Parcel 3 also remains unchanged and comprises land in agricultural use (Photo 3) separated into two parcels by a ditch. It was not possible to do a Site walkover of the entirety of Parcel 4 due to the presence of an electric fence, but the Site was viewed from inside the gate. At the time of the visit, it was used as pasture for sheep (Photo 2).



Photo 3 View from east of Parcel 3 looking west towards Parcel 2



Photo 4 View of Parcel 1, taken from south-east looking north-west



Photo 5 Disused agricultural buildings in Parcel 1

3. BUILT HERITAGE SUMMARY

- 3.1. This section considers potential non-physical effects upon the significance of susceptible heritage assets within the Site environs. Non-physical effects are those that derive from changes to the setting of heritage assets as a result of new development. All heritage assets included within the settings assessment are summarised in the gazetteer in Appendix 2, and shown on Figures 3 and 4.
- 3.2. Those assets identified as potentially susceptible to non-physical impact, and thus subject to more detailed assessment, are Grade II Listed 157 Bedford Road located 120m south of the Site (Fig. 3: **B**) and a cluster of Grade II Listed Buildings 180m south of the Site at the junction of Keeley Lane and Bedford Road (Fig. 3: **C**) and are discussed in greater detail within the remainder of this section.
- 3.3. Prior to the Site walkover, Wood End Farmhouse 260m north-west of the Site (Fig. 3: **A**), was also considered potentially susceptible to changes in its setting, but during the Site visit it was determined that intervening woodland provided an effective screen (Photo 4). The significance of the asset's setting is already reduced by the traffic along Woodend Road, and as the Site and this asset shared no tangible historical association, it is anticipated that the proposed development will have no impact on its setting and thus will not be considered further. Within the wider landscape, other assets were scoped out because they had no tangible historic or functional relationship with the Site, and intervening vegetation, built form and distance meant that there was no intervisibility between the Site and these assets.

Grade II Listed Buildings in Keeley Green

- 3.4. There are six Listed Buildings located in Keeley Green, a hamlet located 180m south of the Site. Due to their proximity to each other and associative value as properties within one settlement, they will be considered together.

Characteristics and Built Form

- 3.5. 157 Bedford Road is an 18th century timber framed house located 120m south of the Site (Photo 6). 18 & 20 Keeley Lane is a pair of 18th century houses which is now a single property (Photo 7). It is timber-framed but has been rendered and colour washed. 6 & 8 Keeley Lane is a pair of 17th or early 18th century cottages, partly timber framed, with 20th century additions including casements and a porch. 4 Keeley Lane is a 17th century house with 20th century casements and a porch. Peartree Cottage, 153 Bedford

Road is an 18th century timber framed cottage with exterior colourwash and roughcast and a 20th century porch.



Photo 6 157 Bedford Road



Photo 7 18-20 Keeley Lane

Experience

- 3.6. Though these buildings are not located within a Conservation Area, they form a cohesive group of late post-medieval and early modern aesthetically pleasing buildings at the core of Keeley Green. They are best experienced from within this core, where the variety of building styles and design features can be appreciated and their relationship to one another as part of a settlement can be most readily realised. Though the village is

surrounded by agricultural land, these buildings are generally shielded from this land by natural topography and intervening mature vegetation. For example, despite being located only 120m south of Parcel 2, there are no intervening views between 157 Bedford Road and this part of the Site due to the mature vegetation along the south-west boundary of Parcel 2, and along Bedford Lane between the asset and Parcel 3 (Photo 8).



Photo 8 View from Parcel 2 looking south-west towards 157 Bedford Road

- 3.7. Bedford Road is a busy road, and therefore detracts from the tranquil, rural setting that these assets may once have had prior to the arrival of the motor vehicle in the 20th century. However, whilst the noise from Bedford Road is still readily discernible down Keeley Lane, this road does not receive as much traffic.

The Contribution of the Site to the LB

- 3.8. The Site does not impact on the contribution which the immediate setting makes to significance of these listed building, but does contribute to significance through a perception of rural character as part of their wider experience/setting as this hamlet is approached from Wotton Road/Bedford Road in the north. It provides a wider rural landscape for these assets, though this landscape is visually screened from the assets through intervening vegetation, particularly the woodland to west of Parcel 2 and the hedgerow to the west of Parcel 3. No discernible historical association between the Site and these buildings were ascertained during production of this report, but it is possible that land within the Site could have been farmed by workers who once resided within these buildings.

Potential Development Impacts

- 3.9. At present, the masterplan indicates that Parcel 2 will not be developed and will be left as open space. If this agricultural land retains its character with the proposal for open space, this would allow for the retention of the agricultural landscape immediately around Keeley Green's Listed Buildings and would retain the perceived separation of Keeley Green from Gibraltar.
- 3.10. If this Site is allocated in accordance with the masterplan, it is anticipated that there will be **no harm** on the significance of these buildings.
- 3.11. The agricultural character of the site sits within a setting comprising a mixed tapestry of 21st century land-uses. While the present land-use has an association with the former use of the buildings at Keeley Green as accommodation for agricultural workers, the relationship is tenuous. There is no location within the landscape where the key significances of the buildings can be experienced, while one is also able experience the existing character / land-use of the site. Thus, the character of the Site (agricultural) is a very minor component of heritage significance, lying on the periphery of special architectural and historic interest. At present, whilst Parcel 2 is not visually appreciable from the Listed Buildings, it contributes to the character of Keeley Green through preservation of an agricultural landscape. If the masterplan were to modified and Parcel 2 allocated for built development, this would bring a perceptible change in character to the Site and this landscape though views of the Listed Buildings themselves would not be altered. Any potential (less than substantial) harm caused to the setting of these Listed Buildings in this instance would need to be weighed against the public benefits of the proposals, in accordance with policy 41S of the Local Plan and paragraph 202 of the NPPF.

Summary

- 3.12. Whilst the main setting of these buildings comprise the hamlet of Keeley Green itself, the Site forms part of the wider agricultural landscape to the north of the rural hamlet. Whilst some agricultural land to the north of this area is beneficial, particularly in view of encroaching built development from Wotton to the south, the Site is not immediately north of the buildings and is generally separated from the assets by intervening woodland and agricultural land. Furthermore, based on the current masterplan, the area closest to the Site (Parcel 2) is due to be left as open space. If this open space retains its agricultural character, allocation of the Site in accordance with the current masterplan is anticipated to have no impact (harm) to the significance of these 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 and built heritage.

Archaeological remains

- 4.2. Nearby archaeological investigations, carried out as part of the Biddenham Loop, have identified a number of finds and features dating to the Neolithic to medieval periods. Further features dating to the Roman and medieval periods have been found to the south of the Site at Keeley Green. Based on this evidence, the Site is considered to have potential for finds or features dating from the Neolithic to medieval periods, with particular potential for finds dating to the Late Iron Age, Roman and medieval periods. The Site also contains earthworks representing remains of Ridge and Furrow in Parcels 2 and 4, and it is possible buried features associated with Ridge and Furrow or other medieval agricultural practices could be present in other areas within the Site.
- 4.3. Any development on the Site in future would result in the disturbance to, or loss of, any buried archaeological remains which may be present, including the Ridge and Furrow identified within Parcels 2 and 4 of the Site which would be lost if this part of the Site was allocated for built development. At present, current plans indicate that Parcel 4 will be turned into a car park, and landscaping/levelling associated with this development would result in the loss of these features. Parcel 2 is currently proposed for open space, and provided no landscaping takes place this is not anticipated to affect the Ridge and Furrow within this part of the Site. Parcels 1 and 3 are proposed for built development but as discussed in Section 2, these do not contain any surviving earthworks associated with Ridge and Furrow.
- 4.4. Archaeological remains comprise an important, non-renewable and finite resource, and the construction impacts could result in permanent and irreversible loss of, or damage to, any potential buried archaeological remains which may be present within the Site. Any buried archaeological remains within the Site are unlikely to represent an absolute constraint on development, although the known and potential remains would require consideration as part of the planning process.

Built Heritage

- 4.5. The Site is located 120m north of six Grade II Listed Buildings in Keeley Green. These buildings are visually screened from the development by intervening woodland and

agricultural land, and at present, the masterplan indicates that Parcel 2 will not be development, allowing for the retention of the agricultural landscape immediately around Keeley Green's Listed Buildings and retaining the perceived separation of Keeley Green from Gibraltar. If this Site is allocated in accordance with the masterplan, it is anticipated that there will be no harm to the significance of these buildings.

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| | |
|------|-------------------------------|
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APPENDIX 1: HERITAGE STATUTE POLICY & GUIDANCE

Heritage Statute: Scheduled Monuments

Scheduled Monuments are subject to the provisions of the Ancient Monuments and Archaeological Areas Act 1979. The Act sets out the controls of works affecting Scheduled Monuments and other related matters. Contrary to the requirements of the Planning Act 1990 regarding Listed buildings, the 1979 Act does not include provision for the ‘setting’ of Scheduled Monuments.

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).

Heritage Statue: Conservation Areas

Conservation Areas are designated by the local planning authority under Section 69(1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'), which requires that '*Every local planning authority shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*'. Section 72 of the Act requires that '*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area*'.

The requirements of the Act only apply to land within a Conservation Area; not to land outside it. This has been clarified in various Appeal Decisions (for example APP/F1610/A/14/2213318 Land south of Cirencester Road, Fairford, Paragraph 65: '*The Section 72 duty only applies to buildings or land in a Conservation Area, and so does not apply in this case as the site lies outside the Conservation Area.*').

The NPPF (2021) also clarifies in [Paragraph 207](#) that '*Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance*'. Thus land or buildings may be a part of a Conservation Area, but may not necessarily be of architectural or historical significance. Similarly, not all elements of the setting of a Conservation Area will necessarily contribute to its significance, or to an equal degree.

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
- c. boundary treatments and means of enclosure
- d. implications of associated car parking, services and other environmental factors
- e. effect on streetscape, roofscape 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.
- 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 | Wood End Farmhouse, Wood End Road Late C17 or C18 house with later rear wing at right angles. Timber-framed with colourwashed roughcast exterior. | Grade II, post-medieval | TL 0035 4665 | 1114290 8751 MBD8751 |
| B | 157 Bedford Road 18th century house with some exposed timber framing. | Grade II, post-medieval | TL 0090 4624 | 1039547 2799 MBD2799 |
| C | 18 & 20 Keeley Lane Pair of 18th century buildings, now one property. 6 & 8 Keeley Lane Pair of 17th or early 18th century cottages with later alterations. 4 Keeley Lane 17th century house with 20th century alterations. Keeley Farmhouse 17th century farmhouse. Peartree Cottage, 153 Bedford Road 18th century cottage/ | Grade II, post-medieval | TL 0081 4607 TL 0082 4610 TL 0082 4611 TL 0092 4608 TL 0086 4609 | 1249348 5366 MBD5366 1249337 6041 MBD6041 1263797 6053 MBD6053 1249234 8519 MBD8519 1373948 8512 MBD8512 |
| D | Neolithic pits Two pits containing pottery. | Neolithic | TL 0204 4850 | MBB18914 |
| E | Early Bronze Age features on the Biddenham Loop Early Bronze Age pits and a ring ditch, | Early Bronze Age | TL 0228 4838 | MBB18915 |
| F | Mid Bronze Age features on the Biddenham Loop Two pits and a posthole alignment measuring 20m. | Mid-Bronze Age | TL 0228 4838 | MBB18916 |
| G | Late Bronze Age/Early Iron Age features on the Biddenham Loop Pit alignment, fenceline and pits containing loom weights and hearth waste. | Late Bronze Age to Early Iron Age | TL 0228 4838 | MBB18917 |
| H | Bronze Age, Iron Age and Roman activity at Cutler Hammer Sportsground Three Bronze Age ring ditches with internal features. Pits and ditches containing late Iron Age and Roman pottery suggest there was a farmstead present in the 1st century AD. | Bronze Age, Iron Age and Roman | TL 0203 4737 | 17731 MBD17748 |
| I | Middle Iron Age features on the Biddenham Loop Farmstead, pits, postholes, boundary ditch, and water pits. | Mid-Iron Age | TL 0204 4788 | MBB18918 |
| J | Roman Road from Dorchester-on-Thames to Alconbury House Line is fragmented through Kempston and route is disputed | Roman | TL 0156 4669 | 485 MBD485 |

| Ref | Description | Grade/Period | NGR | HE ref. HER ref. |
|-----|--|------------------------------------|--------------------------|------------------------------------|
| K | Roman Road from Irchester to Kempston Identified in 1964. | Roman | SP 9686 5581 | 58 MBD58 |
| L | Roman ditches and pits at 2 Keeley Lane A small keyhole excavation identified evidence of settlement comprising a ditch, pits, and pottery dating to 50-100 AD | Roman | TL 0085 4610 | 15804 MBD15759 |
| M | Late Iron Age/Roman features on the Biddenham Loop Pits, gullies, rectangular enclosures, a trackway, high quantities of pottery. | Late Iron Age to Roman | TL 0195 4784 | MBB18919 |
| N | Roman Settlement at Kempston Church End and Cutler Hammer Sportsground Nucleated roadside settlement, villa, burials, possible shrine, ditches. | Roman | TL 0148 4799 | 162 MBD162 |
| O | Pre-medieval occupation A site in Kempston produced a number of ditches, gullies, pits and postholes, none of which produced dating evidence, however, relationships showed that they predated the medieval furrows. | Pre-medieval | TL 01593 46788 | 13495 MBD18747 |
| P | Early Saxon features on the Biddenham Loop Sunken feature buildings, pits, postholes, ditches, inhumation. | Early Saxon | TL 0216 4818 | MBB18921 |
| Q | Late Saxon-Norman features on the Biddenham Loop Evidence of occupation. | Late Saxon to Norman | TL 0163 4734 | MBB18922 |
| R | Medieval settlement A small group of truncated Late Saxon pits overlain by the remains of at least three medieval buildings. The earliest building was constructed out of timber, but the other two structures had stone foundations. A detached kitchen containing three ovens produced a silver coin dating to 1278-1280 AD. The stone foundations and separate kitchen suggest that this was a relatively high-status settlement. A possible prehistoric pit was also identified. | Prehistoric, Anglo-Saxon, medieval | TL 0135 4724 | EBB1024 |
| S | Moats One moat at 157 Bedford Road and one moat south of 157 Bedford Road. Neither have visibly surviving earthworks, due to vegetation or modern development. | Medieval or post-medieval | TL 009 462 TL 010 460 | 8276 MBD8276 3435 MBD3435 |
| T | Brook Farmhouse 19th century farmhouse which has been extensively remodelled. Very little, if any, original features survive. | Modern | TL 0100 4668 | 8752 MBD8752 |

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