



**Allocation Site: 1005  
College Farm, Great North Road  
Roxton**

*Heritage Appraisal*

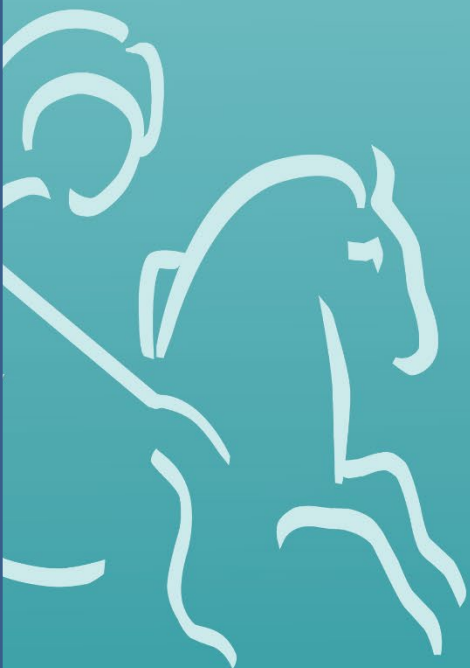


*Report prepared for:*  
Bedford Borough Council

CA Project: MK0614

CA Report: MK0614\_1005

March 2022



# Allocation Site: 1005 College Farm, Great North Road Roxton

## *Heritage Appraisal*

CA Project: MK0614

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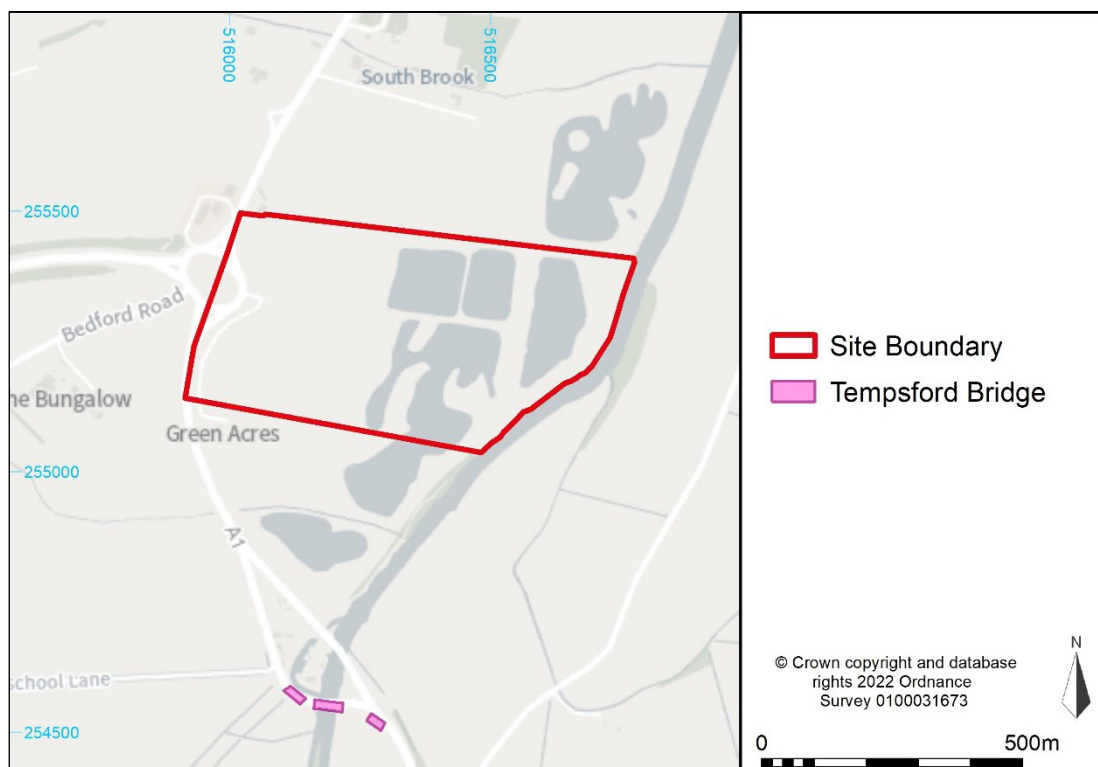
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## 1. INTRODUCTION

- 1.1. In December 2021, Cotswold Archaeology was commissioned by Bedford Borough Council to undertake a Heritage Appraisal in respect of land at College Farm, Great North Road, Roxton (hereafter referred to as 'the Site'). The Site comprises a large sub rectangular plot occupied by an active quarry, measuring c. 27.8ha (NGR: 516325 255275; Fig. 1). The Site is located within the northern fringes of Roxton and it is bounded to the west by the A421, to the south and north by farmland and to the east by the Great River Ouse.
- 1.2. This appraisal has been commissioned to provide information on potential heritage and archaeology constraints with respect to consideration of the Site for development allocation.



**Fig. 1** Site location plan

### *Aims*

- 1.3. The primary aim of this appraisal is to identify any potential heritage constraints which may need to be taken into consideration as part of the decision to allocate this Site for future redevelopment. In line with the brief provided by Bedford Borough Council, this appraisal focusses upon Tempsford Bridge, a Scheduled Monument (NHLE; 1005393)

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and Grade II Listed Building (NHLE; 1321633) and to the extent to which its significance may be affected by development within its wider setting.

### *Methodology*

- 1.4. 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 Building and Scheduled Monuments;
  - Bedford Historic Environment Record for information on the heritage asset thought susceptible;
  - Bedfordshire Archives
  - A site visit, which took place in January 2022 to undertake an appraisal of the bridge.
- 1.5. A bibliography of sources consulted has been included in the References section of this appraisal, and the List Entry for Tempford Bridge has been reproduced in Appendix 2.

### *Limitations*

- 1.6. 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 (ClfA 2020).
- 1.7. A walkover survey was conducted within the southern extent of the Site on 18th January by Rose Karpinski, which was undertaken in dry and clear weather conditions. There was sufficient access to heritage assets to assess likely impacts upon the significance of the assets due to changes to their setting.
- 1.8. The 'settings assessment' presented in Section 2 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,

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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.

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## 2. BUILT HERITAGE SUMMARY

### *Settings Appraisal*

- 2.1. This section considers receptors that might be affected by development within the Site through the alteration of their setting. The settings appraisal has been prepared with reference to Steps 1, 2 and 3 of the Second Edition of Historic England's 2017 'Good Practice Advice in Planning: Note 3' (GPA3; see Appendix 1), however in line with the brief issued by Bedford Borough Council, this section will focus only on the setting of Tempsford Bridge.
- 2.2. As part of Step 1, Tempsford Bridge (Photo 1) has been identified as sensitive to development within its setting. The bridge was Scheduled prior to 1986 and little information is provided as to why the monument was designated. Therefore the Listed Building entry has been used as the basis for the assessment of significance. Tempsford Bridge is located c. 530m south of the Site and crosses the boundary between Tempsford parish in the east and Roxton parish in the west.



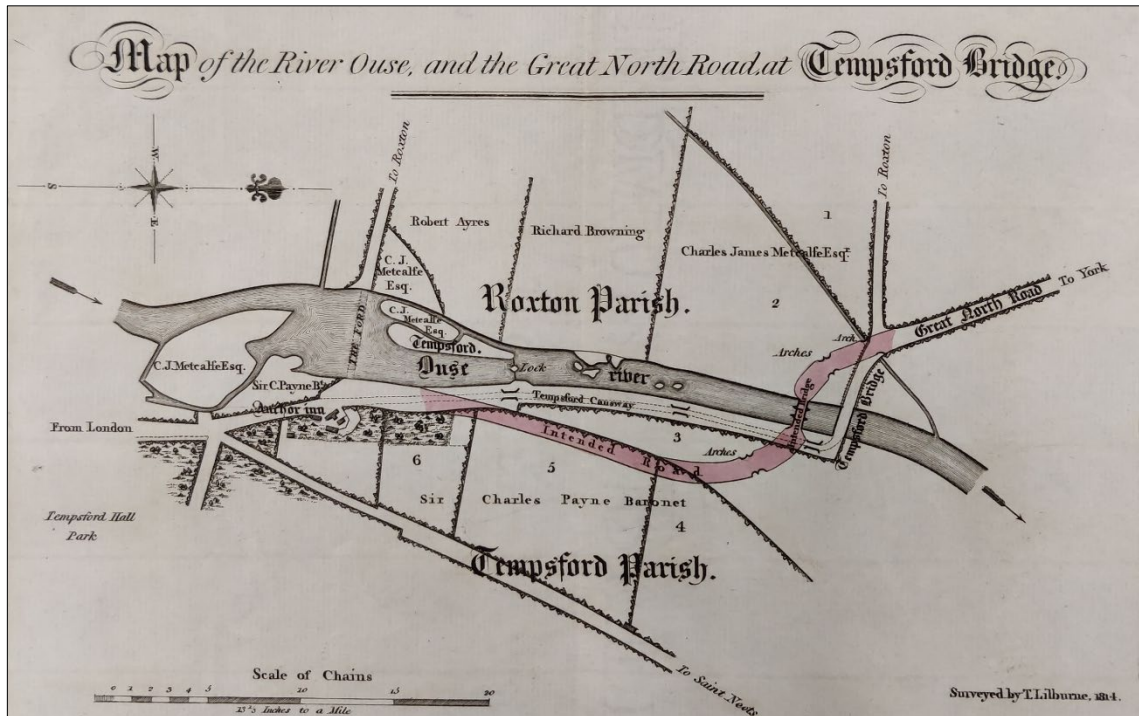
**Photo 1. View of Tempsford Bridge from the south**

### **Tempsford Bridge**

- 2.3. Placename evidence indicates that there was a ford at this point in the Great River Ouse by the early 10th century (University of Nottingham 2022).
- 2.4. The ford across the shallows at Tempsford became almost impassable for boatmen in the 17th century. As a result of this a staunch was constructed below the ford in so that sufficient water was retained for boats to pass (Simco and McKeague 1997). This however resulted in flooding the neighbouring land, making the ford more difficult to pass.



2.5. In 1725 the road from Bedford to the Great North Road (now the A1) became a turnpike, tolls were taken to maintain the road, which at this point still crossed the ford. A bridge was first constructed at this point after the Turnpike Renewal Act of 1736, a six arch wooden bridge was constructed (Simco and McKeague 1997). In 1770 the approach road to the bridge was raised on a causeway which had three flood arches let into it.



**Fig. 2** Map of the River Ouse and the Great North Road at Tempsford Bridge by T Lilburne in 1814 (Bedfordshire Archive Z417/29)

2.6. By 1814 the bridge and causeway were deemed dangerous for passengers and carriages, as the wood had suffered a great deal of decay and damage, the bridge was surveyed in 1814 by Thomas Lilburne (Fig. 2). Following this the current bridge was constructed in 1820 following a design by James Savage (Fig. 3) with Johnson and Sons completing the construction.

2.7. A watercolour of the bridge was produced IN 1820 (Fig. 4), showing the original lay out of the road and the landscape surrounding the bridge. The landscape can be seen as undeveloped countryside, with the bridge transecting the river.

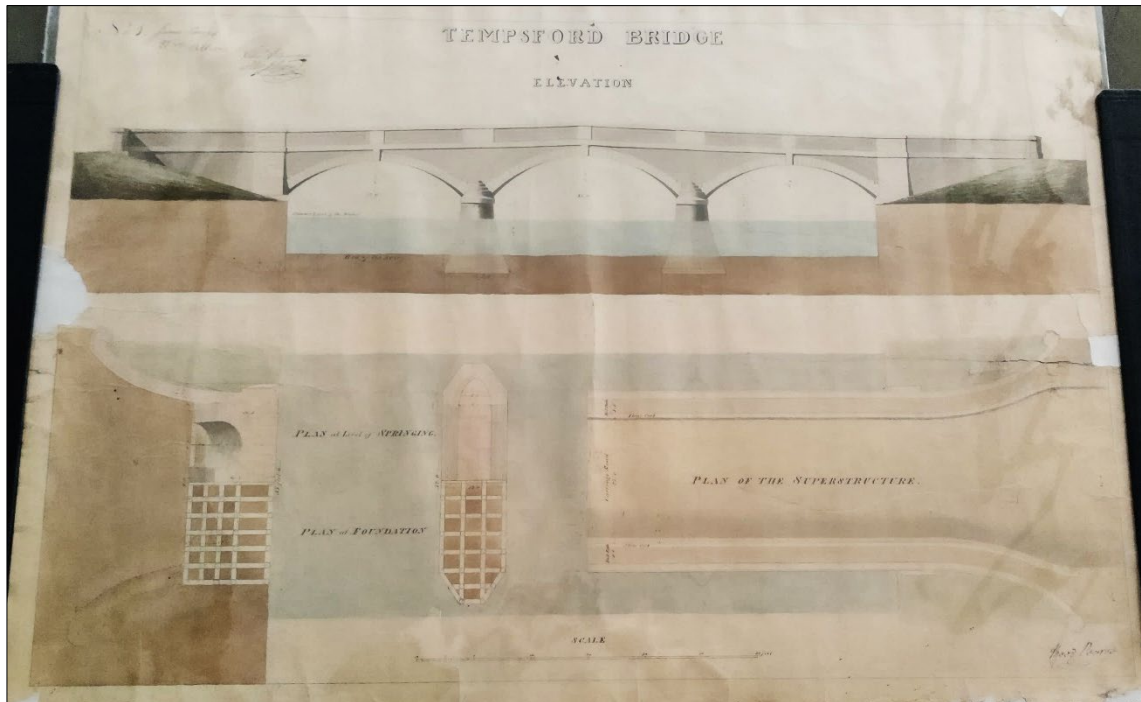


Fig. 3 Savage's Contract drawing for the bridge (Bedfordshire Archives: PB5/1)



Fig. 4 Thomas Fisher's water-colour of Tempsford Bridge (Bedfordshire Archives: X67/934/60)

*Built form*

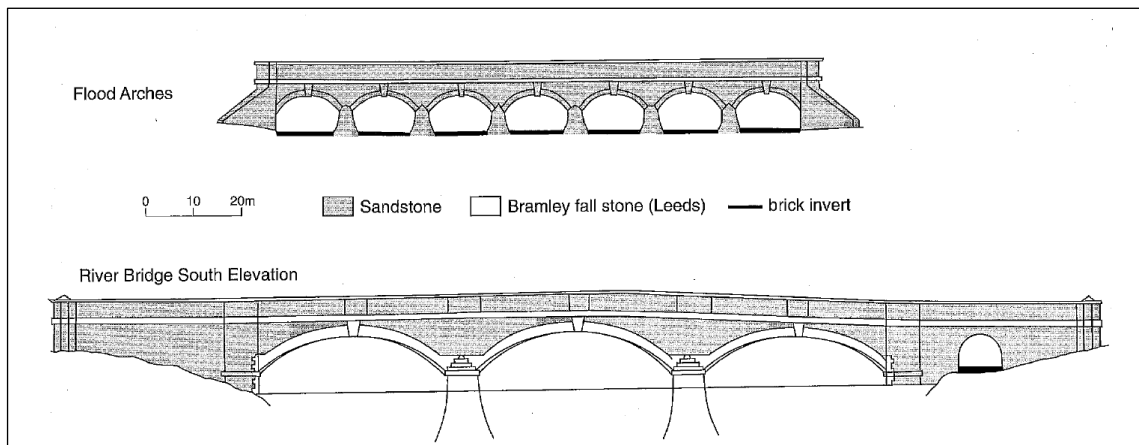
- 2.8. The river bridge is around 50m long and 10m wide, with three broad segmental arches with projecting keystones both up and downstream. Flood bridges lie to both the east

and west, both are similar in form to the main bridge but with seven smaller and lower segmental arches (Photo 2).



**Photo 2. View of flood bridge to east of Tempsford Bridge**

- 2.9. A key characteristic of the bridge is the dressed sandstone quarried in nearby Sandy, with the cutwaters, arches and the south face band of the bridge dressed in Bramley Fall Stone (Fig. 5). The sandstone facing paired with the Bramley Fall Stone on the southern elevation of the bridge adds depth and character to the bridge (Photo 3). This paired with the unusual inclusion of a pair of flood bridges to the east and west makes the bridge striking when situated on the floodplain adjacent to the river.



**Fig. 5. Plan of Tempsford bridge and flood arches showing construction materials after Simco and McKeague 1997**



**Photo 3. View of Tempsford Bridge**

### *Characteristics*

- 2.10. Tempsford Bridge serves the primary function of allowing traffic to pass over the River Great Ouse, as it was designed to do so in 1820. Following hundreds of years as this point being utilised as a crossing point between the parishes of Roxton and Tempsford. Modern roads and traffic pressures have resulted in the bridge seeing more and faster activity than at the time of its inception. This has resulted in the bridge now being utilised by the A1 traffic only, whilst there is a footpath alongside the road along the bridge, a pedestrianised footbridge has been constructed to the south allowing for safer passage.
- 2.11. The A1 has been dualled with a new bridge provided approximately 100m to the north to provide for southbound traffic. Tempsford Bridge only caters for north bound traffic at the current time.
- 2.12. The use of the bridge and surrounding roadways means that the experience of the bridge is dominated by noise and movement.. This could be considered to detract from the setting of the bridge; however, this activity shows that the bridge continues to serve its function and meets the needs of the population. As such this activity, bustle and noise can be considered to be a positive aspect of the setting of the bridge, as it displays the longevity of the bridge and that the historic design was fit for purpose.

### *Landscape*

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2.13. The immediate surrounding landscape is low, and liable to flooding, hence the flood arches on the eastern and western extents of the bridge. This low landscape around the river establishes the bridge as a feature in the landscape (Photo 4).



**Photo 4. View of Tempsford bridge and eastern flood bridge from the south**

2.14. The Great River Ouse which runs under the bridge is a key part of the bridges setting (Fig. 6), the presence of the river necessitated the bridge and the tendency of the river to flood resulted in the requirement of flood bridges on both sides of the river bank; the design and construction of which adds to the significance of the bridge.

2.15. The large flat meadows which lie to both the eastern and western southern banks and eastern bank to the north of the bridge contribute to the setting of the bridge, as they likely reflect a patten of land use along the river bank of pasture and floodplain.

2.16. A high voltage power cable, forming part of the National Electricity grid, runs north east to south west across the landscape with a large pylon adjacent to the eastern abutment of the bridge.

2.17. In order to provide for dual carriageway running a new bridge has been constructed to the north carrying southbound traffic. The road has also been provided with street lighting adding further modern vertical features within the landscape.

2.18. There is a small marina to the north-west of the bridge (Fig. 6), this introduces heightened potential for river traffic along this stretch of the Great River Ouse and resulting in a hub of human activity close to the bridge, which does not detract from the setting.

### *Experience*

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2.19. The bridge is best experienced from the riverside (Photos 1 and 3), from which position its form, and architectural style can be appreciated and observed across the flat landscape. This allows glimpses underneath to the marina in the north and an appreciation of the symmetry achieved in the form. From the riverside the bridge can be seen to lie within a wider agricultural setting, which is not so easily translated to the experience when using the bridge.

2.20. When using the bridge it is through glimpses on the approach that one is aware that the bridge is of stone construction and not modern in form. Driving across the bridge there is limited opportunity to appreciate the bridge's age, in part due to the speed of traffic, but also due to the modernisations which have altered the interior of the bridge, such as the inclusion of vehicle restraint barriers, street lighting and the tarmacked road surface (Photo 5).



**Photo 5. View of the bridge from the bridge**

#### *The Contribution of the Site to the Bridge*

2.21. The Site is located c. 530m north of Tempsford Bridge, there is no intervisibility or known historic association between the Site and the bridge. Whilst the bridge is prominent from the south due to the lack of built form surrounding it, to the north there is more development, in the form of roads and buildings associated with the southbound A1 carriageway and the marina (Photo 6). Trees and buildings also restrict the view from the Site towards the bridge (Photo 7).

2.22. The Site sits within a setting comprising a mixed tapestry of 21st century land-uses. The view from the bridge and from the south, towards the Site, contains modern features such as the A1, modern streetlights, modern bridges and built development. The view

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from the bridge towards the Site is not a key view or a point of appreciation. The view from the bridge to the south better characterises the landscape into which the bridge was constructed and could be considered a key view.

2.23. Should tall buildings be introduced into the Site, there is the potential that these may be visible from the bridge and also from locations further to the south when looking across the meadows toward the bridge (see photo 4, above), this could result in further urbanisation of the wider landscape. Although, this type of development may bring a perceptible change in character to the Site, this would result in a barely perceptible or negligible degree of change and no harm to the heritage significance (and the experience thereof) of Tempsford Bridge.

2.24. The Site was formerly quarried and now lies unoccupied, lakes created by the quarrying activity lie within the Site as well as newly emerging scrubland (Photo 8). This use of the Site does not contribute to the wider setting of the bridge.



**Photo 6. View towards the Site from the bridge**



**Photo 7. View towards the bridge from the southern extent Site**



**Photo 8. View of the Site**

### *Summary*

- 2.25. Tempsford bridge was built in 1820 at the location of a historic crossing point. The bridge is deemed to be significant due to the architectural style including the two flood bridges, the design of which is accentuated by the materials chosen in construction. The longevity of its use and its ability to adapt to need and increased functionality also contributes to the significance of the bridge.
- 2.26. The Site does not have a known historic relationship with the bridge nor would changes within the Site, result in any changes observable from the bridge that could detract from its heritage significance. Should any changes result in increased traffic along the A1, this is unlikely to impact upon the significance of the bridge, as it is already utilised for such heavy amounts of traffic, that any change within the Site is unlikely to be significant



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enough to result in a noticeable increase in vehicles, or to make the bridge no longer fit for purpose. The immediate setting of the bridge, of its position over the river with floodplains to the east and west would not be altered by changes within the Site. As such Tempsford Bridge would be at no risk to harm to its significance from the likely changes within the Site.

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### 3. SUMMARY FINDINGS

- 3.1. This heritage appraisal has been prepared to provide a high-level assessment of the heritage sensitivities regarding Tempsford Bridge.

#### *Tempsford Bridge*

- 3.2. Tempsford Bridge is a Scheduled Monument and Grade II Listed Building which was constructed in 1820 at the place of a historic crossing point. It derives its significance from its architectural form and design as well as its functionality and location in a historic crossing point.
- 3.3. The bridge is currently used by the A1 as the northbound crossing point, this has resulted in the bridge sustaining high levels of heavy traffic. This change, from a bridge designed to carry carts and pedestrians to part of a major infrastructure route has altered the nature of the bridge. However, the bridge's ability to sustain this change is a testament to its original plan and construction. The change in the level of traffic should not be seen as a negative change, as such an increase in traffic that the bridge could be required to carry, due to changes within the Site, is highly unlikely to result in any impacts or harm to significance.
- 3.4. Development within the Site may be visible from the bridge (and from its south), however, this change in the wider landscape would not be harmful to the heritage significances (and experience) of the bridge. Furthermore, as the bridge derives no heritage significance from the land use within the Site, any proposed development that would change this would not result in harm to its heritage significance.
- 3.5. The historic environment resource 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, guided by relevant legislation, planning policy and guidance documents (Appendix 1).

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## 4. REFERENCES

Historic England 2008 *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*

Historic England 2015 *Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment*

Historic England 2016 *Historic England Advice Note 1: Conservation Area Designation, Appraisal and Management*

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

Historic England 2019 *Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets*

Ministry of Housing, Communities and Local Government 2021 *National Planning Policy Framework (NPPF)*; published July 2021

Planning (Listed Buildings and Conservation Areas) Act 1990 Act of UK Parliament

Simco, A and McKeague, P. 1997 *Bridges of Bedfordshire*. Bedfordshire Archaeology Monograph No. 2

University of Nottingham 2022 *Key to English Place-Names*

<http://kepn.nottingham.ac.uk/map/place/Bedfordshire/Tempsford>

### ***Documents from Bedford Borough Archives***

1814 Map of the River Ouse and the Great North Road at Tempsford Bridge by T Lilburne (Z417/29)

1820 Savage's Contract Drawing for Tempsford Bridge (PB5/1)

1820 Thomas Fisher's watercolour of Tempsford Bridge (X67/934/60)

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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 1<sup>st</sup> 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.

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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 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),

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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:

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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)

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- 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, 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.



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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

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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.

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- 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’.

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## APPENDIX 2: HISTORIC ENGLAND LIST ENTRY FOR TEMPSFORD BRIDGE

# Official list entry

Heritage Category: **Listed Building**

Grade: **II**

List Entry Number: **1321633**

Date first listed: **31-Oct-1966**

Statutory Address 1: **TEMPSFORD BRIDGE AND FLANKING FLOOD BRIDGES, A1**

## Location

Statutory Address: **TEMPSFORD BRIDGE AND FLANKING FLOOD BRIDGES, A1**

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

District: **Bedford (Unitary Authority)**

Parish: **Roxton**

District: **Central Bedfordshire (Unitary Authority)**

Parish: **Tempsford**

National Grid Reference: **TL1619254549**

## Details

TEMPSFORD A1 TL 15SE 2/86 Tempsford Bridge and 31.10.66 flanking flood bridges - II Bridge and floodbridges. Straddles boundary between parishes of Roxton and Tempsford. 1814-20. Inscription on S side of bridge: "J Savage Architect, 1820. Johnson & Sons Builders." Mostly dressed sandstone quarried at Sandy, but the cutwaters, arches and S face band of river bridge are of Bramley fall stone. River bridge: approx 50m long and 10m wide. 3 broad segmental arches with projecting keystones. Cutwaters both up and downstream. Round arched bridlepath tunnel on E bank. Plain parapets terminating in octagonal piers. Flood bridges to W and E; both similar to main bridge but with 7 smaller and lower segmental arches. Similar plain parapets terminating in octagonal piers. Crown Property and a Scheduled Ancient Monument. cf. Beds County Council, Sites and Monuments Record: Item No. 5994/6 Notes on buildings and accounts.

Listing NGR: TL1619254549

## Legacy

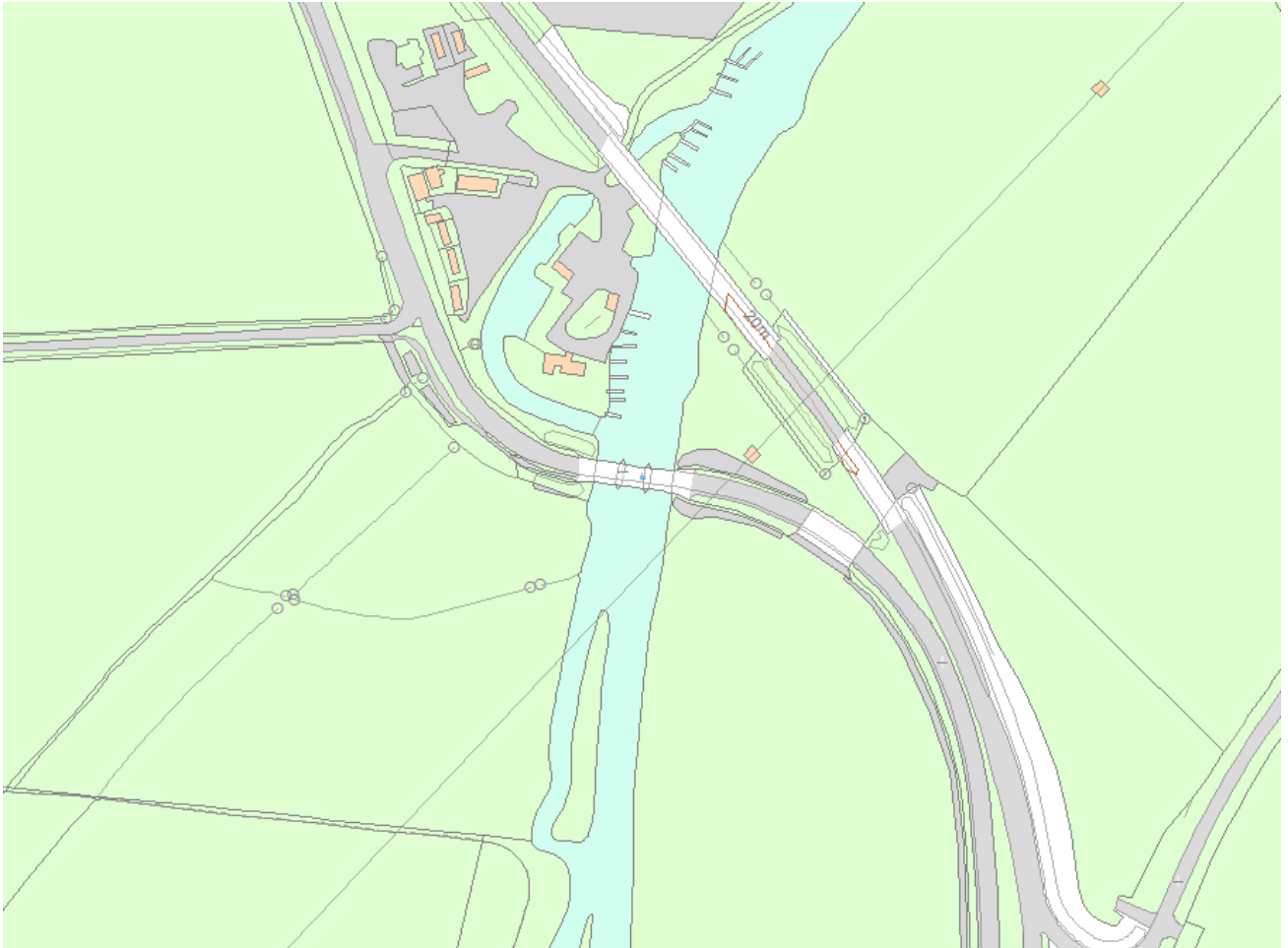
The contents of this record have been generated from a legacy data system.

Legacy System number: **38455**

Legacy System: **LBS**

## Legal

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



## Map

This map is for quick reference purposes only and may not be to scale.  
This copy shows the entry on 31-Jan-2022 at 16:29:38.

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

End of official list entry

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