

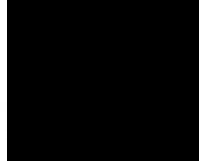
Cheveley Park Farms Limited
November 2021



INITIAL BUILT HERITAGE APPRAISAL LAND AT BABRAHAM

Quality Assurance

Site name: Land at Babraham
Client name: Cheveley Park Farms Limited
Type of report: Initial Built Heritage Appraisal
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Date: 15 November 2021

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Date: 18 November 2021



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1.0 Introduction

- 1.1 This Initial Built Heritage Appraisal Heritage has been prepared on behalf of Cheveley Park Farms Limited to accompany a submission for site allocation of the land at Babraham (hereafter referred to as the “site”).



Figure 1 Aerial showing the location of the site

- 1.2 The report identifies the heritage assets which may be affected by any such allocation with reference to Section 66(1) and 72(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 and the National Planning Policy Framework (NPPF) where the impact of development on built heritage assets or their settings is being considered (Paragraphs 194-207).
- 1.3 Through this process, the role of the site and assets can be defined in heritage terms. This will provide a clear framework from the outset for designers to respond to with proposals for potential development which take their values fully into account.
- 1.4 This document has been prepared by Kate Hannelly-Brown BSc (Hons) MSc IHBC (Associate, Heritage and Design) and reviewed by Chris Surfleet (Head of Heritage and Urban Design Studio).

2.0 Heritage Legislation, Policy and Guidance Summary

National Policy

Planning (Listed Buildings & Conservation Areas) Act 1990

2.1 The primary legislation relating to Listed Buildings and Conservation Areas is set out in the Planning (Listed Buildings & Conservation Areas) Act 1990.

- Section 66(1) reads: “*In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*”
- In relation to development within Conservation Areas, Section 72(1) reads: “*Special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.*”

National Planning Policy Framework (2019)

2.2 The National Planning Policy Framework (NPPF) was revised in July 2021. With regard to the historic environment, the over-arching aim of the policy remains in line with philosophy of the 2012 framework, namely that “*our historic environments... can better be cherished if their spirit of place thrives, rather than withers.*” The relevant policy is outlined within chapter 16, ‘Conserving and Enhancing the Historic Environment’.

2.3 This chapter reasserts that heritage assets can range from sites and buildings of local interest to World Heritage Sites considered to have an Outstanding Universal Value. The NPPF subsequently requires these assets to be conserved in a “*manner appropriate to their significance*” (Paragraph 189).

2.4 NPPF directs local planning authorities to require an applicant to “*describe the significance of any heritage assets affected, including any contribution made by their setting*” and the level of detailed assessment should be “*proportionate to the assets’ importance*” (Paragraph 194).

2.5 Paragraph 195 states that the significance any heritage asset that may be affected by a proposal should be identified and assessed. This includes any assets affected by development within their settings. This Significance Assessment should be taken into account when considering the impact of a proposal, “*to avoid conflict between the heritage asset’s conservation and any aspect of the proposal*”. This paragraph therefore results in the need for an analysis of the impact of a proposed development on the asset’s relative significance, in the form of a Heritage Impact Assessment.

2.6 Paragraph 199 requires that “*When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.*”

- 2.7 It is then clarified that any harm to the significance of a designated heritage asset, either through alteration, destruction or development within its setting, should require, “*clear and convincing justification*” (Paragraph 200). This paragraph outlines that substantial harm to Grade II listed heritage assets should be exceptional, rising to ‘*wholly exceptional*’ for those assets of the highest significance such as scheduled monuments, Grade I and Grade II* listed buildings or registered parks and gardens as well as World Heritage Sites.
- 2.8 In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 200 states the following:
“*Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*
- a) the nature of the heritage asset prevents all reasonable uses of the site; and*
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
 - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
 - d) the harm or loss is outweighed by the benefit of bringing the site back into use.”*
- 2.9 The NPPF therefore requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development. In the case of proposals which would result in “less than substantial harm”, paragraph 202 provides the following:
“*Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including, where appropriate, securing its optimum viable use.”*
- 2.10 It is also possible for proposals, where suitably designed, to result in no harm to the significance of heritage assets.
- 2.12 In the case of non-designated heritage assets, Paragraph 203 requires a Local Planning Authority to make a “*balanced judgement*” having regard to the scale of any harm or loss and the significance of the heritage asset.
- 2.11 The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to judge the impact of development proposals in that context.
- 2.12 With regard to Conservation Areas and the settings of heritage assets, paragraph 207 requires Local Planning Authorities to look for opportunities for new development, enhancing or better revealing their significance. While it is noted that not all elements of a conservation Area will necessarily contribute to its significance, this paragraph states that “*proposals that preserve those elements of a setting that make a positive contribution to the asset (or better reveal its significance) should be treated favourably.*”

Planning Practice Guidance (PPG) (2014)

- 2.13 The Planning Practice Guidance (PPG) was published in April 2014 as a companion to the NPPF, replacing a large number of foregoing Circulars and other supplementary guidance. The document was updated in February 2018.
- 2.14 In respect of heritage decision-making, the PPG stresses the importance of determining applications on the basis of significance and explains how the tests of harm and impact within the NPPF are to be interpreted.
- 2.15 In particular, the PPG notes the following in relation to the evaluation of harm: “*In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest... The harm may arise from works to the asset or from development within its setting.*” (Ref ID: 18a-018-20190723)
- 2.16 This guidance therefore provides assistance in defining where levels of harm should be set, tending to emphasise substantial harm as a “*high test*”.
- 2.17 In relation to non-designated heritage assets, the PPG explains the following:
- “Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.”* (Paragraph: 039 Reference ID: 18a-039-20190723)
- 2.18 It goes on to clarify that: “*A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.*” (Paragraph: 039 Reference ID: 18a-039-20190723)

Historic England ‘Conservation Principles: Policies and Guidance’ 2008



- 2.19 Historic England sets out in this document a logical approach to making decisions and offering guidance about all aspects of the historic environment, including changes affecting significant places. It states that:
- “New work or alteration to a significant place should normally be acceptable if: a. there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place; b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed; c. the proposals aspire to a quality of design and execution which may be valued now and in the future; d. the long-term*

consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future” (page 59).

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

2.20 This advice note provides information on evidence gathering and site allocation policies to ensure that heritage considerations are fully integrated into site allocation processes.

2.21 It provides a site selection methodology in stepped stages:

“STEP 1 Identify which heritage assets are affected by the potential site allocation

- *Informed by the evidence base, local heritage expertise and, where needed, site surveys*
- *Buffer zones and set distances can be a useful starting point but may not be appropriate or sufficient in all cases Heritage assets that lie outside of these areas may also need identifying and careful consideration.*

STEP 2 Understand what contribution the site (in its current form) makes to the significance of the heritage asset(s) including:

- *Understanding the significance of the heritage assets, in a proportionate manner, including the contribution made by its setting considering its physical surroundings, the experience of the asset and its associations (e.g. cultural or intellectual)*
- *Understanding the relationship of the site to the heritage asset, which is not solely determined by distance or inter-visibility (for example, the impact of noise, dust or vibration)*
- *Recognising that additional assessment may be required due to the nature of the heritage assets and the lack of existing information*
- *For a number of assets, it may be that a site makes very little or no contribution to significance.*

STEP 3 Identify what impact the allocation might have on that significance, considering:

- *Location and siting of development e.g. proximity, extent, position, topography, relationship, understanding, key views*
- *Form and appearance of development e.g. prominence, scale and massing, materials, movement*
- *Other effects of development e.g. noise, odour, vibration, lighting, changes to general character, access and use, landscape, context, permanence, cumulative impact, ownership, viability and communal use*
- *Secondary effects e.g. increased traffic movement through historic town centres as a result of new development*

STEP 4 Consider maximising enhancements and avoiding harm through:

- *Maximising enhancement*
- *Public access and interpretation*
- *Increasing understanding through research and recording*
- *Repair/regeneration of heritage assets*
- *Removal from Heritage at Risk Register*
- *Better revealing of significance of assets e.g. through introduction of new viewpoints and access routes, use of appropriate materials, public realm improvements, shop front design*
- *Avoiding Harm*
- *Identifying reasonable alternative sites*
- *Amendments to site boundary, quantum of development and types of development*
- *Relocating development within the site*
- *Identifying design requirements including open space, landscaping, protection of key views, density, layout and heights of buildings*
- *Addressing infrastructure issues such as traffic management*

STEP 5 Determine whether the proposed site allocation is appropriate in light of the NPPF’s tests of soundness

- *Positively prepared in terms of meeting objectively assessed development and infrastructure needs where it is reasonable to do so, and consistent with achieving sustainable development (including the conservation of the historic environment)*
- *Justified in terms of any impacts on heritage assets, when considered against reasonable alternative sites and based on proportionate evidence*
- *Effective in terms of deliverability, so that enhancement is maximised and harm minimised*
- *Consistent with national policy in the NPPF, including the need to conserve heritage assets in a manner appropriate to their significance*

Decisions should be clearly stated and evidenced within the Local Plan, particularly where site allocations are put forward where some degree of harm cannot be avoided, and be consistent with legislative requirement.”

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

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

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

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

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

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

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

- 2.25 This document presents guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas and landscapes. Page 6, entitled: '*A staged approach to proportionate decision taking*' provides detailed advice on assessing the implications of development proposals and recommends the following broad approach to assessment, undertaken as a series of steps that apply equally to complex or more straightforward cases:
- Step 1: Identify which heritage assets and their settings are affected
 - Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated
 - Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it
 - Step 4: Explore ways to maximise enhancement and avoid or minimise harm
 - Step 5: Make and document the decision and monitor outcomes

Local Policy

Emerging Greater Cambridge Local Plan

- 2.26 Cambridge City and South Cambridgeshire District Councils have committed to preparing a joint local plan for their combined district (known as Greater Cambridge). As part of this both council's existing local plans will be reviewed. Once created the document will include the council's Vision, Objectives and Spatial Development Strategy and policies for development within the Greater Cambridge district. The councils are currently developing their evidence base which will inform their 'preferred option' for how much development to plan for, and where development should be allocated in the new Local Plan.

South Cambridgeshire Local Plan (2018)

2.27 The South Cambridgeshire Local Plan details the planning policies and land allocations which will guide future development. The document has been adopted by the council and the following policy is considered relevant:

2.28 Policy NH/14: Heritage Assets

“1. Development proposals will be supported when:

a. They sustain and enhance the special character and distinctiveness of the district’s historic environment including its villages and countryside and its building traditions and details;

b. They create new high quality environments with a strong sense of place by responding to local heritage character including in innovatory ways.

2. Development proposals will be supported when they sustain and enhance the significance of heritage assets, including their settings, as appropriate to their significance and in accordance with the National Planning Policy Framework, particularly:

c. Designated heritage assets, i.e. listed buildings, conservation areas, scheduled monuments, registered parks and gardens;

d. Non-designated heritage assets including those identified in conservation area appraisals, through the development process and through further supplementary planning documents;

e. The wider historic landscape of South Cambridgeshire including landscape and settlement patterns;

f. Designed and other landscapes including historic parks and gardens, churchyards, village greens and public parks;

g. Historic places;

h. Archaeological remains of all periods from the earliest human habitation to modern times.”

3.0 Methodology

Heritage Assets

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

Meaning of Significance

- 3.6 The concept of significance was first expressed within the 1979 Burra Charter (Australia ICOMOS, 1979). This charter has periodically been updated to reflect the development of the theory and practice of cultural heritage management, with the current version having been adopted in 2013. It defines cultural significance as the “*aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups*” (Page 2, Article 1.2)
- 3.7 The NPPF (Annex 2: Glossary) also defines significance as “*the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.*”

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

Assessment of Significance/Value

- 3.9 It is important to be proportionate in assessing significance as required in both national policy and guidance as set out in paragraph 194 of the NPPF.
- 3.10 The Historic England document ‘Conservation Principles’ states that “*understanding a place and assessing its significance demands the application of a systematic and consistent process, which is appropriate and proportionate in scope and depth to the decision to be made, or the purpose of the assessment.*”
- 3.11 The document goes on to set out a process for assessment of significance, but it does note that not all of the stages highlighted are applicable to all places/ assets.
- Understanding the fabric and evolution of the asset;
 - Identify who values the asset, and why they do so;
 - Relate identified heritage values to the fabric of the asset;
 - Consider the relative importance of those identified values;
 - Consider the contribution of associated objects and collections;
 - Consider the contribution made by setting and context;
 - Compare the place with other assets sharing similar values;
 - Articulate the significance of the asset.
- 3.12 At the core of this assessment is an understanding of the value/significance of a place. There have been numerous attempts to categorise the range of heritage values which contribute to an asset’s significance. Historic England’s ‘*Conservation Principles*’ sets out a grouping of values as follows:

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

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

Historic Value – ‘*derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative... Association with a notable family, person, event, or movement gives historical value a particular resonance...The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past, but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances.*

Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value’. (Pages 28-30)

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

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

Contribution of setting/context to significance

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

Assessing Impact

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

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

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

Table 1 Assessment of Significance

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

	Historic landscapes and townscapes of limited sensitivity, historic integrity and/or limited survival of contextual associations.
Neutral/ None	Assets with no surviving cultural heritage interest. Buildings of no architectural or historical note. Landscapes and townscapes with no surviving legibility and/or contextual associations, or with no historic interest.

3.22 Once the value/significance of an asset has been assessed, the next stage is to determine the assets ‘sensitivity to change’. Table 2 sets out the levels of sensitivity to change, which is based upon the vulnerability of the asset, in part or as a whole, to loss of value through change. Sensitivity to change can be applied to individual elements of a building, or its setting, and may differ across the asset.

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

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

Table 2 Assessment of Sensitivity

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

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

Table 3 Assessment of Impact

MAGNITUDE OF IMPACT	TYPICAL CRITERIA DESCRIPTORS
Very High	Adverse: Impacts will destroy cultural heritage assets resulting in their total loss or almost complete destruction.

	Beneficial: The proposals would remove or successfully mitigate existing and significant damaging and discordant impacts on assets; allow for the substantial restoration or enhancement of characteristic features.
High	Adverse: Impacts will damage cultural heritage assets; result in the loss of the asset’s quality and integrity; cause severe damage to key characteristic features or elements; almost complete loss of setting and/or context of the asset. The assets integrity or setting is almost wholly destroyed or is severely compromised, such that the resource can no longer be appreciated or understood. Beneficial: The proposals would remove or successfully mitigate existing damaging and discordant impacts on assets; allow for the restoration or enhancement of characteristic features; allow the substantial re-establishment of the integrity, understanding and setting for an area or group of features; halt rapid degradation and/or erosion of the heritage resource, safeguarding substantial elements of the heritage resource.
Medium	Adverse: Moderate impact on the asset, but only partially affecting the integrity; partial loss of, or damage to, key characteristics, features or elements; substantially intrusive into the setting and/or would adversely impact upon the context of the asset; loss of the asset for community appreciation. The assets integrity or setting is damaged but not destroyed so understanding and appreciation is compromised. Beneficial: Benefit to, or partial restoration of, key characteristics, features or elements; improvement of asset quality; degradation of the asset would be halted; the setting and/or context of the asset would be enhanced and understanding and appreciation is substantially improved; the asset would be brought into community use.
Minor/Low	Adverse: Some measurable change in assets quality or vulnerability; minor loss of or alteration to, one (or maybe more) key characteristics, features or elements; change to the setting would not be overly intrusive or overly diminish the context; community use or understanding would be reduced. The assets integrity or setting is damaged but understanding and appreciation would only be diminished not compromised. Beneficial: Minor benefit to, or partial restoration of, one (maybe more) key characteristics, features or elements; some beneficial impact on asset or a stabilisation of negative impacts; slight improvements to the context or setting of the site; community use or understanding and appreciation would be enhanced.
Negligible	Barely discernible effect on baseline conditions but a slight adverse or beneficial impact.
Neutral	A change or effect which is neither adverse nor beneficial in impact.
Nil	No change in baseline conditions.

Summary

3.26 Overall, it is a balanced understanding of the foreseeable likely effect of proposals on significance as a result of predicted impacts which is being sought through undertaking this process. It should be clearly understood that the level of detail provided within these assessments is *“proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance”* as set out in Paragraph 194 of the National Planning Policy Framework.

4.0 Historic Context

- 4.1 An assessment of a selection of available historic maps has been undertaken to assist in the understanding of the farm's growth and development. Although such information cannot be considered to be definitive, experience shows that the mapping is often relatively accurate and reliable, particularly the later Ordnance Survey Maps, and taken together with written archival data and the physical evidence can help to refine the history of a site.
- 4.2 The manor of Babraham has been in existence since the late Anglo-Saxon period although archaeological evidence for a Roman settlement has been found in the area. Following the Norman Conquest, the manor was given to Count Alan the Red of Brittany, later Earl of Richmond and remained in the honour of Richmond until the 15th century when it was granted to the Church.
- 4.3 Following the Dissolution of the monasteries, the land was granted to a range of families until it came into the possession of Robert Taylor in 1576. Taylor built both the first hall on the site, known as Babraham Palace. As part of his remodelling of the estate Taylor also demolished the village and relocated it to its present location.
- 4.4 The Palace had a number of owners, the most notable being Sir Horatio Palavicino. He collected the Pope's taxes in England during the reign of Mary, before becoming protestant on the accession of Elizabeth I and converting the collected taxes to his own use. He became a favourite of the Queen; being one of her negotiators in Germany and crucial in financing her navy.
- 4.5 The Palace was taken over by Parliament in 1651 because its then owner, Thomas Bennet, supported Charles I during the Civil War. However, Charles II restored the Palace to the Bennet Family in 1660.
- 4.6 The Palace was demolished in 1767, and it wasn't until 1770 that a Director of the East India Company, Robert Jones bought the empty site and built a '*small seat*'. This was subsequently demolished to make way for the present Babraham Hall, which was constructed between 1833 and 1837 by Philip Hardwick for Henry John Adeane.
- 4.7 The tithe map of 1845 shows Babraham Hall and the Church of St Peter to the north of the High Street with the village in the south. The land around is marked as being arable, grass or woodland and much of it was in the ownership of the Adeane Family.

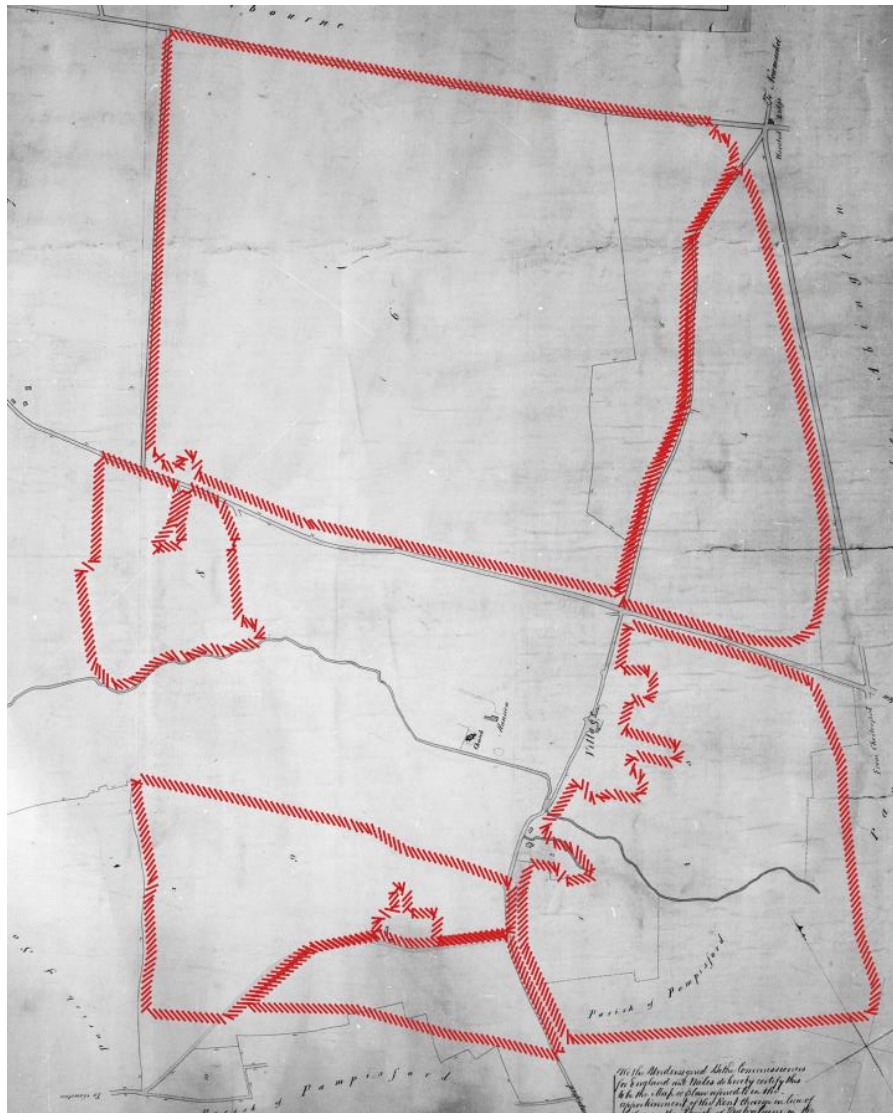


Figure 2 Extract from the tithe map of 1845 with the site boundaries marked in red

- 4.8 The area remained agrarian in character up to the 1903 OS map although there were some new features in the landscape can be seen on the map such as the introduction of the railway line from Great Chesterford to Six Mile Bottom opened in 1848 (and closed in 1851) and the Cambridge to Haverhill line which opened in 1865. There was very little alteration to the estate during the first half of the 20th century.

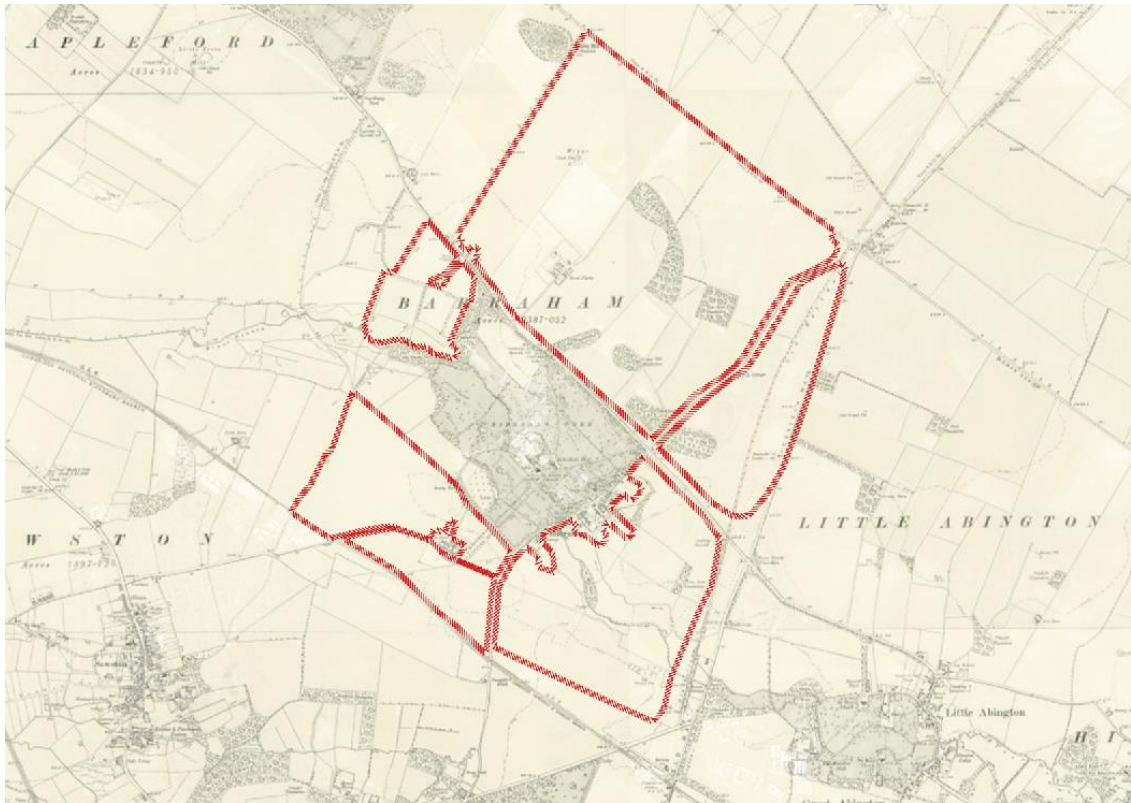


Figure 3 Extract from the 1901 OS map with the site boundaries marked in red

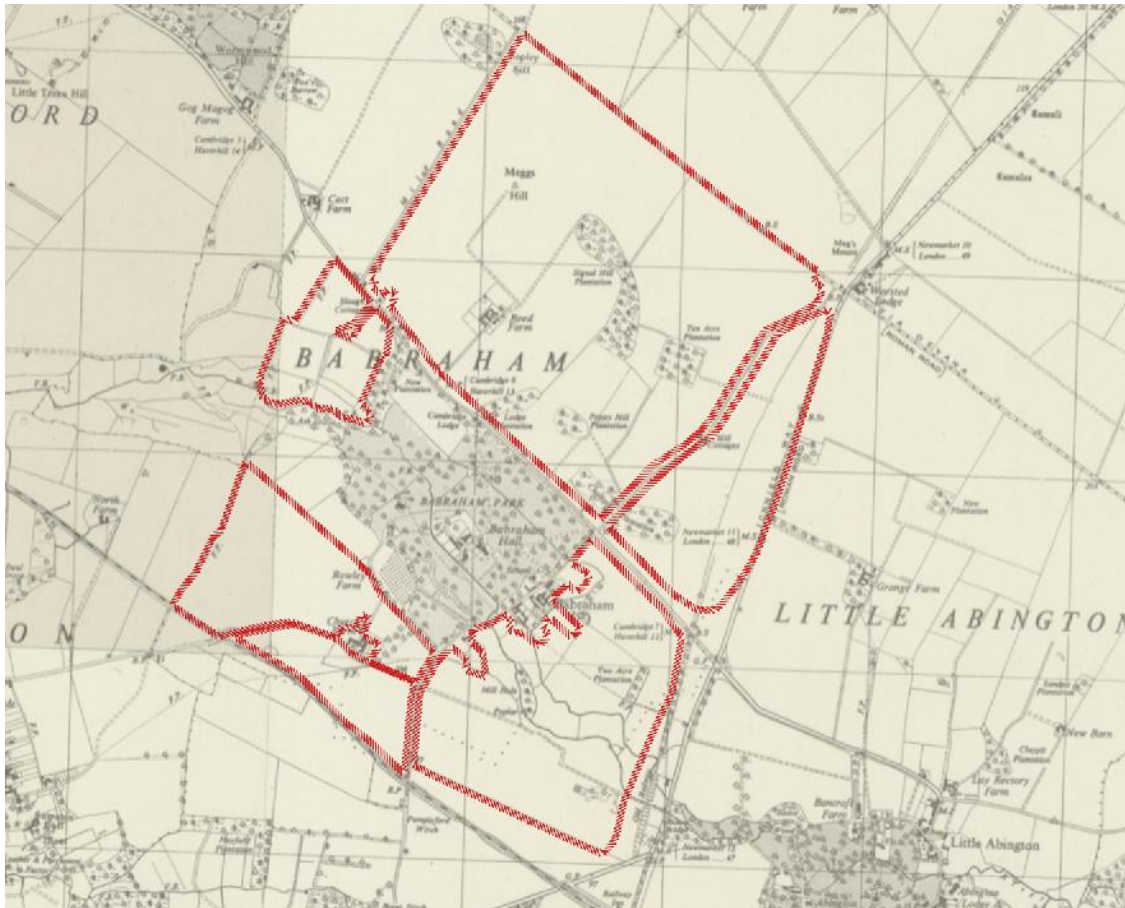


Figure 4 Extract from the 1949 OS map with the site boundaries marked in red

- 4.9 In 1948, Babraham Hall and 400 acres of land were sold to the Agricultural Research Council. All work directly related to agriculture ceased in 1998 when the campus specialised in Biotechnology and Biological Sciences. The north-west service wing of Babraham Hall, which was constructed circa 1900, was replaced by offices and laboratories in 1952-3.
- 4.10 Over the second half of the 20th century and early years of the 21st century, a number of new buildings were built in the grounds of Babraham Hall including new dwellings. The village of Babraham had also been extended with new roads and dwellings created along the High Street whilst the neighbouring towns of Stapleford, Sawston and Little Abington were also expanded.



Figure 5 Aerial showing the site marked in red

5.0 Heritage Assets

- 5.1 This section identifies heritage assets which surround the site. In this case, the following heritage assets are local to the proposed development and have been identified as they may be affected by the current proposals. The identification of these assets is consistent with ‘**Step 1**’ of the GPA3 The Setting of Heritage Assets.
- 5.2 Although there are a number of assets within the local surrounding area, the location and significance of many of them results in them having no perceptible individual relationship with the proposed site. For this reason, only the heritage assets which may be considered to be affected by the proposed development have been identified.
- 5.3 In the case of the proposals, the following built heritage assets may be affected by the current proposals:
1. Babraham Hall – Grade II Listed;
 2. Parish Church of St Peter – Grade I Listed;
 3. Babraham Conservation Area;
 4. The School House and Nos 1,2,3 and 4 The Almshouses – Grade II;
 5. The Old Post Office – Grade II;
 6. Statue of Jonas Well opposite Chalk farmhouse – Grade II;
 7. Nos 39, 40 and 41 High Street – Grade II;
 8. Home Farmhouse, High Street – Grade II;
 9. Chalk Farmhouse – Grade II;
 10. Barn and Granary to west of the George PH – Grade II;
 11. The George PH – Grade II;
 12. Nos 25, 26, 27, 28, 29 30 and 32 High Street – Grade II;
 13. The Icehouse Chalkpit – Grade II;
 14. Church Farmhouse, Sawston Road – Grade II;
 15. Temple Café and Restaurant – Grade II;
 16. Worsted Lodge Farmhouse – Grade II;
 17. South Stable Block and Stables, Coach House and Service Block – both Grade II;
 18. Middlefield and Garde Wall – Grade II*;
 19. Sawston Hall Registered Pak & Garden – Grade II;
 20. Sawston Hall – Grade I;
 21. Parish Church of St Mary – Grade I;

22. Sawston Conservation Area;
23. Pampisford Conservation Area;
24. Parish Church of St John the Baptist – Grade I;
25. Pampisford Hall Registered Park & Garden – Grade II*;
26. Pampisford Hall – Grade II;
27. Great and Little Abington Conservation Area;
28. Abington Hall – Grade II*
29. Parish Church of St Mary – Grade II*;
30. Parish Church of St Mary the virgin – Grade II*



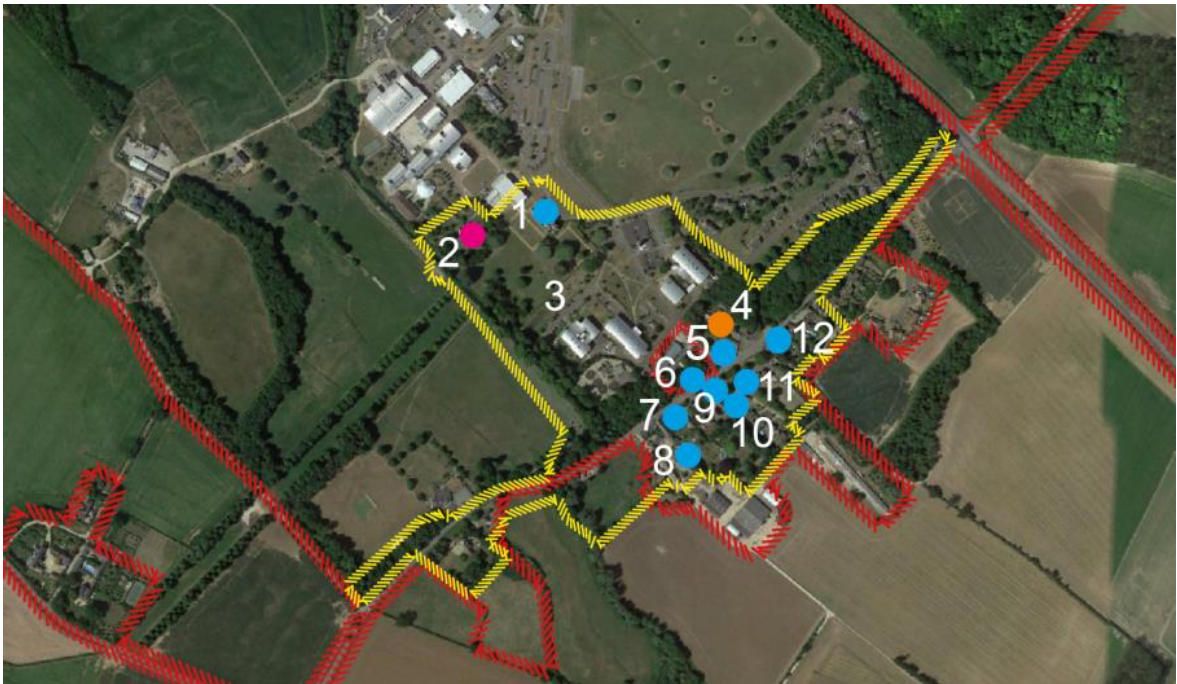


Figure 7 - Inset map showing assets in Babraham

- 5.4 For the purposes of this assessment, where we consider the Conservation Area, we are considering the Conservation Area as a term of designation but also with reference to the built assets which they contain; in other words, we do not assess the Conservation Area in two dimensions but rather as a grouping of buildings and spaces and the manner in which these relate to their surroundings. Thus, consideration of effects on the setting of a Conservation Area also takes into account potential effects on the setting of built assets within that designated area, this includes the buildings which are considered to make a positive contribution to the Conservation Area.

6.0 Impact Considerations

Listed Building considerations

- 6.1 The statutory duty under Section 16(2) states “*In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*” The site does not hold any listed buildings or structures and as such this Section is not relevant.
- 6.2 Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 sets out that any development should “*have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*”
- 6.3 ‘Setting’ is defined as the “*surroundings in which the asset is experienced*”, and a reduction in the ability to appreciate the existing character of this site may result in a reduction in the ability to appreciate the identified listed buildings in a setting which supports their significance.
- 6.4 It is apparent that the site forms part of the setting of a number of listed buildings, in particularly those found with Babraham village itself.
- 6.5 If elements of harm are identified as a result of the proposed development, in order to accord with the national policy, this potential harm would need to be clearly outweighed by “public benefits”.

Conservation Area considerations

- 6.6 The statutory duty under section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 sets out that special attention shall be paid to “*the desirability of preserving or enhancing the character or appearance of the Conservation Area*”. In relation to the land at Babraham site, the land falls partly within the boundary of the Babraham Conservation Area and forms part of the wider setting of Sawston Conservation Area, Pampisford Conservation Area and Great and Little Abington Conservation Area and therefore the contribution the site makes to the setting of these assets needs to be fully considered.
- 6.7 When considering the proposed site within the context of the adjacent Conservation Areas, it is important to consider the historic use and relationship of the site but also views in, out and through the site, and the contribution these make to the setting and significance of the Conservation Areas.
- 6.8 Residential development within the site will result in an apparent change to the setting of the identified Conservation Areas, in particular the designation in Babraham.
- 6.9 It is likely that a reduction in the ability to appreciate the agricultural character of the site will result in a reduction in the ability to appreciate the Conservation Areas in a setting which supports their significance. However, it must be appreciated that it is not necessarily the case that the whole site forms an equally significant part of the Conservation Areas’ settings. Therefore, the degree to which a sense of openness and agricultural character can be maintained within the site will relate directly to the extent to which the integrity of the setting can be preserved. Thus, maintaining the sense of the functional and visual contribution this site, or elements of the site, make to the settings and overall significance of the Conservation Areas will be the desirable objective.

- 6.10 It is considered that it is the open, arable character provided by the site provides a context and contributes to the understanding of both Conservation Areas. When considering the impact of the proposals on these assets, under the relevant policies of the National Planning Policy Framework (NPPF) paragraphs 194-207, it should be noted that it is the overall effect of the proposals on the setting of the Conservation Areas which should be considered - taking into account any adverse and beneficial impacts arising.
- 6.11 In this regard, the alteration or loss of any identified characteristics may be considered to cause harm to the setting of the Conservation Areas. They may be other opportunities, however, that reinforce existing positive characteristics or provide other benefits to the character or appearance of the Conservation Areas.
- 6.12 To accord with national policy, any potential harm arising from the development would need to be clearly outweighed by “public benefits” arising from the development. Public benefits could be achieved in a number of ways to be explored through the evolution of the proposals and their content. They could also entail ‘heritage benefits’, by which existing heritage considerations could be improved as a result of the proposals.

7.0 Design Parameters

- 7.1 The following section identifies where proposals for the development should take into account the relevant heritage considerations and how these considerations can be taken forward into the proposed design to minimise impacts and maximise benefits to character and appearance.

Location of development

- 7.2 Development within the site will result in an apparent change to the setting of the identified built heritage assets. A reduction in the ability to appreciate the arable character of these fields may result in a reduction in the ability to appreciate the assets in a setting which supports their significance. However, as discussed previously, it is not necessarily the case that the whole site forms an equally significant part of an asset's setting. Therefore, the degree to which a sense of openness and existing character can be maintained within the site will relate directly to the extent to which the integrity of the setting can be preserved.
- 7.3 A site sensitivity plan, relating to built heritage only, is shown below which should help guide a potential approach to the location of zones of development. This takes into account the significance and setting of the identified built heritage assets as well as views in, out and across them. These identified zones will need to be further refined and assessed as the detailed design of the proposals are brought forward in order to further mitigate or remove elements of harm. They also need to be considered alongside below-ground heritage and landscape considerations.



Figure 8 – Sensitivity of site, in terms of built heritage only. This should be considered alongside below-ground heritage and landscape considerations.

- 7.4 From an initial assessment, it is likely that the proposals will have a 'less than substantial' impact in effect on a number of assets - although these mainly relate to impacts on the setting of the

Babraham Conservation Area and the assets it holds. In order to accord with the provisions of the 1990 Act, great weight will be attached to the objective of preserving the settings of listed buildings and other impacts arising would need to be clearly outweighed by public benefits arising from proposals.

Landscape

- 7.5 The importance of landscaping to the context of the assets is essential to the successful development of the site. As a result, the intention should be to retain the effectiveness of landscaping in providing an agricultural context and the use of mature hedgerows and trees to subdivide the site. This approach will assist in retaining the site's existing contribution to the setting of the adjacent Conservation Areas and listed buildings.

8.0 Proposed Masterplan

- 8.1 The proposed scheme seeks the allocation of various parts of the site for a mixed use development which includes residential, employment and a potential Research & Development area.



Figure 9- Illustrative site wide masterplan (PRP, November 2021)

- 8.2 The proposed illustrative masterplan shows how the new settlement could be accommodated as distinct clusters of development within a framework of landscape replicating the satellite settlements seen within the wider landscape. A key part of this will be the network of varying green spaces and routes that would become a defining characteristic of the new community, serving a multitude of functions including a role in protecting the setting and character of heritage assets.

- 8.3 Careful consideration has been given within this masterplan to the approach to development adjacent to the village of Babraham. This approach will the focus of new development on the brownfield sites to the south of the village, with only a small amount of infill and additional built form, located to the south and east of Oak Lane. Beyond this is a significant green gap which retains a green edge to the village.



Figure 10 - Extract of illustrative masterplan around Babraham village (PRP, November 2021).

9.0 Initial Heritage Impact

- 9.1 It is apparent that development within the site may result in an apparent change to the setting of a number of identified built heritage assets, as discussed in Section 6 of this report. This may result in a reduction in the ability to appreciate the arable character of the site, resulting in a reduction in the ability to appreciate the assets in a setting which supports their significance.
- 9.2 However, it is not necessarily the case that the whole site forms an equally significant part of the identified assets' settings. Therefore, the degree to which a sense of openness and existing character can be maintained within the site will relate directly to the extent to which the integrity of the settings can be preserved. A site sensitivity plan, relating to built heritage only, has provided a guide to the potential approach to the location of zones of development. This takes into account the significance and setting of the identified built heritage assets as well as views in, out and across them.
- 9.3 As such, the initial impacts in terms of built heritage are discussed below in the context of the proposed illustrative masterplan.
- 9.4 Where we consider the effect on Conservation Areas, we are considering the Conservation Areas as a term of designation but also with reference to the built assets which they contain; in other words, we do not assess the Conservation Area in two dimensions but rather as a grouping of buildings and spaces and the manner in which these relate to their surroundings. Thus, consideration of effects on the setting of a Conservation Area also takes into account potential effects on the setting of built assets within that designated area - including listed buildings.
- A significant landscape corridor has been retained to the south of the village of Babraham in order to maintain a sense of the agricultural landscape setting and also maintaining a connectivity between the asset and the wider countryside. This ensures that the historic functional and visual contribution it makes to the setting of the Conservation Area is maintained. This is strengthened by the corridor moving in and out of the village ensuring the green agrarian context of the Conservation Area can be appreciated from within the asset.
 - Brownfield sites which are of limited value or actively detract from the setting of the Babraham Conservation Area form a large focus for proposed development in this location. New development is also shown around the Oak Lane which is screened from view in the wider landscape by a significant tree belt. This approach ensures development is focussed in areas which contribute least to the setting of the Conservation Area. The illustrative masterplan details the low-density nature of the development surrounding the village ensuring the character of the village respected it is also intended that this development will also include new community buildings to enhance the offerings to residents of the village.
 - In addition to this, the open and green approach into the village from the north-east is carefully maintained through development being located set back behind a significant buffer.
 - The proposed landscape corridors continue across the site and can be designed to be consistent with the existing character of the land, maintaining a strong sense of the agricultural setting and openness across the site as a whole. The illustrative masterplan also highlights other types landscaped breaks/corridors across the site, which although they are more formalised in their design, also maintain a clear green thoroughfare through the site. This includes a number of sports pitches, areas of tree belts and copses, more formalised greens and recreational spaces and ponds. These features provide a break in the built form and allow a sense of openness across the development. They also allow connections to be maintained to the wider landscape beyond the site. By interconnecting these spaces, a sense

that the built form either encloses or envelopes the asset in a harmful way is limited. It should also be noted that it is proposed to provide a large country park to the north of the site.

- With regard to Babraham Hall, no development is proposed to be located which would be visible in views from the asset. The masterplan shows a continuation of the tree lined avenue, which provides direct views out of the asset, to ensure no development is seen in these long-range views.
- A large open space is also shown as being retained to the south of Church Farmhouse, a Grade II listed building, to provide a clear and generous buffer zone around the listed building.

9.5 It is likely that development on certain areas of the site may result in harm to the significance of heritage assets, and great care will be required to mitigate such impacts through the location, form, scale and design of the proposals as they emerge. In order to accord with the provisions of the 1990 Act, great weight will be attached to the objective of preserving the settings of listed buildings and other impacts arising would need to be clearly outweighed by public benefits arising from proposals.

9.6 At this early stage, if masterplanning is further developed to ensure impacts on built heritage assets are mitigated or removed altogether these impacts are likely to be at the level of “less than substantial” harm in terms of the policies of the NPPF – although it is not possible to define any more precisely the levels of impact at this stage until more detail is available.

10.0 Summary

- 10.1 This Initial Built Heritage Review has been prepared on behalf of Cheveley Park Farms Limited to identify heritage assets, in and around the site, and to inform the design of proposals for potential development on the land at Babraham.
- 10.2 As a result of the initial assessment of the site, a series of parameters have been set out from which the design team can begin to develop a response which takes account of the contribution which the site makes to the setting of various built heritage assets. It is likely that development on certain areas of the site will result in harm to the significance of heritage assets, and great care will be required to mitigate such impacts through the location, form, scale and design of the proposals as they emerge. In order to accord with the provisions of the 1990 Act, great weight will be attached to the objective of preserving the settings of listed buildings and other impacts arising would need to be clearly outweighed by public benefits arising from proposals.
- 10.3 If masterplanning is informed by the content of this initial appraisal and the parameters set, there is potential that impacts would be at the level of “less than substantial” harm in terms of the policies of the NPPF – although it is not possible to define any more precisely the levels of impact at this stage until more detail is available.
- 10.4 It would be our intention to continue to advise the design team through the development of the scheme to ensure that the principles laid out in this document are fully considered and developed in forward masterplanning and detailed design, to enable impacts on built heritage assets to be minimised where possible.
- 10.5 The result of this iterative and informed design approach will be that the aspects of heritage impact will be fully addressed through the design process, with the intention to ensure that the provisions of the relevant legislation are satisfied, and that National and Local Policies are adhered to.



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