

The Varrier-Jones Foundation
Proposed Development Site B
February 2020



INITIAL HERITAGE APPRAISAL

SITE B AT PAPWORTH
EVERARD, CAMBRIDGESHIRE

Quality Assurance

Site name: Site B at Papworth Everard, Cambridgeshire

Client name: The Varrier-Jones Foundation

Type of report: Initial Heritage Appraisal

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Signed:

Date: 17th February 2020

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Date: 18th February 2020



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1.0 Introduction

- 1.1 This Initial Heritage Appraisal has been prepared on behalf of the Varrier-Jones Foundation to identify heritage assets, in and around the proposed allocation site (B), and to inform design proposals for the potential development of the sites at Papworth Everard, Cambridgeshire (hereafter referred to as the “site”). Site B is located to the north of Papworth to the west of Ermine Street North.



Figure 1 – Aerial Photograph showing location of site.

- 1.2 The report identifies the relative heritage value of the existing site 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 heritage assets or their settings is being considered (Paragraphs 189-197).
- 1.3 Through this process, the role of the site and assets can be defined in heritage terms, providing a clear framework from the outset for the designers to respond to with proposals for potential development, which take their values fully into account.
- 1.4 This document has been prepared by Georgina Pickett BSc(Hons) MSc MRTPI (Principal Heritage Consultant), and reviewed Kate Hannelly BSc (Hons) MSc IHBC (Associate, Heritage and Design). All historic photographs are from the Historic England Archive unless specifically stated.

2.0 Heritage Policy and Guidance Summary

Legislation

Planning (Listed Buildings & Conservation Areas) Act 1990

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

National Planning Policy Framework (2019)

- 2.2 The revised National Planning Policy Framework (NPPF) was published on 19th February 2019, replacing the previously-published 2012 and 2018 Frameworks. With regard to the historic environment, the over-arching aim of the policy remains in line with philosophy of the 2012 framework, namely that *“our historic environments... can better be cherished if their spirit of place thrives, rather than withers.”* The relevant policy is outlined within chapter 16, ‘Conserving and Enhancing the Historic Environment’.
- 2.3 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 184).
- 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 189).
- 2.5 Paragraph 190 states that the significance any heritage asset that may be affected by a proposal should be identified and assessed. This includes any assets affected by development within their settings. This Significance Assessment should be taken into account when considering the impact of a proposal, *“to avoid conflict between the heritage asset’s conservation and any aspect of the proposal”*. This paragraph therefore results in the need for an analysis of the impact of a proposed development on the asset’s relative significance, in the form of a Heritage Impact Assessment.
- 2.6 Paragraph 193 requires that *“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”*
- 2.7 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 194). This paragraph outlines that substantial harm to grade II listed heritage assets should be exceptional, rising to ‘wholly exceptional’ for those assets of the highest significance such as scheduled monuments, Grade I and grade II* listed buildings or registered parks and gardens as well as World Heritage Sites.

2.8 In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 195 states the following:

“Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a. the nature of the heritage asset prevents all reasonable uses of the site; and*
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c. conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d. the harm or loss is outweighed by the benefit of bringing the site back into use.”*

2.9 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 196 provides the following:

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

2.10 It is also possible for proposals, where suitably conceived and designed, to result in no harm to the significance of heritage assets.

2.11 In the case of non-designated heritage assets, Paragraph 197 requires a Local Planning Authority to make a *“balanced judgement”* having regard to the scale of any harm or loss and the significance of the heritage asset.

2.12 The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to judge the impact of development proposals in that context.

2.13 With regard to Conservation Areas and the settings of heritage assets, paragraph 200 requires Local Planning Authorities to look for opportunities for new development, enhancing or better revealing their significance. Whilst it is noted that not all elements of a Conservation Area will necessarily contribute to its significance, this paragraph states that *“proposals that preserve those elements of a setting that make a positive contribution to the asset (or better reveal its significance) should be treated favourably.”*

Planning Practice Guidance (PPG)

2.14 The Planning Practice Guidance (PPG) was updated on 23 July 2019 and is a companion to the NPPF, replacing a large number of foregoing Circulars and other supplementary guidance.

2.15 In relation to non-designated heritage assets, the NPPG explains the following:

“Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting

consideration in planning decisions, but which do not meet the criteria for designated heritage assets.”

- 2.16 It goes on to clarify that: *“A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.”*
- 2.17 This statement explains the need to be judicious in the identification of value and the extent to which this should be applied as a material consideration and in accordance with Paragraph 197.

Historic England Conservation Principles: Policies and Guidance 2008.



- 2.18 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 \(October 2015\)](#)

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

- 2.21 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 Analysing Significance in Heritage Assets Advice Note 12 (October 2019)

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

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

- 2.24 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)**

- 2.25 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)

- 2.26 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

South Cambridgeshire Local Plan (Adopted September 2018)

2.27 The following policies of the South Cambridgeshire Local Plan are considered relevant to this proposal.

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.

Emerging Greater Cambridge Local Plan

2.29 Cambridge City Council and South Cambridgeshire District Council are working together to prepare a joint Local Plan for the Greater Cambridge area. Both the Councils' current adopted Local Plans (2018) include a policy which makes a commitment to an early review of those Plans to commence before the end of 2019. The Issues and Options consultation is being held between the 13 January to 24 February 2020.

3.0 Methodology

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

Meaning of Significance

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

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

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

Assessment of Significance/Value

- 3.9 It is important to be proportionate in assessing significance as required in both national policy and guidance as set out in paragraph 189 of NPPF.
- 3.10 The Historic England document 'Conservation Principles' states that "*understanding a place and assessing its significance demands the application of a systematic and consistent process, which is appropriate and proportionate in scope and depth to the decision to be made, or the purpose of the assessment.*"
- 3.11 The document goes on to set out a process for assessment of significance, but it does note that not all of the stages highlighted are applicable to all places/ assets.
- Understanding the fabric and evolution of the asset;
 - Identify who values the asset, and why they do so;
 - Relate identified heritage values to the fabric of the asset;
 - Consider the relative importance of those identified values;
 - Consider the contribution of associated objects and collections;
 - Consider the contribution made by setting and context;
 - Compare the place with other assets sharing similar values;
 - Articulate the significance of the asset.

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

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

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

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

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

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

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

Contribution of setting/context to significance

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

Assessing Impact

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

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

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

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

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

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

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

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

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

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

MAGNITUDE OF IMPACT	TYPICAL CRITERIA DESCRIPTORS
Very High	<u>Adverse</u> : Impacts will destroy cultural heritage assets resulting in their total loss or almost complete destruction. <u>Beneficial</u> : 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	<u>Adverse</u> : Impacts will damage cultural heritage assets; result in the loss of the asset's quality and integrity; cause severe damage to key characteristic features or elements; almost complete loss of setting and/or context of the asset. The assets integrity or setting is almost wholly destroyed or is severely compromised, such that the resource can no longer be appreciated or understood.

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

Summary

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

4.0 Historic Context

- 4.1 Papworth Everard took its name from Evrard de Beche (died 1175) which serves to distinguish it from the neighbouring Papworth St. Agnes. The village appears to have started near the site of a freshwater spring and the small valley through which it runs.

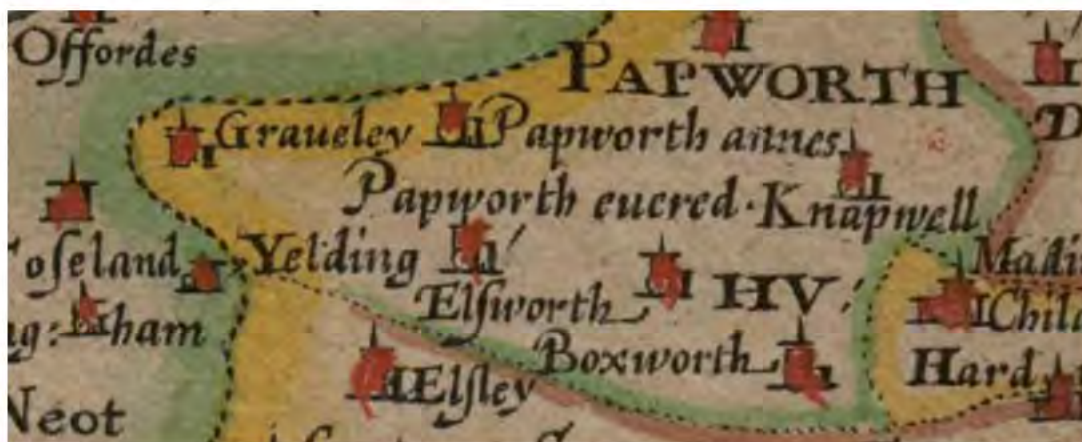


Figure 2 – Papworth Everard shown on John Speed's 1611 map of Cambridgeshire.

- 4.2 The Old North Road was first turnpiked in 1663 and was continuously a turnpike between 1710 and 1876. Charles Madryll Cheere, owner of the Papworth estate, sought between 1818 and 1824 to enlarge his park by diverting the road to a route further west but desisted on learning that he must bear the whole cost himself. A lane from the old road to the church was made at inclosure in 1815. The traffic on the road encouraged innkeeping. John Morden's house, called the Red Lion by 1668, was presumably the inn recorded in 1685. Converted after 1700 to a farmhouse, it was succeeded by the 1760s by the Chequers, further north along the road. That also became a farmhouse soon after 1850.



Figure 3 – 1887 OS map of Papworth Everard with the sites overlaid.

- 4.3 The house, partly probably 18th-century or earlier, with a one storey centre and two-storey cross wings, all thatched, was burnt down in 1935. After 1850 the only public house was Kisby's Hut, opened in the 1770s at the crossroads a mile north of the village by Samuel Kisby (d. 1797) to serve wagoners journeying along the Old North Road. It was rebuilt after a fire in 1913. The Hut was also the scene of the week-long annual village Feast, held about Old St. Peter's Day (12 July) until c. 1914, and was still open in 1982.

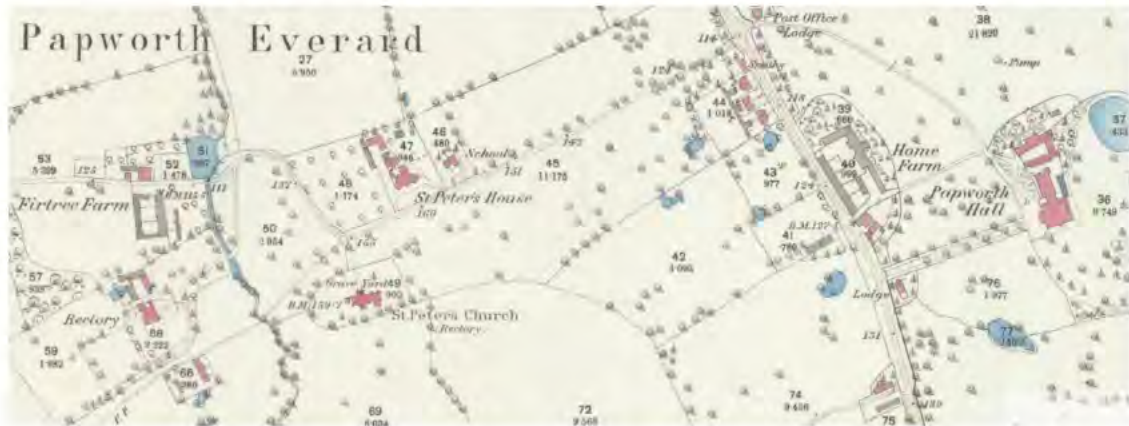


Figure 4 - 1887 25-inch OS map showing the village of Papworth Everard and Papworth Hall.

- 4.4 When the parish was enclosed by act of 1815, it was almost entirely in one ownership; and the open-field system had already disappeared. The present direct line of the road through the parish follows the Roman road.



Figure 5 - 1903 OS map showing development occurring on Ermine Street. The sites are overlaid in red.



Figure 6 - Map showing the field boundaries around Papworth Everard in the late 18th Century (*A History of the County of Cambridge and the Isle of Ely: Volume 9, Chesterton, Northstowe, and Papworth Hundreds*).

- 4.5 The character of the village was greatly changed following the establishment of the Cambridgeshire Tuberculosis Colony there in 1918, despite local fears of contagion. The Colony was renamed in 1927 the Papworth Village Settlement. Founded at Bourn in 1916 by Dr. Pendrill Varrier-Jones, its object was to provide those suffering from tuberculosis with permanent and adequately paid work under medical supervision, once their condition had been stabilized by hospital treatment. The number of patients rose from 17 in 1918 to almost 350 by 1930.
- 4.6 Until 1933, patients were accommodated partly in the Hall, which had 60 beds from 1918. Men rehabilitated were at first housed in individual wooden huts in the park to the southwest, numbering almost 100 from the early 1920s; the last of them were not demolished until 1958. Most early inmates were ex-servicemen. Women were also admitted from 1923, being installed in the former Home Farm, renamed Homeleigh, disused from 1955 and demolished in 1965. In 1920 and 1921, two one-storey wooden-framed hostels for single men who settled permanently at Papworth were built beside Church Lane, and another for women was added in 1928.

- 4.7 Settlers with families were placed in cottages built in the village. Thirty had been completed by 1922 and by the mid-1930s the settlement had up to 150 semi-detached houses, mostly built west of the main road. In 1936, it began a new housing estate east of that road further north at Pendragon Hill, so named from Papworth Industries' trademark. The 40 dwellings there, some prefabricated in the Settlement's workshops, were mostly put up between 1945 and 1955. By 1960, another 36 houses were built further south on new roads east and south of the village sports field. Between 1948 and 1953, a new sanatorium for 60 people, replacing the huts, was built south-east of the Hall. In 1980 the Settlement owned over 270 of the 280 dwellings in the village, of which 240 had been built between 1921 and 1961.



Figure 7 - 1952 OS map showing the development of Papworth Hospital and ribbon development along Ermine Street, with planned housing developments showing in the north of the settlement. The sites are outlined in red.

- 4.8 In 1932 and 1933, the Settlement replaced the beds in the Hall by building to the north-west two three-storey hospitals, semi-hexagonal in plan, with long wooden balconies. The earlier, for women, had 63 beds, that for men 100. Together with a research laboratory opened in 1923, a small surgical unit opened in 1936, and two nurses' homes, one of 1937 initially for tuberculous ex-nurses, the hospitals were taken over from 1948 by the National Health Service.

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 relationships 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. There are no on-site heritage assets.
- 5.3 In the case of this allocation, the following heritage asset may be affected by the current proposals:
1. Papworth Everard Conservation Area;
- The following heritage assets are located within the vicinity of the sites but due to the degree of separation between the assets and sites, they are considered not to be affected by the proposed sites:
2. 1-7 (odd) Ermine Street North – Non-designated heritage asset;
 3. 17-23 (odd), 25, 27, 29, 31, 35 and 37 Ermine Street North – Non-designated heritage asset.
- 5.4 For the purposes of this assessment, where we consider the 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. Where we consider that individual buildings within the designated area require individual assessment, we have undertaken this assessment as a separate exercise.



- Key**
- Site Boundary
 - Conservation Area
 - Locally listed building

Figure 8 - Aerial Photograph with the approximate locations of the heritage assets marked.

6.0 Significance Assessment

- 6.1 As shown in Section 5 of this document, the only heritage asset with the potential to be impacted by the development of the proposed allocation site, depending on the scale, location and massing of any such proposals, is the Papworth Everard Conservation Area.
- 6.2 The significance of the asset will need to be fully assessed including an assessment of the extent and quality of their settings and to what level the site contributes to this setting. Through this process, a clear framework can be formed from the outset which designers can respond to with proposals for potential development that take these values fully into account.

Papworth Everard Conservation Area

- 6.3 Papworth Everard Conservation Area was first designated in 1993 and covered the western part of the village on Church Lane. In 2011, the Conservation Area was substantially extended to include Papworth Hall and Hospital, and residential properties along Ermine Street.
- 6.4 Up until the 18th century, the village was clustered around St Peter's Church and on either side of Cow Brook, toward the top of the valley sides and above the flood level. In that century the traffic along Ermine Street became increasingly important. In the early 19th century, Papworth Hall was constructed, and its grounds set out. Thus, the centre of the settlement moved east from the location of the medieval settlement to Ermine Street and the Hall, its farm, grounds and cottages.
- 6.5 Although located close to Huntingdon, St Neots and Cambridge, and despite the presence of Ermine Street, Papworth Everard seems to have remained a small, relatively isolated settlement, in an agricultural landscape, until the end of the 18th century. In the first part of the 20th century much of the character of the village was given by these estate buildings, many of which were constructed of brick and plain tile.
- 6.6 Another significant expansion of Papworth Everard began after the First World War when it became a model settlement for the treatment of tuberculosis. The Papworth Village Settlement built a variety of buildings, including the hospitals, workshops, village hall and housing. These introduced an inter-war character and produced an interesting mix of Estate and Settlement buildings in the village. Following the Second World War, the National Health Service took over Papworth Hospital.
- 6.7 The significance of the Conservation Area is considered to be **good**.

Setting

- 6.8 The Conservation Area is split into two sections, an eastern and western area. The eastern area includes Papworth Hall, the Hospital buildings and properties on Ermine Street. The setting to the south-west includes open fields bound by the A1198 bypass, to the north lies modern residential development, while to the west lies a band of woodland and arable land.
- 6.9 The western area is bound on the south, west and north by arable land, intersected by the A1198 bypass, while to the west lies the main settlement of Papworth Everard and 20th century residential development. The Conservation Area is considered to have a **good** level of significance overall.
- 6.10 The setting of the Conservation Area therefore makes a **moderate beneficial** contribution to its significance.

Contribution of Site to Setting of Conservation Area

- 6.11 The site is physically and visually separated from the Conservation Area and, as such, it does not form part of its setting. However, due to the enclosing effect of the A1198 on the village, this parcel of land can be considered to form part of the wider context of the Conservation Area. As such, the openness of the site contributes to the rural character of Papworth, albeit in a limited capacity due to its enclosure by residential development and the A1198.
- 6.12 The site therefore makes a **negligible beneficial** contribution toward the significance of the Conservation Area.

7.0 Impact Considerations

Conservation Area considerations

- 7.1 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 site, the land does not fall within a Conservation Area or form part of its immediate setting. However, it is considered to form part of the wider context of the Papworth Everard Conservation Area due to its openness.
- 7.2 In this regard, the alteration or loss of these identified characteristics may be considered to cause harm to the setting of the Conservation Area. They may be other opportunities, however, that reinforce existing positive characteristics or provide other benefits to the character or appearance of the Conservation Area.
- 7.3 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.

8.0 Design Parameters

- 8.1 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

- 8.2 The site is screened from the A1198 and set behind the residential properties on the west side of Ermine Street North, with the Pendragon Community Primary School bordering the site to the south. There is substantial built separation between the site and the Conservation Area. As such, it is considered that the site has a low level of heritage sensitivity and therefore a high capacity for change.



■ Low Heritage Sensitivity

Figure 9 - Plan showing heritage sensitivity on the site.

Landscape

- 8.3 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.

9.0 Initial Masterplan

- 9.1 The site is constrained by surface water flooding and has therefore been proposed to form part of a school extension to Pendragon Community Primary School, accommodating additional sports and recreational facilities.



Figure 10 - Initial Masterplan.

- 9.2 An initial assessment of the potential impact considerations of the proposed development is as follows:
- The green buffer surrounding site 'A' to the south would be incorporated into this site to provide screening from the A1198 and the roundabout with the B1040. Due to the separation between the site and the identified heritage assets, and the fact that the openness of the site would be retained, there are considered to be no heritage impacts arising from the proposals, based on the Initial Masterplan above.
- 9.3 At this stage of the process, it is considered that the provision of the site for additional sports and recreational use for Pendragon Community Primary School will have **no impact** on the setting or significance of the identified heritage assets.

10.0 Summary

- 10.1 This Initial Heritage Review has been prepared on behalf of The Varrier-Jones Foundation to identify heritage assets around the proposed allocation site, and to inform the design of proposals for potential development on Site B at Papworth Everard.
- 10.2 As a result of the initial assessment of the site, it is considered that there will be **no impact** on the surrounding assets resulting from the use of the site as a recreational ground associated with the adjacent school.
- 10.3 However, 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 master planning. 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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