

BUILT HERITAGE STATEMENT

Heyford Park (North), Oxfordshire

JAC26665.02
Built Heritage Statement
v.2 Final
December 2021

Quality Management

Version	Status	Authored by	Reviewed by	Approved by	Review date
1	Draft	TR	MF	MF	30.11.21
2	Final (masterplan update)	TR			

Approval for issue

Myk Flitcroft MCI#A

3 December 2021

File/Model Location

Document location: S:\documents\Archaeology Jobs\26001 - 27000\26665 - Camp Road, Upper Heyford\Reports\BHS

The report has been prepared for the exclusive use and benefit of our client and solely for the purpose for which it is provided. Unless otherwise agreed in writing by RPS Group Plc, any of its subsidiaries, or a related entity (collectively 'RPS') no part of this report should be reproduced, distributed or communicated to any third party. RPS does not accept any liability if this report is used for an alternative purpose from which it is intended, nor to any third party in respect of this report. The report does not account for any changes relating to the subject matter of the report, or any legislative or regulatory changes that have occurred since the report was produced and that may affect the report.

The report has been prepared using the information provided to RPS by its client, or others on behalf of its client. To the fullest extent permitted by law, RPS shall not be liable for any loss or damage suffered by the client arising from fraud, misrepresentation, withholding of information material relevant to the report or required by RPS, or other default relating to such information, whether on the client's part or that of the other information sources, unless such fraud, misrepresentation, withholding or such other default is evident to RPS without further enquiry. It is expressly stated that no independent verification of any documents or information supplied by the client or others on behalf of the client has been made. The report shall be used for general information only.

Prepared by:

RPS

Tom Rumley BSc(Hons) MSc AssocIHBC
Senior Consultant - Heritage

Sherwood House, Sherwood Avenue
Newark, Nottinghamshire NG24 1QQ

T 07979 537481

E thomas.rumley@rpsgroup.com

Prepared for:

Richborough Estates Ltd

Lone Star Land

EXECUTIVE SUMMARY

This Built Heritage Statement has been prepared by RPS for Richborough Estates Ltd and Lone Star Land.

It addresses built heritage considerations in relation to a proposed residential planning application of a 11.69ha site located to the north of Camp Road and at the eastern edge of Upper Heyford, Oxfordshire. The site is centred at Ordnance Survey National Grid Reference SP 52137 25982.

Archaeological heritage assets have been considered separately in the accompanying Archaeological Desk-Based Assessment (RPS, 2021, ref: JAC26665.01).

There are no designated or non-designated built heritage assets located within the site.

This assessment has identified 4 Listed Buildings, a Conservation Area, a Scheduled Monument and 61 non-designated built heritage assets located within a 1km search radius surrounding the site. All of the designated and non-designated heritage assets relate to elements of the former RAF Upper Heyford airbase, which is located immediately to the north and north-west of the site. The entire airbase is covered by the RAF Upper Heyford Conservation Area.

The assessment has established that of these assets, only the RAF Upper Heyford Conservation Area and 3 Hardened Aircraft Hangers (non-designated built heritage assets) located to the north of the site have the potential to be affected by the proposed development through changes within their settings.

The assessment concludes that the site forms a small part of the setting of the RAF Upper Heyford Conservation Area and the Hardened Aircraft Shelters located within it (non-designated heritage assets) but is a neutral element that makes no contribution to their respective significance. The development will result in a small visual change within their settings, but this will be seen within the context of nearby residential areas and will not compete or change the visual and spatial relationships found within the formal extent of the airbase.

Consequently, the proposed development will result in no harm to the significance of the RAF Upper Heyford Conservation Area and non-designated built heritage assets within it.

The proposed development of the site is therefore in accordance with the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990. The development is in line with the requirements of the NPPF and the tests of paragraphs 201 and 202 are not engaged.

Contents

EXECUTIVE SUMMARY	I
1 INTRODUCTION	1
2 LEGISLATIVE AND PLANNING POLICY FRAMEWORK	2
Legislation	2
National Planning Policy	2
National Guidance	3
Local Planning Policy	5
3 HISTORIC BUILT ENVIRONMENT APPRAISAL	9
Introduction	9
Historic Development	9
Identification of Built Heritage Assets	11
4 ASSESSMENT OF SIGNIFICANCE, PROPOSALS AND ASSESSMENT OF IMPACT	14
Assessment of Significance	14
Proposed Development	14
Assessment of Impact	14
5 CONCLUSION	19
References	20

Plates

- Plate 1: Looking north-west from the south-east corner of the Site's eastern field.
- Plate 2: Looking towards the northern boundary of the Site's eastern field.
- Plate 3: Looking south across the Site's eastern field, towards Camp Road.
- Plate 4: Looking north from the southern boundary of the Site's eastern field.
- Plate 5: Looking north along part of the access track located within the western extent of the Site.
- Plate 6: Showing the dispersal of ponds and trees within the Site's western/north-western field.
- Plate 7: Looking north-east across the Site's western field and in the direction of the Site's northern field.
- Plate 8: Looking north from the south-eastern boundary of the Site's northern field towards two Hardened Aircraft Shelters located within the RAF Upper Heyford Conservation Area.
- Plate 9: Looking north from the Site's northern field towards two Hardened Aircraft Shelters (centre) and partial views of an Aircraft Maintenance Hanger and Engine Test Shed.

Figures

- Figure 1: Site Location
- Figure 2: Designated Heritage Assets
- Figure 3: Non-Designated Heritage Assets (HER)
- Figure 4: Non-Designated Heritage Assets (Upper Heyford Conservation Area Appraisal, 2006)
- Figure 5: Ordnance Survey Drawing 1815
- Figure 6: Upper Heyford Enclosure Map 1842 (1921 tracing)
- Figure 7: Ordnance Survey 1884-1885
- Figure 8: Upper Heyford Tithe Map (Apportionment Revised 1927)
- Figure 9: Aerial Photography 1947
- Figure 10: Ordnance Survey 1955
- Figure 11: Ordnance Survey 1975-1976
- Figure 12: Ordnance Survey 1993
- Figure 13: Ordnance Survey 1999
- Figure 14: GoogleEarth 2009
- Figure 15: GoogleEarth 2020

1 INTRODUCTION

- 1.1 This Built Heritage Statement has been researched and prepared by RPS, on behalf of Richborough Estates Ltd and Lone Star Land. It addresses built heritage considerations to support an application for residential development of a 11.69ha site (hereafter the 'Site') located to the north of Camp Road and at the eastern edge of Upper Heyford, Oxfordshire. The Site is centred at National Grid Reference SP 52137 25982 (Figure 1).
- 1.2 This Statement provides an assessment of built heritage assets potentially affected through the development of the Site. The report refers to the relevant legislation contained within the Planning (Listed Buildings and Conservation Areas) Act 1990 and both national and local planning policy. In addition, relevant Historic England guidance notably The Setting of Heritage Assets (2017) and Conservation Principles (2008) has been consulted to inform the judgements made. Information, from the National Heritage List for England (NHLE) and the data held in the Oxfordshire Historic Environment Record (HER) has also been consulted in preparing this Built Heritage Statement.
- 1.3 The archaeological potential of the site and the likely impact on archaeological assets is considered in the accompanying Archaeological Desk-Based Assessment (RPS, 2021, ref: JAC26665.01).
- 1.4 A site visit and walkover of the surrounding area was undertaken on 8th September 2020. The weather conditions and levels of visibility were excellent.
- 1.5 The conclusions reached in this report are the result of historic research, the walkover, map studies and the application of professional judgement. The findings of this report are based on the known conditions at the time of writing and all maps, plans and photographs are for illustrative purposes only.

2 LEGISLATIVE AND PLANNING POLICY FRAMEWORK

- 2.1 The current national legislative and planning policy system identifies, through the National Planning Policy Framework (NPPF), that applicants should consider the potential impact of development upon 'heritage assets'. This term includes: designated heritage assets which possess a statutory designation (for example listed buildings and conservation areas); and non-designated heritage assets, typically compiled by Local Planning Authorities (LPAs) and incorporated into a Local List or recorded on the Historic Environment Record.

Legislation

- 2.2 Where any development may affect certain designated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard to their impact on the historic environment. This extends from primary legislation under the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2.3 The relevant legislation in this case extends from section 66 of the 1990 Act which states that special regard must be given by the decision maker, in the exercise of planning functions, to the desirability of preserving or enhancing listed buildings and their setting.
- 2.4 The meaning and effect of these duties have been considered by the courts in recent cases, including the Court of Appeal's decision in relation to Barnwell Manor Wind Energy Ltd v East Northamptonshire District Council [2014] EWCA Civ 137.
- 2.5 The Court agreed within the High Court's judgement that Parliament's intention in enacting section 66(1) was that decision makers should give '*considerable importance and weight*' to the desirability of preserving (i.e. keeping from harm) the setting of listed buildings.
- 2.6 Section 69(1) of the Act requires LPAs to 'determine areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' and to designate them as conservation areas. Section 69(2) requires LPAs to review and, where necessary, amend those areas 'from time to time'.
- 2.7 For development within a conservation area section 72 of the Act requires the decision maker to pay '*special attention [...] to the desirability of preserving or enhancing the character or appearance of that area*'. The duty to give special attention is considered commensurate with that under section 66(1) to give special regard, meaning that the decision maker must give considerable importance and weight to any such harm in the planning balance. However, unlike the parallel duty under section 66, there is no explicit protection for the setting of a conservation area. The Site is not located within a conservation area and therefore, section 72 is not engaged.

National Planning Policy

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

- 2.8 The NPPF is the principal document that sets out the Government's planning policies for England and how these are expected to be applied.
- 2.9 It defines a heritage asset 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'. This includes both designated and non-designated heritage assets.

- 2.10 Section 16: Conserving and Enhancing the Historic Environment relates to the conservation of heritage assets in the production of local plans and decision taking. It emphasises that heritage assets are *'an irreplaceable resource, and should be conserved in a manner appropriate to their significance'*.
- 2.11 For proposals that have the potential to affect the significance of a heritage asset, paragraph 194 requires applicants to identify and describe the significance of any heritage assets that may be affected, including any contribution made by their setting. The level of detail provided should be proportionate to the significance of the heritage assets affected. This is supported by paragraph 195, which requires LPAs to take this assessment into account when considering applications.
- 2.12 Under *'Considering potential impacts'* the NPPF emphasises that *'great weight'* should be given to the conservation of designated heritage assets, irrespective of whether any potential impact equates to total loss, substantial harm or less than substantial harm to the significance of the heritage assets.
- 2.13 Paragraph 201 states that where a development will result in substantial harm to, or total loss of, the significance of a designated heritage asset, permission should be refused, unless this harm is necessary to achieve substantial public benefits, or a number of criteria are met. Where less than substantial harm is identified paragraph 202 requires this harm to be weighed against the public benefits of the proposed development.
- 2.14 Paragraph 203 states that where an application will affect the significance of a non-designated heritage asset, a balanced judgement is required, having regard to the scale of harm or loss and the significance of the heritage asset.
- 2.15 Paragraph 206 notes that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. It also states that proposals that preserve those elements of the setting that make a positive contribution to, or better reveal the significance of, the asset should be treated favourably.

National Guidance

Planning Practice Guidance (DCLG)

- 2.16 The Planning Practice Guidance (PPG) has been adopted to aid the application of the NPPF. It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle.
- 2.17 The PPG defines the different heritage interests as follows:
- archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
 - architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
 - historic interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

- 2.18 Key elements of the guidance relate to assessing harm. It states that substantial harm is a high bar that may not arise in many cases. It also states that while the level of harm will be at the discretion of the decision maker, generally substantial harm is a high test that will only arise where a development seriously affects a key element of an asset's special interest. It is the degree of harm, rather than the scale of development, that is to be assessed.

Overview: Historic Environment Good Practice Advice in Planning

- 2.19 Historic England have published a series of documents to advise applicants, owners, decision-takers and other stakeholders on managing change within the historic environment. These include Historic Environment Good Practice Advice in Planning (GPAs) documents and Historic England Advice Notes (HEANS).

GPA2: Managing Significance in Decision-Taking in the Historic Environment (March 2015)

- 2.20 This document provides advice on numerous ways in which decision making in the historic environment could be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to that significance. In line with the NPPF and PPG, the document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged. The advice suggests a structured, staged approach to the assembly and analysis of relevant information:

1. Understand the significance of the affected assets;
2. Understand the impact of the proposal on that significance;
3. Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
4. Look for opportunities to better reveal or enhance significance;
5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance balanced with the need for change; and
6. Offset negative impacts to significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

GPA3: The Setting of Heritage Assets (Second Edition; December 2017)

- 2.21 This advice note focuses on the management of change within the setting of heritage assets. This document replaces GPA3: The Setting of Heritage Assets (March 2017) and Seeing History in the View (English Heritage, 2011) in order to aid practitioners with the implementation of national legislation, policies and guidance relating to the setting of heritage assets found in the 1990 Act, the NPPF and PPG. The guidance is largely a continuation of the philosophy and approach of the 2011 and 2015 documents and does not present a divergence in either the definition of setting or the way in which it should be assessed.

- 2.22 As with the NPPF the document defines setting as *'the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve'*. Setting is also described as being a separate term to curtilage, character and context. The guidance emphasises that setting is not a heritage asset, nor a heritage designation, and that its importance lies in what it contributes to the significance of the heritage asset, or the ability to appreciate that significance. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.

- 2.23 While setting is largely a visual term, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of an asset, and thus the way in which an asset is experienced, setting also encompasses other environmental factors including noise, vibration and odour. Historical and cultural associations may also form part of the asset's setting, which can inform or enhance the significance of a heritage asset.
- 2.24 This document provides guidance on practical and proportionate decision making with regards to the management of change within the setting of heritage assets. It is stated that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset, further weighing up the potential public benefits associated with the proposals. It is further stated that changes within the setting of a heritage asset may have positive or neutral effects.
- 2.25 The document also states that the contribution made to the significance of heritage assets by their settings will vary depending on the nature of the heritage asset and its setting, and that different heritage assets may have different abilities to accommodate change without harming their significance. Setting should, therefore, be assessed on a case-by-case basis.
- 2.26 Historic England recommends using a series of detailed steps in order to assess the potential effects of a proposed development on significance of a heritage asset. The 5-step process is as follows:
1. Identify which heritage assets and their settings are affected;
 2. Assess the degree to which these settings and views make a contribution to the significance of a heritage asset(s) or allow significance to be appreciated;
 3. Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it;
 4. Explore ways to maximise enhancement and avoid or minimise harm; and
 5. Make and document the decision and monitor outcomes.

HEAN12: Statements of Heritage Significance: Analysing Significance in Heritage Assets (October 2019)

- 2.27 This advice note provides information on how to assess the significance of a heritage asset. It also explores how this should be used as part of a staged approach to decision-making in which assessing significance precedes designing the proposal(s).
- 2.28 Historic England notes that the first stage in identifying the significance of a heritage asset is by understanding its form and history. This includes the historical development, an analysis of its surviving fabric and an analysis of the setting, including the contribution setting makes to the significance of a heritage asset.
- 2.29 To assess the significance of the heritage asset, Historic England advise to describe various interests. These follow the heritage interest identified in the NPPF and PPG and are: archaeological interest, architectural interest, artistic interest and historic interest.

Local Planning Policy

- 2.30 In considering the proposed planning application, Cherwell District Council will be mindful of the framework set by government policy, in this instance the NPPF, by current Development Plan Policy and by other material considerations.
- 2.31 Cherwell's Adopted Development Plan comprises:
- Adopted Cherwell Local Plan 2011 - 2031 Part 1 (July 2015)

- Adopted Cherwell Local Plan 2011-2031 (Part 1) Partial Review – Oxford's Unmet Housing Need (September 2020)
- Minerals and Waste Core Strategy (September 2017)
- 'Made' Neighbourhood Plans in Cherwell District
- Saved, retained policies of the Adopted Cherwell Local Plan 1996
- Saved policies from Oxfordshire County Council's Minerals and Waste Local Plan 1996

2.32 Of the above documents only the Adopted Cherwell Local Plan 2011-2031 Part 1 (July 2015), the Saved, retained policies of the Adopted Cherwell Local Plan 1996 and the Mid-Cherwell Neighbourhood Plan 2018-2031 (March 2019) are relevant in relation to the Site and this historic environment.

2.33 The Local Plan policies relevant to the Site in respect of built heritage are copied below; some text has been omitted (“[...]”) in order to focus on the heritage-related policy content.

Saved, retained policies of the Adopted Cherwell Local Plan (1996)

2.34 Planning policies C18 - Development proposals affecting a listed building - and C23 - Retention of features contributing to character or appearance of a conservation area - have been retained from the 1996 Local Plan but their wording is not considered relevant to this application. However, Policy C28 – Layout design and external appearance of new development - is of relevance.

POLICY C28

Control will be exercised over all new development, including conversions and extensions, to ensure that the standards of layout, design and external appearance, including the choice of external-finish materials, are sympathetic to the character of the urban or rural context of that development. In sensitive areas such as conservation areas, the area of outstanding natural beauty and areas of high landscape value, development will be required to be of a high standard and the use of traditional local building materials will normally be required.

The Cherwell Local Plan 2011-2031 Part 1 (July 2015)

Policy ESD 15: The Character of the Built and Historic Environment

Successful design is founded upon an understanding and respect for an area's unique built, natural and cultural context. New development will be expected to complement and enhance the character of its context through sensitive siting, layout and high quality design. All new development will be required to meet high design standards. Where development is in the vicinity of any of the District's distinctive natural or historic assets, delivering high quality design that complements the asset will be essential.

New development proposals should:

- *Be designed to deliver high quality safe, attractive, durable and healthy places to live and work in. Development of all scales should be designed to improve the quality and appearance of an area and the way it functions.*
- *Deliver buildings, places and spaces that can adapt to changing social, technological, economic and environmental conditions.*
- *Support the efficient use of land and infrastructure, through appropriate land uses, mix and density/development intensity.*
- *Contribute positively to an area's character and identity by creating or reinforcing local distinctiveness and respecting local topography and landscape features, including skylines, valley floors, significant trees, historic boundaries, landmarks, features or views, in particular within designated landscapes, within the Cherwell Valley and within conservation areas and their setting.*

- *Conserve, sustain and enhance designated and non-designated 'heritage assets' (as defined in the NPPF) including buildings, features, archaeology, conservation areas and their settings, and ensure new development is sensitively sited and integrated in accordance with advice in the NPPF and NPPG. Proposals for development that affect non-designated heritage assets will be considered taking account of the scale of any harm or loss and the significance of the heritage asset as set out in the NPPF and NPPG. Regeneration proposals that make sensitive use of heritage assets, particularly where these bring redundant or under used buildings or areas, especially any on English Heritage's At Risk Register, into appropriate use will be encouraged.*
- *Include information on heritage assets sufficient to assess the potential impact of the proposal on their significance. Where archaeological potential is identified this should include an appropriate desk based assessment and, where necessary, a field evaluation.*
- *Respect the traditional pattern of routes, spaces, blocks, plots, enclosures and the form, scale and massing of buildings. Development should be designed to integrate with existing streets and public spaces, and buildings configured to create clearly defined active public frontages.*
- *Reflect or, in a contemporary design response, re-interpret local distinctiveness, including elements of construction, elevational detailing, windows and doors, building and surfacing materials, mass, scale and colour palette.*
- *Promote permeable, accessible and easily understandable places by creating spaces that connect with each other, are easy to move through and have recognisable landmark features.*
- *Demonstrate a holistic approach to the design of the public realm to create high quality and multi-functional streets and places that promotes pedestrian movement and integrates different modes of transport, parking and servicing. The principles set out in The Manual for Streets should be followed.*
- *Consider the amenity of both existing and future development, including matters of privacy, outlook, natural lighting, ventilation, and indoor and outdoor space.*
- *Limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.*
- *Be compatible with up to date urban design principles, including Building for Life, and achieve Secured by Design accreditation.*
- *Consider sustainable design and layout at the masterplanning stage of design, where building orientation and the impact of microclimate can be considered within the layout.*
- *Incorporate energy efficient design and sustainable construction techniques, whilst ensuring that the aesthetic implications of green technology are appropriate to the context (also see Policies ESD 1 - 5 on climate change and renewable energy).*
- *Integrate and enhance green infrastructure and incorporate biodiversity enhancement features where possible (see Policy ESD 10: Protection and Enhancement of Biodiversity and the Natural Environment and Policy. ESD 17 Green Infrastructure). Well designed landscape schemes should be an integral part of development proposals to support improvements to biodiversity, the micro climate, and air pollution and provide attractive places that improve people's health and sense of vitality.*
- *Use locally sourced sustainable materials where possible.*

The Council will provide more detailed design and historic environment policies in the Local Plan Part 2.

The design of all new development will need to be informed by an analysis of the context, together with an explanation and justification of the principles that have informed the design rationale. This should be demonstrated in the Design and Access Statement that accompanies the planning application. The Council expects all the issues within this policy to be positively addressed through

the explanation and justification in the Design & Access Statement. Further guidance can be found on the Council's website.

The Council will require design to be addressed in the pre-application process on major developments and in connection with all heritage sites. For major sites/strategic sites and complex developments, Design Codes will need to be prepared in conjunction with the Council and local stakeholders to ensure appropriate character and high quality design is delivered throughout. Design Codes will usually be prepared between outline and reserved matters stage to set out design principles for the development of the site. The level of prescription will vary according to the nature of the site.

Mid-Cherwell Neighbourhood Plan 2018-2031 (March 2019)

POLICY PD4: PROTECTION OF IMPORTANT VIEWS AND VISTAS

Development proposals within the plan area must demonstrate sensitivity to the important views and vistas described in Table 4 and illustrated by photographs in the documents referred to in that Table, by including an assessment of the significance of the views and the effect of the proposed development on them. Proposals which cause significant harm to any of these views will only be acceptable where the benefits of the proposal clearly outweigh any harm.

Development proposals must also be designed such that there is no adverse impact on the sensitive skylines identified in Fig. 8 and referenced in Table 4.

Applicants for development in or adjacent to a Conservation Area must demonstrate in a Heritage Impact Assessment that they have taken account of the appropriate Conservation Area Appraisal, and of the Heritage and Character Assessment at Appendix K, and demonstrated that the proposal causes as little harm to an identified view as possible and that any harm is outweighed by the benefits of the proposal. The development should not harm the Conservation Area and its setting, other heritage assets, or historic street and village views and longer distance vistas.

TABLE 4: IMPORTANT VIEWS AND VISTAS TO BE PROTECTED

[...]

C) With reference to Appendix K (AECOM Heritage and Character Assessment), all the vistas and views referred to on p.22, 23, 76 and 90, and those referred to below, together with the relevant photos on those pages:

[...] and Upper Heyford: p.72

POLICY PD5: BUILDING AND SITE DESIGN

New development should be designed to a high standard which responds to the distinctive character of the settlement and reflects the guidelines and principles set out within the Heritage and Character Assessment (see Appendix K). Development proposals should have full regard to the following criteria:

a) [...]

b) [...]

c) [...]

d) The section on Managing Change on p.76 -77 of the Heritage and Character Assessment (see Appendix K), which sets out general principles and specific recommendations for villages highlighted in the document.

NOTE 1: This policy does not apply to development within the area covered by CDC's policy Villages 5, where site-specific design and place-shaping standards are already set out.

NOTE 2: Part 2 of APPENDIX K covers only Category A and B villages and Upper Heyford; other Category C villages were excluded from AECOM's study because of funding limitations affecting the scope of the work.

3 HISTORIC BUILT ENVIRONMENT APPRAISAL

Introduction

- 3.1 The 11.69ha Site is located at the eastern edge of Upper Heyford, Oxfordshire. The Site is divided into three parcels of land which comprise an arable field to the east (Plates 1-4), a pasture field to the west and north-west which is interspersed by a series of ponds and trees (Plates 5-7) and another pasture field to the north (Plates 8 & 9).
- 3.2 The Site is bound to the south by Camp Road which provides access into the Site's eastern field. The Site's western and northern fields are accessed via a trackway (situated partly outside the Site) which runs parallel with Camp Road, entering the Site from the south-west corner and heads north, following close to the Site's western boundary (Plate 5).
- 3.3 The Site is bound to the east by Chilgrove Road, which historically provided an access to the former RAF Upper Heyford airbase, which is situated adjacent to the northern boundary of the Site and is formally separated by established planting, the airbase's perimeter fencing and some earth mounding. The former airbase is situated within the RAF Upper Heyford Conservation Area. The areas of the former airbase closest to the Site, historically formed part of fuelling infrastructure and a group of 7 Hardened Aircraft Shelters, 3 which are partially visible from the Site's eastern and northern fields (Plates 1 & 2 and 8 & 9). There is a consented planning application (Cherwell District Council ref: 18/00825/Hybrid) for redeveloping the entire airbase with 1,175 dwellings and commercial and community areas.
- 3.4 The Site's north-western boundary lies adjacent to a nineteenth-century former farmstead (North Leys Farm) which has been converted into several dwellings. To the west of the Site is a cottage (Letchmere Farm Cottage) associated with the farm and an area of pasture, subdivided into approximately six fields. Of these fields, the southern and largest field which fronts onto Camp Road has planning consent for 79 dwellings and is also subject to an undetermined planning application for 89 dwellings (Cherwell District Council ref: 15/01357/F).

Historic Development

- 3.5 This Section of the Statement provides an overview of the historic development of the Site and the surrounding area through a map regression exercise and a review of online and inhouse resources. Plans and maps of RAF Upper Heyford and those during its tenure by the United States Air Force (USAF) have been consulted for this section but have not been reproduced owing to copyright.
- 3.6 The 1815 Ordnance Survey Drawing (Figure 5) shows the Site as part of an area of unenclosed land called Heyford Heath (extending to the north and south). The Site's present southern and eastern road boundaries are evident on the map however, another road is shown running south-to-north through the eastern portion of the Site. This road is not shown on later mapping.
- 3.7 A 1922 tracing of the 1842 enclosure map (Figure 6) shows the Site comprising the south-east portion of a larger allotment continuing to the north-west of the Site (Plot 150, totalling: 130 acres, 0 roods, 32 perches). The map shows no sub-divisions within the allotment although a stream is shown running along the Site's western boundary, on a south-to-north-west alignment. The accompanying apportionment table identifies Plot 150 as the '*First Allotment in lieu of Risleys Estate*' and was owned by the Earl of Jersey. The Earl owned a total of 238 acres within the Parish of Upper Heyford and resided at nearby Middleton Park.
- 3.8 The 1884-1885 Ordnance Survey (Figure 7) shows the Site comprising two fields. The north-western portion of the western field was covered by woodland surrounding a stream, which forked within the Site to the north and west. The Site's woodland separated the Site from the farmstead of North Leys

Farm to the north-west. With exception of roads bordering the Site to the south and east, the Site was surrounded by agricultural land.

- 3.9 Except for the thinning of the woodland situated within the north-western portion of the Site, Ordnance Survey mapping shows no other Site changes from 1898-1923. Outside of the Site, a new cottage was built for North Leys Farm, immediately to the west of the Site and to the south of the farm (Bicester Herald, 1898). The cottage was built by the Earl of Jersey, which suggests that North Leys Farm and the area of the Site had remained within the Earl's ownership.
- 3.10 The woodland located within the Site is not shown on a 1927 copy of the Upper Heyford Tithe Map, which recorded revised apportionments (Figure 8). The map shows the Site comprised Plots 150F and 150H and although the accompanying apportionment does not identify any field names or land usages, it records that the Site was owned by H. Hillier. England's 1939 Register records Henry Hillier as the farmer of North Leys Farm.
- 3.11 The Site and the immediate surrounding area to the north and west is not shown on Ordnance Survey mapping from 1927-1975 or on 1947 aerial photography, owing to the Site's close proximity to the airbase of RAF Upper Heyford. This whitewashing of the Ordnance Survey mapping was a common occurrence for protecting the location and layout of military installations (Figures 9 & 10).
- 3.12 RAF Upper Heyford was first used as a First World War flying field from 1916-1919, but no remains of this airfield exist. During the inter-war period it was reused as a bomber station and became a template for bomber airfields of this period (Cocroft, 2017). Its role within the Second World War was mostly limited to training but as with many airfields new concrete runways were laid out by c.1943-44. In the 1950s, the airfield was deemed suitable for use by the United States Air Force (USAF) Strategic Air Command (SAC) and large-scale works were undertaken to accommodate the deployment of bomber aircraft as part of the US's Cold War taskforce. In the 1960s, the prevailing political Cold War strategy saw the deployment of F-111E bombers, which had the ability to respond at any time, under any conditions and carried intermediate-range nuclear weapons. This change required a further phase of new support buildings, infrastructure and bomb stores. The airfield's last major phase of development occurred in the 1970s and resulted from the need to improve the protection of airfields against conventional, chemical and biological attacks. Aircraft related buildings and the key infrastructure which supported their operation was improved through the hardening of buildings and structures to ensure that they could survive attacks and mount rapid counter-attacks.
- 3.13 The RAF Upper Heyford Conservation Area Appraisal (2006) and the RAF Upper Heyford Heritage Centre has reproduced several maps and plans of the airfield and the immediately area. A 1942 plan of the airfield (Appraisal Figure 3b, p.10) shows the Site as located outside of the airfield's formal boundary. However, a small, unidentified building or small compound is shown located within the south-eastern corner of the Site, at the road junctions of Camp Road and Chilgrove Drive. This area is possibly related to a former quarry situated on the southern side of Camp Road, rather than being related to the airfield. The compound is shown on several plans and aerial photographs of the airfield from c.1942-1993 but no evidence of this area remains present on the Site.
- 3.14 Outside of the Site, the 1942 plan shows that immediately to the north of the Site, inside the airfield was an area of perimeter runways, leading to several pan-handled aircraft parking areas. A 1959 plan of the airfield and aerial photography from 1969 (Heritage Centre) shows that these runoff and parking areas (including those closest to the Site) were considerably enlarged, and a Petroleum, Oil and Lubricant (POL) installation created. This reflects the Cold War upgrades of the airfield following the arrival of the United States Air Force (USAF). As would be expected, these upgrades are not shown on the 1966 Ordnance Survey map which shows the c.1943 plan of the airfield with small pan-handled aircraft parking areas.
- 3.15 The 1975-1976 Ordnance Survey (Figure 11) shows only small changes with the Site with very little woodland situated within its western extent and with the small, subdivision situated within the south-east corner. Outside of the Site, the POL installation is shown immediately to the north of the Site,

alongside other small buildings associated with the airfield but likely an inaccurate plan of the perimeter track and aircraft parking areas.

- 3.16 A 1980 plan of the airbase (Heritage Centre) shows its layout following the last major redevelopment, in line with NATO's specifications for hardening of airfields. Located to the north of the Site, nine Hardened Aircraft Shelters for the F111s aircrafts and associated fuelling infrastructure had been constructed.
- 3.17 Later twentieth century Ordnance Survey maps (Figure 12) show no changes within the Site. Outside of the Site, the Ordnance Surveys continued to show a simplified plan of the airfield to the north and north-west of the Site.
- 3.18 Twenty-first century changes within the Site are first shown on satellite imagery from between 2006-2009 (Figure 14). This shows a new trackway was created off Camp Road, into the Site and along the western boundary. Within the same period a series of ponds were created to the west of the trackway and the pasture on the eastern side subdivided by fencing to create the present northern field. The Site's eastern field was under arable cultivation during this period. Current satellite imagery (Figure 15 – 2020) shows the maturity of planting within the western parts of the Site.

Identification of Built Heritage Assets

Built Heritage Assets within the Site:

- 3.19 Data obtained from Historic England (NHLE) and the Local Authority confirms that there are no designated or non-designated built heritage assets located within the Site.

Built Heritage Assets within 1km radius of the Site:

- 3.20 A search of National Heritage List for England and Local Authority datasets show that there are four Listed Buildings (all listed at Grade II), one Scheduled Monument and one Conservation Area within a 1km search area surrounding the Site (Figure 2).
- 3.21 The Site is located directly adjacent to the southern boundary of the RAF Upper Heyford Conservation Area (designated 2006). This part of the Conservation Area (north of Site) is identified within the RAF Upper Heyford Conservation Area Appraisal (2006) as the 'Flying Field' whilst to the west, separated by a field's width is the Conservation Area's eastern edge, covering the 'Residential Area' of the airbase.
- 3.22 From within the Site, there are some partial views (north) in the direction of the airbase's flying field which include several Hardened Aircraft Shelters and earth mounding. However, the airbase's residential area, to the west of the Site is completely screened by vegetation and part of the intervening area also has existing planning permission for residential development.
- 3.23 Although the Site is considered to form part of the Conservation Area's setting, the potential impact of developing the Site will be limited to the part of the Conservation Area covering the flying field's southern edge. Further assessment of this specific area follows in Section 4 of this report.
- 3.24 The 4 Listed Buildings within the Site's search area are located c.750-950m to the west and north-west of the Site and comprise:
- Nose Dock Hangar at former RAF Upper Heyford (Building 325) (Grade II Listed Building, NHLE: 1392505);
 - Nose Dock Hangar at former RAF Upper Heyford (Building 327) (Grade II Listed Building, NHLE: 1392506);
 - Nose Dock Hangar at former RAF Upper Heyford (Building 328) (Grade II Listed Building, NHLE: 1392507); and
 - Control Tower (Building 340), Upper Heyford Airbase (Grade II Listed Building, NHLE: 1392508).

- 3.25 These 4 Listed Buildings are separated from the Site by the intervening built development of the airfield and vegetation screening. As such, there is no inter-visibility between the Site and any of the Listed Buildings. It is therefore considered that the site does not form part of their respective settings and their significance will not be affected by the proposed development
- 3.26 The Scheduled Monument Cold War structures at the former Upper Heyford airbase (NHLE: 1021399) comprises five scheduled areas located within the RAF Upper Heyford Conservation Area.
- Quick Reaction Alert Hardened Aircraft Shelter complex, including aircraft shelters, security fence, watch tower, fuel supply point and hardened crew building;
 - Northern Bomb Stores and Special Weapons Area, contained within a security fence;
 - Avionics Maintenance Facility;
 - A Hardened Telephone Exchange; and
 - A Battle Command Centre
- 3.27 The Scheduled areas (Figure 2) are located at distance from the Site (+750m). Owing to intervening areas of development and some vegetation, these Scheduled areas have no inter-visibility with the Site and no historic functional association. The Site is not considered to form any part of the settings to these Scheduled areas and their respective significance will remain unaffected by the development of the Site. The Scheduled Monument required no further assessment within this report.
- 3.28 There are no other designated heritage assets within 1km of the Site.
- Non-Designated Heritage Assets within 1km search area:***
- 3.29 A search of the Oxfordshire HER for the Site and a surrounding 1km search area was commissioned in support of this project (received 4th September 2020). This search established that there were no built heritage monuments located within the Site. Sixteen monuments relating to archaeology and built heritage were recorded within the 1km search area (Figure 3) however, none of these monuments relate to built heritage assets which are not already designated (e.g. the Listed Buildings situated with the RAF Upper Heyford Conservation Area).
- 3.30 The RAF Upper Heyford Conservation Area Appraisal (2006) identifies many of the airfield's buildings and structures as unlisted buildings of either National or Local Significance and other buildings which contribute to the significance of the airfield (reproduced on Figure 4). Located within the Site's search area, the Appraisal identifies 61 non-designated built heritage assets, including 6 unlisted buildings of National Significance, 40 unlisted buildings of Local Significance and 15 other contributing buildings.
- 3.31 Most of the non-designated built heritage asset identified within the Appraisal are located at the edge of the search area and have no inter-visibility with the Site owing to intervening development and vegetation screening.
- 3.32 From within the Site's eastern and northern fields, there are partial views of 3 Hardened Aircraft Shelters (HASs), which form a group of 7 situated within the south-eastern part of the Flying Field. There are limited views of earth-mounding associated with a Petroleum, Oil & Lubricant installation (POL) situated adjacent to the northern boundary of Site's eastern field. Additionally, from the Site's northern field, there are very limited views of an Aircraft Maintenance Hanger and an Engine Test Shed.
- 3.33 The HASs and Engine Test Shed are recognised within the Appraisal as Buildings of Local Significance.
- 3.34 The very limited visibility of the Engine Testing Shed provides no contribution to understanding the significance of this building nor its interaction and operation roles within the wider airfield. As such, the Site is not considered to form any part of the setting that contributes to its significance and the development of the Site is not considered to impact on this non-designated heritage asset.

- 3.35 Given the proximity of the Site to 3 of the HASs, further assessment is required to assess the potential impact of the Site's development on these non-designated heritage assets. However, given their location within the RAF Upper Heyford Conservation Area, their significance and the impact can be assessed together.
- 3.36 No individual significance is attributed to the POL or the Aircraft Maintenance Hanger and they do not require any individual assessment, but they may form part of the assessment of the Conservation Area.
- 3.37 The remainder of the non-designated heritage assets located within the surrounding search area require no further consideration within this report.

4 ASSESSMENT OF SIGNIFICANCE, PROPOSALS AND ASSESSMENT OF IMPACT

- 4.1 Paragraph 194 of the NPPF outlines the requirements for an applicant to describe the significance of heritage assets affected by the proposed development, and states that the level of detail supplied by an applicant should be proportionate to the importance of the asset and should be no more than sufficient to review the potential impact of the proposal upon the significance of that asset.
- 4.2 This Built Heritage Statement has identified the that the significance of the designated RAF Upper Heyford Conservation Area and the Hardened Aircraft Shelters (non-designated heritage assets) have the potential to be affected by the proposed development of the Site. This Section describes the significance of these heritage assets and assesses the nature of any impact resulting from the proposed development.

Assessment of Significance

RAF Upper Heyford Conservation Area

- 4.3 The RAF Upper Heyford Conservation Area was designated in 2006 and in the same year a Conservation Area Appraisal for the asset was prepared by Chilwell District Council.

Historic Interest:

- 4.4 RAF Upper Heyford was first used as a First World War flying field from 1916-1919, but no remains of this airfield exist. The airfield was re-established in the early 1920s for use as a bomber station (as part of the Home Defence Expansion Scheme) and became the only fully executed template for this type of inter-war airfield. Cooft citing Lake (2003) states that 41 technical buildings relating to this phase of the airfield's development have survived although many of these have been altered.
- 4.5 The airfield's role in World War II was mainly related to training but new concrete runways (laid out on a typical A-plan), subsidiary runways, a perimeter track and pan-handled aircraft parking areas were constructed in c.1943-44.
- 4.6 Shortly after the war, Upper Heyford was selected as one of a limited number of Cold War airbases for the United States Air Force's (USAF) Strategic Air Command (SAC). Work to transform the airfield to the USAF's requirements began in 1950 and comprised approximately 170 new buildings, extended runways, larger aircraft parking areas, bomb stores, underground fuel tanks, a fire station, control tower and hangars.
- 4.7 In the 1960s, the prevailing political Cold War strategy moved away from 'Mutually Assured Destruction' to a 'Sustained Deterrence' (a strategy of retaliation) and the requirements of frontline forces changed. Changes at Upper Heyford saw the deployment of F-111E bombers, which had the ability to respond at any time, under any conditions and carried intermediate-range nuclear weapons. As such, new buildings including bomb stores, an aircraft maintenance shop, flight simulator, more fuel tanks and weather shelters were constructed to support the F-111s.
- 4.8 The 1967 Arab-Israeli Six-Day War exposed how vulnerable aircraft and airfields were from aerial attacks. Consequently, in the 1970s, NATO, under the European Defence Improvement Programme began to 'Hardened Airfields' against conventional, chemical and biological attacks. Buildings relating to the aircraft and the key infrastructure which supported their operation was improved through hardening buildings and structures to ensure that they could survive attacks and mount rapid counter-attacks. This 1970s phase of Cold War improvements was the last major upgrade of the airbase, prior to its closure and disposal in 1993.
- 4.9 Consequently, the historic importance of RAF Upper Heyford not only illustrates its continuing development within the twentieth century but owing to its completeness, represents an

understanding and appreciation of the Cold War period and in the evolution of modern aviation hardware and strategy, which escaped the subsequent changes of twenty-first century warfare measures implemented at other airfields.

Architectural Interest:

- 4.10 The architectural interest of the airfield relates to a range of different buildings, structures and infrastructure which represents the technological and strategic evolution of bomber aviation development under the RAF's use in the 1920-40s and the American Cold War operations. Owing to the decommissioning of the airfield in the early 1990s, the Cold War development phases have survived mostly intact and reflects the then, most advanced military equipment and strategic planning. The physical fabric of the various buildings helps to demonstrate this, but many of them also retain their interiors and feature fixtures and fittings, including mechanical and electrical equipment and plant which helps to demonstrate their specific usage. The survival of the airfield's arrangement of runways and buildings and the interaction of the spaces between these areas support the understanding of the airbase's significance. Additionally, the survival of surface markings, military signage, barbed-wire security fencing, lighting and landscaping contributes to the architectural completeness of the airfield.
- 4.11 Of the entire airfield's buildings and infrastructure, those visible from the Site (to the north) include two Hardened Aircraft Shelters (HASs) from the seven which form the south-eastern grouping, and earth mounding which relates to a Petroleum, Oil and Lubricating installation (POL). The Conservation Area Appraisal identifies the HASs as airfield buildings of local significance and therefore, can be considered as non-designated heritage assets in their own right but owing to their association with the airfield, they are assessed as part of the Conservation Area. The POL is not considered to have any individual significance but does form part of the Conservation Area.

Hardened Aircraft Shelters (HASs)

- 4.12 The Hardened Aircraft Shelters reflected NATO's commitment to increasing the resilience of airfields against potential attack and provided the means of protecting single aircraft from conventional, biological and chemical weapons; and the means to quickly launch counter-strike operations. NATO required hardened shelters for 70% of an airfield's aircraft and although 71 were planned for Upper Heyford, only 56 were built. These were arranged amongst the four F111 aircraft squadrons, in groups to the north and south of the main runway. Each HAS cost \$500,000 and they were built by three different contractors - Richard Costain Ltd, SAC Bubble and the Amy Roadstone Group Ltd. Those seven located closest to the Site (3036-3042) were constructed by Richard Costain Ltd.
- 4.13 All the HASs at Upper Heyford date from the late 1970s and comprise a third-generation design, which were designed to accommodate all the existing and planned US tactical fighter and reconnaissance aircraft types of the period but could also be tailored for specific aircraft. The HASs comprise a semi-circular cross section, measuring c.36m in length, c.21m in width and c.8m high. The main frame comprises corrugated galvanised steel anti-spall plates, assembled in deep vertical corrugated arches for additional strength and has a 0.6m exterior covering of reinforced concrete. The sliding entrance doors have steel-frames and are clad in reinforced concrete. To the rear of the building is a concrete efflux tunnel, deflector and vents which allowed for the aircraft engines to be ignited within the shelters themselves. Additionally, vents are situated on the roof of the shelter but in general, the shelters have a dulled external appearance, in order to suppress their visibility from the air. The HASs appear to be arranged in a random pattern but are strategically distributed as to avoid more than two HASs being hit in any bombing run and to ensure minimal travel time to the runways.
- 4.14 Internally, the HASs have retained many of their fixtures and fittings which demonstrate the mechanical operation of the main doors, winch and pulley systems (for towing the aircraft) and various fans and ventilation equipment to enable firing-up of the aircraft within the shelter. Squadron-related artwork on the efflux doors of HASs nos. 3034 & 3038 has also survived.

Petroleum, Oil and Lubricating (POL) Installations

- 4.15 Located immediately to the north of the Site's eastern field is POL Installation 20, an area which was also improved through the NATO hardening programme of the 1970s by burying the fuel tanks and associated pipe infrastructure under mounds of soil. The buried fuel tanks afforded greater protection to a critical aspect of the airfield's operational infrastructure. The close location of POL 20 to the seven Hardened Aircraft Shelters would allow the aircrafts to be refuelled either via fuel bowzers (portable tanks) and in designated zones using fuel hydrants. The POL Installations help to demonstrate element within the specific operation of the HASs and the overall operational infrastructure of the airfield.

Significance:

- 4.16 The Conservation Area extends over most of the airbase, which includes the almost total survival of the airfield landscape of buildings, structures, subterranean stores and infrastructure spanning the twentieth century. Individually and collectively, these elements help to demonstrate how military strategies and technologies evolved over time, in particular during the Cold War period, which culminated in then, the most advanced theory and practice on 'hardening' airfields from attack and the ability to launch effective counter-strikes. The character and appearance of the Conservation Area is therefore principally embodied by the built elements and open and operational spaces within the Conservation Area itself, whereby its historic development and operation can be fully understood. This character is also supported by the survival of fixtures and fittings and more minor aesthetic details derived from surface makings, signage, perimeter fencing etc., which reinforces the former military presence.
- 4.17 The Listed Buildings and Scheduled Monument represent buildings of the airbase which are of national heritage significance and make a particularly strong contribution to the historic and architectural interest of the Conservation Area. In turn, the other areas of the Conservation Area cover buildings, structures and spaces which to varying degrees contribute, as elements to the settings of these designated heritage assets and more generally in helping to illustrate and understand the operational function and strategic, response-led development of the entire airfield.
- 4.18 In respect, of the HASs and POL installation located nearest to the Site, these buildings and structures reflect the last major redevelopment of the airbase and the NATO-led 1970s hardening strategy. The Conservation Area Appraisal describes the HASs as the most distinct of structures located within the airfield owing to their number, their layout and monolithic design. As such, they are recognised as an important building type of the airbase, having protected the aircraft themselves but they are also amongst the most common of the airbase's buildings. Their distinctive grouping and monolithic and dull appearance served their requirement for resisting attack, the need for camouflage and was a result of their standardisation in design but has fortuitously acquired an iconic aesthetic in illustrating the perceptive threat of the late Cold War period. Consequently, the physical fabric of the HASs has some artistic-design value, alongside their historic value in demonstrating an element of Cold War defence strategy.
- 4.19 The significance of the POL installations principally relates to their group value and spatial relationship with the HASs.

Setting:

- 4.20 The Conservation Area Appraisal describes that the central part of the airbase and its main runway sits upon the edge of a plateau (Upper Heyford Plateau), which combined with views over areas of farmland to the east and particularly to the west (outside of the Conservation Area) contributes towards understanding the size and scale of the entire airbase. Farmland continues to surround the various technical buildings and infrastructure of the airfield, which are primarily situated to the north and south of the main runway whilst a relatively compact area of former military housing is situated to the south of the southern technical area, off Camp Road.

- 4.21 The airfield's location on a plateau (Upper Heyford Plateau) was clearly an important technical and localised consideration in the choice of the original airfield's placement. However, the operational role of the airfield in World War Two and in its later, more significance role as a USAF SAC base during the Cold War, was not intended to interact with, or be integrated into, its surroundings. Except for the airfield's military accommodation (off Camp Road), this was reflected by the relative isolation of the airfield. Additionally, the tall, barbed-wire perimeter fencing serves both as an impenetrable physical barrier between the base and its surroundings and also marks a clear boundary between two landscapes of vastly differing character: the functional Cold War landscape of the airbase, and the surrounding, mostly farming landscape. A reinforcement of this separation has also been achieved from the maturity of tree planting on the edges and surrounding the airbase, which Cocroft (2017) suggests was an intentional implementation of inter-war airfields (onwards), in order to help conceal them from the enemy and to appease local objections over the appearance of the airbases.
- 4.22 The Conservation Area Appraisal concluded a similar assessment that whilst the topography of the airbase and surrounding land allows for it to be seen from various locations *'there are no views from public places into the site (e.g. the airbase) ...that give the observer an understanding of the layout, beyond the fact that there is a high concentration of HASs at the north end. Views are of individual buildings and structures and the observer cannot 'read' the landscape from outside'*. The effect of this is that it is difficult to appreciate the historic and architectural interest of the Conservation Area and the heritage assets located within it from beyond its boundaries.

Contribution of the Site

- 4.23 The Site forms a small part of the farmland which surrounds the entire airbase. Although the Site was whitewashed from mid-twentieth century Ordnance Survey maps and aerial photography; this was not uncommon, owing to protecting the location and layout of airfields and there is no evidence to suggest that Site was included within the area of the airbase. Instead, the Site has been principally associated with North Keys/Letchmere Farm, which is located to the north-west and is screened from the Site by intervening vegetation. The farm buildings have been converted into housing and this loss of previous farmland character is reflected the cessation of active farming of the Site and surrounding land.
- 4.24 From within the Site, only partial views of no more than ever two Hardened Aircraft Shelters (HASs) are possible, and these are limited to the upper portions of the shelters. The Site's northern boundary with the airbase and Conservation Area comprises dense planting, security fencing and within the Site's eastern field some earth mounding associated with the POL installation. These boundaries prevent any ground-level inter-visibility between the Site and the Conservation Area and therefore, an appreciation of the HASs iconic appearance and the wider spatial arrangement of the HASs as a group and their association with the main part of the flying field is not possible.
- 4.25 The significance of the Conservation Area is principally understood from within the extent of its designated areas. By virtue of the limited opportunities to experience the airfield from and in conjunction with the site, the Conservation Area derives no contribution from the site as part of its setting. The Appraisal also does not identify any important views to or from the Conservation Area that include the Site. It is therefore considered that the Site comprises a neutral element within the settings of the Conservation Area and the Hardened Aircraft Shelters which makes no contribution to their respective significance.

Proposed Development

- 4.26 This section should be read in conjunction with the accompanying reports and masterplan.
- 4.27 The development is for an outline planning application for the erection of up to 230 dwellings, creation of new vehicular access from camp road and all associated works.

Assessment of Impact

Upper Heyford Conservation Area (including non-designated HASs)

- 4.28 The Site is considered to form a neutral element within the setting of the Conservation Area, including the areas of the Hardened Aircraft Shelters, and makes no contribution to understanding their respective significance.
- 4.29 The proposals will introduce built form close to the southern edge of the Conservation Area however, the existing boundaries are anticipated to screen most of the development. Some partial visibility of the upper-storeys, roofs and ridgelines of housing maybe visible from the Conservation Area. However, the reinforcement of the planted boundaries, buffer zones and areas of gardens will help to separate the northern edges of the development from the Conservation Area and will reduce any overbearing effect of the proposed housing on the Hardened Aircraft Shelters. Similarly, the anticipated regimented layout of the development's northern edge will complement nearby housing and the character of buildings within the Conservation Area, but this will be distinct enough as not to impact on how the grouping and arrangement of the HASs is experienced from within the Conservation Area.
- 4.30 The proposed development will result in a visual change within the setting of the Conservation Area and the Hardened Aircraft Shelters, but this will be seen within the context of nearby residential areas (off Camp Road) and will not compete or change the visual and spatial relationships found within the formal extent of the former airbase. Consequently, the proposed development will result in no harm on the significance of the RAF Upper Heyford Conservation Area and the Hardened Aircraft Shelters (non-designated built heritage assets).

5 CONCLUSION

- 5.1 This Built Heritage Statement has been prepared by RPS for Richborough Estates Ltd and Lone Star Land. It has addressed built heritage considerations in relation to the proposed residential development of a c.11.69ha parcel of land located at to the north of Camp Road and at the eastern edge of Upper Heyford, Oxfordshire.
- 5.2 This Built Heritage Statement meets the requirements of the NPPF and local planning policy and provides sufficient information and assessment to identify the potential impacts arising from the development of the Site on the heritage assets of the RAF Upper Heyford Conservation Area and on the non-designated Hardened Aircraft Shelters located within the Conservation Area.
- 5.3 The assessment concludes that the site forms a small part of the setting of the RAF Upper Heyford Conservation Area and the south-eastern group of Hardened Aircraft Shelters but is a neutral element that makes no contribution to their respective significance. The development will result in a small visual change within its setting, but this will be seen within the context of nearby residential areas and will not compete or change the visual and spatial relationships found within the formal extent of the former airbase. Consequently, the proposed development will result in no harm on the significance of the RAF Upper Heyford Conservation Area and non-designated built heritage assets.
- 5.4 The proposed development of the site is therefore in accordance with the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990. The development is in line with the requirements of the NPPF and the tests of paragraphs 201 and 202 are not engaged.

REFERENCES

Bicester Herald, 1898. *Bicester Rural District Council...New Buildings. Friday 28th October 1898.*

Cherwell District Council, 1996. *Local Plan (Saved Policies)*

Cherwell District Council, 2006. *RAF Upper Heyford Conservation Area Appraisal.* April 2006.

Cherwell District Council, 2015. *The Cherwell Local Plan 2011-2031, Part 1 Adopted 15th July 2015.*

Historic England, 2008. *Conservation Principles, Policies and Guidance.*

Historic England, 2017. *Good Practice Advice Note 3 - The Setting of Heritage Assets – Second Edition. December 2017.*

Historic England, 2017, Cocroft, W. D., *Former RAF Upper Heyford, Cherwell, Oxfordshire: A reassessment of the flying field Conservation Area.* Research report series 74-2017.

Historic England, 2021. *National Heritage List for England*

Mid-Chilwell Neighbourhood Plan, 2019. *Mid-Chilwell Neighbourhood Plan (2018-2031). Made May 2019.*

Ministry of Housing, Communities & Local Government, 2019. *National Planning Practice Guidance (NPPG)*

Ministry of Housing, Communities & Local Government, 2021. *National Planning Policy Framework (NPPF). Revised: July 2021.*

Oxfordshire Historic Environment Record.

Upper Heyford Heritage Centre, 2021, *History Gallery* <http://www.upperheyfordheritage.co.uk/history-photo-gallery/>

USAF, 1977. *USAFE Operational Readiness.* Air Force Engineering & Services Quartey, pp.18-22, 1977. Volume 18, Issue 4.

Cartographic:

Ordnance Survey Drawing: 1815 Bicester (William Stanley)

Map of the Parish of Upper Heyford in the County of Oxford, 1922 tracing of 1842 Enclosure Map by James Saunders, Kirtlington, Oxon.

Upper Heyford Tithe Map (1850/1927) – Apportionment revised in 1927.

Ordnance Survey: 1,2:500: 1881, 1900, 1922, 1975-1976 and 1994

Ordnance Survey: 1,10:560/1,10:000: 1884-1885, 1900, 1923, 1955, 1966, 1982, 1993, 1999, 2006 and 2021.

Aerial Photography (Ordnance Survey): 1947

Satellite Imagery (GoogleEarth): 1947, 2004, 2006, 2009, 2013, 2017, 2018 and 2020

Upper Heyford Heritage Centre Plans:

RAF Upper Heyford, 1st July 1942 (aerial photography)

Plan of RAF Upper Heyford, October 1957

RAF Upper Heyford, 1969 (aerial photography)

Plan of RAF Upper Heyford, February 1980



PLATES



Plate 1: Looking north-west from the south-east corner of the Site's eastern field. A partial view of a Hardened Aircraft Shelter (HAS) located within the RAF Upper Heyford Conservation Area is identified by the arrow.



Plate 2: Looking towards the northern boundary of the Site's eastern field and a partial view of a Hardened Aircraft Shelter identified by the arrow.



Plate 3: Looking south across the Site's eastern field, towards Camp Road.



Plate 4: Looking north from the southern boundary of the Site's eastern field.



Plate 5: Looking north along part of the access track located within the western extent of the Site.



Plate 6: Showing the dispersal of ponds and trees within the Site's western/north-western field.



Plate 7: Looking north-east across the Site's western field and in the direction of the Site's northern field. A partial view of a Hardened Aircraft Shelter is identified by the arrow.



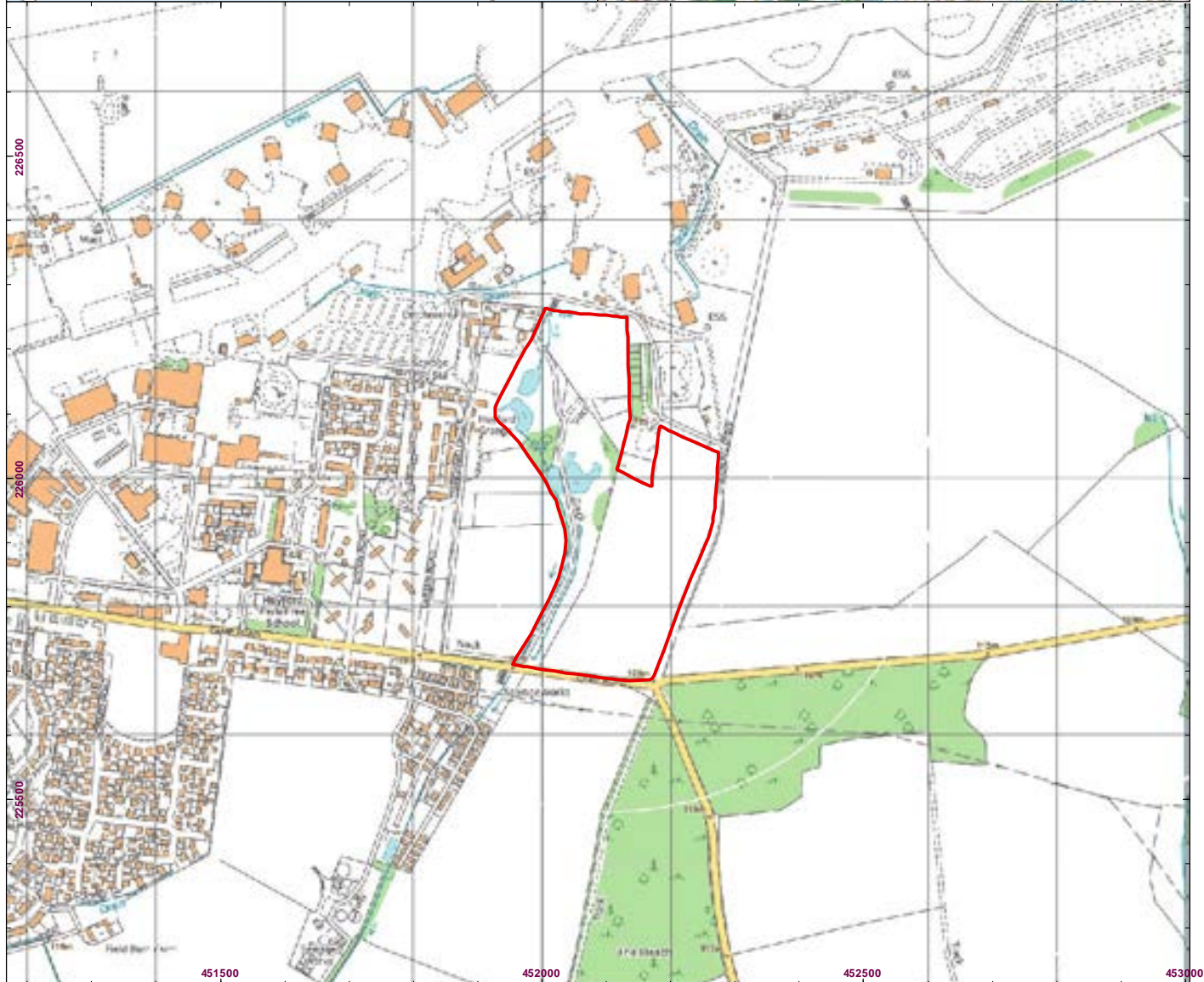
Plate 8: Looking north from the south-eastern boundary of the Site's northern field towards two Hardened Aircraft Shelters located within the RAF Upper Heyford Conservation Area.




Plate 9: Looking north from the Site's northern field towards two Hardened Aircraft Shelters (centre) and partial views of an Aircraft Maintenance Hanger and Engine Test Shed on far LHS (black arrows).



FIGURES



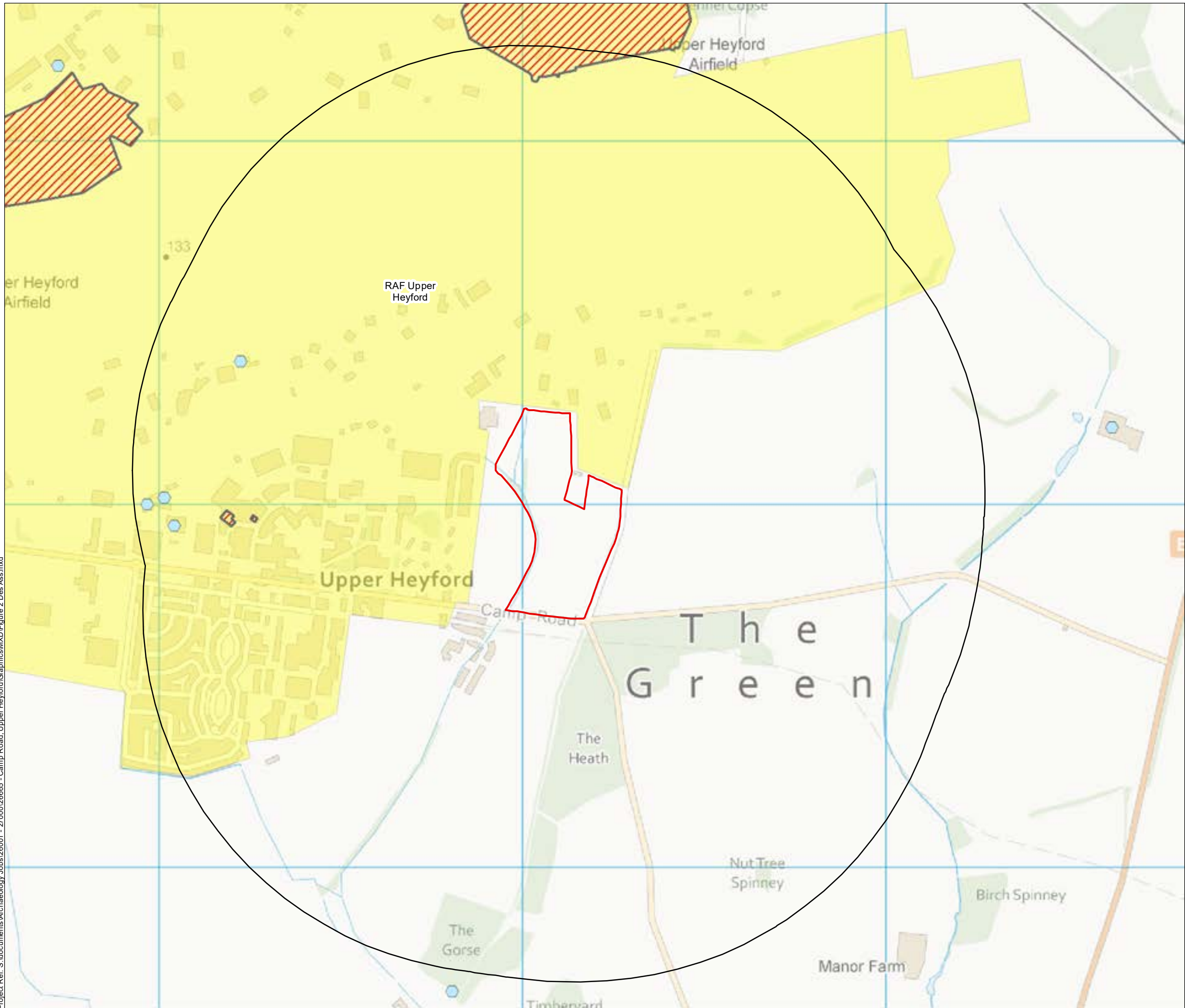
 Site boundary



0 100 200 300m
Scale at A4: 1:10,000



Figure 1
Site Location



Site 2021
 Search Area
Listed Buildings
Grade
● I
● II*
● II
 RAF Upper Heyford Conservation Area
 Scheduled Monuments

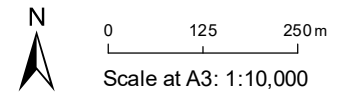


Figure 2
Designated Heritage Assets

Project Ref: S:\documents\Archaeology_Jobs\26001 - 27000\26666 - Camp Road_Upper Heyford\Graphics\MXD\Figure 2_Des_Ass.mxd

Project Ref: S:\documents\Archaeology_Jobs\26001 - 27000\26666 - Camp Road_Upper Heyford\Graphics\MXD\Figure 4 Monuments.mxd



- Site Boundary
- Search Area
- ▲ HER Monuments

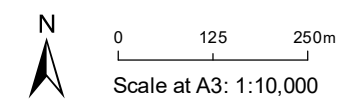


Figure 3
HER Data Monuments



Legend

- Site Boundary
- Search Area
- Non Listed Buildings of National Significance
- Non Listed Buildings of Local Significance
- Other buildings that make a contribution

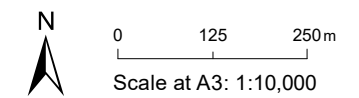
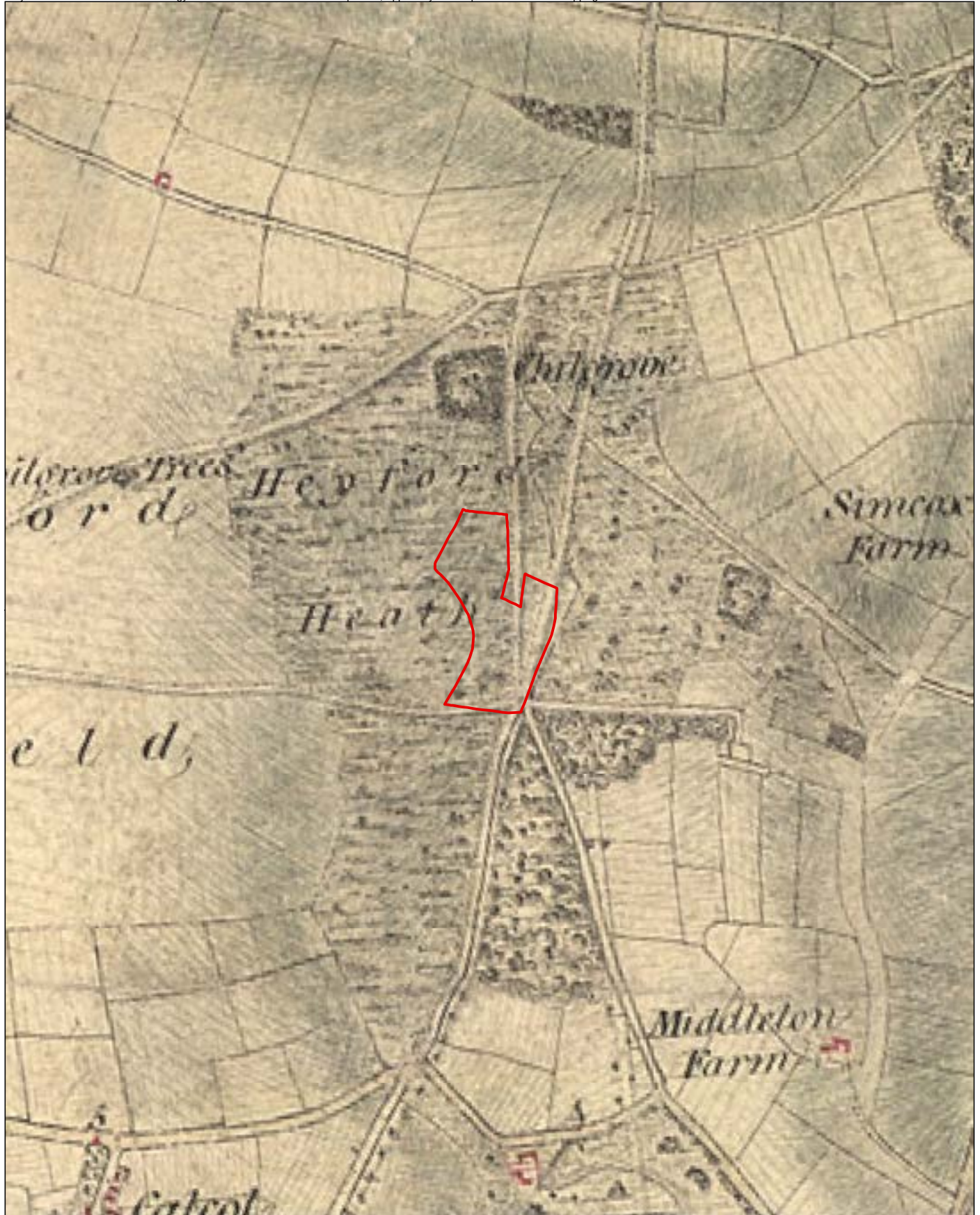


Figure 4

RAF Upper Heyford Conservation Area's Appraisal Location of significant buildings & structures

(Non-Designated Built Heritage Assets)



 Site Boundary

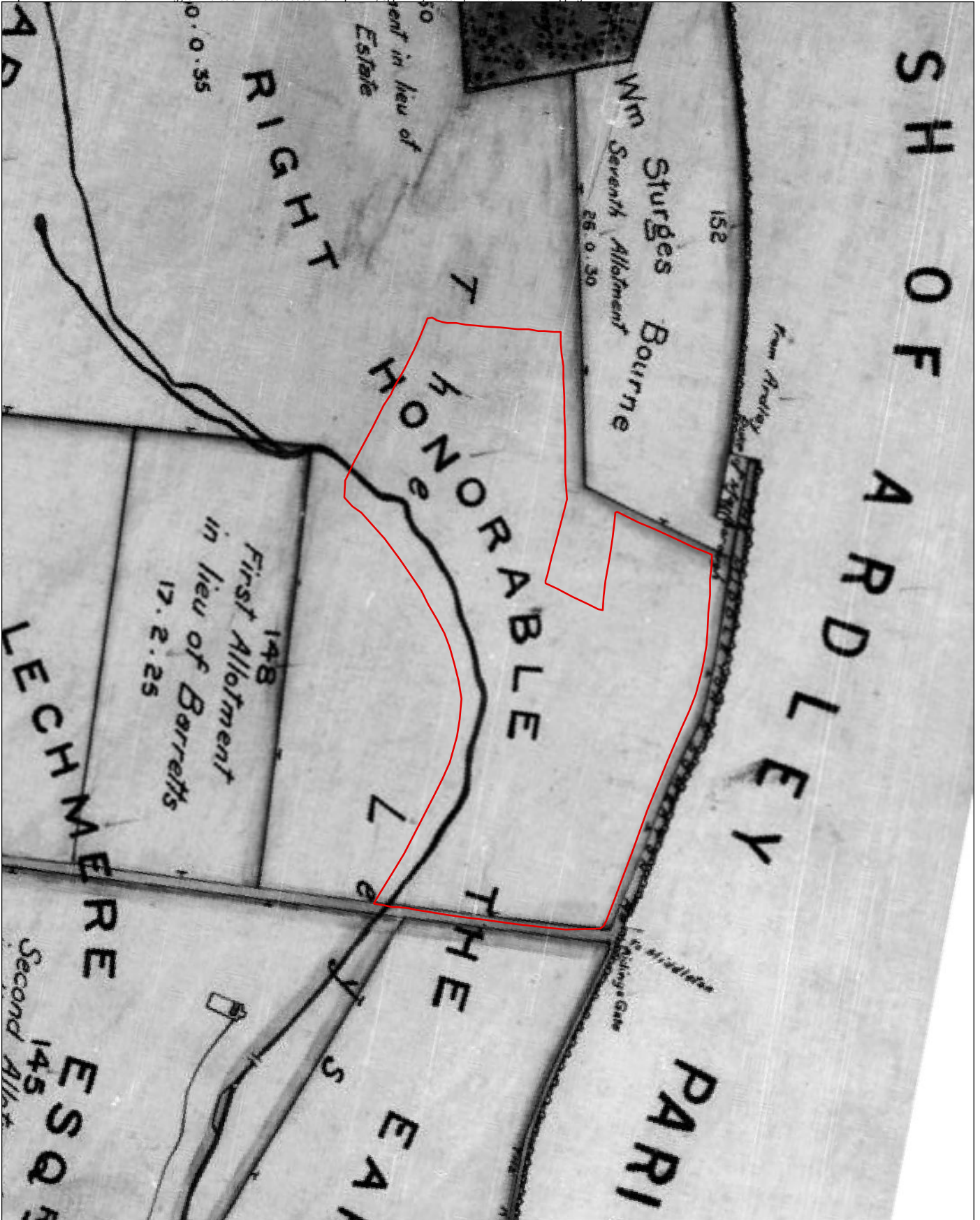


0 150 300 450m
Scale at A4: 1:15,000



Figure 5

1815 Ordnance Survey Drawing



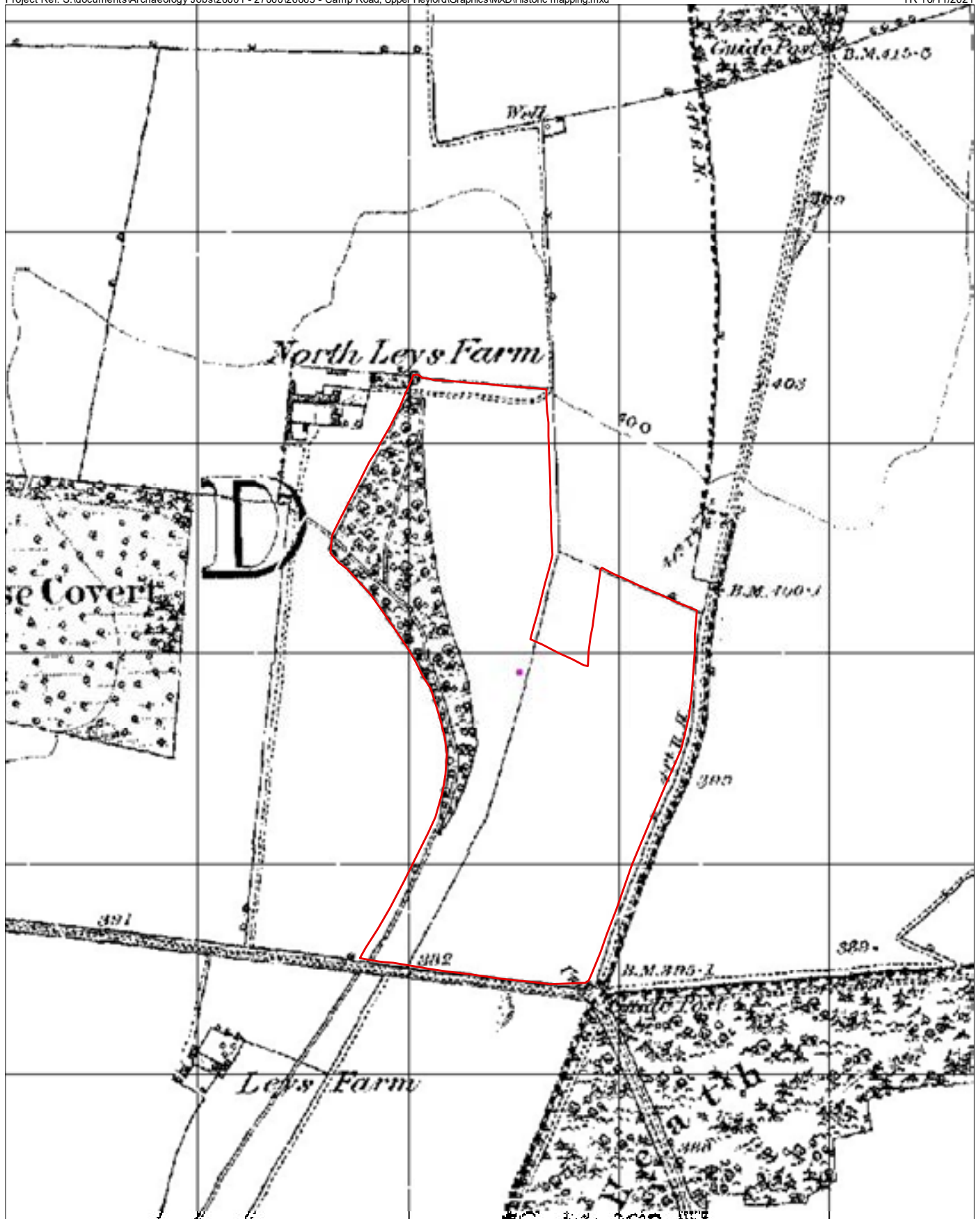
 Site Boundary



0 50 100 150m
Scale at A4: 1:5,000



Figure 6
Upper Heyford Enclosure
Map 1842
(1921 tracing)



 Site Boundary

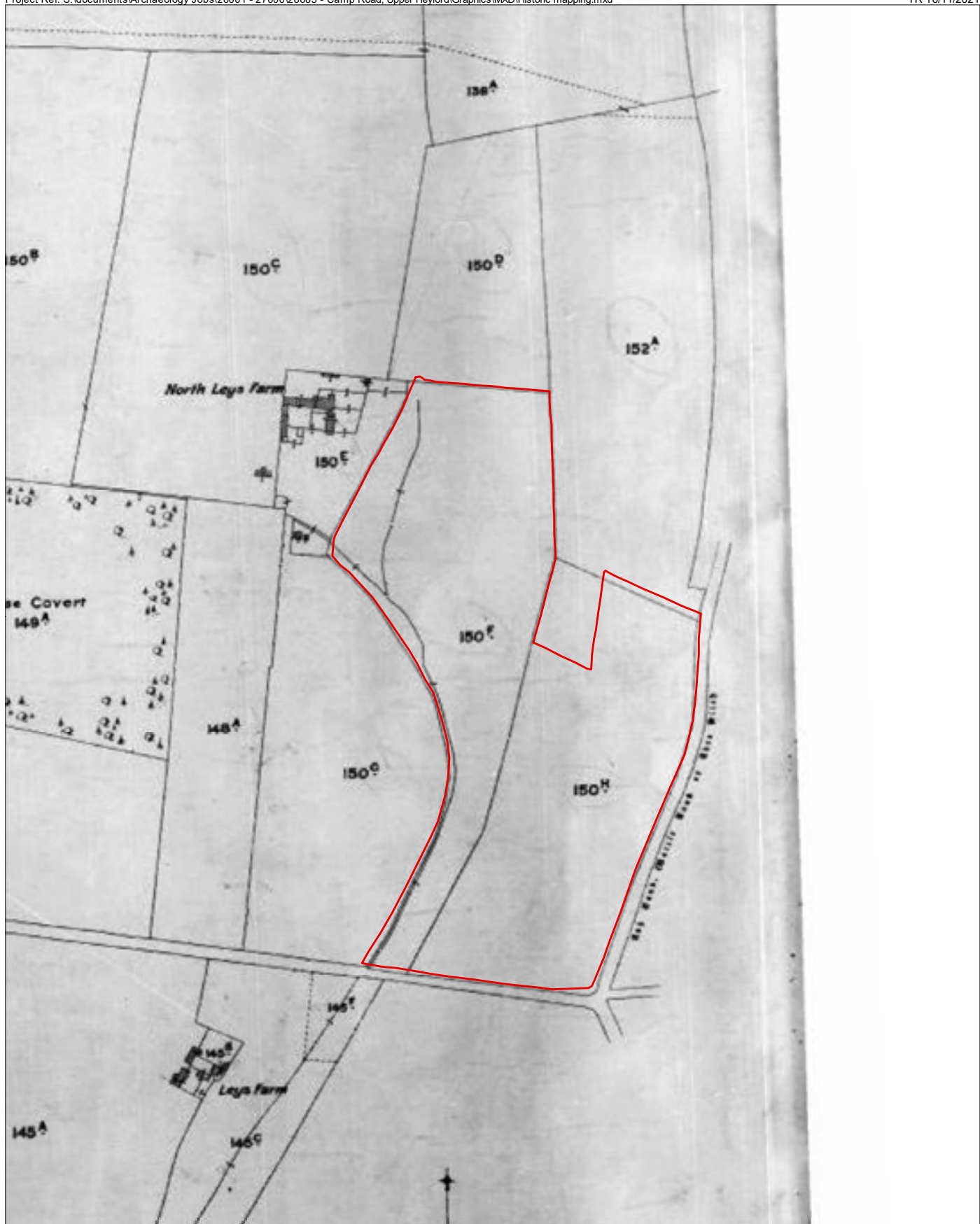


0 50 100 150m
Scale at A4: 1:5,000



Figure 7

1884-1885 Ordnance Survey



 Site Boundary

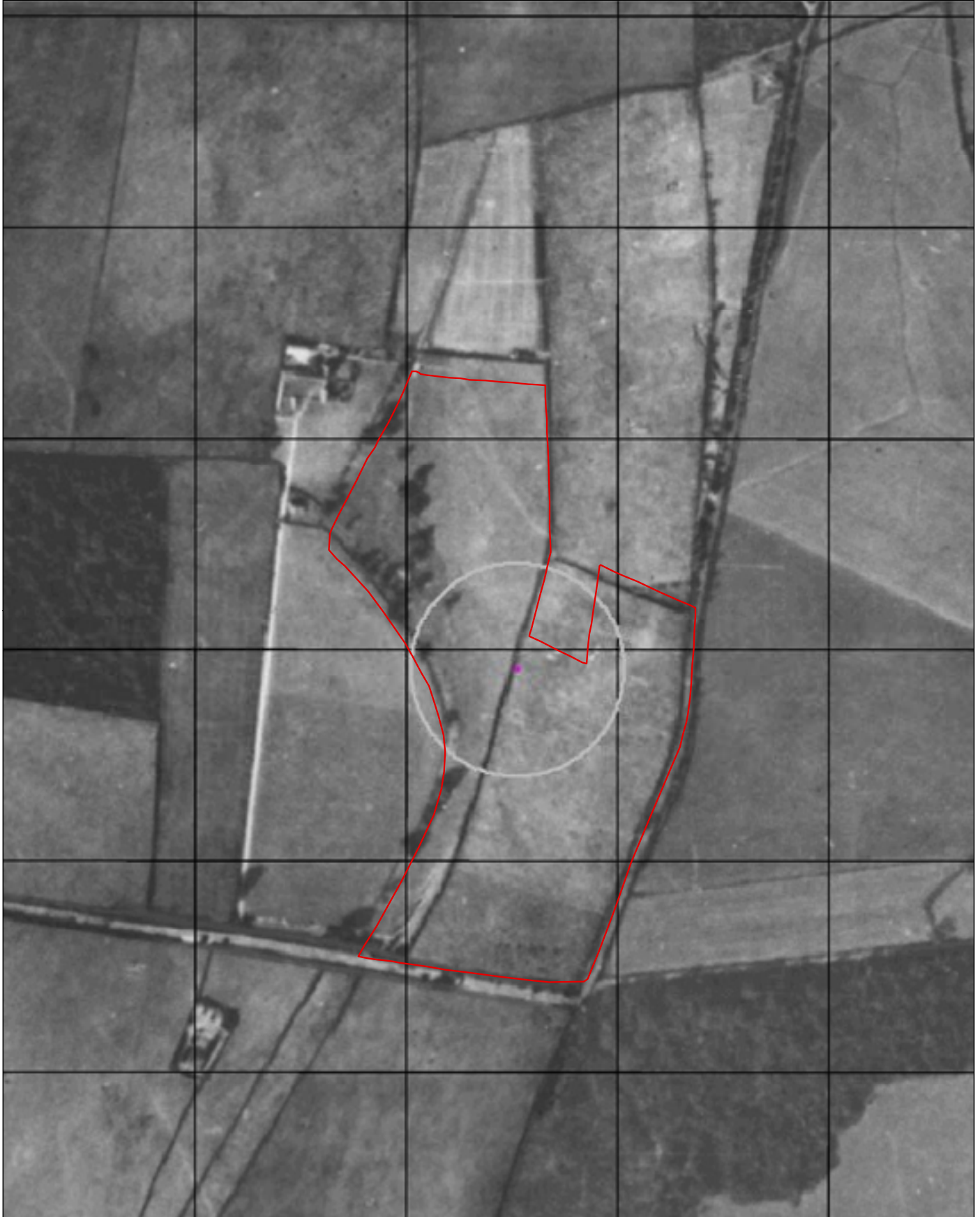


0 50 100 150m
Scale at A4: 1:5,000



Figure 8

Upper Heyford Tithe Map
(1927 Apportionment Revision)



 Site Boundary

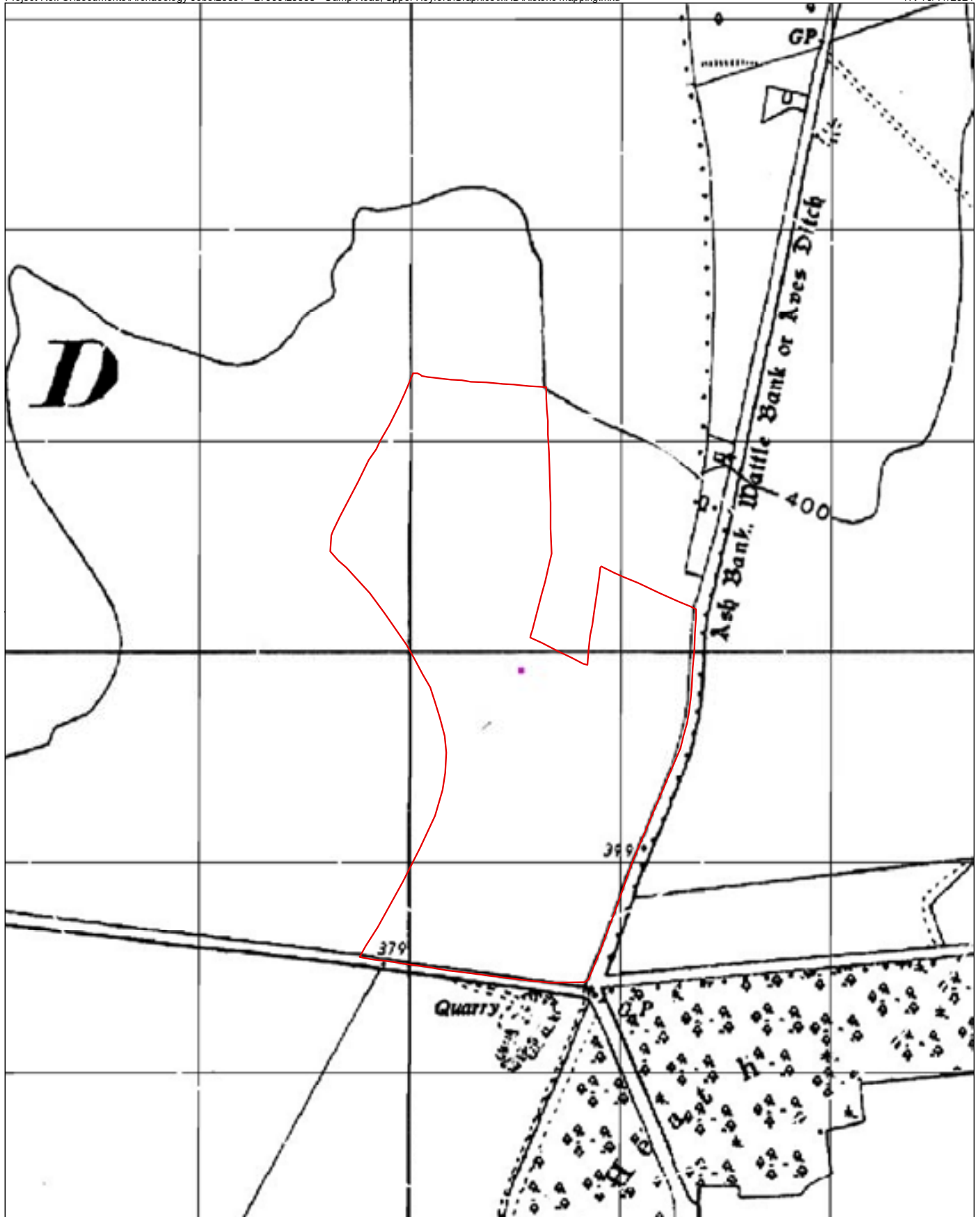


0 50 100 150m
Scale at A4: 1:5,000



Figure 9

Aerial Photography 1947



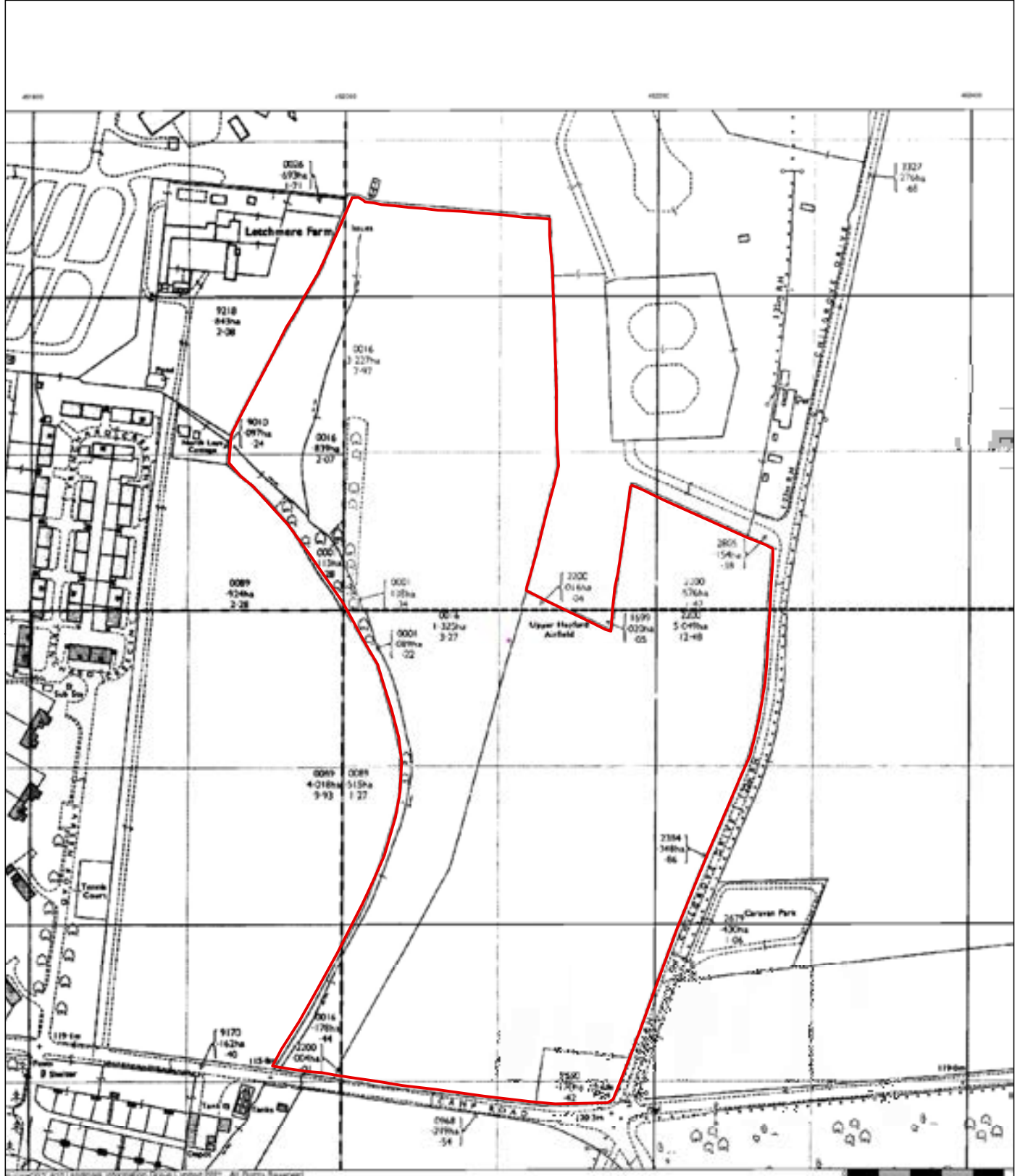
 Site Boundary



0 50 100 150m
Scale at A4: 1:5,000



Figure 10
1955 Ordnance Survey



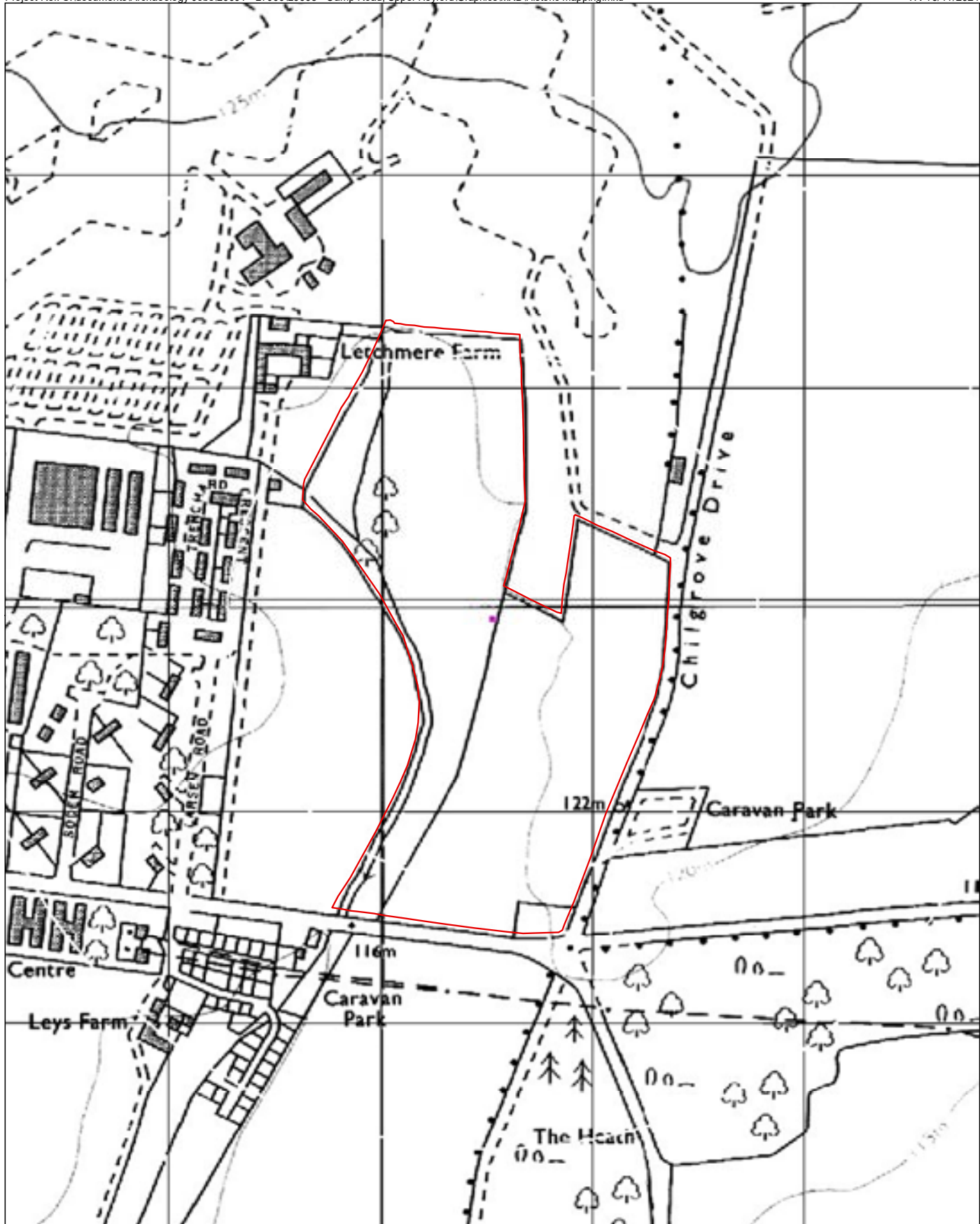
 Site Boundary



0 30 60 90m
Scale at A4: 1:3,500



Figure 11
1975-1976 Ordnance Survey



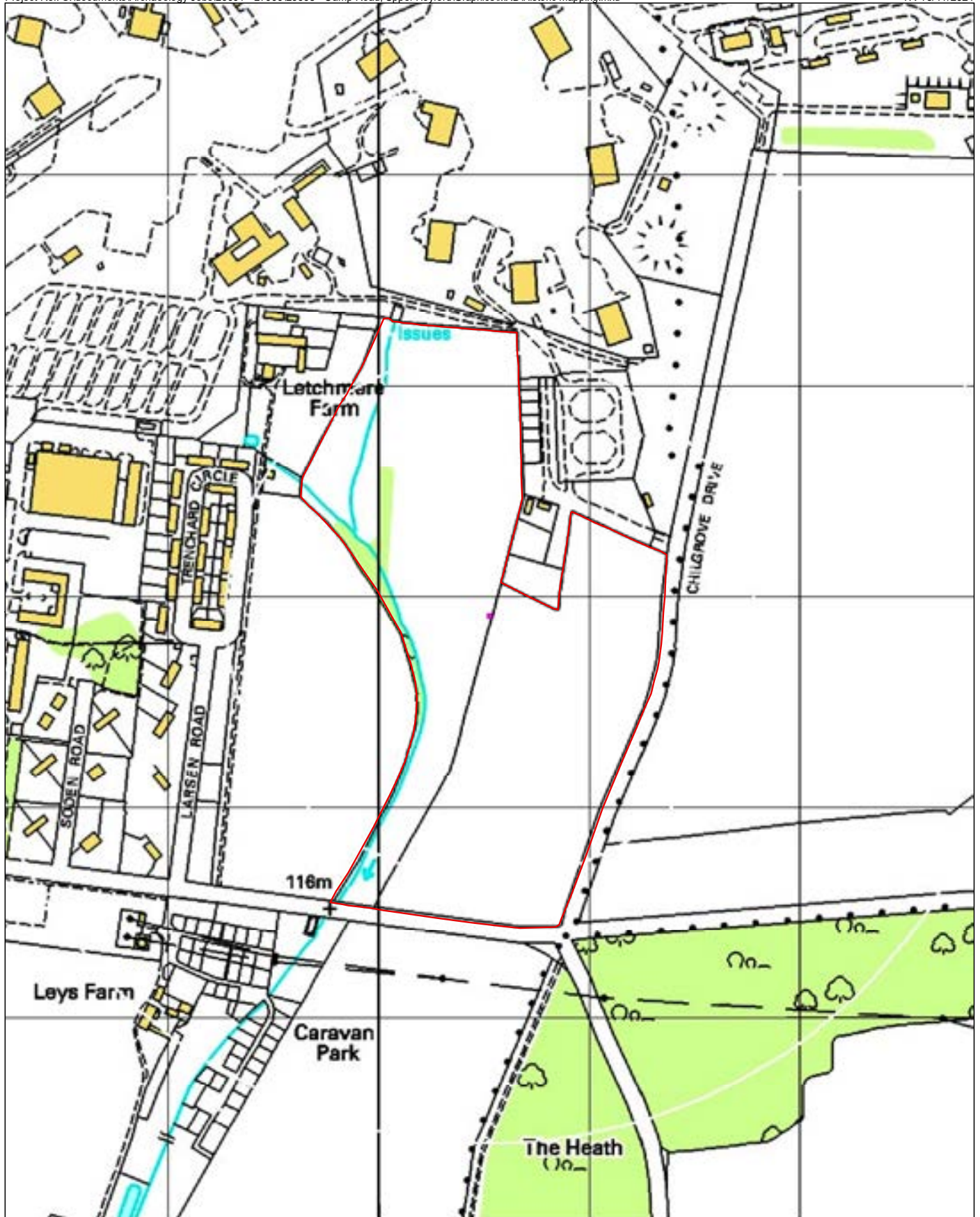
 Site Boundary



0 50 100 150m
Scale at A4: 1:5,000



Figure 12
1993 Ordnance Survey



 Site Boundary



0 50 100 150m
Scale at A4: 1:5,000



Figure 13
1999 Ordnance Survey



 Site Boundary



0 30 60 90m
Scale at A4: 1:3,500



Figure 14

2009 GoogleEarth



 Site Boundary



0 30 60 90m
Scale at A4: 1:3,500



Figure 15
2020 GoogleEarth

