

Parcel B3 – Heyford Park

Heritage Assessment and Impact Study

REF: B.0288

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Introduction

1. The following has been prepared by Pegasus Group on behalf of Bovis Homes in relation to the application submitted for the reserved matters for 21 plots within Parcel B3, following from the approval of reserved matters application 15/01209/REM which approved 68 dwellings across the wider B3 Parcel. This Statement considers the potential impact upon the Upper Heyford Conservation Area along with the three Grade II Listed Nose Dock Sheds (Buildings 325, 327 and 328) which lie to the north of the application site.

Methodology

2. The following assessment has been informed by *Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment*¹ (henceforth referred to as *GPA 2: Managing Significance*), *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets*² (henceforth referred to as *GPA 3: The Setting of Heritage Assets*) and English Heritage's Conservation Principles.³
3. Full details as to the methodology utilised are appended to this Statement (**Appendix 1**); however, it is pertinent to set out at this stage that *GPA 3: The Setting of Heritage Assets* states that:

“setting is not a heritage asset, nor a heritage designation”

4. Hence any impacts are described in terms of how they affect the significance of a heritage asset itself through changes to setting.
5. Within the NPPF, setting is defined 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.”

¹ Historic England, 2015, *Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment*

² Historic England, 2015, *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets*

³ English Heritage, 2008, *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*

Elements of a setting may contribute to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”⁴

6. Therefore, setting can contribute to, detract from or be neutral with regards to heritage values, and so change to setting has the potential to diminish, enhance or leave unchanged the significance of a heritage asset through change to the value(s).
7. In order to relate to key policy, the following levels of harm may potentially be identified when assessing potential impacts of development on heritage assets, including harm resulting from a change in setting:
 - **Substantial harm or total loss.** It has been clarified in a High Court Judgement of 2013⁵ that this would be harm that would ‘have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced’; and
 - **Less than substantial harm.** Harm of a lesser level than that defined above.
8. It is also possible that development proposals will cause **no harm or preserve** the significance of heritage assets. A High Court Judgement of 2014 is relevant to this⁶. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, ‘preserving’ means doing ‘no harm’.
9. Preservation does not mean no change; it specifically means no harm. *GPA 2: Managing Significance* states that “*Change to heritage assets is inevitable but it is only harmful when significance is damaged*”. Thus, change is accepted in Historic England’s guidance as part of the evolution of the landscape and environment, it is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.
10. With regards to changes in setting, *GPA 3: The Setting of Heritage Assets* states that “*protection of the setting of heritage assets need not prevent change*”, with the above statement regarding the natural, harmful or beneficial impact on the significance being key.
11. With specific regard to the content of this assessment, Paragraph 128 of the NPPF states:

“...The level of detail should be proportionate to an assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance...” (our emphasis)

Planning Policy Context

12. The application site is located within the former RAF Upper Heyford Conservation Area and within the core of the New Settlement Area, the development of which was approved under application 10/01642/OUT.

⁴ Ibid.

⁵ EWHC 2847, R DCLG and Nuon UK Ltd v. Bedford Borough Council

⁶ EWHC 1895, R (Forge Field Society, Barraud and Rees) v. Sevenoaks DC, West Kent Housing Association and Viscount De L’Isle

13. Legislation relating to the Historic Environment is primarily set out within the Planning (Listed Buildings and Conservation Areas) Act 1990 which provides statutory protection for Listed Buildings and Conservation Areas.

14. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

“In considering whether to grant planning permission [or permission in principle] 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”.

15. In the 2014 Court of Appeal judgement in relation to the Barnwell Manor case⁷, Sullivan LJ held that:

“Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given “considerable importance and weight” when the decision-maker carries out the balancing exercise.”

16. Recent judgement in the Court of Appeal⁸ (‘Mordue’) has clarified that, with regards to the setting of Listed Buildings, where the principles of the NPPF are applied (in particular paragraph 134, see below), this is in keeping with the requirements of the 1990 Act.

17. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

“...with respect to any buildings or other land in a conservation area...special attention shall be paid to the desirability of preserving or enhancing the character and appearance of that area”

18. The extant Development Plan comprises the:

- Cherwell Local Plan 2011-2031 Part 1, adopted 20 July 2015; and
- Cherwell Local Plan, adopted November 1996 (only those policies saved by the saving direction issued by the Secretary of State and which have not been subsequently superseded by the adoption of the Cherwell Local Plan 2011-2031 Part 1).

19. Other material planning considerations include national legislation, policy and guidance, comprising the:

- National Planning Policy Framework (March 2012); and

⁷ East Northamptonshire District Council v SSCLG (2015) EWCA Civ 137

⁸ Jones v Mordue Anor (2015) EWCA Civ 1243

- National Planning Practice Guidance (various).

20. The accompanying Planning Statement identifies the key relevant planning matters contained within the Development Plan and other material planning considerations pertinent to the determination of the planning application, whilst a detailed summary of the national policy relating to the historic environment is provided at **Appendix 2**.

The Site

21. The application site comprises the northern edge of a parcel of land to the north of Camp Road, which abuts the southern boundary of the Flying Field. The parcel forms the final section of Parcel B3 which was given outline Planning Permission under application reference 10/01642/OUT.

22. The application site is located within the former RAF Upper Heyford Conservation Area and is to the south of the three Grade II Listed Nose Dock Sheds (Buildings 325, 327 and 328). The site is described in detail within the accompanying planning application documentation.

Heritage Assets

23. The application site is located within the former RAF Upper Heyford Conservation Area which is a designated heritage asset as defined by the NPPF. It is also circa 30 meters at the closest point, to Grade II Listed Building 325, with the two other Grade II listed Nose Dock Sheds to the north (Building 327 and 328).

24. The former RAF Upper Heyford military base was, as a whole, designated as a Conservation Area in 2006, reflecting the key role the military base played in the Cold War years and its distinctive military architecture and layout. The former RAF Upper Heyford Conservation Area Appraisal (CDC, April 2006) divided the wider site into a number of 'Character Areas' as shown on the extract plan provided at **Appendix 3**, with the application site being within the 'Flying Field', and specifically 'Area 8A'. The Appraisal describes the 'Flying Field' and 'Area 8A' as:

"Southwest Edge: This is another intermediate area, dominated in the west by very large buildings – the Nose Docking Sheds and the flight simulators – but without any distinct imprint of period function"

25. The significance of the application site was considered within the Archaeology and Cultural Heritage Chapter of the Environmental Statement produced in support of the 'The Outline Consent' granted in January 2010 (a copy of the relevant Character Areas Plan is provided at **Appendix 4**) and described as:

"AREA 8: SOUTHWEST EDGE

*Significance: **Low-High***

This area includes a mixture of structures at the parameters of the Cold War landscape, bounded by Camp Road at the south. The Character Area is divided into two key components. All elements of this Character Area are listed in the Gazetteer."

"Area 8A: *Built Up Edge*

Significance: Low

This is an indeterminate area dominated to the west by the Nose docking Sheds, and large functional structures, but which lack coherence in period or purpose. Key elements of this Character Area are tabulated below, and all elements are listed in the Gazetteer."

26. The Nose Dock Sheds (Buildings 325, 327 and 328) are located to the north of the application site and are Grade II Listed Buildings, thus being designated heritage assets of less than the highest significance as defined by the NPPF.

27. The List entries for the three Nose Dock Sheds read the same, and confirm that the trio of hangers are not only the most complete survival of this type of hanger, but are also of interest in being built of aluminium.

28. The List entry goes on to confirm the special interest of the hangers as follows:

"The hangers have interest as rare built survivals of this era, demonstrating graphically the special relationship between Britain and the United States, and they have technical interest in their early use of aluminium as a building material. The three hangers form a group with other Cold War survivals of similar interest, and together demonstrate the phases of the American nuclear deterrent in Britain as is found at no other base"

29. A full copy of the List Entries are provided at **Appendix 5**.

30. Whilst the application site once formed part of the wider airfield, the previous approvals have effectively severed the wider B3 Parcel and the site from the airfield, bringing it in to the Settlement Area and changing its character. As such, whilst the site is in close proximity to the Nose Dock Sheds, it is not considered that the application site forms an integral part of the setting of the Listed Buildings, which is now focused to the north and the preserved military landscape of the Flying Field. However, due to the proximity of the site, there is a clear visual connection between the Nose Dock Sheds and the site as well as the historic and functional connection between the two, and thus consideration needs to be given to the interface between the application site and the wider airfield.

Assessment of Impact

31. The proposed development is detailed in full on both the application plans and within the accompanying documentation and can be summarised as follows:

"Reserved Matters application to 10/01642/OUT – 21 plots within the B3 parcel following on from approved reserved matters application 15/01209/REM"

32. The proposed new dwellings will be constructed of brick with tile roofs. The northern boundary of their rear gardens being marked by a close boarded fence which replicates the northern boundary/interface with the Flying Field which was approved for the remainder of Parcel B3. Access to the properties will be from the approved roadway to the south, which will in turn connect on to Camp Road.
33. A new tree belt is also proposed to provide a buffer and softened interface between the residential parcel and the wider Flaying Field to the north.
34. The impacts of the proposed development upon the Conservation Area, as a whole, and the Grade II Listed Buildings through a change to their setting will be discussed in turn.

Former RAF Upper Heyford Conservation Area

35. As set out above, the proposed works would form part of the overall redevelopment of the former RAF Upper Heyford and details the provision of 21 of the approved dwellings for the Settlement Area. The principle of the development of this part of the site was approved on the illustrative Masterplan for the site which was submitted under the Outline Consent. An extract of this is shown below, which shows an illustrative layout of the wider B3 Parcel, which includes the application site.



36. This showed the residential development across the wider Parcel, with a tree belt to provide a buffer between the new built form and the edge of the Flying Field (and the Nose Dock Sheds).
37. This buffer has been replicated on the revised, proposed layout. As such it is considered that the proposals would accord with the approved Masterplan for this Parcel where residential development was approved.

38. The inclusion of the wider B3 Parcel within the settlement area was considered by the Inspector in her report to the Secretary of State relating to the original Outline Consent (LPA ref: 08/00716/OUT) where she stated:

“19.231 The small area of housing proposed north of Camp Road at the west of the site would give the NSA a more coherent appearance on approach from the west and is necessary in the interest of good urban design. The existing buildings on that part of the site are not identified as of any significance in the CAA. The setting of the Listed Nose Docking Sheds would be protected.”

39. As such, whilst the works will result in an appreciable change to the character of this part of the Conservation Area through the construction of new buildings within the application site, the proposals would have no impact upon the key buildings of significance within the vicinity of the application site and would be sensitively assimilated into the wider site, now being closely related to the Settlement Area which is focused around Camp Road.

40. As such, notwithstanding the considerable weight attached to the requirements of Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, it is considered that the proposed development would serve to preserve the character and appearance of the Conservation Area as a whole.

The Grade II Listed Nose Dock Sheds

41. The Grade II Listed Nose Dock Sheds are located on the southern edge of the Flying Field, to the north of Camp Road and south of the main runway, and comprise three of the five Listed Structures across the wider site.

42. As set out above, and demonstrated on the submitted plans, the application site lies to the south of the group of three Nose Dock Sheds, and to the north of Camp Road, forming a buffer between the Flying Field and the remainder of the residential settlement area which is focussed around Camp Road within the main area of housing to the south of Camp Road.

43. Whilst lying directly adjacent to the Flying Field, the application site is more closely related to residential areas of the settlement area. The new buildings will be two storeys, as per the approved plans for this part of the site, and the use of appropriate materials will ensure that the plot will assimilate in to the new built form within this part of the Conservation Area and will not appear incongruous or alien in the wider landscape.

44. The established setting of the Listed Nose Dock Sheds is currently *'military'* to the north, and *'residential'* to the south, and it is recognised that there is a tension between the character of these two areas, as approved by the Outline Consent.

45. However, the proposed tree screen/buffer will soften the interface between the residential character of the new housing, and the retained military character of the Flying Field which is closely related to the significance of the Listed Buildings.

46. The importance of this tree screen was highlighted by Historic England in their response to the original reserved matters scheme for Parcel B3 which originally included the application site, where they stated that:

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“The illustrative masterplan submitted as part of 10/01642/OUT (Revision M) addressed this issue by including a screen of trees between new development and flying field which while narrow would have been enough to soften the impact of the housing”

47. Therefore, given that the proposed scheme now includes the tree screen, as advocated by Historic England, as well as seeing the built form of the proposed new dwellings drawn away from the northern boundary with their rear gardens extending northwards to form part of the buffer with the boundary of the Flying Field and Nose Dock Sheds, the proposals are considered to preserve the setting of the Listed Nose Dock Sheds.

48. As such, it is considered that the proposals, whilst introducing a new element of built form within this area, will not impact upon the significance of the Grade II Listed Buildings through a change to their setting.

49. **Summary Conclusions**

50. The application site is within the former RAF Upper Heyford Conservation Area and the three Nose Dock Sheds (Buildings 325, 327 and 328) which lie to the north of the application site are Grade II Listed Buildings.

51. The above analysis has concluded that the proposed works would preserve the character and appearance of the Conservation Area, as a whole and would also preserve the setting of the Grade II Listed Nose Dock Sheds which lie to the north of the application site.

Appendix 1 – Methodology

Assessment of Significance

In the NPPF, heritage significance is defined as:

“the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”

Articulating Value

*Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment*⁹ (henceforth referred to as ‘GPA 2: Managing Significance’) gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset. In order to do this GPA 2: Managing Significance also advocates considering the four types of heritage value an asset may hold, as identified in English Heritage’s Conservation Principles¹⁰: aesthetic, communal, historic and evidential. These essentially cover the heritage ‘interests’ given in the glossary of the NPPF, which comprise archaeological, architectural artistic and historic interest.

Conservation Principles provides further information on the heritage values it identifies:

- **Evidential value:** the potential of a place to yield evidence about past human activity. This value is derived from physical remains, such as archaeological remains, and genetic lines.
- **Historical value:** 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. Illustrative is the perception of a place as a link between past and present people and depends on visibility. It has the power to aid interpretation of the past through making connections with and providing insights into past communities and their activities through shared experience of a place. By contrast, associative value need not necessarily be legible at an asset. But gives a particular resonance through association with a notable family, person, event or movement.
- **Aesthetic value:** the ways in which people draw sensory and intellectual stimulation from a place. Aesthetic values can be the result of conscious design or fortuitous outcome or a combination of the two aspects. The latter can result from the enhancement of the appearance of a place through the passage of time.

⁹ Historic England, 2015, *Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment*

¹⁰ English Heritage 2008 *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*

- **Communal value:** the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. This can be through widely acknowledged commemorative or symbolic value that reflects the meaning of the place, or through more informal social value as a source of identity, distinctiveness, social interaction and coherence. Spiritual value may also be part of communal value.

Significance results from a combination of any, some or all of the values described above.

These four values essentially cover the heritage 'interests' given in the glossary of the NPPF, which comprise archaeological, architectural, artistic and historic interest. Listed Buildings and Conservation Areas are designated for their special architectural and historic interest. Scheduling is predominantly, although not exclusively, associated with archaeological interest.

Setting and Significance

As defined in the NPPF:

"Significance derives not only from a heritage asset's physical presence, but also from its setting."¹¹

Setting is defined 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. Elements of a setting may contribute to the significance of an asset, may affect the ability to appreciate that significance or may be neutral."¹²

Therefore, setting can contribute to, detract from or be neutral with regards to heritage values, and so change to setting has the potential to diminish, enhance or leave unchanged the significance of a heritage asset through change to the value(s).

It is also important to note that whilst a physical or visual connection between a heritage asset and its setting will often exist, it is not essential or determinative. This was recently considered in a High Court Judgement¹³ where it was concluded that:

"The term setting is not defined in purely visual terms in the NPPF which refers to the "surroundings in which a heritage asset is experienced". The word "experienced" has a broad meaning, which is capable of extending beyond the purely visual".

Assessing change through alteration to setting

How setting might contribute to these values has been assessed within this report with reference to Historic England's 2015 document *Historic Environment Good Practice Advice in*

¹¹ NPPF, Annex 2

¹² Ibid.

¹³ EWHC 1456, Steer v. Secretary of State for Communities and Local Government, Catesby Estates Limited, Amber Valley Borough Council, 2017.

Planning Note 3: The Setting of Heritage Assets (henceforth *GPA 3: The Setting of Heritage Assets*), particularly the checklist given on page 9. *GPA 3: The Setting of Heritage Assets* advocates the clear articulation of “what matters and why”.

In *GPA 3: The Setting of Heritage Assets*, a stepped approach is recommended, of which Step 1 is to identify the heritage assets affected and their settings. Step 2 is to assess “whether, how and to what degree settings make a contribution to the significance of the heritage asset(s)”. The guidance includes a (non-exhaustive) check-list of elements of the physical surroundings of an asset that might be considered when undertaking the assessment including, among other things: topography, other heritage assets, land use, green space, functional relationships, degree of change over time and integrity. It also lists points associated with the experience of the asset which might be considered, including: views, intentional intervisibility, tranquillity, sense of enclosure, accessibility, rarity and associative relationships.

Step 3 is to assess the effect of the proposed development on the significance of the asset(s). Step 4 is ‘maximising enhancement and minimising harm’. Step 5 is ‘Making and documenting the decision and monitoring outcomes’.

Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.

Levels of Significance

In accordance with the level of significance articulated in the NPPF, three levels of significance are identified:

- Designated heritage assets of the highest significance, as identified in paragraph 132 of the NPPF comprising Grade I and II* Listed buildings; Grade I and II* Registered Parks and Gardens; Scheduled Monuments; Protected Wreck Sites and Registered Battlefields (and also including some Conservation Areas);
- Designated heritage assets of less than the highest significance, as identified in paragraph 132 of the NPPF, comprising Grade II Listed buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas);
- Non-designated heritage assets;

Additionally, it is of course possible that sites, buildings or areas have no heritage significance.

Assessment of Harm

Assessment of any harm will be articulated in terms of the policy and law that the proposed development will be assessed against, such as whether a proposed development preserves or enhanced the character or appearance of a Conservation Area, and articulating the scale of any harm in order to inform a balanced judgement/weighting exercise as required by the NPPF.

In order to relate to key policy, the following levels of harm may potentially be identified:

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- **Substantial harm or total loss.** It has been clarified in a High Court Judgement of 2013¹⁴ that this would be harm that would 'have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced'; and
- **Less than substantial harm.** Harm of a lesser level than that defined above.

It is also possible that development proposals will cause no harm or preserve the significance of heritage assets. A High Court Judgement of 2014 is relevant to this¹⁵. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, 'preserving' means doing 'no harm'.

Preservation does not mean no change; it specifically means no harm. *GPA 2: Managing Significance* states that "*Change to heritage assets is inevitable but it is only harmful when significance is damaged*". Thus, change is accepted in Historic England's guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.

As part of this, setting may be a key consideration. For an evaluation of any harm to significance through changes to setting, this assessment follows the methodology given in *GPA 3: The Setting of Heritage Assets*, described above. Again, fundamental to the methodology set out in this document is stating '*what matters and why*'. Of particular relevance is the checklist given on page 11 of *GPA 3: The Setting of Heritage Assets*.

It should be noted that this key document states that:

"setting is not a heritage asset, nor a heritage designation"

Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage values that contribute to this significance, through changes to setting.

With regards to changes in setting, *GPA 3: The Setting of Heritage Assets* states that "*protection of the setting of heritage assets need not prevent change*".

Additionally, it is also important to note that, as clarified in the Court of Appeal¹⁶, whilst the statutory duty requires that special regard should be paid to the desirability of not harming the setting of a Listed Building, that cannot mean that any harm, however minor, would necessarily require planning permission to be refused.

Benefits

Proposed development may also result in benefits to heritage assets, and these are articulated in terms of how they enhance the heritage values and hence significance of the assets concerned.

¹⁴ EWHC 2847, R DCLG and Nuon UK Ltd v. Bedford Borough Council

¹⁵ EWHC 1895, R (Forge Field Society, Barraud and Rees) v. Sevenoaks DC, West Kent Housing Association and Viscount De L'Isle

¹⁶ Palmer v Herefordshire Council & Anor [2016] EWCA Civ 1061 (04 November 2016)

Appendix 2 – Planning Policy

The National Planning Policy Framework

National policy and guidance is set out in the Government’s National Planning Policy Framework (NPPF) published in March 2012. This replaced the previous suite of national Planning Policy Statements, Planning Policy Guidance notes and some Circulars, including those related to heritage, with a single streamlined document. The NPPF needs to be read as a whole, and is intended to promote the concept of delivering sustainable development.

The NPPF sets out the Government’s economic, environmental and social planning policies for England. Taken together, these policies articulate the Government’s vision of sustainable development, which should be interpreted and applied locally to meet local aspirations. The NPPF continues to recognise that the planning system is plan-led and that therefore Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application, including those which relate to the historic environment.

The overarching policy change applicable to the proposed development is the presumption in favour of sustainable development. This presumption in favour of sustainable development (the ‘presumption’) sets out the tone of the Government’s overall stance and operates with and through the other policies of the NPPF. Its purpose is to send a strong signal to all those involved in the planning process about the need to plan positively for appropriate new development; so that both plan making and development management are proactive and driven by a search for opportunities to deliver sustainable development, rather than barriers. Conserving historic assets in a manner appropriate to their significance forms part of this drive towards sustainable development.

The purpose of the planning system is to contribute to the achievement of sustainable development and the NPPF sets out three ‘dimensions’ to sustainable development: an economic role, a social role, and an environmental role. The presumption is key to delivering these ambitions, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and social provisions of the NPPF. The presumption is set out in full at paragraph 14 of the NPPF and reads as follows:

National policy and guidance is set out in the Government’s National Planning Policy Framework (NPPF) published in March 2012.

“At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For plan-making this means that:

- *local planning authorities should positively seek opportunities to meet the development needs of their area;*
- *Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*

- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
- *specific policies in this Framework indicate development should be restricted.*

For decision-taking this means:

- *approving development proposals that accord with the development plan without delay; and*
- *where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate development should be restricted.”*

However, it is important to note that footnote 9 of the NPPF applies in relation to the final bullet of paragraph 14. This provides a context for paragraph 14 and reads as follows:

“For example, those policies relating to sites protected under the Birds and habitats Directives (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion.” (our emphasis)

The NPPF continues to recognise that the planning system is plan-led and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application.

The NPPF also sets out 12 no. core planning principles for delivering sustainable development. For the purposes of this Statement, particular regard should be had to the tenth core principle, which identifies at paragraph 17 of the NPPF that planning should:

“conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations”

Heritage Assets are defined in Annex 2 of the NPPF as:

“A building, monument, site, place, area or landscape meriting consideration in planning decisions, because of its heritage interest. Heritage assets include designated heritage assets and assets identified by the Local Planning Authority (including Local Listing)”

The NPPF goes on to define a Designated Heritage Asset as:

“World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation¹⁷” (our emphasis)

As set out above, significance is also defined as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting¹⁸”

Section 12 of the NPPF relates to ‘Conserving and enhancing the historic environment’ and states at paragraph 129 that:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal”

Paragraph 131 goes on to state that:

“In determining planning applications, local planning authorities should take account of:

- *The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- *The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- *The desirability of new development making a positive contribution to local character and distinctiveness”*

With regard to the impact of proposals on the significance of a heritage asset, paragraph 132 is relevant and reads as follows:

“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. The more important the asset, the greater

¹⁷ NPPF, Annex 2

¹⁸ IBID

the weight should be. Significance can be harmed or lost through alterations or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites should be wholly exceptional"*

In the context of the above, it should be noted that paragraph 133 reads as follows:

"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 loss is necessary to achieve substantial public benefits that outweigh that harm or loss or all of the following apply:

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

Paragraph 134 goes on to state:

"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 securing its optimum viable use"

The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 137 that:

"Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably"

Paragraph 138 goes on to recognise that *"not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance"* and with regard to the potential harm from a proposed development states:

"Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should

be treated as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole" (our emphasis)

With regards to non-designated heritage assets, paragraph 135 of NPPF states that:

"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."

Overall, the NPPF confirms that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent it. Local Authorities should approach development management decisions positively, looking for solutions rather than problems so that applications can be approved wherever it is practical to do so. Additionally, securing the optimum viable use of sites and achieving public benefits are also key material considerations for application proposals.

National Planning Guidance

The Department for Communities and Local Government (DCLG) launched the planning practice web based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.

This also introduced the national Planning Practice Guidance (PPG) which comprised a full and consolidated review of planning practice guidance documents to be read alongside the NPPF.

The PPG has a discrete section on the subject of 'Conserving and enhancing the historic environment' which confirms that the consideration of 'significance' in decision taking is important and states:

"Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals¹⁹"

In terms of assessment of substantial harm, the PPG confirms that whether a proposal causes substantial harm will be a judgement for the individual decision taker having regard to the individual circumstances and the policy set out within the NPPF. It goes on to state:

"In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed

¹⁹ PPG, paragraph 009 (ID: 18a-009/20140306 revision date 06.03.2014)

building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting²⁰.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm” (our emphasis)

With regard to design the PPG states at paragraph 02 that:

“Good design should:

- *ensure that development can deliver a wide range of planning objectives*
- *enhance the quality of buildings and spaces, by considering amongst other things form and function; efficiency and effectiveness and their impact on well being*
- *address the need for different uses sympathetically²¹.*”

Paragraph 23 goes on to explain how to consider buildings and the spaces between them and reads as follows:

“Plans, policies and decisions can effectively manage physical form at a variety of scales. This is how planning can help achieve good design and connected objectives. Where appropriate the following should be considered:

- *layout – the way in which buildings and spaces relate to each other*
- *form – the shape of buildings*
- *scale – the size of buildings*
- *detailing – the important smaller elements of buildings and spaces”²²*

²⁰ PPG, paragraph 017 (ID: 18a-017-20140306 revision date 06.03.2014)

²¹ PPG, paragraph 02 (ID: 26-002-20140306 revision date 06.03.2014)

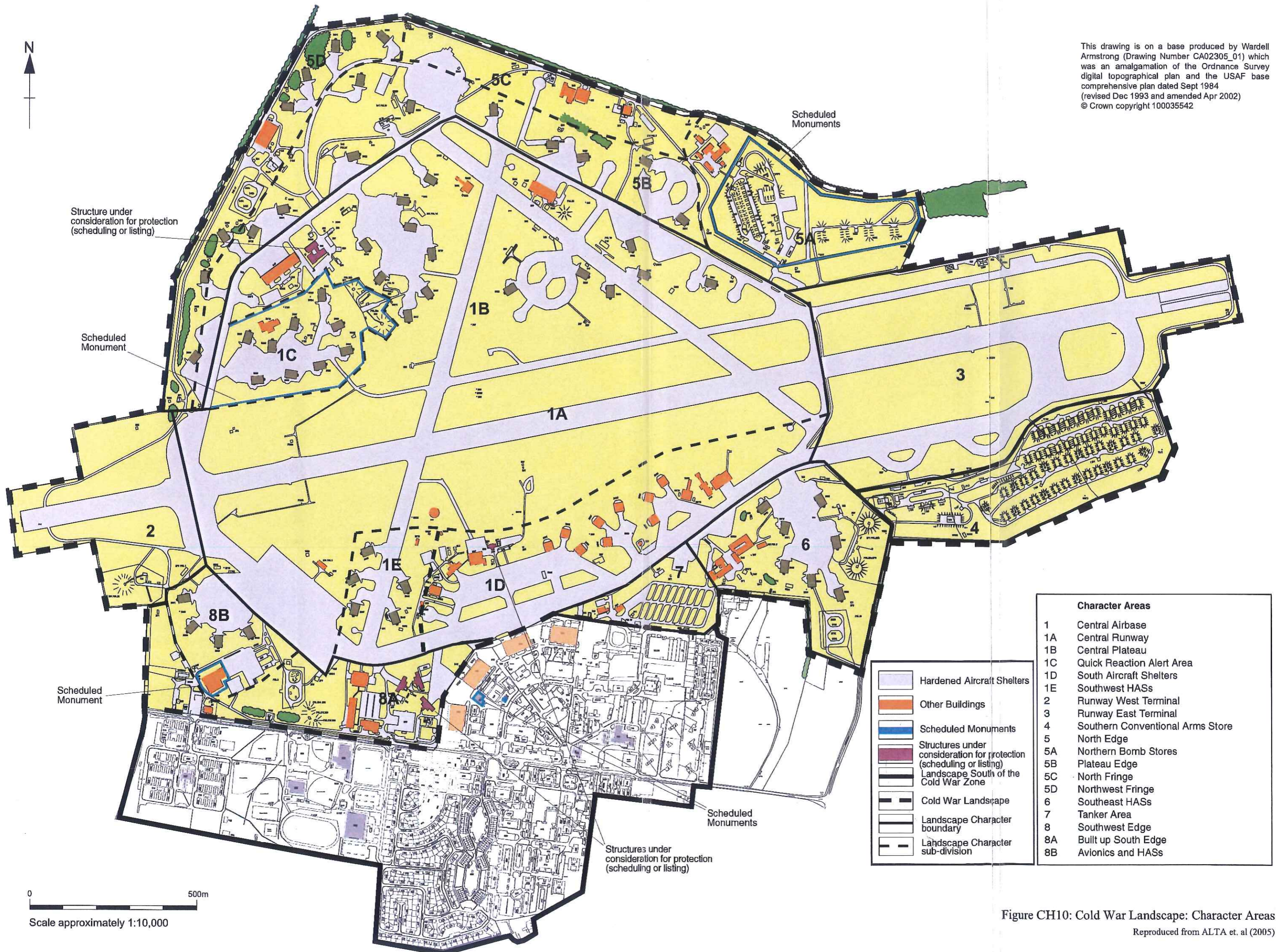
²² PPG, Paragraph 23 (ID: 26/023/20140306 revision date 06.03.2014)

Appendix 3 – Conservation Area Appraisal Character Areas Plan



Appendix 4 – 2007 Environmental Statement Character Areas Plan

This drawing is on a base produced by Wardell Armstrong (Drawing Number CA02305_01) which was an amalgamation of the Ordnance Survey digital topographical plan and the USAF base comprehensive plan dated Sept 1984 (revised Dec 1993 and amended Apr 2002) © Crown copyright 100035542



	Hardened Aircraft Shelters
	Other Buildings
	Scheduled Monuments
	Structures under consideration for protection (scheduling or listing)
	Landscape South of the Cold War Zone
	Cold War Landscape
	Landscape Character boundary
	Landscape Character sub-division

Character Areas	
1	Central Airbase
1A	Central Runway
1B	Central Plateau
1C	Quick Reaction Alert Area
1D	South Aircraft Shelters
1E	Southwest HASs
2	Runway West Terminal
3	Runway East Terminal
4	Southern Conventional Arms Store
5	North Edge
5A	Northern Bomb Stores
5B	Plateau Edge
5C	North Fringe
5D	Northwest Fringe
6	Southeast HASs
7	Tanker Area
8	Southwest Edge
8A	Built up South Edge
8B	Avionics and HASs

0 500m
Scale approximately 1:10,000

Figure CH10: Cold War Landscape: Character Areas
Reproduced from ALTA et. al (2005)

Appendix 5 – List Entries

NOSE DOCK HANGAR AT FORMER RAF UPPER HEYFORD (BUILDING 325)

List Entry Summary

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

Name: NOSE DOCK HANGAR AT FORMER RAF UPPER HEYFORD (BUILDING 325)

List entry Number: 1392505

Location

NOSE DOCK HANGAR AT FORMER RAF UPPER HEYFORD (BUILDING 325)

The building may lie within the boundary of more than one authority.

County: Oxfordshire

District: Cherwell

District Type: District Authority

Parish: Upper Heyford

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 07-Apr-2008

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

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

Legacy System: LBS

UID: 490616

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

One of three hangars built in 1951 to service the first American nuclear-armed bombers deployed here as part of the Cold War. They have historic interest for their rarity, their demonstration of the special relationship between Britain and the United States, and they have technical interest in their early use of aluminium as a building material. They form a group with other structures recommended for scheduling that together make Upper Heyford a unique surviving ensemble.

History

Legacy Record - This information may be included in the List Entry Details.

Details

UPPER HEYFORD

1715/0/10007 Nose dock hangar at former RAF Upper Heyford (Building 325)

GV II Nose dock hangar. 1951 to designs made c.1950-1, almost certainly by the British Ministry of Works as it followed the form of a wartime hangar used to service the Sunderland flying boats, but for the United States Air Force Strategic Air Command. Aluminium cladding on aluminium frame, with corrugated steel roof. Stepped 'T'-shape, with a long cantilevered front to create the long opening needed to accommodate the American B50Ds, KB29Ps, and later the B47 Stratojet that were based here. Folding doors on this long elevation of aluminium. Internal bracing also of aluminium.

HISTORY: RAF Upper Heyford was established as a bomber station as part of the Home Defence Expansion Scheme of 1923. Following the breakdown of East-West relations with the Berlin Crisis of 1948, it was identified for use by the USAF Strategic Air Command in 1950 as a permanent site for its aircraft. The existing hangars were too small for the massive new bombers, so a specific hangar type was developed, known as a 'nose dock'. As the name suggests, the nose dock hangars sheltered only the front section of the aircraft, so that it was possible to work on its nose and engines under cover. Cover for the rest of the aircraft was not regarded as important.

Upper Heyford was served by squadrons of KB-29P refuelling aircraft from the end of 1951 and from June 1953 by the B47 Stratojet. The aircraft were deployed in Britain on 90-day rotations, so that only routine maintenance and emergency repairs had to be undertaken here. By the late 1950s a policy of 'reflex alert' was established, which meant that Upper Heyford was used intensively while other bases saw little action. The base became the centre for the F111-E in 1970, and was the only European airfield for these planes until 1977 when Lakenheath was similarly upgraded.

The Upper Heyford trio are not only the most complete survivals of this type of hangar, but are of interest in being built of aluminium, then in its infancy as a building material. In 1956 the American journalist John Peter wrote that 'aluminium has been more widely used for large structural applications in Great Britain than in any other country. British engineers have produced brilliant designs whose ingenuity and precision have brought structural use of this easy-to-erect material to a cost roughly equivalent to that of steel.'

The hangars have historic interest as rare built survivals of this era, demonstrating graphically the special relationship between Britain and the United States, and they have technical interest in their early use of aluminium as a building material. The three hangars form a group with other Cold War survivals of similar interest, and together demonstrate the phases of the American nuclear deterrent in Britain as is found at no other base.

Sources John Peter, *Aluminium in Modern Architecture*, Reynolds Metals Company/Reinhold Publishing, New York, 1956, p.66 Wayne D Cocroft and Roger J C Thomas, *Cold War, Building for Nuclear Confrontation 1946-1989*, English Heritage, 2003, pp.52-71

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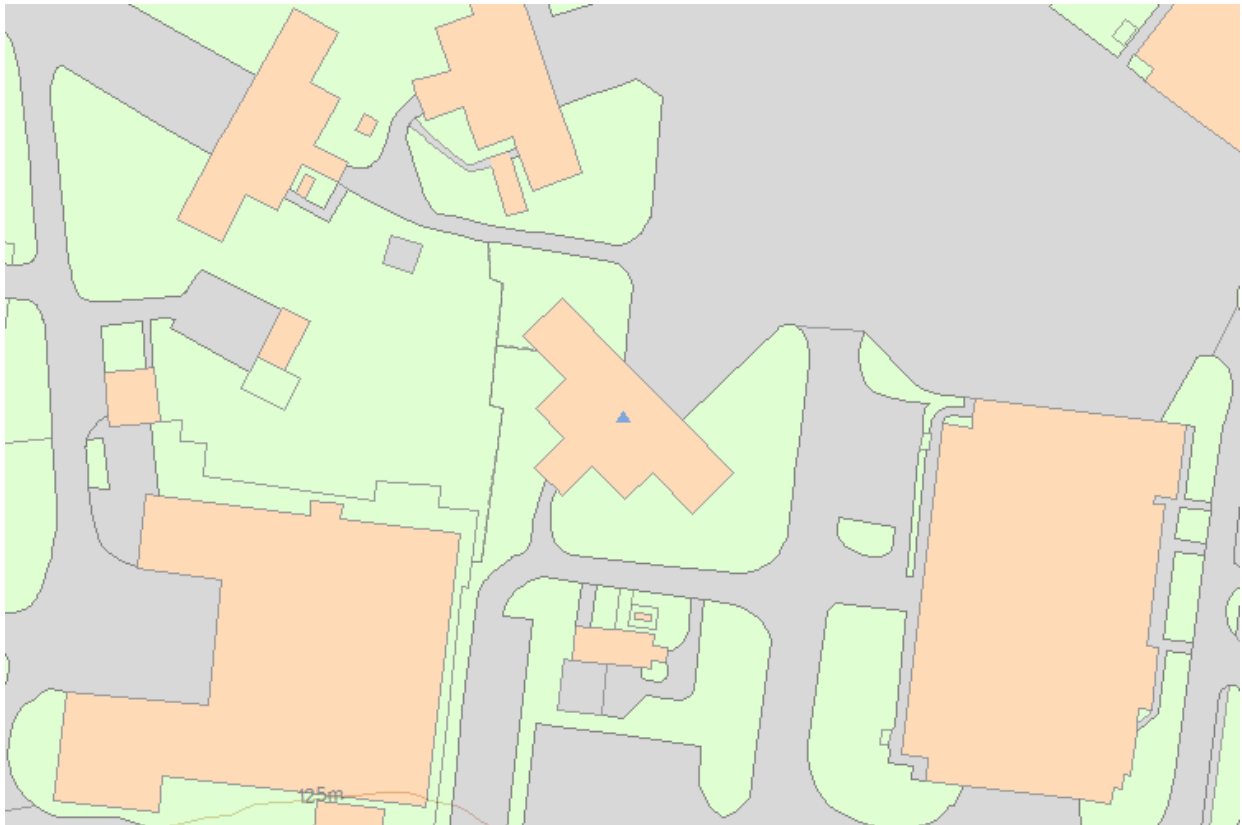
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Cocroft, W D, Thomas, R J C, Cold War - Building for Nuclear Confrontation 1946-1989, (2003), 52-71

John, P, Aluminium in Modern Architecture, (1956), 66

National Grid Reference: SP 51041 25942

Map



NOSE DOCK HANGAR AT FORMER RAF UPPER HEYFORD (BUILDING 327)

List Entry Summary

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

Name: NOSE DOCK HANGAR AT FORMER RAF UPPER HEYFORD (BUILDING 327)

List entry Number: 1392506

Location

NOSE DOCK HANGAR AT FORMER RAF UPPER HEYFORD (BUILDING 327)

The building may lie within the boundary of more than one authority.

County: Oxfordshire

District: Cherwell

District Type: District Authority

Parish: Upper Heyford

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 07-Apr-2008

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

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

Legacy System: LBS

UID: 490929

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

One of three hangars built in 1951 to service the first American nuclear-armed bombers deployed here as part of the Cold War. They have historic interest for their rarity, their demonstration of the special relationship between Britain and the United States, and they have technical interest in their early use of aluminium as a building material. They form a group with other structures recommended for scheduling that together make Upper Heyford a unique surviving ensemble.

History

Legacy Record - This information may be included in the List Entry Details.

Details

UPPER HEYFORD

1715/0/10008 Nose dock hangar at former RAF Upper Heyford (Building 327)

GV II Nose dock hangar. 1951 to designs made c.1950-1, almost certainly by the British Ministry of Works as it followed the form of a wartime hangar used to service the Sunderland flying boats, but for the United States Air Force Strategic Air Command. Aluminium cladding on aluminium frame, with corrugated steel roof. Stepped 'T'-shape, with a long cantilevered front to create the long opening needed to accommodate the American B50Ds, KB29Ps, and later the B47 Stratojets that were based here. Folding doors on this long elevation of aluminium. Internal bracing also of aluminium.

HISTORY: RAF Upper Heyford was established as a bomber station as part of the Home Defence Expansion Scheme of 1923. Following the breakdown of East-West relations with the Berlin Crisis of 1948, it was identified for use by the USAF Strategic Air Command in 1950 as a permanent site for its aircraft. The existing hangars were too small for the massive new bombers, so a specific hangar type was developed, known as a 'nose dock'. As the name suggests, the nose dock hangars sheltered only the front section of the aircraft, so that it was possible to work on its nose and engines under cover. Cover for the rest of the aircraft was not regarded as important.

Upper Heyford was served by squadrons of KB-29P refuelling aircraft from the end of 1951 and from June 1953 by the B47 Stratojet. The aircraft were deployed in Britain on 90-day rotations, so that only routine maintenance and emergency repairs had to be undertaken here. By the late 1950s a policy of 'reflex alert' was established, which meant that Upper Heyford was used intensively while other bases saw little action. The base became the centre for the F111-E in 1970, and was the only European airfield for these planes until 1977 when Lakenheath was similarly upgraded.

The Upper Heyford trio are not only the most complete survivals of this type of hangar, but are of interest in being built of aluminium, then in its infancy as a building material. In 1956 the American journalist John Peter wrote that 'aluminium has been more widely used for large structural applications in Great Britain than in any other country. British engineers have produced brilliant designs whose ingenuity and precision have brought structural use of this easy-to-erect material to a cost roughly equivalent to that of steel.'

The hangars have historic interest as rare built survivals of this era, demonstrating graphically the special relationship between Britain and the United States, and they have technical interest in their early use of aluminium as a building material. The three hangars form a group with other survivals of similar interest, and together demonstrate the phases of the American nuclear deterrent in Britain as is found at no other base.

Sources John Peter, *Aluminium in Modern Architecture*, Reynolds Metals Company/Reinhold Publishing, New York, 1956, p.66 Wayne D Cocroft and Roger J C Thomas, *Cold War, Building for Nuclear Confrontation 1946-1989*, English Heritage, 2003, pp.52-71

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John, P, Aluminium in Modern Architecture, (1956), 52-71

National Grid Reference: SP 50967 26001

Map



NOSE DOCK HANGAR AT FORMER RAF UPPER HEYFORD (BUILDING 328)

List Entry Summary

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

Name: NOSE DOCK HANGAR AT FORMER RAF UPPER HEYFORD (BUILDING 328)

List entry Number: 1392507

Location

NOSE DOCK HANGAR AT FORMER RAF UPPER HEYFORD (BUILDING 328)

The building may lie within the boundary of more than one authority.

County: Oxfordshire

District: Cherwell

District Type: District Authority

Parish: Upper Heyford

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 07-Apr-2008

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

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

Legacy System: LBS

UID: 490931

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

One of three hangars built in 1951 to service the first American nuclear-armed bombers deployed here as part of the Cold War. They have historic interest for their rarity, their demonstration of the special relationship between Britain and the United States, and they have technical interest in their early use of aluminium as a building material. They form a group with other structures recommended for scheduling that together make Upper Heyford a unique surviving ensemble.

History

Legacy Record - This information may be included in the List Entry Details.

Details

UPPER HEYFORD

1715/0/10009 Nose dock hangar at former RAF Upper Heyford (Building 328)

GV II Nose dock hangar. 1951 to designs made c.1950-1, almost certainly by the British Ministry of Works as it followed the form of a wartime hangar used to service the Sunderland flying boats, but for the United States Air Force Strategic Air Command. Aluminium cladding on aluminium frame, with corrugated steel roof. Stepped 'T'-shape, with a long cantilevered front to create the long opening needed to accommodate the American B50Ds, KB29Ps, and later the B47 Stratojet that were based here. Folding doors on this long elevation of aluminium. Internal bracing also of aluminium.

HISTORY: RAF Upper Heyford was established as a bomber station as part of the Home Defence Expansion Scheme of 1923. Following the breakdown of East-West relations with the Berlin Crisis of 1948, it was identified for use by the USAF Strategic Air Command in 1950 as a permanent site for its aircraft. The existing hangars were too small for the massive new bombers, so a specific hangar type was developed, known as a 'nose dock'. As the name suggests, the nose dock hangars sheltered only the front section of the aircraft, so that it was possible to work on its nose and engines under cover. Cover for the rest of the aircraft was not regarded as important.

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John, P, Aluminium in Modern Architecture, (1956), 66

National Grid Reference: SP 51014 26019

Map

