

HERITAGE IMPACT ASSESSMENTS

VARIOUS PARCELS – HEYFORD PARK

ON BEHALF OF DORCHESTER GROUP

Pegasus Group

Pegasus House | Querns Business Centre | Whitworth Road | Cirencester | Gloucestershire | GL7 1RT

T 01285 641717 | **F** 01285 642348 | **W** www.pegasusgroup.co.uk

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | East Midlands | Leeds | Liverpool | London | Manchester | Newcastle | Peterborough

DESIGN | **ENVIRONMENT** | **PLANNING** | **ECONOMICS** | **HERITAGE**

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1. INTRODUCTION

1.1 This Heritage Impact Assessment has been prepared to compliment and expand upon the analysis provided within the submitted Environmental Statement, following the comments received from both Historic England and Cherwell District Council's Conservation Officer regarding the proposed development at Heyford Park (LPA ref: 18/00825/HYBRID).

1.2 Officers identified a series of buildings and areas across the site which they felt needed further analysis and assessment, with this Statement providing this information for the following parcels:

- Building 151 (Parcel 19);
- Parcel 21 (including demolition of Building 370);
- Parcel 22 (Creative City);
- Parcel 23 (Part of Southern Bomb Stores);
- Parcel 29 (The Core Visitor Destination Area);
- Parcel 31 (Education Site);
- Buildings 549-572 (Parcel 39);
- Building 133 (Parcel 40); and
- Nose Dock Sheds.

2. METHODOLOGY

2.1 The following assessment has been informed by Historic England's Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2¹ (hereafter GPA 2), English Heritage's Conservation Principles², Historic England's Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12³, and the guidance set out within the National Planning Policy Framework (NPPF) and national Planning Practice Guidance (PPG).

2.2 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 to setting:

- **Substantial harm or total loss.** It has been clarified in a High Court Judgement of 2013 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";⁴
- **Less than substantial harm.** Harm of a lesser level than that defined above; and
- **No harm (preservation).** A High Court Judgement of 2014 is relevant to this, in which it was held that with regard to preserving the setting of Listed building or preserving the character and appearance of a Conservation Area, 'preserving' means doing 'no harm'.⁵

2.3 With regards to these two categories, the PPG states:

"Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated."⁶

2.4 Hence, for example, harm that is less than substantial would be further described with reference to where it lies on that spectrum or scale of harm, for example low end, middle of the spectrum and upper end of the less than substantial harm scale.

¹ Historic England, *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2* (2nd edition, Swindon, July 2015).

² English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008).

³ Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12* (Swindon, October 2019).

⁴ *Bedford Borough Council v Secretary of State for Communities and Local Government* [2013] EWHC 2847 (Admin), para. 25.

⁵ *R (Forge Field Society) v Sevenoaks District Council* [2014] EWHC 1895 (Admin).

⁶ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

- 2.5 With regards to non-designated heritage assets, there is no basis in policy for describing harm to them as substantial or less than substantial, rather the NPPF requires that the scale of any harm or loss is articulated. As such, harm to such assets is articulated as a level of harm to their overall significance, with levels such as negligible, minor, moderate and major harm identified.
- 2.6 Preservation does not mean no change; it specifically means no harm. GPA 2 states that “*Change to heritage assets is inevitable but it is only harmful when significance is damaged*”⁷. 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.
- 2.7 With specific regard to the content of this assessment, Paragraph 189 of the National Planning Policy Framework 2019 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...”**
- 2.8 Full details of the methodology adopted are provided at **Appendix 1**.

APPENDIX 1: ASSESSMENT METHODOLOGY

⁷ Historic England, *GPA 2*, p. 9.

3. PLANNING POLICY CONTEXT

3.1 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 Conservation Areas.

3.2 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.”⁸

3.3 In the 2014 Court of Appeal judgement in relation to the Barnwell Manor case, 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.”⁹

3.4 A judgement in the Court of Appeal (‘Mordue’) has clarified that, with regards to the setting of Listed Buildings, where the principles of the NPPF are applied (in particular paragraph 134 of the 2012 draft of the NPPF, the requirements of which are now given in paragraph 196 of the revised NPPF, see below), this is in keeping with the requirements of the 1990 Act.¹⁰

3.5 With regards to development within Conservation Areas, Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

“In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”

⁸ UK Public General Acts, *Planning (Listed Buildings and Conservation Areas) Act 1990*.

⁹ *Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others* [2014] EWCA Civ 137. para. 24.

¹⁰ *Jones v Mordue* [2015] EWCA Civ 1243.

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- 3.6 In addition to the statutory obligations set out within the Planning (Listed Buildings and Conservations Area) Act 1990, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.¹¹
- 3.7 Details of the relevant local policy framework are set out within the accompanying documentation, whilst details of the full national policy context are provided at **Appendix 2**.

APPENDIX 2: PLANNING POLICY CONTEXT

¹¹ UK Public General Acts, *Planning and Compulsory Purchase Act 2004*, Section 38(6).

4. BUILDING 151 (PARCEL 19)

- 4.1 Building 151 is proposed for demolition in order to facilitate the use of the Parcel for the creation of extra care units.

The Site/Building Description

- 4.2 Building 151 dates from the 1925/26 expansion of the site and has a steel frame with concrete infills. It has an asbestos multi-pitched roof with corrugated plastic clerestory. It is detailed on the 1939 Upper Heyford Site Plan as being one of the six 'Aeroplane Shed Type 'A' Buildings' (see **Appendix 3**).

APPENDIX 3: UPPER HEYFORD SITE PLAN 1939

- 4.3 The construction of the building is described, along with the other five hangers within 1996 RAF Upper Heyford Document¹² as follows:

"Main stanchions at 38ft.-4in. centres and intermediate stanchions supported steel-framed roof girders with cantilever gable trusses (ridge and valley) running longitudinally. Wall in-filling consisted of 14in. reinforced concrete up to a height of 12ft., then 9in. thick, reinforced concrete for another eight feet. Natural light into the shed was achieved through rows of (wall and roof) patent "Mellows" wired glazing panels. Above the wall glazing panels were horizontal RSJs bolted to the stanchions which supported gable end brickwork.....

Steel doors in four leaves opened full width along door guides supported by braced trestles at either end of the shed."

- 4.4 Whilst the building and its surrounds have been variously modified, it still retains its original character and positively contributes to the character and appearance of the Conservation Area as a whole, albeit it does not form part of the Cold War landscape and structures which are considered to be represent the most significant elements of the Conservation Area.
- 4.5 The layout of the six hangers, as a group, is also considered to contribute to the character and appearance of the Conservation Area, with four roads radiating from the main entrance to the perimeter past the hangers, and a road parallel to the arc of the hangars cut across the north, northwest and northeast radial roads.
- 4.6 Neither Building 151, nor any of the other 'A'-frame hangers, have been Listed or Scheduled as part of the various assessments of the site by Historic England and it

¹² P. Francis, *RAF Upper Heyford*, Airfield Research Publishing, 1996.

is therefore not considered to be a heritage asset of either the highest or less than the highest significance as defined by the NPPF.

- 4.7 The Conservation Area Appraisal prepared by the Council identifies the building as being a "*non-listed building of local significance*", and thus it is considered that the building could be assessed as being a non-designated heritage asset, which sits within boundary of the designated heritage asset of the Conservation Area. It is however important to note that the Conservation Area Appraisal differentiates Building 151 and Building 315 from the other four hangers which form an arc and backdrop to the technical area which closes off views into the Flying Field¹³,
- 4.8 The Building is considered to be of medium sensitivity and significance within the assessment undertaken within the Environmental Statement.
- 4.9 None of the Listed Buildings or Scheduled Monuments within the wider site are located within the vicinity of Building 151, and thus it is not considered to specifically contribute to the significance of any of those designated heritage assets via setting, other than forming part of the wider military landscape.

Assessment of Impact

- 4.10 The proposals seek the demolition of the building and clearance of the site for redevelopment for new extra care dwellings (Class C2/C3) as part of the wider redevelopment of the site.
- 4.11 As a building of medium significance, the demolition of the building is assessed within the Environmental Statement as having a major impact given the building will be completely lost, with this resulting in a moderate/large adverse significance of effect.
- 4.12 However, five of the six A-Frame sheds in the group will be retained, which as a group form the dominant features and key characteristic of this part of the Conservation Area, and importantly include the four hangers which form the outer arc boundary between the former technical area and the Flying Field beyond. The relationship between the Flying Field/core Cold War landscape and the former technical area will therefore be retained despite the demolition of Building 151.

¹³ Cherwell District Council, *RAF Upper Heyford Conservation Area Appraisal*, April 2006, paragraph 7.1.2.

4.13 Additionally, the layout of the built form in this area will also be retained, with the retention of the radiating roadways which positively contribute to the character and appearance of this part of the Conservation Area.

4.14 This impact of the proposals could however be mitigated by a programme of recording of the Building which will form part of the Heyford Park Archive.

Summary Conclusions

4.15 To summarise, the proposed development will result in the demolition and thus complete loss of Building 151 and redevelopment of the site new extra care housing (Class C2/C3).

4.16 The building is considered to be of medium significance and contributes to the character and appearance of the Conservation Area in this area. The building is however not statutorily designated in its own right.

4.17 It is thus considered that the impact of the demolition of the building and reuse of the site as part of the wider development proposals would be at the lower end of the spectrum of less than substantial harm due to the impact to the character and appearance of the Conservation Area resulting from its demolition, which would result from the loss of a building which positively contributes to the military character of the area.

4.18 It is not considered that the demolition of the building will have any impact on the significance of the Scheduled or Listed Buildings within the wider area.

4.19 The level of harm has been minimised by commitment to the implementation of a programme of Building Recording.

4.20 The less than substantial harm, at the lower end of the spectrum, to the character and appearance of the Conservation Area will therefore need to be balanced against the public benefits of the proposed scheme as a whole.

5. PARCEL 21 (INC DEMOLITION OF BUILDING 370)

5.1 Residential development is proposed within Parcel 21, which will require the demolition of the existing buildings located within the Parcel. This includes Building 370, which is a former Squadron Headquarters associated with the 79th Squadron.

The Site/Building Description

5.2 Parcel 21 is located south of the southern taxiway, and comprises an area of land currently utilised for Car Processing. The Parcel contains four buildings, Buildings 368K, 369, 370 and 424, which are to be demolished in order to allow for redevelopment of the area for residential purposes.

5.3 Building 370 is one of the four former squadron headquarters buildings located across the wider site (Buildings 209, 234, 370 and 383). Buildings 209, 234 and 370 date from the 1950s and were extended in the 1970s, with Building 383 being constructed in 1984.

5.4 Building 370, and its associated buildings (along with the three other Squadron Headquarters) are detailed within the 2005 Conservation Plan¹⁴ where they are considered to be of national significance. This describes the Building as follows:

"There are four Squadron Headquarter buildings at Upper Heyford, three of which follow the same format and layout. These are building 370 (79th Squadron), building 209 (77th Squadron) and building 234 (55th Squadron). They were designed to be self-sufficient and contained generating plant and air filters. The 'soft' area of the main structure is single storey, with foam-backed pebbledash which overlies red brick beneath. This was added to the external elevations in the 1970s, to insulate the building. The 'hard' area is located to the rear, and is constructed from the hardened concrete typical of this period. This is single-storey with a heightened area to the rear which was a blast-proof inlet for fans. Each hardened section housed its own generator, and contained decontamination suites."

5.5 The associated buildings are described as follows:

"Squadron Headquarters 370: structures predominantly date from the 1950s and were used for storage or administration unless otherwise stated

- **364: red-brick boiler house.**

¹⁴ ACTA, *Former RAF Upper Heyford Conservation Plan*, September 2005.

- **368: single-storey, concrete and metal clad with crittal windows.**
- **369: metal-clad, double skin.**
- **399: square, single-storey breeze block structure with flat roof.**
- **3365: emergency water supply."**

5.6 Brief details of the operation of the Squadron Headquarters buildings are detailed in the RAF Upper Heyford Research document which states:

"Four Squadron Operations Facilities were built here, one for each squadron. Three of them consisted of a "soft" area which was used at times of low Alert Status, but during times of a maximum Alert, personnel would move into the "hard" area. This part contained decontamination cells and air-locks offering some protection against chemical and biological weapons."

5.7 Building 370 is identified within the Conservation Area Appraisal¹⁵ as being a "*Non Listed Building of Local Significance*", and whilst it is not a designated heritage asset in its own right, it could be considered to be a non-designated heritage asset located within the designated heritage asset of the Conservation Area.

5.8 The character of Parcel 21 as a whole, is also described within the Conservation Appraisal as follows:

"This area has a distinctive character because the HASs and ancillary structures are relatively close together. But the visual link with the major part of the Landscape of the Flexible response is poor and it lacks the simplicity and openness of Area 1."¹⁶

5.9 It should however be noted that the military landscape within which the buildings originally sat, has been compromised by the approved use of the land within this Parcel for Car Processing (similar to the impact of the Car Processing use within the former Victor Alert Area (Parcel 29)).

5.10 Neither Building 370, nor any of the other buildings within Parcel 21 have been identified for Listing or Scheduling, despite being reassessed a number of times, including during 2017.

5.11 One of the other Squadron Headquarters buildings (Building 234) was Listed in 2008, a copy of the full Listing is provided at **Appendix 4**. This confirms that whilst

¹⁵ Cherwell District Council, *RAF Upper Heyford Conservation Area Appraisal*, April 2006, Figure 7.

¹⁶ Cherwell District Council, *RAF Upper Heyford Conservation Area Appraisal*, April 2006, Table 1.

all the Squadron Headquarters were assessed of being of some significance it was Building 234 which was the best example and thus chosen for Listing stating that:

"Of the four Squadron HQs operational from the 1970s 234 is notable for the completeness and good condition of its surviving fixtures and fittings and this is why it has been selected for listing"

APPENDIX 4: BUILDING 234 LIST DESCRIPTION

5.12 The current significances of the Buildings within Parcel 21 are described within the Environmental Statement as being as follows:

- Building 368K – Low
- Building 369 – Low
- Building 370 – High
- Building 424 – Negligible

5.13 None of the Listed Buildings or Scheduled Monuments within the wider site are located within the vicinity of Parcel 21, and thus it is not considered to specifically contribute to the significance of any of those designated heritage assets via setting, other than forming part of the wider military landscape.

Assessment of Impact

5.14 The proposals seek the demolition of the all the buildings within Parcel 21 and clearance of the site for redevelopment for residential purposes. The detailed layout and design of the proposed buildings within the Parcel are yet to be confirmed, but will evolve following the design charette process and will be subject of detailed planning applications.

5.15 As a building of high significance, the demolition of Building 370 is assessed within the Environmental Statement as having a very large adverse effect, but given the mitigating measures proposed this will be reduced to a moderate adverse effect. The demolition of Building 424 is considered to have a negligible impact, whilst the demolition of Buildings 368K and 369 will have a slight adverse effect given that they are buildings of low significance.

5.16 Whilst Building 370 will be lost, the three other Squadron Headquarters buildings within the Conservation Area, including the Listed 234, which is the best example, will be retained and preserved. It is also important to recognise that the other Squadron Headquarters buildings are located within the core nationally significant Cold War landscape, in contrast to Building 370 which is located within an area of

the Conservation Area which is considered to be of low significance, the character of which has been diluted by previously approved development.

- 5.17 As noted, the impact of the loss of the buildings within Parcel 21, and its redevelopment could however be mitigated by a programme of recording of the Building which will form part of the Heyford Park Archive.

Summary Conclusions

- 5.18 To summarise, the proposed development will result in the demolition and thus complete loss of all the buildings currently located within Parcel 21, which includes the non-designated heritage asset of Building 370.
- 5.19 Whilst Parcel 21 is considered to be of low significance, Building 370 is a building of high significance and the area is considered to positively contribute to the character and appearance of the Conservation Area in this area. However, neither Building 370 nor any of the other Buildings within the Parcel are statutorily designated in their own right.
- 5.20 It is thus considered that the impact of the demolition of the building and reuse of the site as part of the wider development proposals would be towards the lower end of the spectrum of less than substantial harm due to the impact to the character and appearance of the Conservation Area resulting from its demolition, which would result from the loss of a building which positively contributes to the military character of the area.
- 5.21 It is not considered that the proposed redevelopment of Parcel 21 will have any impact on the significance of the Scheduled or Listed Buildings within the wider area.
- 5.22 The level of harm has been minimised by commitment to the implementation of a programme of Building Recording.
- 5.23 The less than substantial harm, towards the lower end of the spectrum, to the character and appearance of the Conservation Area will therefore need to be balanced against the public benefits of the proposed scheme as a whole. These public benefits are likely to include the ability to provide a comprehensive, high quality design (resulting from the outcome of the design charette) and layout of the new development within Parcel 21.

6. PARCEL 22 (CREATIVE CITY)

6.1 The development of the Creative City will involve the change of use of Buildings 3036-3042 to Class B1b/c, B2 and B8 use. Building 3204 will be demolished, and new employment buildings (to 35,1754m²) will be constructed along with a new combined heat and power plant.

The Site/Building Description

6.2 Parcel 22 is focused on the group of Hardened Aircraft Shelters (HASs), in the south east corner of the site, west of the Southern Bomb Stores, which are currently within the area used for Car Processing.

6.3 The Buildings in this group were originally utilised by the 79th Squadron, along with Building 370 to the west, and the three other clusters of HASs south of the main runway.

6.4 The group of HASs are identified within the Conservation Area Appraisal as being non-listed buildings of local significance. The Appraisal details the significance of the shelters (across the whole of the former air base) as follows:

"The HASs are the most distinctive airbase structures at Upper Heyford, due to the repetitive design and layout of the structures. They are considered to be of national significance [it should be noted that the HASs within Parcel 22 are shown as being of local significance on the accompanying plan (figure 7)]. The HASs changed the landscape of the airbase, as new taxiways and areas of hard standing were needed to service the structures. The HAS's architecture reflects NATO's policy towards hardened facilities against pre-emptive conventional attack, chemical and biological attack."¹⁷

6.5 The character of Parcel 22 is also described within the Conservation Appraisal as follows:

"This area has a distinctive character because the HASs and ancillary structures are relatively close together. But the visual link with the major part of the Landscape of the Flexible response is poor and it lacks the simplicity and openness of Area 1."¹⁸

6.6 It should however be noted that the military landscape within which the buildings originally sat, has been compromised by the approved use of the land within this

¹⁷ Cherwell District Council, *RAF Upper Heyford Conservation Area Appraisal*, April 2006, paragraph 9.9.6.

¹⁸ Cherwell District Council, *RAF Upper Heyford Conservation Area Appraisal*, April 2006, Table 1.

Parcel for Car Processing (similar to the impact of the Car Processing use within the former Victor Alert Area (Parcel 29)).

- 6.7 The HASs (Buildings 3036-3042) located within this Parcel were built by Richard Costain Ltd, and are of a standard design as those also constructed across the rest of the airfield. The 1996 Upper Heyford Document describes the construction of the buildings as follows:

"Construction consisted of a series of thin steel ribbed arches filled with reinforced concrete and springing from ground level. At one end only were two heavy, sliding steel-framed and concrete doors mounted on rails and supported by a system of angled and horizontal girders with concrete-filled ballast weights to ensure stability. The complete structure was designed in such a way to transmit an equal load to all wheels, either those below the door, or on the supporting framework."¹⁹

- 6.8 The Buildings are further detailed within the Historic England Report which reassessed the significance of the Flying Field Conservation Area²⁰, which describes the HASs and their construction as follows:

"The Hardened Aircraft Shelters at Upper Heyford are all of the third-generation type with steel-framed, reinforced concrete sliding doors. Each is of standard design with a semi-circular cross-section measuring 120ft (36m) in length, 71ft (21m) wide and 28ft (8m) high. Internally, they are formed of curving, pressed steel panels to prevent concrete spalling in the event of an attack. To the rear were a set of sliding doors that could be opened to permit the aircraft engines to be started up under cover. During trials this design was shown to be the most effective form to resist blast from conventional weapons and during tests of a simulated nuclear explosion. The pressed steel sheets are covered by 2ft (60cm) of reinforced concrete."

- 6.9 Building 3204 is a former administration structure, with brick walls and metal pitched roof.
- 6.10 Notwithstanding the identified significance of the Hardened Aircraft Shelters, the complex and the buildings contained therein have been variously assessed for Listed or Scheduling by Historic England on a number of occasions but have not subsequently been designated. As such, the buildings within Parcel 22 are not

¹⁹ P. Francis, *RAF Upper Heyford*, Airfield Research Publishing, 1996.

²⁰ W Cocroft, *Former RAF Upper Heyford Cherwell Oxfordshire: A reassessment of the flying field Conservation Area* (Research Report Series 74-2017), Historic England, 2017, page 21.

considered to be heritage assets of either the highest or less than the highest significance as defined by the NPPF.

- 6.11 The Environmental Statement identifies Buildings 3036 – 3042 as being of high significance buildings, located within and area of medium/low significance. Buildings 3024 is considered to be of low significance.
- 6.12 Overall, it is considered that Parcel 22 does positively contribute to the character and appearance of the Conservation Area, being part of the wider military landscape, although this contribution is limited due to the group being remote from the wider core landscape.
- 6.13 Parcel 22 is not within the vicinity of any of the other Listed Buildings or Scheduled Monuments within the wider Conservation Area and thus it is not considered that Parcel 22, or the buildings contained within it specifically contribute to the significance of the those buildings via setting, other than forming part of the built form of the wider Conservation Area within which they are all sited.

Assessment of Impact

- 6.14 The proposals for Parcel 22 seek the use of the area, 13.37ha of land for commercial and industrial use. This will involve the change of use of Buildings 3036-3042 to Class B1b/c, B2 and B8 use, the demolition of Building 3204, and the creation of 35,1754m² of new employment buildings. A combined heat and power plant will be constructed to the south of the Parcel, with an exhaust stack of up to 24m tall.
- 6.15 Whilst the design of the proposed new buildings will be confirmed as part of future applications for detailed Planning Permission, parameters have been set and the Environmental Statement has considered these. The Buildings Heights Parameters Plan (ref: P16-0631_08-2 G) illustrates the proposed maximum heights of the new build elements, and confirms that the central hardstanding around which the HASs are located will be retained with the HASs set around it in their existing formation.
- 6.16 The Design and Access Statement shows an illustrative layout which identifies that new built form will be located around the outer edge of the Parcel, surrounding the group of HASs.
- 6.17 The Environmental Statement concludes that the change of use of Buildings 3036-3042 will have a slight beneficial impact on their significance, whilst the demolition of Building 3204 will have a slight adverse impact as the building will be lost.

- 6.18 The Environmental Statement goes on to confirm that within Parcel 22, there will be a beneficial impact through the removal of the Car Processing operations from within this area, and the retention and re-use of the hangers. The proposed design scheme will be sensitive to the HASs which are of high significance, with the new elements set behind them so that their relationship with the airfield to the north will still be maintained, resulting in only a slight adverse effect.
- 6.19 This impacts of the demolition of Building 3204 could however be mitigated by a programme of recording of the Building which will form part of the Heyford Park Archive.
- 6.20 The proposals are not considered to have any impact the significance of the Listed Buildings and Scheduled Monuments located within the wider site via setting.

Summary Conclusions

- 6.21 To summarise, the proposed development within Parcel 22 will result in the demolition of Building 3204, and change of use of Buildings 3036-3042. The detailed design of the area has yet to be determined, but parameters have been set and the Environmental Statement has considered the impact of these parameters.
- 6.22 Buildings 3036-3042 within Parcel 22 are considered to be of high significance, and contribute to the character and appearance of the Conservation Area. The proposals within Parcel 22 will preserve the contribution and relationship that the Parcel and the HASs within it has and makes to the character and appearance of the Conservation Area. However, large new build will be constructed around the periphery of the Parcel, albeit of a scale which will be compatible with the military landscape.
- 6.23 Overall, it is considered that the development within Parcel 22 will result in less than substantial harm, at the very lower end of the spectrum due to the impact to the character and appearance of the Conservation Area resulting from the construction of the new build elements around the outer edge of the HASs and the reuse of the Parcel as part of the wider redevelopment proposals.
- 6.24 It is not considered that the development proposals within the Parcel will have any impact on the significance of the Scheduled or Listed Buildings within the wider area.

6.25 The less than substantial harm, at the very lower end of the spectrum, to the character and appearance of the Conservation Area will therefore need to be balanced against the public benefits of the proposed scheme as a whole.

7. PARCEL 23 (INC PART OF THE SOUTHERN BOMB STORES)

- 7.1 Within Parcel 23 the proposals seek the demolition of the existing buildings in order to facilitate the residential development of the Parcel.

The Site/Building Description

- 7.2 Parcel 23 incorporates the western part of the part of the site which is known as the Southern Bomb Stores. The Southern Bomb Stores were constructed on a phased basis, as detailed within the plan provided in a previous Environmental Statement prepared by Oxford Archaeology and provided at **Appendix 5** of this Report.

APPENDIX 5: SOUTHERN BOMB STORES PHASING PLAN

- 7.3 The Southern Bomb Stores, as a whole, were used for munitions storage for conventional bombs and consist of four primary rows of 'igloo' stores at the eastern end of the complex along with a number of additional, auxiliary structures within the western end of the complex.
- 7.4 The construction and design of the buildings within the parcel, along with those outside of the parcel, but within the Southern Bomb Stores complex, are detailed within the Conservation Plan²¹, which identified the whole complex and buildings within as being of low significance, as follows (the buildings within the application site are highlighted in italic):

"The stores are organised into four rows aligned roughly southwest to northeast, and surrounded by a wire fence, with a front main entrance gate. They are evenly spaced to eliminate damage in case of explosion, and are of the 'igloo' form and covered in spoil. There are two Entry Control Points (EPCs) at the main gate, one dating to the 1950s and one dating from the 1970s hardening programme.

There are two types of stores dating from the 1950s and 1990s, which are differentiated in style by the main steel door. Those dating from the 1990s (1601-1625) open on a chain operated sliding mechanism, and those dating from the 1950s (1159-1186 [1159-1164 & 1181-1185]) open on hinges. The later 1980s stores were built to eliminate the transportation of arms, which previously had been stored at Welford. Electrical fuse boxes and vents are extant to the side of the doors, as are signs stating 'The electrical installation in this building is category C (Totally Enclosed)'.

²¹ ACTA, *Former RAF Upper Heyford Conservation Plan*, September 2005.

Other significant structures within the SCAS include:

1102, 1103, 1105, 1006, 1113: simple 1950s concrete stores which are rectangular in plan, and all generally of the same form. Flat roofs with supporting buttresses and used for storing smaller, less explosive ammunition.

1122 [this is now known as Building 1112]: a 1950s Nissen hut which is rendered on concrete platform, with flame-proof fittings internally. This was used for munitions storage.

1108: large, metal-clad 1970s structure, rectangular in plan with apex roof and bars on windows. There is a blast wall and banks surrounding the perimeter. This was used as a maintenance building to repair munitions.

1144 [this is now known as building 1114]: 1970s concrete structures, rectangular in plan with seven steel doors and a flat roof. This was used for ammunition storage, in particular primers.

These buildings are located at the west end of the area, and are thought to be for inspecting and arming conventional bombs, thus forming a functional flowline."

7.5 The Conservation Area Appraisal²² also identifies the Southern Bomb Stores, as whole, as being of low significance and does not identify any of the buildings or structures within the application site, or wider Bomb Stores complex as being of any particular importance or significance.

7.6 The latest assessment of the airfield undertaken by Historic England in 2017 specifically reviewed the significance of the Southern Bomb Stores as a complete complex and concluded:

"The Conventional Arms Stores illustrate that although Strategic Air Command and later units of the USAF's primary role was deterrence through the capability of attacking Eastern Europe with nuclear weapons, conventional weapons still retained an important role in Cold War strategy"²³

7.7 Notwithstanding this, the complex and the buildings contained therein have been variously assessed for Listed or Scheduling by Historic England on a number of occasions but have not subsequently been designated. As such, the buildings within Parcel 23 are not considered to be heritage assets of either the highest or less than the highest significance as defined by the NPPF.

²² Cherwell District Council, *RAF Upper Heyford Conservation Area Appraisal*, April 2006.

²³ W Cocroft, *Former RAF Upper Heyford Cherwell Oxfordshire: A reassessment of the flying field Conservation Area* (Research Report Series 74-2017), Historic England, 2017, page 18.

7.8 Overall, it is considered that Parcel 23 does positively contribute to the character and appearance of the Conservation Area, being part of the Southern Bomb Stores, although this contribution is limited and it is evident that the Southern Bomb Stores as a whole is, and has always been, assessed as being one of the least sensitive parts of the wider site.

7.9 Parcel 23 is not within the vicinity of any of the other Listed Buildings or Scheduled Monuments within the wider Conservation Area and thus it is not considered that Parcel 23, or the buildings contained within it specifically contribute to the significance of the those buildings via setting, other than forming part of the built form of the wider Conservation Area within which they are all sited.

Assessment of Impact

7.10 The proposals for Parcel 23 seek the clearance of the site, which will include the demolition of the buildings listed in **Table 1** below, which also sets out their significance. It is then proposed to redevelop the site for residential purposes as part of the wider redevelopment of the site. A number of other buildings and structures will be demolished by permitted development. These buildings are listed in **Table 2**.

7.11 The eastern part of the Southern Bomb Stores, being the majority of the four rows of 'igloos' will be retained in their current approved commercial use, and a new fence line created on the western boundary.

Table 1: Buildings to be demolished

Building Number	Significance	Building Number	Significance
1102	Low	1162	Low
1103	Low	1163	Low
1105	Low	1164	Low
1106	Low	1181	Low
1108	Low	1182	Low
1109	Negligible	1183	Low
1111	Negligible	1184	Low
1115	Negligible	1185	Low
1159	Low	1601	Low
1160	Low	1602	Low
1161	Low		

Table 2: Buildings demolished under Permitted Development

Building Number	Significance	Building Number	Significance
186 CAS	Negligible	1113	Low
385	Negligible	1114	Negligible
386	Negligible	1119	Negligible
387	Negligible	1140	Negligible
1100	Negligible	1153	Negligible
1107	Negligible	UH53	Negligible
1112	Negligible		

7.12 As buildings of low and negligible significance, the demolition of the buildings and structures within Parcel 23 are assessed within the Environmental Statement as having a major impact given the buildings will be completely lost, with this resulting in a slight/modern adverse significance of effect for low significance buildings and slight adverse significance of affect for negligible significance buildings.

7.13 An assessment of the impact of the loss of the building proposed for demolition has been previously considered within the Environmental Statement prepared as part of the undetermined application **16/02269/HYBRID**. This confirmed that it is the bomb stores themselves (the igloos) that provide the greatest contribution to the limited significance of the Southern Bomb Stores as whole.

7.14 The Assessment explained that:

"The 1950s ancillary buildings (Building Nos 385-6, 1102-3, 1105-1109, 112-115, 1140) predate the four rows of igloos (bomb stores), they are of value as they provide material evidence of the historic development and use this part of RAF Upper Heyford from the 1950s onwards."

7.15 It went on to note that:

"The demolition of these structures would impact upon the setting of the remaining igloo buildings to the east, however, as the ancillary buildings predate the bomb stores (igloos), they are not considered integral to the understanding of the workings of the Southern Bomb Stores in the Cold War period."

7.16 The demolition of seven of the igloos (Buildings 1159-1162 and 1183-1185) was also considered as part of the assessment of the proposals submitted under application reference **16/02269/HYBRID** which stated:

"The demolition of the seven igloos (Building Nos 1159-1162, 1183-1185) within the Application Site would also have an effect upon the setting of the remaining igloos."

These buildings are thought to have been used for inspecting and arming conventional bombs, forming part of the functional flow line of the southern bomb stores. The demolition of these structures would decrease the area's ability to show how this part of RAF Upper Heyford functioned during the Cold War period. For example, the development to the west would remove the access into the area through the entry control point (ECP), leading through the 1950s buildings, from which the roadway divides into four separate roads leading to the four rows of igloos. This would detract from the legibility of the southern bomb stores as a whole, resulting in a significant change to the setting of the igloos."

- 7.17 It is of course important to recognise however, that the significance of the igloos and Southern Bomb Stores, as a whole, is low and as such the overall effect of the development at that time would be low.
- 7.18 Whilst the detailed design and layout of the proposed redevelopment will be subject of detailed applications at a later date, which will be informed by a design charette, the Environmental Statement for this application has considered the impact of the proposed parameters of the application and suggests that the redevelopment will, overall have a slight/moderate adverse affect on the significance of the Conservation Area as a whole.
- 7.19 This impacts of the demolition and clearance of the Parcel and the associated redevelopment proposals could however be mitigated by a programme of recording of the Building which will form part of the Heyford Park Archive.
- 7.20 The proposals are not considered to have any impact the significance of the Listed Buildings and Scheduled Monuments located within the wider site via setting.

Summary Conclusions

- 7.21 To summarise, the proposed development within Parcel 23 will result in the demolition of the buildings and structures within the western part of the Southern Bomb Stores and its redevelopment as part of the wider development proposals. The detailed design of the area has yet to be determined, but parameters have been set and the Environmental Statement has considered the impact of these parameters.
- 7.22 The buildings within Parcel 23 are considered to be of low significance, but do contribute to the character and appearance of the Conservation Area, albeit they are not considered to be integral to the understanding of the function of the

Southern Bomb Stores as a whole in the Cold War Period, which is where the significance of the Conservation Area is principally embodied.

- 7.23 It is thus considered that the impact of the demolition of the buildings and reuse of the site as part of the wider development proposals would result in less than substantial harm, at the lower end of the spectrum. This is due to the impact to the character and appearance of the Conservation Area resulting from the demolition of buildings and the reuse of the Parcel as part of the wider redevelopment proposals.
- 7.24 It is not considered that the demolition of the buildings and redevelopment of the Parcel will have any impact on the significance of the Scheduled or Listed Buildings within the wider area.
- 7.25 The level of harm has been minimised by a commitment to the implementation of a programme of Building Recording.
- 7.26 The less than substantial harm to the character and appearance of the Conservation Area, at the lower end of the spectrum, will therefore need to be balanced against the public benefits of the proposed scheme as a whole.

8. PARCEL 29 (THE CORE VISITOR DESTINATION AREA)

- 8.1 The proposed development of the Core Visitor Destination Area will result in the change of use and refurbishment of Buildings 1368, 1443 and 2005-2009 to Class D1/D2 use and Class A1-A5 use. The details of the works required to the buildings has yet to be finalised and will be set out in future applications for Planning Permission where required.

The Site/Building Description

- 8.2 The Core Visitor Destination Area will be centred around the former Victor Alert Area to the south of the main runway and the proposed new Flying Field Park. It proposes new uses for Buildings 2005-2009 (open sided hangers), Building 1443 (a former Engine Test Cell) and Building 1368 (one of the former Hush Houses). The complex of buildings was constructed in the early 1970s and provided an initial quick response area prior to the construction of the QRA to the east. The whole area is identified within the Environmental Statement of being of medium significance.
- 8.3 Buildings 2005-2009 are five of the nine former open shelters in the group. The buildings, along with the other four shelters in the grouping were described in detail in the RAF Upper Heyford Assessment Document²⁴ as follows:

"A system of four, portal steel frames spaced at 20ft. centres and giving a span of 79ft.-4in., was used here for all nine shelters. No doors were provided, they were simply weather shelters. Each frame was cross-braced to its neighbour for wind loading, wall cladding was corrugated asbestos sheeting. At the rear of the open shelter, was a pre-cast reinforced concrete exhaust deflector so that engines could be run and the hot jet exhaust deflected upwards. Bomb blast protection with earth traversed walls, but these have now been removed."

- 8.4 Building 1443 is one of two Engine Test Cells at Upper Heyford which were used to carry out tests on engines prior to a flight, or as part of the routine maintenance. Building 1443 is the later of the two buildings, being a USAF design and constructed specifically for the F111E. The building is described in detail within the Conservation Plan as follows:

"USAF design imported from USA. Single-storey, rectangular plan, metal-clad elevations, concrete floor and simple galvanised steel trusses. Overhanging box at front with mesh base, allowing for the movement of air."

²⁴ P. Francis, *RAF Upper Heyford*, Airfield Research Publishing, 1996.

Two observation posts with double glass windows, one external and one in a separate internal division. To rear of cell extends large stainless steel 'exhaust pipe' tubes. Internally, extant twin doors to front made from mesh, with concrete baffles and manoeuvred on wheels. The front door would be open, and the twin doors closed to allow for the flow of air through the building. This would also act as a form of soundproofing. The metal is stainless steel (not galvanised)."²⁵

- 8.5 Building 1368 is one of two Hush Houses at Heyford Park, the other being located to the north of runway. The building is described within the Conservation Plan²⁶ as follows:

"These structures functioned as aircraft engine testing structures, to enable final checks on engine performance prior to flight. Both Hush Houses were built by ARC (Construction) Ltd. and are an American design.

These buildings are a small hanger type building, similar in form to a 'K' type hanger. They are made from stainless steel and have sound-absorbent, lined walls. There is a huge silencer for the jet efflux, which allowed plans to be run up to full power inside whilst defusing noise.

Both structures are the same form, with front sliding doors and semi-segmented arch roof. Exhaust detuner extends to the rear and while the structures are sound proofed, they do not have the double twin door as seen in later structures (such as 1443)."

- 8.6 The surrounds of the buildings are currently used for Car Processing, which was approved in this area under Planning Permission 08/00716/OUT. The Conservation Area Appraisal notes however that this use has "*robbed the landscape of any defining characteristics*"²⁷. The Environmental Assessment agrees with this assessment confirming that "*the prominent feature of this landscape is car storage, which has compromised the military coherence of the landscape*".
- 8.7 The Conservation Area Appraisal identifies the whole of the Victor Alert Area, and the buildings contained within it, as being non-listed buildings of local significance.
- 8.8 The significance of the Victor Alert complex is also described within the Conservation Plan, as a secure area used to house the F111 when they first arrived at Upper Heyford. It goes on to state that "*the structural form of the shelters is*

²⁵ ACTA, *Former RAF Upper Heyford Conservation Plan*, September 2005.

²⁶ *ibid.*

²⁷ Cherwell District Council, *RAF Upper Heyford Conservation Area Appraisal*, April 2006

also significant in reflecting the primary form of the majority of the F111 aircraft shelters prior to the construction of the HASs."

- 8.9 Notwithstanding this, the complex and the buildings contained therein have been variously assessed for Listed or Scheduling by Historic England on a number of occasions but have not subsequently been designated. As such, the buildings within Parcel 29 are not considered to be heritage assets of either the highest or less than the highest significance as defined by the NPPF.
- 8.10 The significances of the buildings are identified within the Environmental Statement as follows:
- Buildings 2005-2009 – Medium significance
 - Building 1368 – Medium significance
 - Building 1443 – Medium significance
- 8.11 Overall, it is considered that Parcel 29 and the buildings contained within it does positively contribute to the character and appearance of the Conservation Area, although this significance is limited by the existing use of Buildings 2005-2009 and the hardstanding surrounding Buildings 1443 and 1368 (the buildings themselves being vacant and in nil use).
- 8.12 Whilst forming part of the character and appearance of the Conservation Area, the Buildings within Parcel 29 are of medium significance in their own right and can be considered to be non-designated heritage assets as defined by the NPPF.
- 8.13 The Grade II Listed Control Tower lies to the west of Parcel 29, although it is separated by the eastern most open shelters (Buildings 2001 - 2004) and other intervening built form, and thus it is not considered that Parcel 29 specifically contributes to the significance of the Listed Control Tower via setting.
- 8.14 Parcel 29 is not within the vicinity of any of the other Listed Buildings or Scheduled Monuments within the wider Conservation Area and thus it is not considered that Parcel 29, or the buildings contained within it specifically contribute to the significance of the those buildings via setting, other than forming part of the built form of the wider Conservation Area within which they are all sited.

Assessment of Impact

- 8.15 The proposals for Parcel 29 seek, the change of use of Buildings 2005-2009, Building 1443 and Building 1368 to Class D1/D2 use and Class A1-A5 use to form the Core Visitor Destination Area as part of the wider redevelopment of the site.
- 8.16 The precise scope of the works required to each building to facilitate the new uses is not known at this stage, and any external alterations will be subject to detailed planning applications at a later date. It is however likely that the main changes made to the buildings will be limited to internal works only which would result in a very limited impact to the historic interest of the buildings.
- 8.17 Overall, the proposed works to Parcel 29 are assessed within the Environmental Statement as having a beneficial impact on the significance of the area and the buildings located within it. This is due to the fact that whilst there may be a slight adverse impact resulting from the conversion of the buildings, the proposals will enable the reuse and maintenance of the structures and the appreciation of them within a restored military landscape following the relocation of the Car Processing Area. The proposals will also allow a wider audience to appreciate the buildings and the area within which they are located, along with access right up to main runway and within the core of the Conservation Area and provide an educational resource.
- 8.18 As noted, the proposals will beneficially remove the Car Processing use from the area, which will have a positive impact on the character and appearance of the Conservation Area.
- 8.19 Any impacts resulting from the conversion and renovation of the buildings would be mitigated by a programme of recording of the Buildings which will form part of the Heyford Park Archive along with their beneficial reuse.
- 8.20 The proposals are not considered to have any impact the significance of the Listed Control Tower (Building 340) via setting.

Summary Conclusions

- 8.21 To summarise, the proposed development within Parcel 29 will result in the conversion of Buildings 2005-2009, 1443 and 1368 for use as the Core Visitor Destination Area. The detailed design of the area has yet to be determined, but parameters have been set, and the Environmental Statement has considered the impact of these parameters.

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- 8.22 Parcel 29 and the buildings contained within it are considered to be of medium significance and to positively contribute to the character and appearance of the Conservation Area, albeit the current use of the site and area has compromised the military coherence of the landscape in this area.
- 8.23 It is thus considered that the impact of the proposals, which will see the buildings and parcel as a whole repurposed as the Core Visitor Destination Area, would have a beneficial impact upon the significance of the buildings themselves as non-designated heritage assets, and the character and appearance of the Conservation Area as a whole.
- 8.24 It is not considered that the proposals will have any impact on the significance of the Scheduled or Listed Buildings within the wider area.
- 8.25 Any limited harm which could potentially arise from any physical works to the buildings would be outweighed by the commitment to the implementation of a programme of Building Recording, and also the long-term use and maintenance of the buildings in a manner consistent with their conservation.

9. PARCEL 31 (THE EDUCATION SITE)

9.1 Parcel 31 is to be used as a new education site, facilitated by the change of use of Building 2004 to education use (Class D1) and demolition of Buildings 357 and 5022, the erection of new school building up to 10.5m in height and 2,415sqm of floorspace, with associated hard and soft landscaping within a total area of 2.47 ha.

The Site/Building Description

9.2 Parcel 31 incorporates part of the former Victor Alert Complex, south of the main runway and includes Buildings 2004, 357 and 5022. The complex of buildings was constructed in the early 1970s and provided an initial quick response area prior to the construction of the QRA to the east.

9.3 Building 2004 is one of the nine former open sided shelters, three of which have previously been converted and the open ends infilled (Buildings 2001-2003). The building, along with the other eight shelters in the grouping were described in detail in the RAF Upper Heyford Assessment Document²⁸ as follows:

"A system of four, portal steel frames spaced at 20ft. centres and giving a span of 79ft.-4in., was used here for all nine shelters. No doors were provided, they were simply weather shelters. Each frame was cross-braced to its neighbour for wind loading, wall cladding was corrugated asbestos sheeting. At the rear of the open shelter, was a pre-cast reinforced concrete exhaust deflector so that engines could be run and the hot jet exhaust deflected upwards. Bomb blast protection with earth traversed walls, but these have now been removed."

9.4 Building 357 is a two-storey, brick built, former crew quarters building, although last used as an office and now vacant. It has a hipped, pitched tiled roof.

9.5 Building 5022 is a timber clad, prefabricated unit which has a shallow barrel vault roof. The building is in a poor condition.

9.6 The surrounds of the building are currently used for Car Processing, which was approved in this area under Planning Permission 08/00716/OUT. The Conservation Area Appraisal notes however that this use has "*robbed the landscape of any defining characteristics*"²⁹. The Environmental Assessment agrees with this

²⁸ P. Francis, *RAF Upper Heyford*, Airfield Research Publishing, 1996.

²⁹ Cherwell District Council, *RAF Upper Heyford Conservation Area Appraisal*, April 2006.

assessment confirming that "*the prominent feature of this landscape is car storage, which has compromised the military coherence of the landscape*".

- 9.7 The Conservation Area Appraisal identifies the whole of the Victor Alert Area and the buildings contained within it, as being non-listed buildings of local significance, although the Conservation Plan differentiates the open shelters (including Building 2004) as being of regional significance, Building 357 of only local significance and does not identify Building 5022 as being of any significance.
- 9.8 Notwithstanding this, the complex and the buildings contained therein have been variously assessed for Listed or Scheduling by Historic England on a number of occasions but have not subsequently been designated. As such, the buildings within Parcel 31 are not considered to be heritage assets of either the highest or less than the highest significance as defined by the NPPF.
- 9.9 The significances of the buildings are also identified within the Environmental Statement as follows:
- Building 357 – Low significance
 - Building 2004 – Medium significance
 - Building 5022 – Negligible significance
- 9.10 Overall, it is considered that Parcel 31 does positively contribute to the character and appearance of the Conservation Area, although this significance is limited by the existing use and condition of the buildings within it.
- 9.11 Building 2004 is however of medium significance in its own right and can be considered to be a non-designated heritage asset as defined by the NPPF. Buildings 357 and 5022 are of much less significance in their own right, although do contribute to an understanding of the former use of the area, along with the layout and siting of the buildings as a whole.
- 9.12 The Grade II Listed Control Tower lies to the west of Parcel 31, although it is separated by the eastern most open shelters (Buildings 2001, 2002 and 2003) and other intervening built form, and thus it is not considered that Parcel 31 specifically contributes to the significance of the Listed Control Tower via setting.
- 9.13 Parcel 31 is not within the vicinity of any of the other Listed Buildings or Scheduled Monuments within the wider Conservation Area and thus it is not considered that Parcel 31, or the buildings contained within it specifically contribute to the

significance of the those buildings via setting, other than forming part of the built form of the wider Conservation Area within which they are all sited.

Assessment of Impact

- 9.14 The proposals for Parcel 31 seek, the change of Use of Building 2004 to education use (Class D1) and the demolition of Buildings 357 and 5022 within an area of 2.47 ha, and erection of new school building up to 10.5m in height as part of the wider redevelopment of the site.
- 9.15 As a building of low significance, the demolition of Building 357 is assessed within the Environmental Statement as having a major impact given the building will be completely lost, with this resulting in a slight / modern adverse significance of effect. The demolition of Building 5022 is considered to have a slight significance of effect as it is a building of less significance (negligible).
- 9.16 Whilst the details of the conversion of Building 2004 are yet to be determined as they will form part of a detailed planning application at a later stage, the scale and size of the building will be retained and so will the relationship between it and the other hangers within the group. The Environmental Statement suggests that the conversion will have a moderate / slight significance of effect.
- 9.17 The proposed use of the site for educational purposes will however also beneficially remove the Car Processing use from the area, which will have a positive impact on the character and appearance of the Conservation Area.
- 9.18 The detailed design of the new school building has also yet to be agreed as these details will form part of a future detailed planning application. However, the parameters which this application sets indicates the construction of a building up to 10.5m in height. It is considered that this scale of building would be appropriate for this location, reflecting the scale of the larger buildings across the former Flying Field.
- 9.19 This impacts of the demolition and renovation of the buildings could however be mitigated by a programme of recording of the Building which will form part of the Heyford Park Archive.
- 9.20 The proposals are not considered to have any impact the significance of the Listed Control Tower (Building 340) via setting.

Summary Conclusions

- 9.21 To summarise, the proposed development within Parcel 31 will result in the demolition of Buildings 357 and 5022, the conversion of Building 2004, the construction of a new school building and the use of the site for educational purposes. The detailed design of the area has yet to be determined, but parameters have been set and the Environmental Statement has considered the impact of these parameters.
- 9.22 The buildings within Parcel 31 are considered to be of medium, (Building 2004), low (Building 357) and negligible (Building 5022) significance and contribute to the character and appearance of the Conservation Area, albeit their current use has compromised the military coherence of the landscape in this area.
- 9.23 It is thus considered that the impact of the demolition of the building and reuse of the site as part of the wider development proposals would be at the lower end of the spectrum of less than substantial harm due to the impact to the character and appearance of the Conservation Area resulting from the demolition of Building 357 and the reuse of the site as a school site. This would result from the loss of a building which positively contributes to the military character of the area and changes to the hard and soft landscape within the Parcel.
- 9.24 It is not considered that the demolition of the building will have any impact on the significance of the Scheduled or Listed Buildings within the wider area.
- 9.25 The level of harm has been minimised by commitment to the implementation of a programme of Building Recording.
- 9.26 The less than substantial harm to the character and appearance of the Conservation Area will therefore need to be balanced against the public benefits of the proposed scheme as a whole, including the retention and refurbishment of Building 2004 and the removal of the Car Processing use from within this area.

10. PARCEL 39 (INC DEMOLITION OF BUILDINGS 549 AND 572)

10.1 It is proposed to redevelop Parcel 39 for residential purposes, which will be facilitated by the demolition of Buildings 549 and 572.

The Site/Building Description

10.2 Buildings 549 and 572 are located south of Camp Road, and are the former Chapel and associated building, although Building 549 is now in use as a Community Centre.

10.3 The buildings date from the post war era, and do not relate to the important Cold War 'hardening' of the airbase.

10.4 Building 572, the Chapel building, is a single storey, double height, portal framed building with brick and timber clad panels. It has a metal sheet roof and brick additions to form a porch and rear extension. Building 549, which is currently used as a Community Centre has a deep span steel frame, with brick piers and pebble dash infill and metal clad roof.

10.5 The area within which the buildings are located is predominantly housing, with the two buildings being within a small parcel of mixed uses alongside Camp Road which has a more open character compared to the denser housing to the south.

10.6 The buildings are of low significance, with this being limited to the minor contribution that the buildings make to the military character of this area and the historic communal value of being purpose built community buildings within the Conservation Area. It should also be noted that the key significance of the Conservation Area is considered to primarily relate to the Cold War landscape of the Flying Field and associated structures which Buildings 549 and 572 do not contribute to.

10.7 None of the Listed Buildings or Scheduled Monuments within the wider site are located within the vicinity of Buildings 549 and 572, and thus it is not considered that they contribute to the significance of any of those designated heritage assets via setting.

Assessment of Impact

10.8 The proposals seek the demolition of the buildings and clearance of the site for redevelopment for new residential properties as part of the wider redevelopment of the site.

- 10.9 As buildings of low significance, the demolition of the buildings is assessed within the Environmental Statement as having a major impact given the buildings will be completely lost, with this result in a slight/moderate significance of effect.
- 10.10 This impact could however be mitigated by a programme of recording of the Building which will form part of the Heyford Park Archive.
- 10.11 Whilst the buildings also have historic, communal interest as post war buildings with a social function within the residential sector of the former airbase which contributes to the character of the Conservation Area, this social function will be relocated and provided within the proposed new community buildings proposed as part of the development proposals.

Summary Conclusions

- 10.12 To summarise, the proposed development will result in the demolition and thus complete loss of the buildings and redevelopment of the site for new housing.
- 10.13 The buildings are considered to be of low significance and do not contribute significantly to the character and appearance of the Conservation Area. It is thus considered that there will only be a very limited impact to the character and appearance of the Conservation Area resulting from their demolition, which would result from the loss of buildings which contributes to the military character of the area. This impact would be at the very lower end of the spectrum of less than substantial harm.
- 10.14 The level of harm has been minimised by commitment to the implementation of a programme of Building Recording, and the new community buildings proposed as part of the development proposals.
- 10.15 The less than substantial harm, at the very lower end of the spectrum, to the character and appearance of the Conservation Area will therefore need to be balanced against the public benefits of the proposed scheme as a whole.

11. BUILDING 133 (PARCEL 40)

11.1 Parcel 40 is proposed for residential development, which will result in the demolition of Building 133.

The Site/Building Description

11.2 Building 133 is the former Main Store and Church, now used as offices, which was constructed during the 1925/26 period of expansion of the airbase. The building is first noted on the 1926 Proposed Layout Plan (see **Appendix 6**) and then detailed on the 1939 Upper Heyford Site Plan (See **Appendix 3**).

APPENDIX 6: 1926 PROPOSED LAYOUT PLAN

11.3 The function and design of the building is detailed within the RAF Upper Heyford Document³⁰ as follows:

"An RAF station Main Stores was a facility for the storage of both non-technical items such as clothing and technical equipment which included small serviceable aircraft components. Drawing number 978/25 was a large "L"-shaped building with a receiving area having three opening doors (one for each squadron). This part of the building has a very characteristic shape that is in keeping with the Guardhouse as they both has in common a gablet-shaped roof.

Lorries from RAF Equipment Depots were able to unload onto a platform where the good could be taken into the correct receiving bay, where it could be sorted, accounted for and stored awaiting re-issue. A despatch area located to the side and set back from the receiving bays (in the sort arm of the "L") was also divided into three bays. Each bay had a large door opening with roller shutter type doors.

Comments: today this building complex has been radically changed with many window openings bricked up and smaller frames inserted. The receiving area still retains its platform, but the openings have been bricked up. The despatch area has also had the original doors bricked up and windows inserted. The result is a building of no architectural and historical interest..."

11.4 The building is located within the main technical area of the former airbase, to the east of the Scheduled hardened telephone exchange (Building 129).

11.5 Whilst of some limited interest, Building 133 is only considered to be of low significance, with this significance limited to the minor contribution that the building

³⁰ P. Francis, *RAF Upper Heyford*, Airfield Research Publishing, 1996.

makes to the military character of the Conservation Area in this location. However, it should be noted that the key significance of the Conservation Area is considered to be primarily related to the cold war landscape of the Flying Field and associated structures, which Building 133 does not contribute to, as it is not a cold war era building.

- 11.6 Within the character assessment prepared by ACTA in 2006³¹ the technical / service area in which Building 133 is located is described as follows, which highlights that it is the layout of the building form in this area rather than the buildings themselves which positively contribute to the character and appearance of the Conservation Area in this location:

"In contrast to the adjacent areas there are no major buildings or uniformity of style and materials. The main visual structure is given by the avenues. Leading off the avenues, many of the buildings are arranged as clusters around yards or parking areas"

- 11.7 The building is not identified within the Conservation Area Appraisal as being of any special interest at a local or national level.
- 11.8 With regards to any contribution to the setting of the Scheduled Telephone Exchange, the building is not considered to enhance this setting due to it being of a different architectural style and age to the Scheduled Monument.
- 11.9 It is also clear that the building has undergone numerous alterations which have significantly reduced its historic legibility (as reiterated within the Environmental Statement), and also the contribution that it makes to the character and appearance of the Conservation Area.

Assessment of Impact

- 11.10 The proposals seek the demolition of the building and clearance of the site for redevelopment for new residential properties as part of the wider redevelopment of the site.
- 11.11 It is important to note that consent has previously been granted for the demolition of Building 133 and redevelopment of the site for residential purposes on two separate occasions under application references 07/02295/CAC and 10/01619/CAC as part of the two previous redevelopment schemes for the wider site.

³¹ ACTA, *Landscape Character Assessment of the Airbase South of the Cold War Zone*, March 2006.

- 11.12 As a building of Low significance, the demolition of the building is assessed within the Environmental Statement as having a major impact given the building will be completely lost, with this result in a slight/moderate significance of effect.
- 11.13 This impact could however be mitigated by a programme of recording of the Building which will form part of the Heyford Park Archive.
- 11.14 As noted above, it is the layout of this area with the radiating avenues which primarily contributes to the character and appearance of the Conservation Area in this location, and these will be retained and integrated into the layout of this area.
- 11.15 Given the lack of contribution that the building makes to the setting of the Scheduled Telephone Exchange, its demolition is not considered to result in any impact to the significance of the Scheduled Monument through setting, rather it offers the opportunity to enhance the setting of the Scheduled Monument through the provision of a more suitable setting to better relate to its importance.

Summary Conclusions

- 11.16 To summarise, the proposed development will result in the demolition and thus complete loss of the building and redevelopment of the site for new housing.
- 11.17 The building is considered to be of low significance and has been substantially altered from its original form and does not contribute significantly to the character and appearance of the Conservation Area. It is thus considered that there will only be a very limited impact to the character and appearance of the Conservation Area resulting from its demolition, which would result from the loss of a building which contributes to the military character of the area. This impact would be at the very lower end of the spectrum of less than substantial harm.
- 11.18 It is not considered that the demolition of the building will have any impact on the significance of the Scheduled Telephone Exchange.
- 11.19 The level of harm has been minimised by commitment to the implementation of a programme of Building Recording.
- 11.20 This very limited level of harm will therefore need to be balanced against the benefits of the proposed scheme as a whole, which include the potential enhancement to the setting of the Scheduled Monument as noted above.

12. NOSE DOCKING SHEDS

- 12.1 The nose Docking Sheds are proposed to retain their existing planning use, and no physical changes are proposed to them. It is proposed to relocate the Car Processing use into Parcel 25 to the north of the Nose Docking Sheds.

The Site/Building Description

- 12.2 The three Nose Docking Sheds, Buildings 325, 327 and 328 were Grade II Listed on 7th April 2008, with the reasons for designation being confirmed within the List Entry as follows:

"...three hangers built in 1951 to service the first American nuclear-armed bombers deployed here as part of the Cold War. They have historic interest from 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."

- 12.3 Full copies of the List Entries are provided in **Appendix 7**.

APPENDIX 7: NOSE DOCKING SHEDS LIST DESCRIPTIONS

- 12.4 The buildings are currently in Class B2/B8 use and it is proposed to continue this under the current proposals. They are currently in a good condition, being maintained as part of the ongoing obligations to the tenants. The Management Plans submitted as part of the application detail that it is intended to retain the original green, powder coated finish rather than painting them in the cream/brown colour scheme which is used elsewhere across the site.
- 12.5 The Nose Docking Sheds are described in detail within the Conservation Plan gazetteer which describes them as follows:

"As the name suggests the structures were built to allow shelter for the front section of the aircraft and to make it possible to work on its nose and engines undercover.

The nose Dockings Sheds are constructed on ten aluminium girder wall frames supporting a cantilever roof framework, which support the main hanger doors (which are in 14 divisions). The innovative design with the long cantilever form was to create the opening needed to accommodate the aircraft deployed by SAC at this time. There is a close correspondence between the architectural form and the types of aircraft deployed at Upper Heyford during the 1950s, especially the B-50Ds, KB-29Ps, and

later B-47 Stratojet. Internally, the Nose Docks have a concrete floor."³²

- 12.6 As Grade II Listed Buildings, the Nose Docking Sheds are designated heritage assets of less than the highest significance as defined by the NPPF, and their significance is compounded by their inclusion within the Conservation Area (a designated heritage asset in its own right).
- 12.7 The List Entry also highlights that the buildings also draw significance from their relationship with the other buildings across the site which are statutorily designated, being the Scheduled Monuments and other Listed Buildings.
- 12.8 The Conservation Area Appraisal however describes the character of the area within which the Nose Dock Sheds are located as follows:

"this is another indeterminate area, dominated in the west by very large buildings – the Nose Dock Sheds and the flight simulators – but without any distinct imprint of period or function."³³

- 12.9 The Environmental Statement identifies the Nose Docking Sheds as being of high significance, reflective of their Listed status. It also recognises that the former military context has been significantly altered by the demolition of the former buildings immediately to the south to allow for redevelopment of the area for housing. As such, it is considered that the setting of the Nose Docking Sheds which contributes to their significance is the military landscape which lies to their north, as well as the relationship to the arc of A-frame hangers to the east.
- 12.10 The Nose Docking sheds also positively contribute to the character and appearance of the Conservation Area as forming part of the former military landscape.

Assessment of Impact

- 12.11 Whilst it is not proposed to change the use of the Nose Docking Sheds, and therefore the development proposals will not result in any direct impact to the Listed Buildings, the areas of the hardstanding to their north will be utilised for Car Processing (Parcel 25) thus potentially affecting their setting and relationship with the wider Conservation Area and other Listed and Scheduled Monuments across the site.

³² ACTA, *Former RAF Upper Heyford Conservation Plan*, September 2005.

³³ Cherwell District Council, *RAF Upper Heyford Conservation Area Appraisal*, April 2006, Table 1.

- 12.12 As set out in detail within the Environmental Statement, the introduction of Car Processing to the north of the Listed Buildings will lead to reversible changes to the settings of the Nose Docking Sheds. The mainly grassed area between the buildings will remain without cars, but they will be parked on much of the immediately surrounding area and this will affect the appreciation of these buildings forming part of the wider airfield landscape.
- 12.13 As noted above, the setting of the three Listed buildings has already been partly compromised by residential development to the south, and this will be further altered by the introduction of Car Processing to the north, albeit in a temporary and entirely reversible manner.
- 12.14 The Environmental Statement concludes that as buildings of high significance, the addition of the Car Processing will lead to a moderate/ slight adverse effect while the car parking is in operation. It is also recognised that the Car Processing is a reversible effect.

Summary Conclusions

- 12.15 To summarise, the proposed development seeks to introduce Car Processing within the hardstanding to the north of the Grade II Listed Nose Docking Sheds.
- 12.16 This area is considered to be within the setting of the Listed Nose Docking Sheds and currently positively contributes to their significance, allowing their role within the wider military landscape to be understood, albeit it is recognised that the setting and military context of the Listed Buildings has already been compromised by the introduction of residential development immediately to the south.
- 12.17 It is thus considered that as the proposals do not involve any direct impacts to the Listed Buildings themselves, the proposals would result in less than substantial harm, at the lower end of the spectrum, to the significance of the Listed Buildings via a change to their setting. It is however important to note that this change is entirely reversible.
- 12.18 The less than substantial harm to the significance of the Listed Buildings will therefore need to be balanced against the public benefits of the proposed scheme as a whole.

APPENDIX 1

Assessment 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. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance."*³⁴

Historic England's *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2*³⁵ (hereafter GPA 2) 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 also advocates considering the four types of heritage value an asset may hold, as identified in English Heritage's *Conservation Principles*.³⁶ These essentially cover the heritage 'interests' given in the glossary of the NPPF³⁷ and the online Planning Practice Guidance on the Historic Environment³⁸ (hereafter 'PPG') which are **archaeological, architectural and artistic** and **historic**.

The PPG provides further information on the interests it identifies:

- **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 skills, like sculpture."*

³⁴ MHCLG, *NPPF*, p. 71.

³⁵ Historic England, *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2* (2nd edition, Swindon, July 2015).

³⁶ English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008). These heritage values are identified as being 'aesthetic', 'communal', 'historical' and 'evidential', see *idem* pp. 28–32.

³⁷ MHCLG, *NPPF*, p. 71.

³⁸ Ministry of Housing Communities and Local Government (MHCLG), *Planning Practice Guidance: Historic Environment (PPG)* (revised edition, 23rd July 2019), <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

- **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."*³⁹

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

The most-recently issued guidance on assessing heritage significance, Historic England's *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12*,⁴⁰ advises using the terminology of the NPPF and PPG, and thus it is that terminology which is used in this Report.

Listed Buildings and Conservation Areas are generally 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."*⁴¹

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 make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral."*⁴²

Therefore, setting can contribute to, affect an appreciation of significance, or be neutral with regards to heritage values.

³⁹ MHCLG, PPG, paragraph 006, reference ID: 18a-006-20190723.

⁴⁰ Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12* (Swindon, October 2019).

⁴¹ MHCLG, NPPF, p. 71.

⁴² MHCLG, NPPF, p. 71.

Assessing change through alteration to setting

How setting might contribute to these values has been assessed within this Report with reference to *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3*⁴³ (henceforth referred to as 'GPA 3'), particularly the checklist given on page 11. This advocates the clear articulation of "what matters and why".⁴⁴

In GPA 3, a stepped approach is recommended, of which Step 1 is to identify which heritage assets and their settings are affected. Step 2 is to assess whether, how and to what degree settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated. The guidance includes a (non-exhaustive) checklist 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, green space, functional relationships and degree of change over time. It also lists aspects associated with the experience of the asset which might be considered, including: views, intentional intervisibility, tranquillity, sense of enclosure, accessibility, rarity and land use.

Step 3 is to assess the effect of the proposed development on the significance of the asset(s). Step 4 is to explore ways to maximise enhancement and minimise harm. Step 5 is to make and document the decision and monitor outcomes.

A Court of Appeal judgement has confirmed that whilst issues of visibility are important when assessing setting, visibility does not necessarily confer a contribution to significance and also that factors other than visibility should also be considered, with Lindblom LJ stating at paragraphs 25 and 26 of the judgement (referring to an earlier Court of Appeal judgement)⁴⁵:

Paragraph 25 – "But – again in the particular context of visual effects – I said that if "a proposed development is to affect the setting of a listed building there must be a distinct visual relationship of some kind between the two – a visual relationship which is more than remote or ephemeral, and which in some way bears on one's experience of the listed building in its surrounding landscape or townscape" (paragraph 56)".

⁴³ Historic England, *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3* (2nd edition, Swindon, December 2017).

⁴⁴ Historic England, *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3* (2nd edition, Swindon, December 2017), p. 8.

⁴⁵ *Catesby Estates Ltd. V. Steer* [2018] EWCA Civ 1697, para. 25 and 26.

Paragraph 26 – “This does not mean, however, that factors other than the visual and physical must be ignored when a decision-maker is considering the extent of a listed building’s setting. Generally, of course, the decision-maker will be concentrating on visual and physical considerations, as in Williams (see also, for example, the first instance judgment in R. (on the application of Miller) v North Yorkshire County Council [2009] EWHC 2172 (Admin), at paragraph 89). But it is clear from the relevant national policy and guidance to which I have referred, in particular the guidance in paragraph 18a-013-20140306 of the PPG, that the Government recognizes the potential relevance of other considerations – economic, social and historical. These other considerations may include, for example, “the historic relationship between places”. Historic England’s advice in GPA3 was broadly to the same effect.”

Levels of significance

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.

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

- **Designated heritage assets of the highest significance**, as identified in paragraph 194 of the NPPF, comprising Grade I and II* Listed buildings, Grade I and II* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World Heritage Sites and Registered Battlefields (and also including some Conservation Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 63 of the NPPF;
- **Designated heritage assets of less than the highest significance**, as identified in paragraph 194 of the NPPF, comprising Grade II Listed buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas); and
- **Non-designated heritage assets**. Non-designated heritage assets are defined within the PPG as “buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets”.⁴⁶

⁴⁶ MHCLG, PPG, paragraph 039, reference ID: 18a-039-20190723.

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 enhances 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 for designated heritage assets:

- **Substantial harm or total loss.** *It has been clarified in a High Court Judgement of 2013 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";⁴⁷ and*
- **Less than substantial harm.** *Harm of a lesser level than that defined above.*

With regards to these two categories, the PPG states:

"Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated."⁴⁸

Hence, for example, harm that is less than substantial would be further described with reference to where it lies on that spectrum or scale of harm, for example low end, middle of the spectrum and upper end of the less than substantial harm scale.

With regards to non-designated heritage assets, there is no basis in policy for describing harm to them as substantial or less than substantial, rather the NPPF requires that the scale of any harm or loss is articulated. As such, harm to such assets is articulated as a level of harm to their overall significance, with levels such as negligible, minor, moderate and major harm identified.

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 this. This

⁴⁷ *Bedford Borough Council v Secretary of State for Communities and Local Government* [2013] EWHC 2847 (Admin), para. 25.

⁴⁸ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

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'.⁴⁹

Preservation does not mean no change; it specifically means no harm. GPA 2 states that "Change to heritage assets is inevitable but it is only harmful when significance is damaged".⁵⁰ 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, 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 13 of GPA 3.

It should be noted that this key document also states that:

"Setting is not itself a heritage asset, nor a heritage designation..."⁵¹

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 states that:

"Conserving or enhancing heritage assets by taking their settings into account need not prevent change".⁵²

Additionally, it is also important to note that, as clarified in the Court of Appeal, 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.⁵³

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 the significance of the assets concerned.

⁴⁹ *R (Forge Field Society) v Sevenoaks District Council* [2014] EWHC 1895 (Admin).

⁵⁰ Historic England, *GPA 2*, p. 9.

⁵¹ Historic England, *GPA 3*, p. 4.

⁵² Historic England, *GPA 3.*, p. 8.

⁵³ *Palmer v Herefordshire Council & Anor* [2016] EWCA Civ 1061.

APPENDIX 2

Planning Policy

In addition to the statutory obligations set out within the Planning (Listed Buildings and Conservations Area) Act 1990, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.⁵⁴

National Planning Policy Guidance

The National Planning Policy Framework (February 2019)

National policy and guidance is set out in the Government's National Planning Policy Framework (NPPF) published in February 2019. This replaced and updated the previous NPPF 2018 which in turn had amended and superseded the 2012 version. 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 'objectives' to facilitate sustainable development: an economic objective, a social objective, and an environmental objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and

⁵⁴ UK Public General Acts, *Planning and Compulsory Purchase Act 2004*, Section 38(6).

social provisions of the NPPF. The presumption is set out in full at paragraph 11 of the NPPF and reads as follows:

"Plans and decisions should apply a presumption in favour of sustainable development.

For plan-making this means that:

- a. plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;*
- b. strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:*
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or*
 - ii. 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.*

For decision-taking this means:

- a. approving development proposals that accord with an up-to-date development plan without delay; or*
- b. where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - i. the application policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - ii. 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.*⁵⁵

However, it is important to note that footnote 6 of the NPPF applies in relation to the final bullet of paragraph 11. This provides a context for paragraph 11 and reads as follows:

"The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change."⁵⁶ (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.

Heritage Assets are defined in the NPPF as:

*"A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)."*⁵⁷

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

*"World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation."*⁵⁸

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. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a

⁵⁵ MHCLG, *NPPF*, para. 11.

⁵⁶ MHCLG, *NPPF*, para. 11, fn. 6.

⁵⁷ MHCLG, *NPPF*, p. 67.

⁵⁸ MHCLG, *NPPF*, p. 66.

*heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.*⁵⁹

Section 16 of the NPPF relates to 'Conserving and enhancing the historic environment' and states at paragraph 190 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 into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal."*⁶⁰

Paragraph 192 goes on to state that:

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

- a. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- b. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- c. the desirability of new development making a positive contribution to local character and distinctiveness."*⁶¹

With regard to the impact of proposals on the significance of a heritage asset, paragraphs 193 and 194 are relevant and read 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 (and the more important the asset, the greater the weight should be). This is irrespective of whether any

⁵⁹ MHCLG, *NPPF*, p. 71.

⁶⁰ MHCLG, *NPPF*, para. 190.

⁶¹ MHCLG, *NPPF*, para. 192.

potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”⁶²

“Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a. grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b. assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.”⁶³*

Section b) of paragraph 194, which describes assets of the highest significance, also includes footnote 63 of the NPPF, which states that non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments should be considered subject to the policies for designated heritage assets.

In the context of the above, it should be noted that paragraph 195 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 total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a. the nature of the heritage asset prevents all reasonable uses of the site; and*
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*

⁶² MHCLG, *NPPF*, para. 193.

⁶³ MHCLG, *NPPF*, para. 194.

- c. *conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d. *the harm or loss is outweighed by the benefit of bringing the site back into use.*⁶⁴

Paragraph 196 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, where appropriate, securing its optimum viable use."*⁶⁵

The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 200 that:

*"Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably."*⁶⁶

Paragraph 201 goes on to recognise that *"not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance"*⁶⁷ 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 either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, 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."*⁶⁸ (our emphasis)

⁶⁴ MHCLG, *NPPF*, para. 195.

⁶⁵ MHCLG, *NPPF*, para. 196.

⁶⁶ MHCLG, *NPPF*, para. 200.

⁶⁷ MHCLG, *NPPF*, para. 201.

⁶⁸ Ibid.

With regards to non-designated heritage assets, paragraph 197 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 directly or indirectly affect 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."*⁶⁹

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 Planning 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 Practice Guidance

The then Department for Communities and Local Government (now the Ministry for Housing, Communities and Local Government (MHCLG)) launched the planning practice guidance 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 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 proposals."*⁷⁰

⁶⁹ MHCLG, NPPF, para. 197.

⁷⁰ MHCLG, PPG, paragraph 007, reference ID: 18a-007-20190723.

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:

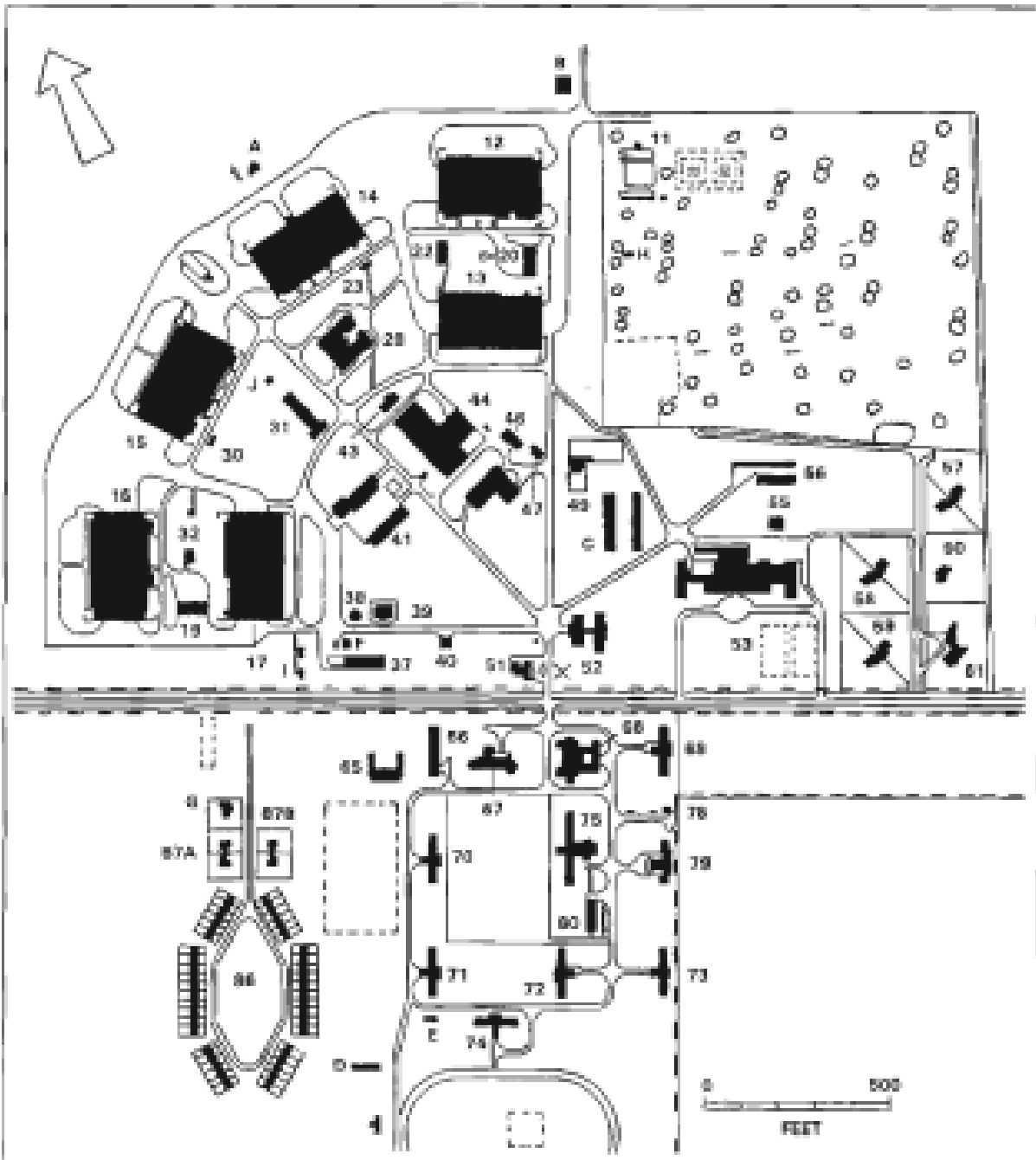
"In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural 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 setting.

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." ⁷¹ (our emphasis)

⁷¹ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

APPENDIX 3

Upper Heyford Site Plan 1939



UPPER HEYFORD SITE PLAN 1939
Based on Air Ministry Drawing 313/38
Figure 5

APPENDIX 4

Building 234 List Description

FORMER SQUADRON HQ (BUILDING 234), UPPER HEYFORD AIRBASE

Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1392509

Date first listed: 07-Apr-2008

Statutory Address: FORMER SQUADRON HQ (BUILDING 234), UPPER HEYFORD AIRBASE

Map



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Location

Statutory Address: FORMER SQUADRON HQ (BUILDING 234), UPPER HEYFORD AIRBASE

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

County: Oxfordshire

District: Cherwell (District Authority)

Parish: Somerton

National Grid Reference: SP 50721 27207

Reasons for Designation

Listed primarily for historic reasons, Building 234 is one of four such Squadron HQs at Upper Heyford remodelled or newly-built in the 1970s under NATO's policy of hardening and 'dulling down' its main operating bases against conventional, chemical and biological attack. Structures erected during the Cold War (1946-89) are among the most potent physical manifestations of the global division between capitalism and communism that shaped the history of the second half of the C20. Upper Heyford was among the key Cold War defence sites in England in the 1970s and 1980s when USAF F-111s based here provided part of NATO's European intermediate range nuclear deterrent. The Squadron HQs were key elements of the base's operational infrastructure. It was in these that pilots were briefed and debriefed, and from these that they departed on missions. Of the four Squadron HQs operational from the 1970s 234 is notable for the completeness and good condition of its surviving fixtures and fittings and this is why it has been selected for listing.

Details

SOMERTON

1715/0/10011 Former Squadron HQ (Building 234), 07-APR-08 Upper Heyford Airbase

II Hardened Squadron Headquarters building. Currently identified as Upper Heyford Building 234.

EXTERIOR: The building is of two distinct parts: a 1950s 'soft' section to the front, and a late 1970s 'hard' section to the rear. The 'soft' part of the building, which has an offset H-plan, comprises linked, single-storey brick buildings of the 1950s with low pitched roofs and clad with foam-backed pebbledash insulation added in the 1970s. Connected to the rear of the left-hand range is the rectangular, bunker-like, 'hard' section of the building, constructed of hardened concrete. This is of a single storey apart from a raised section to its rear which is a blast-proof inlet for fans.

INTERIOR: The soft part of the building is entered by doors into a lobby, off which the main corridor leads left to the 'hard' section. Plans indicate the rooms in the left-hand section of the building were being used in the mid 1980s for intelligence, weapons and radar analysis and briefings, and there was also a photolab with dark room. The internal fixtures and fittings of the 'soft' section are not reckoned to be of special historic significance.

A lobby with blast door gives access to the 'hard' structure to the rear. Inside is a decontamination suite with showers, plant rooms, a foyer area with blue Perspex operations display board and fixed wooden desk/consol, and map rooms with sliding wooden display boards. The largest room is the operations/briefing room. On the right side wall (facing the front) is a wooden board on which daily flight details were recorded, while the front wall is fully covered by a sliding wooden board on which maps were stuck. This board conceals a square escape hatch, again with blast-proof door. The greater part of the 'hard' section's fixtures and fittings including electrical and telephone equipment,

map, display and notice boards, showers and drinking fountain, remain in situ and are regarded as of special interest.

HISTORY: A Royal Flying Corps station was established at Upper Heyford in 1915. In the 1920s it became one of the RAF's bomber stations under the Home Defence Expansion Scheme promoted by Lord Trenchard. In the early 1950s the base was among those which passed to the USAF's Strategic Air Command, one of four which lay well inland from the vulnerable east of England. It was extensively remodelled, structures erected at this time including new runways and bomb stores, the control tower and four Nose Docking Sheds for aircraft maintenance. Between 1953 and 1965 B-47 SAC Stratojets operated out of here. The base then passed to USAF Europe and for the remainder of the 1960s it was mainly used by reconnaissance aircraft including U2s, RF101 Voodoos, and later Phantoms. Then in 1970 a new generation of advanced bomber, the F-111, was deployed here. Their all-weather capability and technical sophistication made the aircraft one of the key components of NATO's nuclear deterrent in the 1970s, it being the sole carrier of the USA's intermediate range nuclear deterrent in Europe. Upper Heyford was the only F-111 Wing in Europe until the allocation of F-111s to RAF Lakenheath in 1977. In the 1970s the appearance of the airfield was transformed by NATO's policy of hardening and 'dulling down' its main operating bases against conventional, chemical and biological attack. Fifty-six hardened aircraft shelters were built including a new Victor Alert area, four hardened Squadron Headquarters (including this example), a hardened Avionics Centre and a hardened Battle Command Bunker and Telephone Exchange. After 1984 and the introduction of Cruise Missiles the F-111s' purpose became the hunting down of the Warsaw Pact's mobile SS20 missiles. In 1986 F-111s from Upper Heyford and Lakenheath attracted worldwide attention for a retaliatory strike on Libya, while in 1990 Upper Heyford's F-111s participated in operation Desert Shield after Iraq's invasion of Kuwait, and Desert Storm to liberate Kuwait. In 1993 in the defence draw-down after the end of the Cold War, and in part due to the obsolescence of the F-111, the USAF withdrew from the base. Shortly afterwards Upper Heyford was returned to the RAF which declared it surplus to military needs.

The Squadron HQ (Building 234 as currently numbered) is one of four at Upper Heyford. Three, this example (55th Squadron), and Buildings 370 (79th Squadron) and 209 (77th Squadron) have the same plan, with a 1950s 'soft' section to the front and a late 1970s 'hard' section to the rear to which personnel would withdraw at times of Maximum Alert. The fourth Squadron HQ (Building 383, for 42nd Squadron) was added in 1984 and is a fully-hardened concrete structure with a different layout.

SUMMARY OF IMPORTANCE: Listed primarily for historic reasons, Building 234 is one of four Squadron HQs at Upper Heyford remodelled or newly-built in the 1970s under NATO's policy of hardening and 'dulling down' its main operating bases against conventional, chemical and biological attack. Structures erected during the Cold War (1946-89) are among the most potent physical manifestations of the global division between capitalism and communism that shaped the history of the second half of the C20. Upper Heyford was among the key Cold War defence sites in England in the 1970s and 1980s when USAF F-111s based here provided part of NATO's European intermediate range nuclear deterrent. The Squadron HQs were key elements of the base's operational infrastructure. It was in these that pilots were briefed and debriefed, and from these that they departed on missions. Of the four Squadron HQs operational from the 1970s 234 is notable for the completeness and good condition of its surviving fixtures and fittings and this is why it has been selected from them for listing.

SOURCES: Former RAF Upper Heyford Conservation Plan (3 vols., September 2005); P.S. Barnwell (ed.), Cold War: Building for Nuclear Confrontation 1946-1989 (2003)

Legacy

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

Legacy System number: 495959

Legacy System: LBS

Sources

Books and journals

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

Legal

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

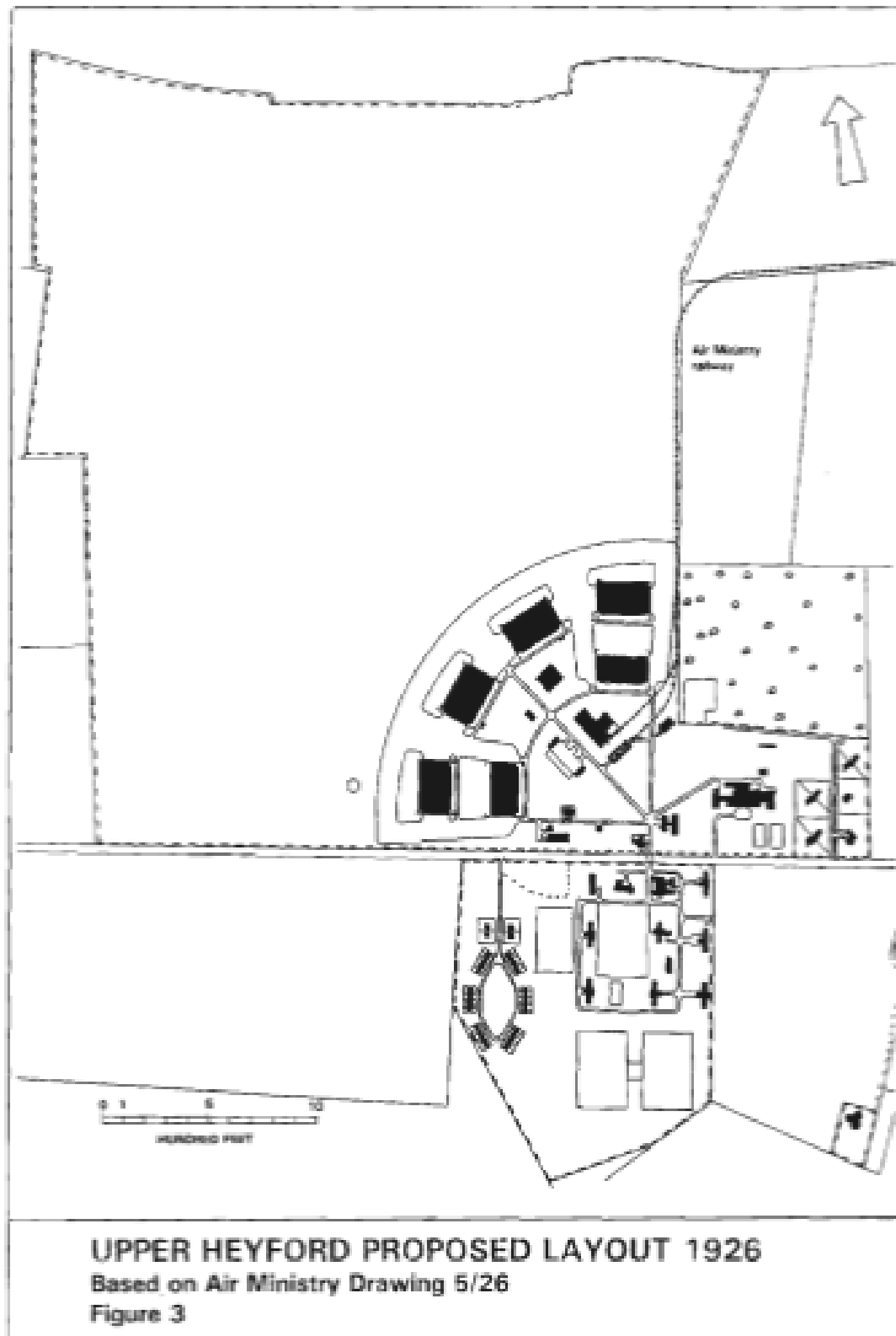
End of official listing

APPENDIX 5

Southern Bomb Stores Phasing Plan

APPENDIX 6

1926 Proposed Phasing Plan



APPENDIX 7

Nose Docking Sheds List Descriptions

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

Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1392505

Date first listed: 07-Apr-2008

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

Map



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Location

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

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

County: Oxfordshire

District: Cherwell (District Authority)

Parish: Upper Heyford

National Grid Reference: SP 51041 25942

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.

Details

UPPER HEYFORD

1715/0/10007 Nose dock hangar at former RAF Upper H 07-APR-08 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

Legacy

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Legacy System number: 490616

Legacy System: LBS

Sources

Books and journals

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

Legal

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

End of official listing

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

Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1392506

Date first listed: 07-Apr-2008

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

Map



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Location

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

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

County: Oxfordshire

District: Cherwell (District Authority)

Parish: Upper Heyford

National Grid Reference: SP 50967 26001

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.

Details

UPPER HEYFORD

1715/0/10008 Nose dock hangar at former RAF Upper H 07-APR-08 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.

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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

Legacy

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Legacy System number: 490929

Legacy System: LBS

Sources

Books and journals

Cocroft, W D, Thomas, R J C, Cold War - Building for Nuclear Confrontation 1946-1989, (2003), 66

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

Legal

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

End of official listing

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

Overview

Heritage Category: Listed Building

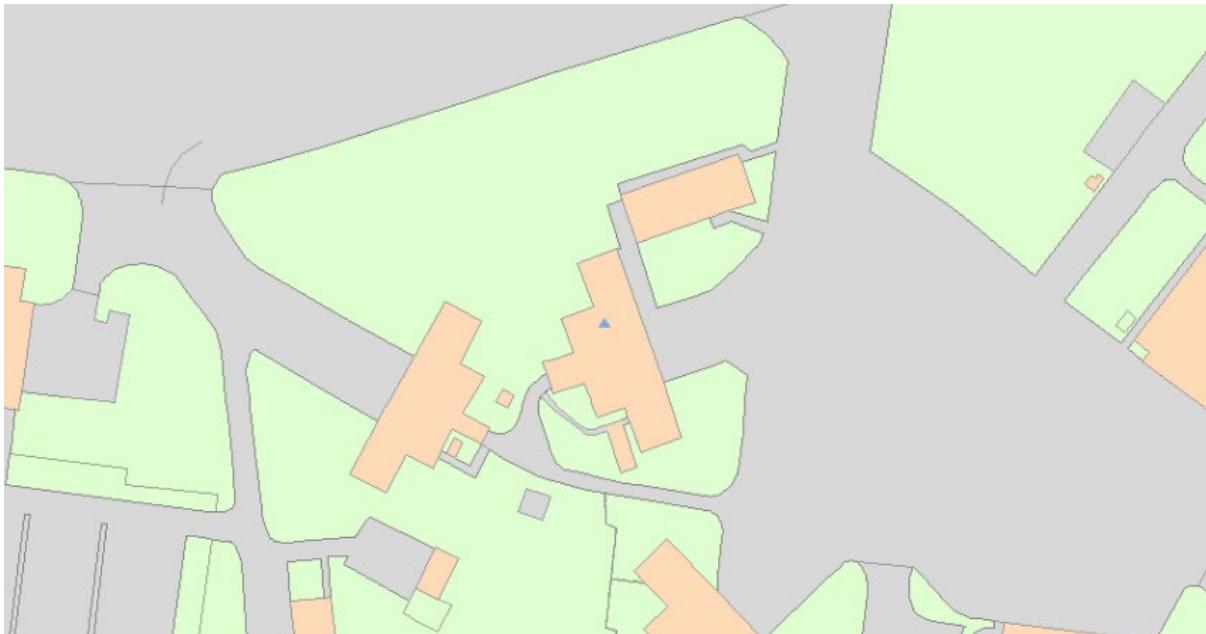
Grade: II

List Entry Number: 1392507

Date first listed: 07-Apr-2008

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

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Location

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

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

County: Oxfordshire

District: Cherwell (District Authority)

Parish: Upper Heyford

National Grid Reference: SP 51014 26019

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.

Details

UPPER HEYFORD

1715/0/10009 Nose dock hangar at former RAF Upper H 07-APR-08 eyford (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.

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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

Legacy

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Legacy System number: 490931

Legacy System: LBS

Sources

Books and journals

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

Legal

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

End of official listing