

Contribution of site

- 5.111 Due to the intervening built form, there is no awareness of the site either within or across the cemetery. As such, the site in its current form is considered to make a **neutral** contribution to the setting of Mill Road Cemetery.

Custodian's House, Mill Road Cemetery – Grade II

- 5.112 The Custodian's House is located to the south-west to the Mill Road Cemetery. It was added to the Statutory List for Buildings of Special Architectural or Historic Interest on 2n November 1972.
- 5.113 The building dates to 1848 and was originally constructed as a mortuary Chapel, although it has since been converted into a dwelling. It is single storey with accommodation in the attic and formed in knapped flint with limestone quoins and dressing. The roof is gabled, with a clustered chimney stack, and has modern tiles.
- 5.112 As a result of the building's age, historic function and connection with the cemetery (although it has undergone alterations over time to convert into a house), the building is considered to hold a **good** level of significance overall.

Setting

- 5.113 The setting of the building is formed is a combination of its small residential curtilage and its connection with the cemetery and wider streetscape. The connection to the cemetery is a fundamental contributor to its special interest and, as such, this setting is considered to make a **high beneficial** contribution to the significance of the building.

Contribution of the site to setting

- 5.113 There is no awareness of the site from the asset in its current form due to the intervening built form, small scale nature of the asset itself and the lower scale nature of the buildings on site. As such, the site is considered to make a **neutral** contribution.

Old Cheddars Lane Pumping Station – Scheduled Monument

- 5.113 The pumping station was construction in 1894. Prior to this time, sewage was disposed of directly into the River Cam and caused severe heath issues in Cambridge. The pumping station, along with new sewer system, was constructed by the County Council as a direct response to this hazard posed by exposed sewage.
- 5.113 The building is constructed in a combination of brick and wood. The areas which are constructed in wood were designed to ensure the fires for the station (which ran for 24 hours a day, 7 days a week) could not be seen at night to deter bombers during WWII raids.
- 5.113 The pumping station was in use until 1968 when it closed down. The building has subsequently been converted into use as a Technology Museum. Overall, the pumping station is considered to hold a **good** level of significance.
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Setting

- 5.112 The setting of the building is formed is a combination of residential and commercial development as well as the River Cam itself. Due to the height of the chimney, there is a wider appreciation of the site from the wider city. As such, the setting of the pumping station is considered to make a **moderate/good beneficial** contribution to the significance of the structure.

Contribution of the site to setting

- 5.111 There is a limited awareness of the site from the pumping station due to the intervening built form and current lower scale nature of the buildings on site. As such, the site is considered to make a **neutral** contribution.

Chapel of St Mary Magdalene/Stourbridge Chapel – Grade I

- 5.112 The Chapel of St Mary Magdalene/Stourbridge Chapel, also known as The Cambridge Leper Chapel, is located on the north side of Newmarket Road, in the south-eastern part of the Riverside and Stourbridge Common Conservation Area.
- 5.113 The building is a small chapel consisting of a chancel and a nave, and dates from the early-mid 12th century. The building is constructed from flint rubble with later brick patching, with the chancel and the east wall of the nave being dressed in Barnack stone.
- 5.112 The east wall of the chancel was partially re-built, and the eastern window is considered to be a mid-19th century insertion. The north and south walls retain their 12th century round-headed windows and a 12th century chancel arch leads into the nave. The nave retains its 12th century windows to the north and south walls, although the 12th century north door is now blocked. The west wall was rebuilt in the mid-19th century and its gable window is from this period. The roof of the building dates from c. 1400.
- 5.113 The architectural style of the building is Romanesque, which was introduced to England following the Norman Conquest. Characteristic features typical of the style can be seen, such as the narrow round-headed windows, and the elaborate chevron (zig-zag), or dog-tooth decorations on the arches above the windows. The main doorways both to the north and south have a succession of receding semicircular arches with roll moulding, decorated with dog-tooth ornamentation.
- 5.113 The Chapel originally belonged to the Hospital of St Mary Magdalene of Sturbridge, and dates from around 1125. It was set up by the burgesses of Cambridge as a place of worship for lepers and others with disfiguring diseases accommodated at the Hospital. It is the only building remaining of the Hospital.
- 5.113 The location of the Chapel follows the precedent of other leper hospitals, being a suitable distance away from the city but sited along a busy road into the centre, allowing for the collection of alms or trading of items. It was also near a water source and had ample land to produce crops and graze animals. The hospital ceased admitting lepers around 1279, and the Chapel became the Free Chapel of St Mary Magdalene.
- 5.113 It ceased to have any religious function around 1750, becoming used as a store and a pub for Stourbridge Fair, with its survival being attributed to this use by the Fair. However, by 1816, it had deteriorated to the extent it was threatened with demolition, until it was purchased and restored by Reverend Thomas Kerrich, a Fellow of Magdalen College. Kerrich donated the Chapel to the University of Cambridge in 1817.
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- 5.113 It resumed use as a chapel for workmen building the Eastern Counties Railway in the 1840s and was restored and the west wall rebuilt in 1865 by Sir George Gilbert Scott, funded by the Cambridge Camden Society. The Chapel continued in sporadic use for worship during the First World War, and in 1951, the University of Cambridge gave it into the care of Cambridge Past, Present and Future (then the Cambridge Preservation Trust), who also then purchased the surrounding six acres of meadow around the Chapel to preserve its setting.
- 5.112 Pevsner considered it “*one of the most complete and unspoilt pieces of Norman architecture in the county*” (1954) and it is considered to be the oldest building in Cambridge.
- 5.111 The Chapel was used as a place of worship for hundreds of years, and after this it became an integral part of the Stourbridge Fair. It is still used for community events and occasional worship today and as such continues to be a key part of the local community.
- 5.112 Overall, the significance of the Chapel of St Mary Magdalene is considered to be **very high**.

Setting

- 5.113 The Chapel is set within its own grounds, now much lower than the road due to the embankment of Newmarket Road as it crosses the railway line, which gives it a surprisingly green and secluded feel, particularly further north within the site.
- 5.112 The wider setting of the Chapel includes the railway line, which cuts across from the north and runs along the west of the site, and the industrial estates along the edge of the western border of Cambridge. To the east is the former village of Barnwell, now a residential suburb of Cambridge. South is Barnwell Lake and Coldhams Common.
- 5.113 The Chapel retains its historical position along a main thoroughfare into the city. The immediate green setting of the Chapel makes a **good beneficial** contribution to its significance, although the railway and the industrial western edge of Cambridge detract from this somewhat.

Contribution of the site to setting

- 5.113 The site is approximately 860m to the south-west of the Chapel of St Mary Magdalene, and due to the raised nature of Newmarket Road, there is a limited visual connection between the Chapel and the site. As such, it is considered that the site in its current form has a **neutral** effect on the setting of the Chapel of St Mary Magdalene.

Church of St Mary the Great – Grade I

- 5.113 The Church of St Mary the Great is located on the south side of St Mary's Street. It was added to the Statutory List of Buildings of Special Architectural or Historic Interest on 26th April 1950, at Grade I.
- 5.113 The church has a chancel, nave, west tower, north and south aisles extending alongside the tower and the western part of the chancel and a south porch. It is Perpendicular in style with embattlements throughout, with low pitched roofs. It is constructed from rubblestone with some ashlar, with dressings of oolitic limestone. The interior is faced largely in clunch.
- 5.113 The church is on the site of an earlier Saxon church, with the foundations dating from 1010. It was known as St Mary-by-the-market in the late 12th century and became the University Church

of the nascent University of Cambridge in 1209. Following a fire in 1290, the church was rebuilt in the early 14th century and the chancel dates from this period.

- 5.112 The rest of the church was rebuilt entirely from the late 15th century, completed in 1606. Some of the stone used in the works came from the ruins of the local Fenland Ramsey and Thorney Abbeys, dissolved in 1537 and 1539 respectively. The aisle galleries were added in 1735, and the gabled south porch was built in 1888 to replace one demolished in 1783. It has also undergone restoration in 1766 by James Essex, 1850-1 by Gilbert Scott and 1857 by Anthony Salvin, with some 20th century restoration.
- 5.111 Prior to the construction of the Senate House in the mid-18th century, the church was used as an official gathering place for university meetings and debates. The datum point for road mileage from Cambridge, which was established in 1732, is cut into the southwest tower buttress.
- 5.112 Overall, the Church of St Mary the Great is considered to hold a very high level of significance in heritage terms, owing to its evidential, historic and aesthetic value as a surviving 14th-15th century late Perpendicular church with retained high quality internal furnishings. It is still in use as a place of worship and is considered to be a landmark within the city, giving it high spiritual and communal value, alongside its continued historic status as the University Church.

Setting

- 5.113 The church is located in the centre of the medieval city, set at the edge of the marketplace, emphasising the historic links between the two places of gathering. It also has close links to the University, with the 18th century Senate House, where graduations take place, directly opposite, and many colleges, including King's and Trinity in close vicinity.
- 5.112 As such the setting of the Church of St Mary the Great is considered to make a high beneficial contribution to its significance.

Contribution of the site to setting

- 5.113 The site is approximately 1.6km to the east of the Church of St Mary the Great as a result of the distance and intervening built form there is a limited visual connection between the receptors. As such, it is considered that the site in its current form has a **neutral** effect on the setting of the Church of St Mary the Great.

Summary

Below is a summary of the above findings:

ASSET	TYPE	SIGNIFICANCE	CONTRIBUTION OF SETTING	CONTRIBUTION OF SITE TO SETTING
Central	Conservation Area	High	Good/high beneficial	Neutral
Riverside and Stourbridge	Conservation Area	Good	Good beneficial	Minor adverse
Kite	Conservation Area	Good	Moderate beneficial	Neutral

New Town and Glisson Road	Conservation Area	Good	Good beneficial	Neutral
Castle and Victoria Road	Conservation Area	Good	Good/high beneficial	Neutral
West Cambridge	Conservation Area	Good	Good beneficial	Neutral
University Library	Grade II	Good	Good beneficial	Neutral
King's College Chapel	Grade I	Very High	High beneficial	Neutral
St John's College	Grade I	Very High	High beneficial	Neutral
All Saints Church	Grade I	Very High	High Beneficial	Neutral
Jesus College	Grade I	Very High	High beneficial	Neutral
Church of Our Lady and the English Martyrs	Grade II*	Good/high	Good beneficial	Neutral
Christ Church	Grade II	Good	Good beneficial	Neutral
Mill Road Cemetery	Grade II Registered Park and Garden	Good	Good beneficial	Neutral
Custodian's House	Grade II	Good	High beneficial	Neutral
Old Cheddars Lane Pumping Station	Scheduled Monument	Good	Moderate/good beneficial	Neutral
Chapel of St Marys Magdalene	Grade I	Very high	Good beneficial	Neutral
Church of St Mary the Great	Grade I	High	Good beneficial	Neutral

6.0 Impact Considerations

Listed building considerations

- 6.1 Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 sets out that any development should “*have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*”
- 6.2 ‘Setting’ is defined as the “*surroundings in which the asset is experienced*”, and a reduction in the ability to appreciate the existing character of this site may result in a reduction in the ability to appreciate the identified listed buildings in a setting which supports their significance.
- 6.3 The development of the site should seek opportunities to provide positive characteristics to the site in order to seek to better integrate it with the surrounding context. If elements of harm are identified as a result of the proposed development, in order to accord with the national policy, this potential harm would need to be clearly outweighed by “*public benefits*”.

Conservation area considerations

- 6.2 The statutory duty under section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 sets out that special attention shall be paid to “*the desirability of preserving or enhancing the character or appearance of the conservation area*”. In relation to the site, the land does not fall within a conservation area, however it does form part of the wider setting of a number of conservation areas and therefore the contribution the site makes to the setting of the asset needs to be fully considered.
- 6.3 When considering the proposed site within the context of the adjacent conservation areas, it is important to consider the historic use and relationship of the site but also views in, out and through the site, and the contribution these make to the setting and significance of the conservation area.
- 6.3 When considering views of the site in the context of the conservation areas, it is evident that the site, in its current form, has a limited connection with the majority of conservation areas. However, it does have a stronger visual connection with Mill Road Conservation Area and to a smaller extent the Riverside and Stourbridge Conservation Area. Its current appearance is considered to make a moderate-high adverse and minor adverse, respectively, contribution to the setting of these assets. It is noted that once developed, depending on the scale of proposals, the site will likely be seen in the context of the other identified conservation areas in wider views of the city.
- 6.3 When considering the impact of the proposals, under the relevant policies of the National Planning Policy Framework (NPPF) paragraphs 200-214, it should be noted that it is the overall effect of the proposals on the setting of the conservation -areas which should be considered - taking into account any adverse and beneficial impacts arising.
- 6.3 To accord with national policy, any potential harm arising from the development would need to be clearly outweighed by “*public benefits*” arising from the development. Public benefits could be achieved in a number of ways to be explored through the evolution of the proposals and their content. They could also entail ‘heritage benefits’, by which existing heritage considerations could be improved as a result of the proposals.
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Non-designated asset considerations

- 6.3 In terms of any non-designated heritage assets which may be identified, paragraph 209 of the National Planning Policy Framework requires a “*balanced judgement*” to be undertaken when considering impact on these assets.
 - 6.10 The relative significance of these assets should be acknowledged within the proposals and that significance taken in account in the evolution of proposals which affect them.
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7.0 Initial Proposals

7.1 The initial scheme, which was submitted in 2023, sought to redevelop the existing Beehive Centre to create a high-quality new local centre, workplace and innovation cluster.

7.2 The objectives of the previous proposal was to create:

- A better place for all
- A sustainable place
- A welcoming place for nature
- A welcoming place for all
- A place of opportunity

6.2 The scheme sought the demolition of all existing buildings and the erection of a total of eleven new buildings on the site, alongside other ancillary buildings including cycle barns.



Figure 32 - Proposed masterplan of site

8.0 Proposed scheme

- 6.1 The updated scheme seeks the demolition of all existing buildings and the erection of a total of ten new buildings on the site, alongside other ancillary buildings including cycle barns. The below text should be read in conjunction with the Design and Access Statement, Parameter Plans, Design Codes, Planning Statement and other technical documents accompanying the Outline Planning Application.



Figure 33 - Illustrative Masterplan

- 6.2 The framework of the proposals has several key principles as follows:
- **Shape** Connections through the Centre of the Beehive
 - **Forge** a New Direct Route for Cyclists and Pedestrians
 - **Frame** New Open Spaces along the Routes
 - **Create** a New Park with Welcoming Open Space for All
 - **Form** a New Square with Flexible Amenity for All
 - **Introduce** New Streets and Lanes of Cambridge
 - **Re-imagine** the Frontage of Coldham's Lane
 - **Establish** a New Legible Centre of R&D for Cambridge
 - **Create** Architecture and Spaces that Promote Activity, Richness and a Sense of Place
 - **Enhance** Biodiversity, Sustainability and Green Space
 - **Consider** Heritage Assets of the Historic City of Cambridge
- 6.3 The footprints of the proposed plots varies in size and shape across the site which helps to create a variety of built form. The proposed height of the structures reflects a response to local context and wider townscape/skyline considerations.
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- 6.2 Where buildings are close to residential boundaries, they have been designed to be a maximum of three storeys in height to their leading edge. Proposals therefore push the massing towards the centre of the site in order to mitigate the impact on both local and long-distance views. As part of this, a varied skyline had been created by a rise and fall profile between Plots 2 to 6.



Figure 34 – masterplan showing plot numbers

- 6.3 The ground floors of the buildings will offer a mix of uses including shops, cafes, restaurants, services, leisure facilities, health and wellbeing and co-working spaces. A new landscape scheme is being designed to complement the proposed buildings and spaces, as part of a comprehensive landscape approach. The scheme is formed around a single central space, which stretches 350m from Coldhams Lane to the Sleaford Street, to be known as the 'Beehive Greenway'. This area changes in character along its length to create differing character areas. Trees will line the west, south-west and south-eastern boundaries of the site.
- 6.3 Key design approaches have taken reference from the surrounding historic townscape, including its historic, social, physical, and urban grain characteristics. The design of the buildings which have the strongest relationship to the Mill Road Conservation Area have been approached so they have a strong response to the character of the conservation area in terms of materiality and articulation. This has been ensured through the Design Codes for the relevant buildings with regard to step-backs, materiality and definition of plant levels in particular.
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9.0 Impact Assessment – Immediate Context

- 6.1 In order to assess the effect of the proposed development on the significance of heritage assets and/or their settings, it is necessary to determine the *nature* and *extent* of any impacts resulting from the proposal.
- 6.2 When assessing the impact of a proposed development on individual or groups of listed buildings, it is important to assess both the potential, direct physical impacts of the development scheme as well as the potential impacts on their settings and where effects on setting would result in harm to the significance of the asset. It is equally important to identify benefits to settings, where they result from proposals.
- 6.3 The proposed development is considered below in terms of its impact on the significance of the heritage assets, and the contribution which setting makes to their significance. Assessment of impact levels are made with reference to Table 3 in Section 3 and satisfy 'Step 3' of Historic England's GPA 3.
- 6.2 A number of the identified assets are of a similar location, scale and significance, with similar setting-relationships with the application site. For this reason, certain assets have been grouped together for assessment purposes, as follows:

Group 1

- 247 Newmarket Road – Grade II;
- Cambridge Gas Company War Memorial – Grade II;

Group 2

- Sleaford Street Terraces– Positive Unlisted Buildings;
- York Terrace(s) – Positive Unlisted Buildings;

Group 3

- 33-38 Abbey Walk – Buildings of Local Interest;
- Sturton Street Terraces – Positive Unlisted Buildings;
- 179 Sturton Street – Positive Unlisted Buildings;
- 192-198 Sturton Street – Positive Unlisted Buildings;

Group 4

- Milford Street Terraces – Positive Unlisted Buildings;
- Gwydir Street Terraces – Positive Unlisted Buildings;
- Edward Street Terraces – Positive Unlisted Buildings;
- Norfolk Street Terraces – Positive Unlisted Buildings;
- Norfolk Terrace – Positive Unlisted Buildings;

- 6.3 The Mill Road Conservation Area, St Matthew's Church, Church of St Andrew the Less, York Street Terraces, Ainsworth Street Terraces and Stone Street Terrace will be assessed individually.
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Figure 35 - Plan showing group and individually assessed assets

Mill Road Conservation Area

- 6.3 The statutory duty under section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 sets out that special attention shall be paid to the desirability of preserving or enhancing the character and appearance of the Conservation Area. In relation to the site, as it is located outside the boundary of a conservation area, Section 72(1) does not apply. Impacts upon its setting are however, considered below with reference to the requirements of the NPPF.
- 6.3 The Mill Road Conservation Area is located immediately adjacent to the site on its western edge, with the site having been identified as negative feature within its setting. Although it is considered as negative feature, careful consideration is still required to understand the impacts that the removal of the existing buildings and their replacement would have on the contribution it makes to the setting of the asset. It must be noted that 'setting' itself is not a designation. The value of setting lies in its contribution to the significance of an asset.
- 6.3 When considering the demolition of the existing buildings, the removal of the poor-quality buildings which relate poorly to their context in style, materiality and orientation is considered to result in a **moderate beneficial** effect on the setting of the conservation area.
- 6.3 The proposed scheme seeks Outline Planning Permission for the redevelopment of the site with a high-quality new local centre, workplace and innovation cluster. The new structures will have a larger footprint than the existing buildings on site; however, the site, as it stands today, has large areas of open car parking and limited frontage development. This lack of frontage contributes to an inward-facing, shed-like development which has an adverse impact on the setting of the conservation area.

- 9.10 The scale of the proposals is an increase to that of the existing buildings on site; however, they form part of an opportunity to comprehensively masterplan the whole site to form a development that relates more positively to its surroundings. The introduction of taller buildings within the site will result in a partial reduction in the ability to appreciate the openness above the existing low-height structures from some vantage points. It should also be noted that, as one moves around the conservation area, views of the site will differ and, in many cases, it will not be apparent at all – even with the increased heights proposed.
- 9.11 The south-western boundary of the site has a more direct visual relationship with the conservation area. Here, the scheme will replace the two large industrial units located on the south-western boundary of the site with new buildings which will be of varying heights. Following additional feedback from the Local Planning Authority, a large park has been created to the southern side of the site, in proximity with York Street. This creates a substantial buffer between the conservation area and the proposed development and results in the proposed built form sitting further back from the York Street junction. Although the proposed structures will be more prominent in some views, this buffer in addition to the massing being stepped in both height and helps to break down the perceived visual impact. In addition, the design and materiality of these new elements will be less visually contrasting than the existing retail sheds and will be set within an enhanced landscape context.



Figure 36 – Previous scheme verified view from York Street



Figure 37- Current scheme verified view from York Street.

- 9.12 A study of the characteristics (historical, social and physical) of the conservation area has been undertaken and has informed the design approach of the illustrative masterplan. The area has a strong urban grain which influences the movements along and through it, which is broken up by pockets of informal public green space. The proposals utilise a landscape-led approach to create key public realm spaces and a strong urban grain to influence movement and improve social values. The street hierarchy within the site also strengthens this connection to the neighbouring residential buildings and helps the proposed buildings to respond positively to the scale change through careful management of their height.
- 9.13 Prominent public features are found throughout the conservation area, with pubs forming focal points at the end of a street or areas of green space creating a corner feature. The illustrative masterplan shows how this device is continued into the site by using architectural features and active frontages to draw attention to the end of streets and the landscape - thereby encouraging identity and movement through.
- 9.14 The Mill Road area has strong connections with the brickwork industry of Cambridge. To reflect this history and the use of brick as a fundamental part of the aesthetics of the area, the proposed plans have developed character areas which respond to their individual contexts. The area close to the conservation area has had the materiality specifically set out in the Design Codes to ensure the materials of these plots reflect the extensive history of the Cambridge brickworks. In addition to this, the material palette, roofscape and facade compositions are also defined within the Design Codes to create smaller volumes and break down the overall perceived visual impact.
- 9.15 The conservation area also passes over the railway corridor which allows for a glimpsed view of the site from the bridge. There would be a greater awareness of built form in this view due to the proposed scheme being of a larger scale than the existing site. The scheme also locates the taller plots along the railway corridor as it is generally less sensitive in nature. Although this height increase results in a reduction in the apparent openness of the site, the placement of built form in this location is considered appropriate as it is seen within the context of the infrastructure

of the railway corridor and built form located along its length. The proposed buildings will also create more distinctive and high-quality built form and townscape than exists at present.

- 6.10 The effect arising from the introduction of larger scale buildings within the setting of Mill Road Conservation Area and the assets it contains ranges from **neutral** (where there is no visual connection) to **minor adverse**. These effects arise from the increased presence of urban built form at this scale from certain positions within the Mill Road Conservation Area.
- 6.10 The development also, however, brings with it significant improvement to the close-range edge treatments alongside the heritage assets. This not only creates a site which no longer faces away from the heritage asset but invites and draws the public into and through it. A landscaping scheme has been devised to not only improve the biodiversity of the site but also to greatly enhance the public realm. It is therefore considered that the replacement of the existing buildings on site with a well-considered and high-quality range of new buildings, improvement of the public realm, and improved connectivity across the site will result in effects ranging from **neutral** (where there is no visual connection) to **minor-moderate beneficial** on the setting of the conservation area.

St Matthew's Church – Grade II

- 6.10 The church is located on St Matthew's Street and is separated from the site by intervening built form. The increase in height on site will therefore not be readily perceived from the church.
- 6.10 There will be an improvement to the close-range edges of the site, however, due to the reduced physical and visual connection, this enhancement to the wider setting considered is not appreciable from the listed building. As such, the scheme is considered to have a **neutral** effect on the setting of St Matthew's Church.

Group 1

- 6.10 Group 1 is formed of No. 247 Newmarket Road and the Cambridge Gas Company War Memorial, both of which are Grade II listed. Due to their smaller scale nature and the intervening built form to the south side of Newmarket Road, the increased height of the buildings, whilst visible, will be seen in the context of the commercial character and structures to the south of the group and will not appear incongruous in the wider context. As such, the scheme is considered to have a **neutral** effect on the setting of Group 1.

Church of St Andrew the Less

- 9.21 The church is located on the northern side of Newmarket Road. It is separated from the site by intervening built form, including taller apartments on the southern side of the street. As a result, the increased height on the site will not be readily appreciable from the church.
- 6.10 Therefore, the proposed scheme would be considered to have a **neutral** effect upon the setting of the asset.

York Street Terraces

- 6.10 The buildings on the eastern side of York Street abut the site on its western side. The rear of these eastern terraces look directly onto the site. The current appearance of the site in this location is unwelcoming, poor quality and turns its back on the terraces.
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- 6.10 The proposed scheme seeks the demolition of the existing buildings and replacement with high quality structures which actively engage with the terrace through their design. The strategy for Plots 7 and 8, which sit directly behind the terrace, focuses on the architectural treatment, scale and height of the plots to ensure the domestic proportions are sensitively responded to.
- 6.10 The removal of poor-quality structures and the provision of well-considered and high-quality buildings which will also be separated from the terrace by a landscaped edge, is considered to result in a **minor/moderate beneficial** effect on the setting of these assets in this location.
- 6.10 To the southern end of the terrace, on the junction of York Street, Ainsworth Street and Sleaford Street, a wider view of the site is apparent (figure 37). From this view, a greater awareness of the larger scale nature of the buildings is more apparent in the context of the terrace. Careful consideration to the massing of these blocks has been given to ensure it steps back and away from the terrace, not appearing behind the roofline or visually overpowering of the smaller terrace. The scheme also proposes to create an area known as Hive Park which will create an enhanced landscape space that can be appreciated from the terraces and helps to provide a significant buffer zone between it and the larger built form on site.
- 6.10 From this location, the proposals are considered to result in a **minor adverse** effect on the setting of the terrace due to the increase in scale, which reduces the sense of openness above the site. This effect is mitigated through the articulation, tone and materiality of the structures proposed, which is secured through the Design Codes. **Minor/moderate beneficial** effects on setting occur through the removal of poor-quality structures, creation of positive public realm/landscaping of Hive Park, enhanced building quality as well as an enhanced connection and appreciation of the site.

Ainsworth Street Terraces

- 6.10 The Ainsworth Street Terraces are located to the south of York Street. As with York Street, there is limited awareness of the site as one moves along the terrace due to the focussed sense of enclosure created by the built form. Where the site will be most apparent is the junction of York Street, Ainsworth Street and Sleaford Street. As discussed above, in this location an awareness of the greater scale of the site will be apparent. The massing, articulation, tone and materials have been carefully considered, and set out in the Design Codes, to mitigate the visual effects of the scheme on the wider setting of the assets. As a result, the increase in scale will result in some loss of the apparent openness of the site when viewed from the terrace resulting in a **minor adverse** effect on the setting.
- 6.10 Although the proposed built form will be more apparent in these views than the existing buildings, it is considered that the removal of the poor-quality extant buildings, which detract from the setting of the asset, and their replacement with a well-considered and high-quality building which add positively to their urban context and create a better relationship between the site and the terrace, in addition to the provision of enhanced public realm and landscaping, will result in a **minor beneficial** effect on the setting.

Stone Street Terrace

- 6.10 Due to the intervening built form between the site and Stone Street Terrace there is a limited visual connection between the two receptors. As a result, the increase in scale of the site and loss of the open skyline above it, is considered to result in a **negligible adverse** effect on the wider setting of the terrace.
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Group 2

- 9.21 Group 2 is formed by Sleaford Street Terraces and York Terrace(s), which have been identified as Positive Unlisted Buildings. Located to the west of the site, within the Mill Road Conservation Area, the group has some awareness of the site, however, this is limited due to the intervening built form and location of the terraces. As a result, the increase in scale of the site, which will result in some loss of the open skyline above it, is considered to result in a **negligible adverse** effect on the setting the group.

Group 3

- 6.10 Group 3 is formed by 33-38 Abbey Walk (Buildings of Local Interest), Sturton Street Terraces, 179 Sturton Street and 192-198 Sturton Street, all identified as Positive Unlisted Buildings. Similarly to Group 2, as a result of the enclosed nature of the terraces and the intervening built form of the wider area, there is a limited to no visual connection with the site. Some awareness of it can be held from a small number of the rear gardens of the group but this is limited. As such, effects on the setting of the group range from **neutral** to **negligible adverse**.

Group 4

- 6.10 Group 4 is formed by the Milford Street Terraces, Gwydir Street Terraces, Edward Street Terraces, Norfolk Street Terraces and Norfolk Terrace, all highlighted as Positive Unlisted Buildings.
- 6.10 Due to the intervening distance and built form, there is no significant visual connection with the site. Although some awareness is apparent in breaks in the built form, this is limited to a small area. As such, effects on the setting of the group range from **neutral** to **negligible adverse**.

Summary

- 6.10 Below is a summary of the above findings. It should be made clear that the above aspects of harm relate to effects on setting and do not directly infer impacts on significance. Whilst the setting of a heritage asset can be a fundamental contributor to its significance, it should be noted that 'setting' itself is not a designation. The value of setting lies in its contribution it makes to the significance of an asset. The below table summarises the effect on setting but also provides an assessment of the impact on significance as a result (larger version of table provided in Appendix 4 for clarity).

ASSET	TYPE	SIGNIFICANCE	CONTRIBUTION OF SETTING	CONTRIBUTION OF SITE TO SETTING	EFFECT(S) ON SETTING PREVIOUS SCHEME	IMPACT ON SIGNIFICANCE PREVIOUS SCHEME	EFFECT(S) ON SETTING CURRENT SCHEME	IMPACT ON SIGNIFICANCE CURRENT SCHEME
Mill Road	Conservation area	Good	Good beneficial	Moderate/high adverse	Neutral Minor - moderate beneficial Minor/moderate adverse	Neutral, Negligible beneficial - minor beneficial Minor adverse	Neutral Minor - moderate beneficial Minor adverse	Neutral Minor beneficial Minor adverse
The Church of St Matthew	Grade II	Good	Good beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
247 Newmarket Road	Grade II	Good	Moderate beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
Cambridge Gas	Grade II	Good	Good beneficial	Neutral	Neutral	Neutral	Neutral	Neutral

Company War Memorial								
St Andrew the Less	Grade II	Good	Good beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
York Street Terraces	Positive unlisted buildings	Low/Moderate	Good beneficial	Moderate/high adverse	Minor/moderate beneficial Minor/moderate adverse	Negligible beneficial – minor beneficial Minor adverse	Minor/moderate beneficial Minor adverse	Minor beneficial Minor adverse
Ainsworth Street Terraces	Positive unlisted buildings	Low/Moderate	Good beneficial	Low - Moderate adverse	Minor beneficial Minor adverse	Negligible beneficial Negligible adverse	Minor beneficial Minor adverse	Minor beneficial Minor adverse
Stone Street Terraces	Positive unlisted buildings	Low/Moderate	Good beneficial	Neutral	Negligible adverse	Neutral	Negligible adverse	Neutral
Sleaford Street Terraces	Positive unlisted buildings	Low/Moderate	Good beneficial	Neutral	Negligible adverse	Neutral	Negligible adverse	Neutral
York Terrace(s)	Positive unlisted buildings	Low/Moderate	Moderate beneficial	Neutral	Negligible adverse	Neutral	Negligible adverse	Neutral
33-38 Abbey Walk	Buildings of Local Interest	Moderate	Moderate beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
Sturton Street Terraces	Positive unlisted buildings	Low/Moderate	Moderate beneficial	Neutral	Neutral Negligible adverse	Neutral	Neutral Negligible adverse	Neutral
179 Sturton Street	Positive unlisted building	Low/moderate	Moderate beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
192-198 Sturton Street	Positive unlisted buildings	Low/moderate	Moderate beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
Milford Street Terraces	Positive unlisted buildings	Low/moderate	Good beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
Gwydir Street Terraces	Positive unlisted buildings	Low/moderate	Good beneficial	Neutral	Neutral Negligible adverse	Neutral	Neutral Negligible adverse	Neutral
Edward Street Terraces	Positive unlisted buildings	Low/moderate	Good beneficial	Neutral	Neutral Negligible adverse	Neutral	Neutral Negligible adverse	Neutral
Norfolk Street Terraces	Positive unlisted buildings	Low/moderate	Moderate beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
Norfolk Terrace	Positive unlisted buildings	Low/moderate	Moderate beneficial	Neutral	Neutral Negligible adverse	Neutral	Neutral Negligible adverse	Neutral

10.0 Impact Assessment – Wider Context

- 10.1 The following assessment relate to assets in the wider context, following the same methodology as the previous section.

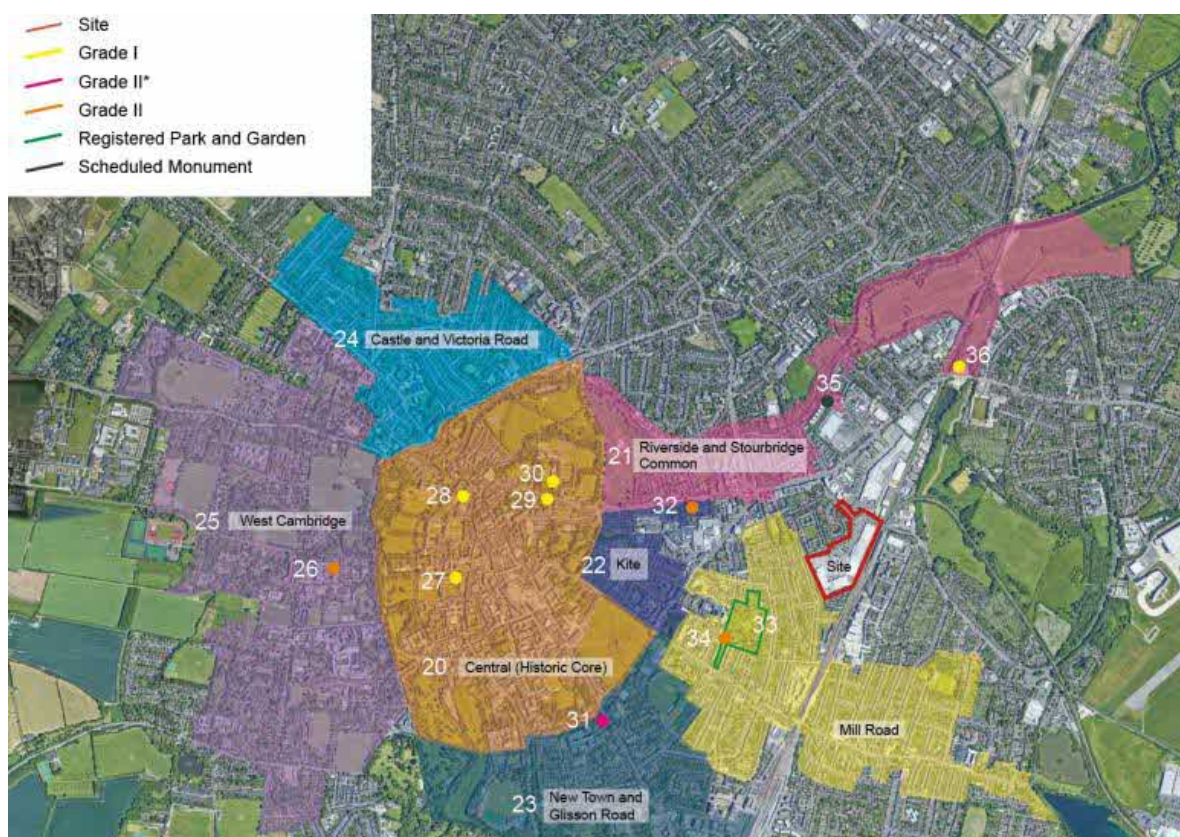


Figure 38 - plan showing location of assets within the wider setting.

Central (Historic Core) Conservation Area

- 10.2 The proposals will have an impact upon views across the Central (Historic Core) Conservation Area from Castle Mound. Views from this point look out over the Historic Core area, with landmarks being the towers of Jesus College chapel and All Saints Church.
- 10.2 This is the primary panoramic view across Cambridge. Due to the flat topography, there are no other notable public viewpoints of the skyline, although there will be other views from the upper floors of buildings and from church towers. Because of this topography, the roofscape of Cambridge is not as varied or dramatic as some other comparable cities, and, whilst it does contain several points of high significance and interest, much of the view is concealed by trees. There are also several modern structures prominently visible - including the Varsity Hotel and roof terrace, to the right of the tower of All Saints Church.
- 10.2 The height and mass of the proposed development will result in a reduction in the existing open space above the site. The overall design of the proposed buildings, in particular the treatment of the elevations, has been approached to minimise the effects of the increased height and to ensure that any views towards the site are of buildings of the highest design quality. In addition, the material tones selected will help to break up the massing in order to reduce the perceived visual impact. The proposed landscape scheme and positioning of blocks creates green/open

corridors and visual gaps through the site which help to further break down the experience of mass.

- 10.2 Nonetheless, aspects of existing openness above the site will be partially reduced as a result of the proposed development and this will have a **minor adverse** effect on the setting of the Central (Historic Core) Conservation Area as a result of a minor apparent change to a minor element in the wider townscape context of the historic core.

Riverside and Stourbridge Conservation Area

- 10.2 The introduction of additional mass above the site will result in a reduction in the ability to appreciate the open skyline above it in some views from within the conservation area. These views are, at present, limited in nature and would be seen within the existing commercial character of the area to the north of the site. The varied massing of the proposed roofline will help to break up the mass of the proposed scheme which seeks to minimise the effects of the increased height and to ensure that any views obtained are towards a building of the highest design quality and visual interest.
- 10.2 As a result, whilst there may be a small degree of change to the existing roofscape context in limited viewpoints, the proposed scheme is considered to have a **neutral** effect on the wider setting of the Riverside and Stourbridge Conservation Area.

Kite Conservation Area, New Town and Glisson Road Conservation Area and West Cambridge Conservation Area,

- 10.2 The site is perceived as part of the urban backdrop of the conservation areas from wider viewpoints of the city. In its current form, the site is considered to make a neutral contribution to the setting of the Conservation Areas.
- 10.2 Whilst the proposed scheme would be more visible in certain viewpoints, it would continue to appear as part of the established and varied urban backdrop and would not stand out within the roofscape of Cambridge. Therefore, whilst there may be a degree of change from current conditions, it is considered that the proposals would have a **neutral** effect upon the setting of the conservation areas.

Castle and Victoria Conservation Area

- 10.10 The site is located a considerable distance away from the conservation area and is not considered to be a meaningful part of its wider setting. However, the site is visible within the panoramic views across the city from Castle Mound, which lies within its boundary. In its current form, the site is considered to make a neutral contribution towards the wider setting.
- 10.11 The proposed scheme will result in a greater awareness of the site from within the conservation area as it will become more prominent in one part of the panoramic view from the mound – albeit that this view looks eastwards, away from the historic core. By introducing larger scale, modern built form to this panoramic view, there would be a degree of change to part of this view of the historic skyline of Cambridge.
- 10.10 Acknowledging the role in this view, the scheme has been carefully considered to limit potential impacts. By means of numerous massing and visualisation testing, thorough consideration has been given to the treatment of the elevations and material tones to help to break up the mass and to create an interesting roof profile. The proposed landscape scheme and positioning of blocks creating green/open corridors through the site will further help to fragment the massing in this view. The result ensures that harmful visual effects have been mitigated and, wherever possible,
-

views towards the site will be of buildings of the highest design quality which do not appear unduly prominent or competitive in the distant townscape. Therefore, from this viewpoint from the Castle Mound, the proposals would be considered to have a **negligible adverse** effect upon the setting of the conservation area.

University Library (Grade II), King's College Chapel (Grade I), St John's College (Grade I), Church of Our Lady and the English Martyrs (Grade I), Church of St Mary the Great (Grade I) and Old Cheddars Lane Pumping Station (Scheduled Monument)

- 10.13 These assets are situated within the wider extended setting of the site. They have been grouped together for assessment as they are each visible in the panoramic, long-range view of the Cambridge roofscape from a number of the wider viewpoints of the city - in particular from Red Meadow Hill and Worts Causeway.



Figure 39 - Verified view from Red Meadow Hill.



Figure 40 - Verified view from Worts Causeway.

- 10.10 In these views, the roofline of the proposed scheme would be visible. Although visible in the general views, the site is not seen in the immediate backdrop of any of the assets which separate it from the historic core. As a result, this ensures that they remain prominent features in the skyline, as now. The site would read as a component of the wider urban context for these assets, resulting in only a minor visual change from how it currently appears. Therefore, the proposed scheme would have a **neutral** effect on the setting of the asset group.

All Saints Church – Grade I

- 10.13 All Saints Church is located on Jesus Lane. Due to its tall and distinctive spire, it is a landmark building and visible in views across Cambridge. Of particular importance is the view of the spire from Castle Mound. The site in its current form is visible in views of the church spire from Castle

Mound and forms a minor part of the panoramic view of Cambridge in which the spire is prominently visible.

10.13 The increased height of the proposed scheme will result in increased visibility of built form at the site when viewed from Castle Mound. The visual impact of the scheme has been mitigated through the careful placement of the plots, considered placement of the plant and flues, the chosen material tone/palette and by the breaking up of massing to ensure a varied roofline.

10.13 As a result of a degree of increased prominence in relation to this listed building, the proposed scheme will result in an adverse impact on the setting of All Saints Church when viewed from this specific location. The scheme is, however, some distance to the east of the church, and so in views will not distract from the visual prominence of the distinctive spire within this roofscape. It will introduce additional large-scale modern built form to the wider setting which does rise in places above the horizon line. However, taking into account the view as a whole is understood to be part of an urban city centre and which does contain other larger modern developments.



Figure 41 –Verified view from Castle Mound.

10.13 Based on our assessments, it is considered that the proposed scheme would have a **minor/moderate adverse** effect on the setting of All Saints Church.

Jesus College – Grade I

10.13 The top of the tower of Jesus College chapel is currently visible in the panoramic view over Cambridge from Castle Mound. Unlike the tower of All Saints Church to the right, the tower of Jesus College chapel does not rise above the horizon line of the city and countryside beyond.

10.10 The proposed scheme will be clearly visible in views towards the site from Castle Mound but will not be located directly behind the tower and will be seen within the existing backdrop of a built-up urban area. The proposals will result in a degree of change of character to wider setting of the college through an increased awareness of additional built form in a specific view of it from this location. Overall, it is considered that the proposed scheme would have a **minor adverse** effect upon the setting of Jesus College.

Christ Church – Grade II

10.11 As a result of the location of the church, the proposed development will be seen in the background of the towers in long views (Castle Mound). This would have an adverse impact, as

the roofline of the church currently stands out against the generally low-lying roofscape beyond. The proposals would add a large-scale modern building into the skyline.

- 10.10 This impact is partially mitigated by the varied design and tonality of the roofscape, which will break down the perceived massing. Nevertheless, it is considered that the proposed scheme would have a **moderate adverse** effect on the wider setting of Christ Church.

Mill Road Cemetery – Grade II Registered Park and Garden

- 10.13 In its current form, there are no views of the site from within the cemetery, and the site is considered to make a neutral contribution towards the setting of the asset.
- 10.10 The proposed scheme will be visible in glimpsed views from specific points within the cemetery. Due to the inward-looking nature of the cemetery, closely-packed surrounding streets, and existing planting throughout, the scheme will not be visible from almost all points within the cemetery. Where some views may be obtained, the proposed built form impact would be limited and screened by mature vegetation. Therefore, it is considered that the proposed scheme would have a **neutral** effect on the setting of the cemetery.

Custodian's House Mill Road Cemetery – Grade II

- 10.13 Similar to the Registered Park and Garden, some awareness of the site will be apparent from the Custodian's House. Due to the smaller scale nature of the building, the presence of the proposed scheme would be seen within the wider urban context of the building. As such, the slightly greater awareness of the site from the listed building is considered to have a **neutral** effect on its setting.

Chapel of St Mary Magdalene/Stourbridge Chapel – Grade I

- 10.13 As with the Riverside and Stourbridge Conservation Area, in which the church is located, the introduction of additional mass above the site will result in a reduction in the ability to appreciate the open skyline above it. The increase in height is likely to be seen in some views from the church but will be seen within the existing commercial character of the area to the north of the site.
- 10.13 The varied design of the proposed roofline also helps to break up the massing of the proposed scheme which seeks to minimise the effects of the increased height and to ensure that any views obtained are towards a building of the highest design quality.
- 10.13 As a result, whilst there might be a slight perceptible change to current conditions, the proposed scheme is considered to have a **neutral** effect on the wider setting of the Chapel of St Mary Magdalene.

Summary

- 10.13 Below is a summary of the above findings. It should be made clear that the above aspects of harm relate to effects on setting and do not directly infer impacts on significance. Whilst the setting of a heritage asset can be a fundamental contributor to its significance, it should be noted that 'setting' itself is not a designation. The value of setting lies in its contribution it makes to the significance of an asset. The below table summarises the effect on setting but also provides an assessment of the impact on significance as a result (larger version of table provided in Appendix 5 for clarity).
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ASSET	TYPE	SIGNIFICANCE	CONTRIBUTION OF SETTING	CONTRIBUTION OF SITE TO SETTING	EFFECT(S) ON SETTING PREVIOUS SCHEME	IMPACT ON SIGNIFICANCE PREVIOUS SCHEME	EFFECT(S) ON SETTING CURRENT SCHEME	IMPACT ON SIGNIFICANCE CURRENT SCHEME
Central	Conservation Area	High	Good/high beneficial	Neutral	Minor adverse	Neutral/negligible adverse	Minor adverse	Minor adverse
Riverside and Stourbridge	Conservation Area	Good	Good beneficial	Minor adverse	Neutral	Neutral	Neutral	Neutral
Kite	Conservation Area	Good	Moderate beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
New Town and Glisson Road	Conservation Area	Good	Good beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
Castle and Victoria Road	Conservation Area	Good	Good/high beneficial	Neutral	Negligible adverse	Neutral	Negligible adverse	Negligible adverse
West Cambridge	Conservation Area	Good	Good beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
University Library	Grade II	Good	Good beneficial	Neutral	Negligible adverse	Neutral	Neutral	Neutral
King's College Chapel	Grade I	Very High	High beneficial	Neutral	Negligible adverse	Neutral	Neutral	Neutral
St John's College	Grade I	Very High	High beneficial	Neutral	Negligible adverse	Neutral	Neutral	Neutral
All Saints Church	Grade I	Very High	High Beneficial	Neutral	Moderate adverse	Minor adverse	Minor/moderate adverse	Minor/moderate adverse
Jesus College	Grade I	Very High	High beneficial	Neutral	Minor adverse	Negligible adverse	Minor adverse	Minor adverse
Church of Our Lady and the English Martyrs	Grade II*	Good/high	Good beneficial	Neutral	Negligible adverse	Neutral	Neutral	Neutral
Christ Church	Grade II	Good	Good beneficial	Neutral	Moderate adverse	Minor adverse	Moderate adverse	Minor/moderate adverse
Mill Road Cemetery	Grade II Registered Park and Garden	Good	Good beneficial	Neutral	Negligible adverse	Neutral	Neutral	Neutral
Custodian's House	Grade II	Good	High beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
Old Cheddars Lane Pumping Station	Scheduled Monument	Good	Moderate/good beneficial	Neutral	Negligible adverse	Neutral	Neutral	Neutral
Chapel of St Marys Magdalene	Grade I	Very high	Good beneficial	Neutral	Neutral	Neutral	Neutral	Neutral
Church of St Mary the Great	Grade I	Very high	Good beneficial	Neutral	N/A	N/A	Neutral	Neutral

11.0 Conclusion

- 11.1 This Heritage Statement has been prepared by Bidwells on behalf of Railway Pension Nominees Limited to accompany the submission of an application for Outline Planning Permission for the proposed redevelopment of the Beehive Centre, Cambridge (also known as The Beehive Centre Redevelopment).
- 11.2 This report considers the impact of development on the significance of the heritage assets identified, including the contribution made by their settings. This approach to impact-assessment is required in order to satisfy the provisions of Sections 66(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 in relation to listed buildings, and the National Planning Policy Framework (NPPF) where the impact of development on heritage assets or their settings is being considered (Paragraphs 200-214).
- 10.2 Following desk-based and on-site assessment, it is clear that the existing condition of the site makes an adverse contribution to the setting of the assets within the immediate and wider context. Once developed, the proposals will result in a range of impacts to the setting of assets within the immediate context. Whilst elements of harm are identified a number of beneficial impacts will be brought forward as a result of the replacement of poor-quality buildings on, improvement of the public realm/landscaping and improved connectivity across the site.
- 11.2 It should be made clear that the aspects of harm relating to effects on setting do not directly infer impacts on significance. Whilst the setting of a heritage asset can be a fundamental contributor to its significance, it should be noted that 'setting' itself is not a designation. The value of setting lies in its contribution it makes to the significance of an asset. In this instance, the site in its current form, either detracts or makes a neutral contribution to the setting of the identified assets.
- 10.2 Impact on setting is measured in terms of the effect that the impact has on the significance of the asset itself – rather than setting itself being considered as the asset. It is apparent that the proposed scheme will result in a degree of 'change' to the setting of the assets. In accordance with Historic England's *The Setting of Heritage Assets – Planning Note 3*, 'change' does not in itself imply harm, and it can be neutral, positive or negative in effect.
- 10.2 The NPPF defines three levels of harm that could potentially be caused to designated heritage assets. Paragraph 205 of the NPPF sets out that potential harm can amount to '*substantial harm, total loss or less than substantial harm to its significance.*' The Planning Practice Guidance (PPG) identifies that a Proposed Development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset.
- 11.2 The methodology used in this statement and in the Environmental Statement (Chapter 7: Cultural Heritage) has found a variety of indirect potential effects of the proposed development on the setting of designated heritage assets (and non-designated heritage assets that may be located within the former). The question in this case is whether the potential effects amount to harm and then, whether those effects would cause substantial or less than substantial harm.
- 10.2 Substantial harm is defined both in the PPG and in case law. In *Bedford Borough Council v SSCLG & Nuon Ltd* (2013) EWHC 2847, 'less than substantial' harm can range from a range of impacts from one that is negligible in effect to one which is '*something approaching demolition or destruction*'. In 2019, the PPG provided further guidance on this matter, setting out that '*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 is 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*
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development that is to be assessed. The harm may arise from works to the asset or from development within its setting.'

10.2 In identifying any potential harm arising from the proposed development, this Heritage Statement relies on a methodology that explores the sensitivity of heritage assets before considering the magnitude of the impact that proposed works may have. From this, the impact on significance can be understood. As set out in Table 3 in Appendix 2, a Very High or High level of Magnitude of Impact could potentially result in either a beneficial or adverse impact where aspects of setting could be reinstated or enhanced or where a key element of significance is seriously affected. In the case of the latter, categories of Magnitude of Impact would result (respectively) in total or almost complete destruction or the loss of the asset's integrity and quality with almost complete loss of setting and severe damage to key characteristic features or elements. In this regard, an identified Very High or High Magnitude of Impact would correlate with the NPPF's terminology of 'total loss' or 'substantial harm.'

10.10 'Less than substantial harm' is obviously a lesser impact on setting or significance. Within this category there is a scale of harm that could potentially be caused, ranging from negligible harm to harm that is just below that of substantial. In terms of the methodology applied in the preceding statement, this would equate to Magnitude of Impacts and the resulting Impacts on Significance that include Medium, Minor/Low or Negligible. Harm in these terms can be assessed as having impacts that range, for example, from a barely discernible effect on baseline conditions (Negligible), some measurable change in assets' quality or vulnerability or the setting is damaged but understanding and appreciation would only be diminished not compromised (Minor/Low) or features substantially intrude into the setting of would adversely impact upon the context of the asset (Medium).

11.11 This report has found that there are a variety of Impacts on Significance of heritage assets that include neutral, negligible, minor beneficial to minor adverse. Taking into account the approach set out in 11.9 and 11.10 above, this level of impact can translated into the level of harm caused as summarised in the following tables and as derived from the tables above at 9.35 and 10.29.

ASSET	TYPE	IMPACT ON SIGNIFICANCE	LEVEL OF HARM
Mill Road	Conservation area	Neutral Negligible beneficial - minor beneficial Minor adverse	Less than substantial
The Church of St Matthew	Grade II	Neutral	None
247 Newmarket Road	Grade II	Neutral	None
Cambridge Gas Company War Memorial	Grade II	Neutral	None
St Andrew the Less	Grade II	Neutral	None
York Street Terraces	Positive unlisted buildings	Minor beneficial Minor adverse	Less than substantial
Ainsworth Street Terraces	Positive unlisted buildings	Minor beneficial Minor adverse	Less than substantial
Stone Street Terraces	Positive unlisted buildings	Neutral	None

Sleaford Street Terraces	Positive unlisted buildings	Neutral	None
York Terrace(s)	Positive unlisted buildings	Neutral	None
33-38 Abbey Walk	Buildings of Local Interest	Neutral	None
Sturton Street Terraces	Positive unlisted buildings	Neutral	None
179 Sturton Street	Positive unlisted building	Neutral	None
192-198 Sturton Street	Positive unlisted buildings	Neutral	None
Milford Street Terraces	Positive unlisted buildings	Neutral	None
Gwydir Street Terraces	Positive unlisted buildings	Neutral	None
Edward Street Terraces	Positive unlisted buildings	Neutral	None
Norfolk Street Terraces	Positive unlisted buildings	Neutral	None
Norfolk Terrace	Positive unlisted buildings	Neutral	None

ASSET	TYPE	IMPACT ON SIGNIFICANCE	LEVEL OF HARM
Central	Conservation Area	Minor adverse	Less than Substantial
Riverside and Stourbridge	Conservation Area	Neutral	None
Kite	Conservation Area	Neutral	None
New Town and Glisson Road	Conservation Area	Neutral	None
Castle and Victoria Road	Conservation Area	Negligible adverse	Less than Substantial
West Cambridge	Conservation Area	Neutral	None
University Library	Grade II	Neutral	None
King's College Chapel	Grade I	Neutral	None
St John's College	Grade I	Neutral	None
All Saints Church	Grade I	Moderate/minor adverse	Less than substantial
Jesus College	Grade I	Minor adverse	Less than substantial
Church of Our Lady and the English Martyrs	Grade II*	Neutral	None

Christ Church	Grade II	Moderate/minor adverse	Less than substantial
Mill Road Cemetery	Grade II Registered Park and Garden	Neutral	None
Custodian's House	Grade II	Neutral	None
Old Cheddars Lane Pumping Station	Scheduled Monument	Neutral	None
Chapel of St Marys Magdalene	Grade I	Neutral	None
Church of St Mary the Great	Grade I	Neutral	None

- 11.12 With regard to the Mill Road Conservation Area, which is located within the immediate context, it has been found that the proposals will have impacts on its significance ranging from **neutral**, **minor beneficial** to **minor adverse**.
- 10.13 The remainder of the designated assts within the immediate context of the site will see a **neutral** impact on their significance, whilst the non-designated assets within the immediate context will have a range of impacts from **neutral** to **minor beneficial** to **minor adverse** impacts on their significance.
- 11.12 With regard to the assets located within the wider vicinity, **neutral** impacts on the majority of assets. This is with the exception of All Saints Church and Christ Church, where **minor/moderate adverse** impacts occur, Jesus College and the Central Conservation Area where **minor adverse** impacts occur and Castle and Victoria Road Conservation Area where a negligible **adverse** impact occurs. These impacts arise from the proposed additional height and built form which will be visible in views from Castle Mound. The design development has taken this potential impact fully into account and implemented measures to minimise this through various means which are set out in both the parameter plans and Design Codes.
- 10.13 Applying the approach set out in the paragraphs above and taking into account the impacts on the significance of heritage assets, the level of effect or impact of the proposals on significance would correlate with 'less than substantial' harm as defined by the NPPF. Within this category of 'less than substantial' harm to significance there are identified impacts of the proposed scheme ranging from negligible (i.e. a very low level of harm) to minor adverse (i.e. a low level of less than substantial harm) to minor/moderate adverse (i.e. a higher level of less than substantial harm but one that is not approaching more serious harm) (see 9.35 and 10.29 above). Minor and minor/moderate adverse effects are lesser than moderate effects and greater than negligible which indicates that effects in this range would cause low-moderate levels of less than substantial harm in the terms of the NPPF.
- 10.13 Great weight has been attached to the objective of preserving the settings of listed buildings as well as the contribution the site makes to the setting of other assets such as the identified conservation areas, Registered Park and Garden and Scheduled Monument. As noted, the above adverse impacts are considered to represent "*less than substantial harm*" in the terms of the policies of the NPPF. Such impacts are considered not to cause effects that would involve substantial losses of significance. In the application of paragraph 208 of the NPPF, a "*less than substantial*" level of harm should be weighed in the context of public benefits arising from the proposed development, which are set out in the Planning Statement accompanying the application.
- 11.17 These public impacts include, but are not limited to, the removal of the poor-quality buildings (which currently have a harmful impact on heritage assets) and the wholesale and

comprehensive approach to the development of the site to provide a high-quality, sustainable, mixed-use scheme to deliver a viable and long-term use for the site as well as other benefits, including an enhanced public realm for the enjoyment of all users.

- 10.13 In the case of non-designated heritage assets, paragraph 209 requires a local planning authority to make a “*balanced judgement*” having regard to the scale of any harm or loss and the significance of the heritage asset. Accordingly, the extent of significance of each non-designated asset has been clearly presented to enable the balanced judgement to be made. There are no other statutory or policy ‘tests’ that relate to the impact of development on non-designated heritage assets: the planning balance is to be made with reference to paragraph 209.

APPENDIX 1

HERITAGE LEGISLATION, POLICY AND GUIDANCE SUMMARY

Planning (Listed Buildings & Conservation Areas) Act 1990

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

- Section 16(2) states *“In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
- Section 66(1) reads: *“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
- In relation to development on land within Conservation Areas, Section 72(1) reads: *“Special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”*

As the proposal does not involve an application for Listed Building Consent and is not within a Conservation Area, Sections 16(2) and 72(1) do not apply in this instance.

National Planning Policy Framework (2023)

The National Planning Policy Framework (NPPF) was revised in December 2023. With regard to the historic environment, the over-arching aim of the policy remains in line with philosophy of the 2012 framework, namely that “our historic environments... can better be cherished if their spirit of place thrives, rather than withers.” The relevant policy is outlined within chapter 16, ‘Conserving and Enhancing the Historic Environment’.

This chapter reasserts that heritage assets can range from sites and buildings of local interest to World Heritage Sites considered to have an Outstanding Universal Value. The NPPF subsequently requires these assets to be conserved in a *“manner appropriate to their significance”* (Paragraph 195).

NPPF directs local planning authorities to require an applicant to *“describe the significance of any heritage assets affected, including any contribution made by their setting”* and the level of detailed assessment should be *“proportionate to the assets’ importance”* (Paragraph 200).

Paragraph 201 states that the significance any heritage asset that may be affected by a proposal should be identified and assessed. This includes any assets affected by development within their settings. This Significance Assessment should be taken into account when considering the impact of a proposal, *“to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal”*. This paragraph therefore results in the need for an analysis of the



impact of a proposed development on the asset's relative significance, in the form of a Heritage Impact Assessment.

Paragraph 204 states that local planning authorities should have regard to the importance of the retention '*in-situ*' of a historic statue, plaque, memorial or monument irrespective of its designation. The paragraph goes on to suggest an explanation of historic or social context should be given rather than removal.

Paragraph 205 requires that "*When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.*"

It is then clarified that any harm to the significance of a designated heritage asset, either through alteration, destruction or development within its setting, should require, "*clear and convincing justification*" (Paragraph 206). This paragraph outlines that substantial harm to grade II listed heritage assets should be exceptional, rising to 'wholly exceptional' for those assets of the highest significance such as scheduled monuments, Grade I and grade II* listed buildings or registered parks and gardens as well as World Heritage Sites.

In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 207 states the following:

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

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

The NPPF therefore requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development. In the case of proposals which would result in "*less than substantial harm*", paragraph 208 provides the following:

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

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

In the case of non-designated heritage assets, Paragraph 209 requires a Local Planning Authority to make a "*balanced judgement*" having regard to the scale of any harm or loss and the significance of the heritage asset.

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

With regard to Conservation Areas and the settings of heritage assets, paragraph 212 requires Local Planning Authorities to look for opportunities for new development, enhancing or better revealing their significance. Whilst it is noted that not all elements of a Conservation Area will necessarily contribute to its significance, this paragraph states that *“proposals that preserve those elements of a setting that make a positive contribution to the asset (or better reveal its significance) should be treated favourably.”*

Broader design guidance is given in Chapter 12, ‘Achieving well-designed places’. The 2021 NPPF introduced the requirement for local authorities to prepare design guides or codes, consistent with the principles set out in the National Design Guide and National Model Design Code Documents. These should reflect ‘local character’ in order to create *‘beautiful and distinctive places’* (paragraph 133).

Paragraph 139 states that significant weight should be given to development which reflects local design policies, and/or outstanding or innovative designs which promote high levels of sustainability or help raise the ‘standard of design’ providing they conform to the ‘overall form and layout of their surroundings’.

Planning Practice Guidance (PPG) (2019)

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

In respect of heritage decision-making, the PPG stresses the importance of determining applications on the basis of significance and explains how the tests of harm and impact within the NPPF are to be interpreted.

In particular, the PPG notes the following in relation to the evaluation of harm: *“in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. 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.”* (Ref ID: 18a-018-20190723).

This guidance therefore provides assistance in defining where levels of harm should be set, tending to emphasise substantial harm as a “high test”.

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

“Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.”

It goes on to clarify that: “A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.”

This statement explains the need to be judicious in the identification of value and the extent to which this should be applied as a material consideration and in accordance with Paragraph 197.

Historic England Conservation Principles: Policies and Guidance 2008

Historic England sets out in this document a logical approach to making decisions and offering guidance about all aspects of the historic environment, including changes affecting significant places. It states that:

"New work or alteration to a significant place should normally be acceptable if: a. there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place; b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed; c. the proposals aspire to a quality of design and execution which may be valued now and in the future; d. the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future" (page 59).



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

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

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

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

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

This document presents guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas and landscapes. Page 6, entitled: *'A staged approach to proportionate decision taking'* provides detailed advice on assessing the implications of development proposals and recommends the following broad approach to assessment, undertaken as a series of steps that apply equally to complex or more straightforward cases:

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

Historic England Analysing Significance in Heritage Assets Advice Note 12 (October 2019)

This document provides guidance on the NPPF requirement for applicants to describe heritage significance in order to aid local planning authorities' decision making. It reiterates the importance of understanding the significance of heritage assets, in advance of developing proposals. This advice note outlines a staged approach to decision-making in which assessing significance precedes the design and also describes the relationship with archaeological desk-based assessments and field evaluations, as well as with Design and Access Statements.

The advice in this document, in accordance with the NPPF, emphasises that the level of detail in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve the asset(s) need to be proportionate to the significance of the heritage asset(s) affected and the impact on that significance. This advice also addresses how an analysis of heritage significance could be set out before discussing suggested structures for a statement of heritage significance.

Local Policy

Emerging Greater Cambridge Local Plan

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

Cambridge City Council Local Plan

- 10.10 The Cambridge Local Plan sets out the City Council's policies to guide development and land use within the city up to 2031. The document was formally adopted on 18th October 2018. The policies which are relevant to this project are:
- 11.11 Policy 57: Designing New Buildings
- "High quality new buildings will be supported where it can be demonstrated that they:*
- a. have a positive impact on their setting in terms of location on the site, height, scale and form, materials and detailing, ground floor activity, wider townscape and landscape impacts and available views;..."*
- 11.12 Policy 61: Conservation and Enhancement of Cambridge's Historic Environment
-

“To ensure the conservation and enhancement of Cambridge’s historic environment, proposals should:

- a. preserve or enhance the significance of the heritage assets of the city, their setting and the wider townscape, including views into, within and out of conservation areas;*
- b. retain buildings and spaces, the loss of which would cause harm to the character or appearance of the conservation area;*
- c. be of an appropriate scale, form, height, massing, alignment and detailed design which will contribute to local distinctiveness, complement the built form and scale of heritage assets and respect the character, appearance and setting of the locality;*
- d. demonstrate a clear understanding of the significance of the asset and of the wider context in which the heritage asset sits, alongside assessment of the potential impact of the development on the heritage asset and its context; and*
- e. provide clear justification for any works that would lead to harm or substantial harm to a heritage asset yet be of substantial public benefit, through detailed analysis of the asset and the proposal.”*

10.13 Policy 62: Local Heritage Assets

“The Council will actively seek the retention of local heritage assets, including buildings, structures, features and gardens of local interest as detailed in the Council’s local list and as assessed against the criteria set out in Appendix G of the plan.

Where permission is required, proposals will be permitted where they retain the significance, appearance, character or setting of a local heritage asset.

Where an application for any works would lead to harm or substantial harm to a non-designated heritage asset, a balanced judgement will be made having regard to the scale of any harm or loss and the significance of the heritage asset.”

Mill Road Conservation Area Appraisal 2011

11.12 The Mill Road Conservation Area originally formed part of the ‘Cambridge Central Conservation Area’, which was designated in 1969. The area was allocated as a separate conservation area on 21st November 2018, although the appraisal dates to June 2011.

10.13 The appraisal does not specifically reference the site, other than a general note that there is mixed development to the east of the conservation area, nor does it highlight any important positive views towards the site from within the conservation area. There is, however, one highlighted view from within the Mill Road Cemetery which does point towards the general direction of the site.

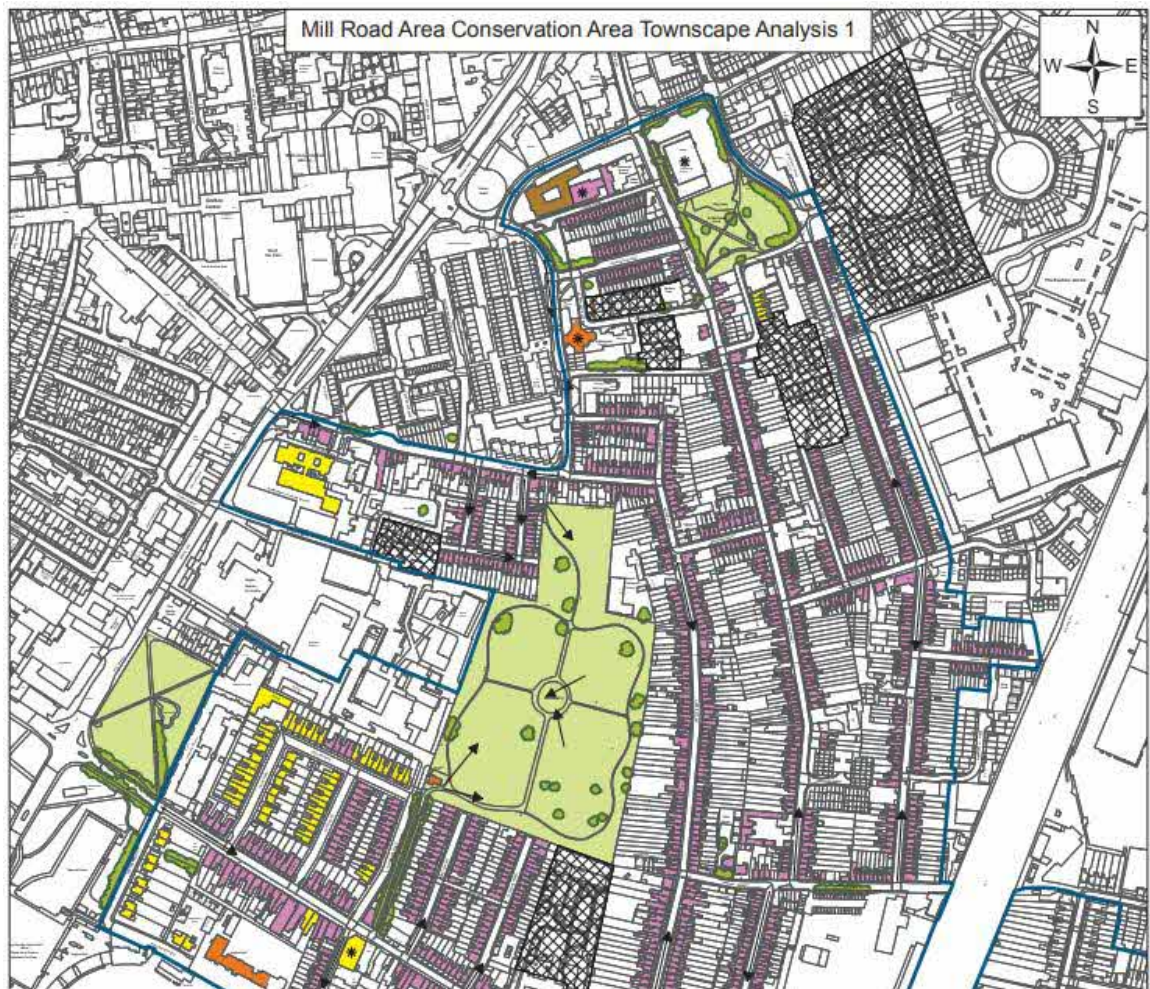


Figure 42 - Mill Road Conservation Area townscape analysis.

APPENDIX 2

METHODOLOGY

Heritage Assets

- 10.13 A heritage asset is defined within the National Planning Policy Framework as “a *building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)*” (NPPF Annex 2: Glossary).
- 11.17 ‘Designated’ assets have been identified under the relevant legislation and policy including, but not limited to: World Heritage Sites, Scheduled Monuments, Listed Buildings, and conservation areas. ‘Non-designated’ heritage assets are assets which fall below the national criteria for designation.
- 10.13 The absence of a national designation should not be taken to mean that an asset does not hold any heritage interest. The Planning Policy Guidance (PPG) states that “*non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.*” (Paragraph: 039 Reference ID: 18a-039-20190723)
- 10.13 However, the PPG goes on to clarify that “*a substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.*”

Meaning of Significance

- 10.10 The concept of significance was first expressed within the 1979 Burra Charter (Australia ICOMOS, 1979). This charter has periodically been updated to reflect the development of the theory and practice of cultural heritage management, with the current version having been adopted in 2013. It defines cultural significance as the “*aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups*” (Page 2, Article 1.2)
- 10.11 The NPPF (Annex 2: Glossary) also defines significance as “*the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.*”
- 10.10 The British Standards BS7913 (2013) notes that “*the attributes that combine to define the significance of a historic building can relate to its physical properties or to its context. There are many different ways in which heritage values can be assessed.*”
- 10.13 Significance can therefore be considered to be formed by a collection of values.

Assessment of Significance

- 10.10 It is important to be proportionate in assessing significance as required in both national policy and guidance as set out in paragraph 194 of the NPPF.
- 10.13 The Historic England document 'Conservation Principles' states that "*understanding a place and assessing its significance demands the application of a systematic and consistent process, which is appropriate and proportionate in scope and depth to the decision to be made, or the purpose of the assessment.*"
- 10.13 The document goes on to set out a process for assessment of significance, but it does note that not all of the stages highlighted are applicable to all places/ assets.
- *Understanding the fabric and evolution of the asset;*
 - *Identify who values the asset, and why they do so;*
 - *Relate identified heritage values to the fabric of the asset;*
 - *Consider the relative importance of those identified values;*
 - *Consider the contribution of associated objects and collections;*
 - *Consider the contribution made by setting and context;*
 - *Compare the place with other assets sharing similar values;*
 - *Articulate the significance of the asset.*
- 10.13 At the core of this assessment is an understanding of the value/significance of a place. There have been numerous attempts to categorise the range of heritage values which contribute to an asset's significance. Historic England's 'Conservation Principles' sets out a grouping of values as follows:
- Evidential value** – '*derives from the potential of a place to yield evidence about past human activity...Physical remains of past human activity are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them...The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement.*' (Page 28)
- Aesthetic Value** – '*Aesthetic values can be the result of the conscious design of a place, including artistic endeavour. Equally, they can be the seemingly fortuitous outcome of the way in which a place has evolved and been used over time. Many places combine these two aspects...Aesthetic values tend to be specific to a time cultural context and appreciation of them is not culturally exclusive.*' (Pages 30-31)
- Historic Value** – '*derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative... Association with a notable family, person, event, or movement gives historical value a particular resonance...The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past, but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value.*' (Pages 28-30)
- Communal Value** – "*Commemorative and symbolic values reflect the meanings of a place for those who draw part of their identity from it, or have emotional links to it... Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence. Some may be comparatively modest, acquiring communal*
-

significance through the passage of time as a result of a collective memory of stories linked to them...They may relate to an activity that is associated with the place, rather than with its physical fabric...Spiritual value is often associated with places sanctified by longstanding veneration or worship, or wild places with few obvious signs of modern life. Their value is generally dependent on the perceived survival of the historic fabric or character of the place, and can be extremely sensitive to modest changes to that character, particularly to the activities that happen there". (Pages 31-32)

- 10.13 Historic England Advice Note 12 notes that *"interest may be archaeological, architectural, artistic or historic"*.
- 10.13 The British Standards set out a simpler approach which *"is to think of a historic building's significance as comprising individual heritage values"*. These could include townscape characteristics, artistic value, educational value and identity or belonging amongst others.
- 10.10 It is therefore clear that value-based assessment should be flexible in its application. It is important not to oversimplify an assessment and to acknowledge when an asset has a multi-layered value base, which is likely to reinforce its significance.

Contribution of setting/context to significance

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

Assessing Impact

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

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

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

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

Table 1 Assessment of Significance

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

Neutral/ None	Assets with no surviving cultural heritage interest. Buildings of no architectural or historical note. Landscapes and townscape with no surviving legibility and/or contextual associations, or with no historic interest.
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10.13 Once the value/significance of an asset has been assessed, the next stage is to determine the assets 'sensitivity to change'. Table 2 sets out the levels of sensitivity to change, which is based upon the vulnerability of the asset, in part or as a whole, to loss of value through change. Sensitivity to change can be applied to individual elements of a building, or its setting, and may differ across the asset.

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

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

Table 2 Assessment of Sensitivity

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

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

Table 3 Assessment of Impact

MAGNITUDE OF IMPACT	TYPICAL CRITERIA DESCRIPTORS
Very High	Adverse: Impacts will destroy cultural heritage assets resulting in their total loss or almost complete destruction. Beneficial: The proposals would remove or successfully mitigate existing and significant damaging and discordant impacts on assets; allow for the substantial restoration or enhancement of characteristic features.
High	Adverse: Impacts will damage cultural heritage assets; result in the loss of the asset's quality and integrity; cause severe damage to key characteristic features or elements; almost complete loss of setting and/or context of the asset. The assets

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

Summary of Assessment

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

Research Methodology

- 10.10 This Heritage Statement is the result of a robust process which assesses relevant documentary research (including HER records, maps, drawings and reports, as well as archive material where relevant) and professional judgement. Site visits to inform the assessments being made were undertaken in April and August 2022, May 2023 and June 2024.

APPENDIX 3

STATUTORY LIST DESCRIPTIONS



247, NEWMARKET ROAD

Overview

Heritage Category:
Listed Building

Grade:
II

List Entry Number:
1300768

Date first listed:
03-Feb-1994

Statutory Address:
247, NEWMARKET ROAD

Map



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The above map is for quick reference purposes only and may not be to scale. For a copy of the full scale map, please see the attached PDF - [1300768.pdf](http://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/396841/HLE_A4L_Grade|HLE_A3L_Grade.pdf) (http://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/396841/HLE_A4L_Grade|HLE_A3L_Grade.pdf)

The PDF will be generated from our live systems and may take a few minutes to download depending on how busy our servers are. We apologise for this delay.

This copy shows the entry on 18-Feb-2021 at 15:59:04.

Location

Statutory Address:

247, NEWMARKET ROAD

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

County:

Cambridgeshire

District:

Cambridge (District Authority)

National Grid Reference:

TL 46579 58993

Details

CAMBRIDGE NEWMARKET ROAD TL 45 NE (north side) 667- /21/10037 No.247 II House. Early C19. Gault brick with plain-tile mansard roof and brick lex end stack. 2 storeys and attic; single-window range of 6/6 sashes. Door to right. Dentilled eaves and 2-light dormer.

Listing NGR: TL4657958993

Legacy

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

Legacy System number:

350346

Legacy System:

LBS

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

Don't have an account? Register **here** (<https://account.historicengland.org.uk/sign-in>)

Official list entry

Heritage Category: Listed Building

Grade: II

List Entry Number: 1428632

Date first listed: 07-Oct-2015

Statutory Address 1: War Memorial at The Old Gas Works, Tesco Supermarket, Newmarket Road, Cambridge, Cambridgeshire, CB5 8LD

This List entry helps identify the building designated at this address for its special architectural or historic interest.

Unless the List entry states otherwise, it includes both the structure itself and any object or structure fixed to it (whether inside or outside) as well as any object or structure within the curtilage of the building.

For these purposes, to be included within the curtilage of the building, the object or structure must have formed part of the land since before 1st July 1948.

Understanding list entries (<https://historicengland.org.uk/listing/the-list/understanding-list-entries/>)

Corrections and minor amendments (<https://historicengland.org.uk/listing/the-list/minor-amendments/>)

Location

Statutory Address: War Memorial at The Old Gas Works, Tesco Supermarket, Newmarket Road, Cambridge, Cambridgeshire, CB5 8LD

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

County: Cambridgeshire

District: Cambridge (District Authority)

Parish: Non Civil Parish

National Grid Reference: TL4659859034

Summary

War memorial, unveiled in 1921, and dedicated to the fallen of the First World War and Second World War.

Reasons for Designation

Cambridge Gas Company War Memorial, which stands to the north of Newmarket Road, is listed at Grade II for the following principal reasons: * Historic interest: as an eloquent witness to the tragic impact of world events on the local community, and the sacrifice it made in the conflicts of the C20; * Design: as an architecturally distinct and well-executed memorial.

History

The concept of commemorating war dead did not develop to any great extent until towards the end of the C19. Prior to then memorials were rare and were mainly dedicated to individual officers, or sometimes regiments. The first large-scale erection of war memorials dedicated to the ordinary soldier followed the Second Boer War of 1899-1902, which was the first major war following reforms to the British Army which led to regiments being recruited from local communities and with volunteer soldiers. However, it was the aftermath of the First World War that was the great age of memorial building, both as a result of the huge impact the loss of three quarters of a million British lives had on communities and the official policy of not repatriating the dead, which meant that the memorials provided the main focus of the grief felt at this great loss.

The Cambridge Gas Company war memorial was erected in 1921 in memory of eighteen employees of the company who fell in the First World War (1914-18). The war memorial is shown on the 1927 Ordnance Survey map to the south of the gas works, near the entrance from Newmarket Road, with a garden to the east. The names of six employees were added to the memorial following the Second World War (1939-45), and a tennis court and a bowling green were installed in the gardens to the east of the memorial c1950. The domed roof of the cupola was formerly surmounted by a ball finial and metal cross, no longer present.

The former gasworks were demolished c2000, and permission was granted for the construction of a commercial building and car park on the site of the former gasworks. The war memorial was relocated approximately 30m to the south at this time as a result of a Condition on the Notice of Decision by Cambridge City Council permitting the construction of the car park. The metal screen which now stands behind the memorial was formed from the salvaged gates to the former gasworks. In addition, the granite setts and large stone slabs which now form the paved court to Newmarket Road, previously formed the industrial roadway into the gasworks, were salvaged and reused when the war memorial was relocated.

Details

The Cambridge Gas Company war memorial is a free-standing monument, erected in 1921, and takes the form of an octagonal cupola with scalloped niches under a domed roof. The cupola stands on a square-plan plinth, the upper section of which is carved with festoons of roses and leaves in relief. An inscription on the south-east elevation of the plinth reads: 'IN REMEMBRANCE OF / OUR FELLOW WORKERS / WHO FELL IN THE / GREAT WAR / 1914-1918', followed by eighteen names of the fallen. An inscription on the north-west elevation of the plinth reads: 'THE EMPLOYERS AND EMPLOYED / OF THE CAMBRIDGE GAS COMPANY / ERECTED THIS MONUMENT IN / REMEMBRANCE OF THEIR COMRADES / 1921'. An inscription was added to the north-east elevation of the plinth c1945 and reads: 'ALSO / IN REMEMBRANCE OF / THOSE WHO FELL IN THE / SECOND WORLD WAR / 1939-1945', followed by six names of the fallen. The memorial measures approximately 1.2 metres square, and approximately 3.5 metres in height. The monument stands at the north-west end of a paved court to the north of Newmarket Road.

The metal screen behind the war memorial, and the granite and stone setts in the paved court to Newmarket Road are not included in the listing.

Sources

Websites

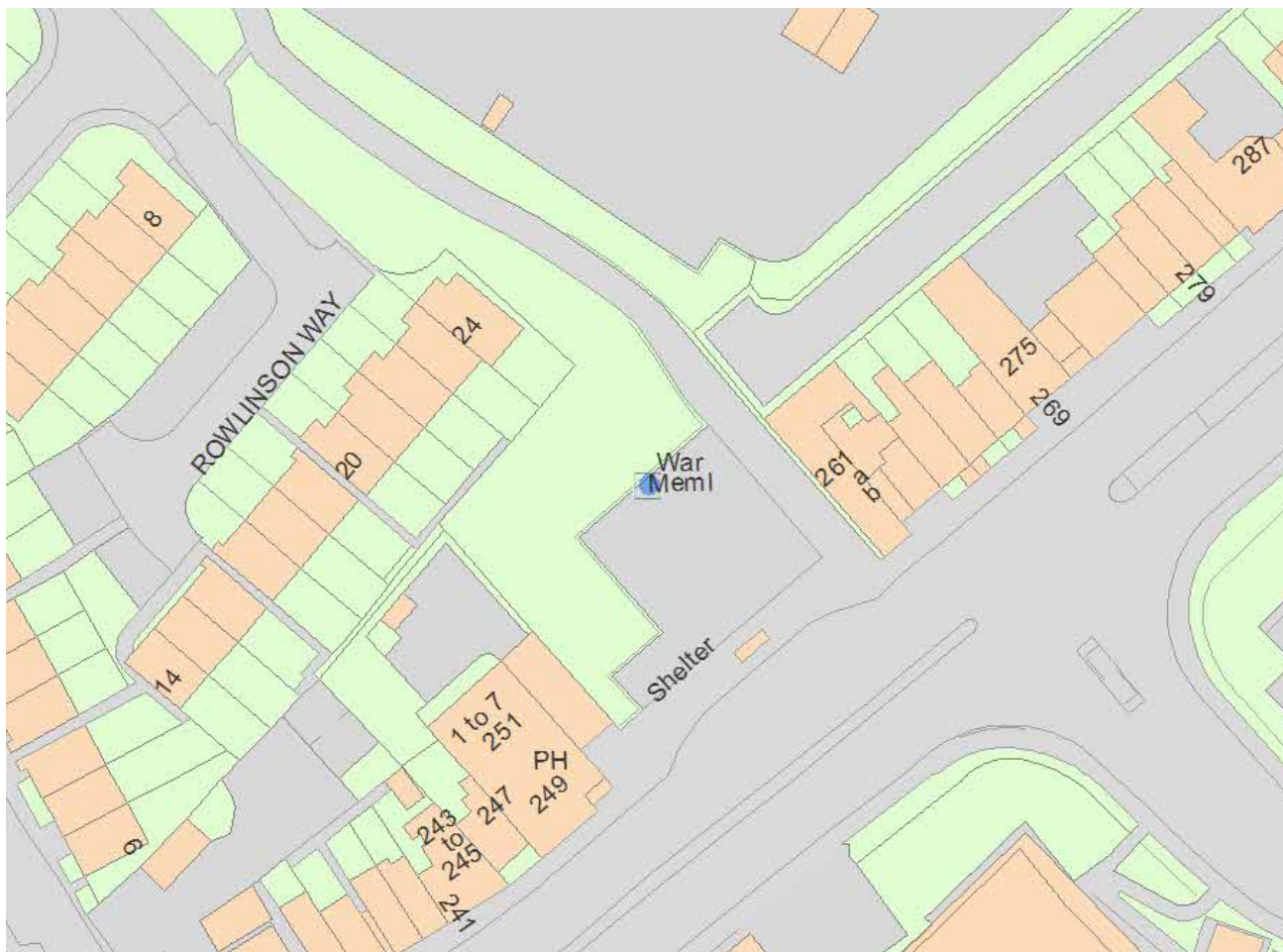
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Legal

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



Map

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End of official list entry