

Cambridgeshire Green infrastructure Strategy Appendix 8 Heritage

Note: To be revised and clarified.

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1 Introduction

This Appendix identifies the baseline datasets, maps and relevant policies for Heritage, which is an important component of Green Infrastructure in Cambridgeshire. These are drawn together to identify the general and spatial issues that relate to this Theme and how this can be overlain to highlight the opportunities that exist for the Heritage Green Infrastructure Theme.

This map of Heritage opportunities was then combined with the other six Themes, as well as other important issues and assets in Cambridgeshire, to inform and develop the Strategic Network of Green Infrastructure.

For the purposes of the Green Infrastructure Strategy heritage is the aspects of the environment arising from the interaction between people and places throughout time and includes all surviving physical remains of the past, whether visible, buried or submerged, together with landscapes and managed flora. It drives our tourism, informs our planning and educates our children and is the thread that links the past to our present and futures.

2 Baseline information and datasets, including policy

The following information was taken into consideration regarding heritage.

Policy

Until government passes a Heritage Protection Bill the following suite of statements is the benchmark for the protection of heritage for the foreseeable future.

- **Government Vision Statement on the Historic Environment 2010** - this sets out the government's vision for the historic environment in that it is an asset of enormous cultural, social, economic and environmental value. Its six strategic aims include "Sustainable Future" which seeks "*to promote the role of the historic environment in the government's response to climate change and as part of the sustainable development agenda.*" (p2)

"...the historic environment is an asset of enormous cultural, social, economic and environmental value. It makes a very real contribution to our quality of life and the quality of our places. We recognise that while some of today's achievements may become tomorrow's heritage our existing heritage assets are also simply irreplaceable..... We believe in encouraging a wider involvement in our heritage, in order to ensure that everyone, both today and in the future, has an opportunity to discover their connection to those who have come before" (p1)

- **PPS 5: Planning for the Historic Environment (2010)** – this sets out policy for conservation of the historic environment.

- **PPS5 Planning Practice Guide** this guide assists local authorities, owners, applicants and other interested parties in implementing *Planning Policy Statement 5* helping to interpret PPS5 policies.

Cambridgeshire Horizons Arts and Cultural Strategy 2006

This strategy outlines the possible funding mechanisms to support the provision of arts and cultural facilities in new communities and considers the economic benefits to the region in providing high quality arts and culture facilities. Of particular reference for green infrastructure is

“Taking part in cultural activity can bring communities together and empower individuals to articulate their own aspirations and expectations.” (Paragraph 6.7)

Surveys

Cambridgeshire Archaeology JIGSAW (The Market Research Group Feb. 2007)

A survey done in 2007 for Cambridgeshire County Council Archaeology Service showed that 94% of Cambridgeshire schools wanted to attend events with object handling sessions, 88% of respondents wanted Hands on History events and 87% wanted access to information on Cambridgeshire's heritage through the Internet.

Heritage Counts 2010 is a guidebook containing research and information from a number of organisations on the value of the historic environment

Designated and Non-designated sites

Designated assets are those identified under appropriate legislation as being of national importance and recorded in central lists. These are Scheduled Monuments, Listed Buildings, Registered Parks & Gardens, Conservation Areas and Registered Battlefields. Currently each of these designations operates as a separate register although there is legislation proposed to unify them into a single Register of Heritage Assets.

Non-designated assets are those that do not meet the criteria for entry onto a national register. This can be for a variety of reasons, including relative unimportance, poor preservation, or sites that are lost, damaged or destroyed (not uncommon for assets of a purely archaeological nature). Such assets may be classified as being of regional or local importance, and may include lists of historic buildings of local interest. A further category is of sites that may not meet the exact criteria for designation but are nevertheless of national importance; this is sometimes the case with archaeological sites that fall outside the Ancient Monuments Act 1979.

Details of known non-designated assets are held in the **Historic Environment Record** (HER), a relational and GIS based database that contains all known records of archaeology and the historic environment in the county. The HER also contains the statutory records for designated assets. Additional information (especially on Conservation Areas and local lists of historic buildings) is held by district councils.

By its nature, HER data is all encompassing, containing everything that is known about an area. It is both informative and archival. Not all of this information is significant in a planning context, as it is too imprecise or unreferenced (for example based on an entry in a 19th century newspaper). Other information can have its significance affected by its proximity to other sites: hence a stray find of pottery by itself may have lesser significance than several stray finds or other sites of a similar date nearby. Conversely, a record of an excavation is an archive, as the excavated site will be unlikely to

possess further remains, but will give a very strong indicator of the presence and type of nearby sites

A combination of the Heritage Counts 2010 report produced by English Heritage and information from the Cambridgeshire Historic Environment Record provides the following evidence base.

- 259 Scheduled Monuments
- 7273 Listed Buildings
- 33 Registered Parks and Gardens
- 193 Conservation Areas
- 16554 Monuments (the data term applied to all pieces of archaeological data)
- 3,279 Fieldwork events

The distribution of monuments and national designations for each of the planning authorities in Cambridgeshire in 2010 is shown in Table 8.1 and Table 8.2:

Table 8.1 Distribution of monuments and national designations

	City of Cambridge	East Cambs District	Fenland District	Hunts District	South Cambs District
Monuments	1437	3278	1838	4374	5627
Scheduled Monuments	5	50	20	82	102
Listed Buildings	780	977	656	2198	2662
Registered Parks and Gardens	11	4	1	5	12
Conservation Areas	11	27	10	60	84

Table 8.2 Distribution of monuments and national designations

	Percentage of total historic assets	Percentage of Area of Cambridgeshire	Historic Assets per km2
City of Cambridge	9.2%	1.3%	55
East Cambs District	17.8%	21.3%	7
Fenland District	10.4%	17.9%	5
Hunts District	27.6%	29.9%	7
South Cambs District	34.9%	29.5%	9

Historic Landscape Characterisation (HLC):

This is a map based exercise looking at survival of boundaries and fields within the modern rural landscape. The agrarian landscape of Cambridgeshire is primarily modern, comprising of 19th and 20th century prairie fields, but there are still pockets of survival of older field systems, dating back to the mediaeval period or earlier.

Extensive Urban Surveys (EUS):

These are detailed assessments of the historic cores of 30 of the county's towns and larger villages, drawing on archaeological, cartographic and documentary sources to produce summary statements and maps of the areas of archaeological interest within our 'urban' areas. This does not include the city of Cambridge which is subject to a separate Urban Archaeological Database exercise.

Conservation Area Appraisals:

A Conservation Area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. They may be small or large and each has its own look, feel and distinctive sense of place. Conservation Areas will normally be based on groups of buildings that are listed or of local interest, and include other features such as open spaces, trees, a historic street pattern, archaeology or historic landscapes. Main views and the street scene, or townscape, also contribute to the special character. As Conservation Areas are vibrant and changing places, local authorities have a programme to review and assess the boundaries and significance of these areas, to designate new ones or amend the boundaries of existing ones.

Historic Environment Characterisation Assessment*

This is a process that takes account of a frequent criticism of HLC projects that they take little or no account of the underlying patterns of Prehistoric, Roman-British or medieval land use and that the HER data that has been systematically compiled over many decades plays no role in the final mapping of the historic landscape. Conversely, the HER records and maps many thousands of years of human activity, but is of limited use as a tool at a landscape scale. Historic Environment Character Assessment aims is to resolve this dichotomy by mapping and analysis of a range of datasets including the HER, HLC, EUS, settlement form and geographic data (geology, landform, drainage, etc). This produces a map showing the major influences of the historic environment that have shaped our current landscape, but that will highlight what the significant factors are within different areas across the county.

3 What this information tells us

Cambridgeshire is predominately a rural county. The generally open character of the countryside has its origins in the prehistoric clearance of native woodland and the ongoing management of natural resources, although wide areas are relatively modern, dating to periods of reclamation and fenland drainage.

The broad patterns of farmed land, grazing and woodland evident today were all probably in place by the medieval period, as were the principal settlements and communications routes across the uplands and along the river valleys. Six millennia of changes in social organisation and in the concept of land ownership and control are also etched into the landscape; visible in the patterns created by linear earthworks, field boundaries, drainage ditches and tracks. It is possible to see evidence of communal territories from the prehistoric period, private estates surrounding Roman villas, the open fields and villages of the early medieval period, the various episodes of fenland drainage and the private and parliamentary enclosures of more recent centuries. Onto this framework there have been more recent changes in agriculture, recreation and growth of the economy, together with the consolidation of transportation routes, such as rivers, roads and railways.

The historic city of Cambridge has a significant impact on the number of known historic assets in the county. In general terms, both Cambridge and Ely include archaeological remains and built environments of exceptional importance. There is also a network of historic market towns such as Huntingdon, St. Neots and Wisbech that have retained high quality archaeological remains and buildings that are nationally and locally distinctive. Accordingly, the city of Cambridge and market towns contain a significant number of Conservation Areas, designed to protect built heritage.

Most of Cambridgeshire's villages can also be identified as having ancient origins, while some settlements contain extensive early remains such as the Roman towns at Godmanchester and Water Newton. In the wider landscape, rural areas contain many settlements, funerary sites, boundaries and features with ancient origins; some field systems dating back to at least the 10th century and possibly to the pre-Roman period.

When the points of known archaeology are plotted in Cambridgeshire, it is possible to observe concentrations along the chalklands, river valleys, main communication corridors, silt fen, fen edge and fen islands, although to some extent this distribution provides a picture of discoveries, rather than survival and past activity.

When observing the distribution of Listed Buildings, a similar pattern emerges, with higher occurrences on the dry 'uplands' and in specific locations within the fen basin, or more significantly on the margins of fenland. Conversely, Registered Parks and Gardens are concentrated mainly in the southern parts of the county, reflecting the historic land use in these areas. The distribution of

Scheduled Monuments is more balanced, reflecting the presence of sites of national significance across the fen areas and more elevated landscapes.

This information represents points or areas of known historic environment information. There are two key limitations with this. Firstly, there are large gaps in the county between these points which does not mean that nothing is present but that it is unknown, and secondly, the variation and significance of the pieces of data is not reflected in maps such that a single piece of pottery has the same weight as an iconic designated structure such as Ely Cathedral.

4 Spatial analysis

The following maps were all taken into consideration in the spatial analysis for heritage.

Historic Landscape Character:

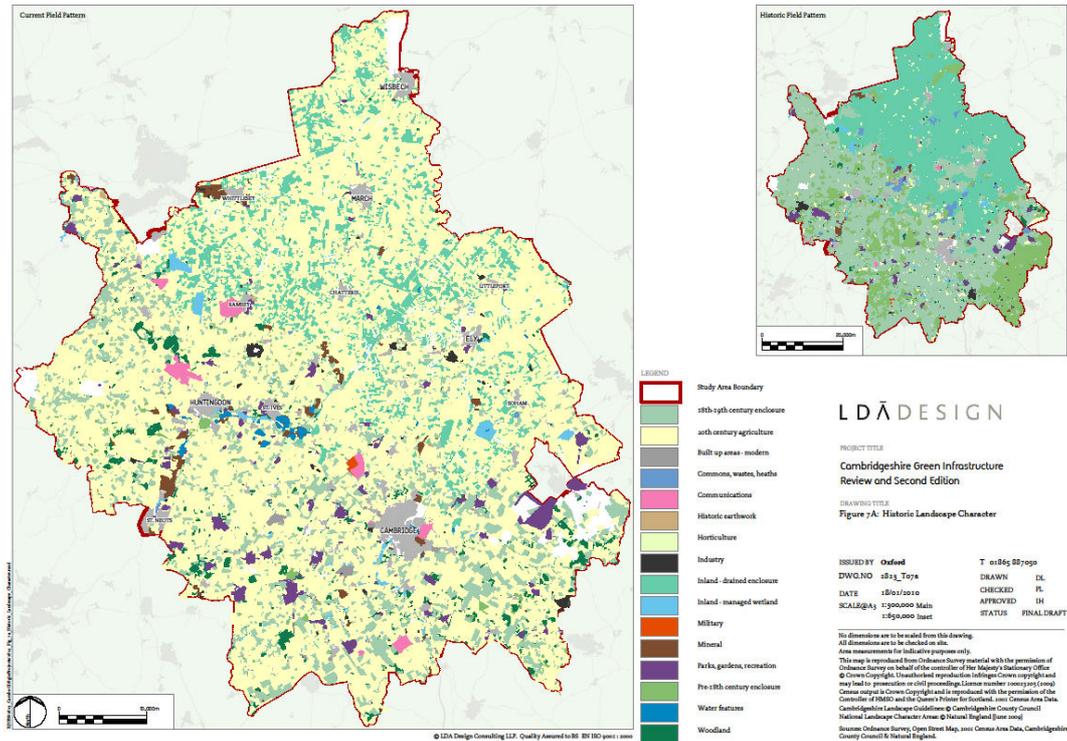


Figure 8.1 Historic landscape character

Figure 8.1 shows the distribution of visible landscapes and fields by the most visible type.

It shows the spread of relict field systems visible in the current landscape. The predominant type is modern 'prairie field', a type associated with large scale mechanised farming, but here are areas of significant survival of earlier types dating back to the mediaeval period and even earlier. The oldest fields in the county are the Neolithic systems at Horsley Fen, near Chatteris (a Scheduled Monument).

Cultural Heritage:

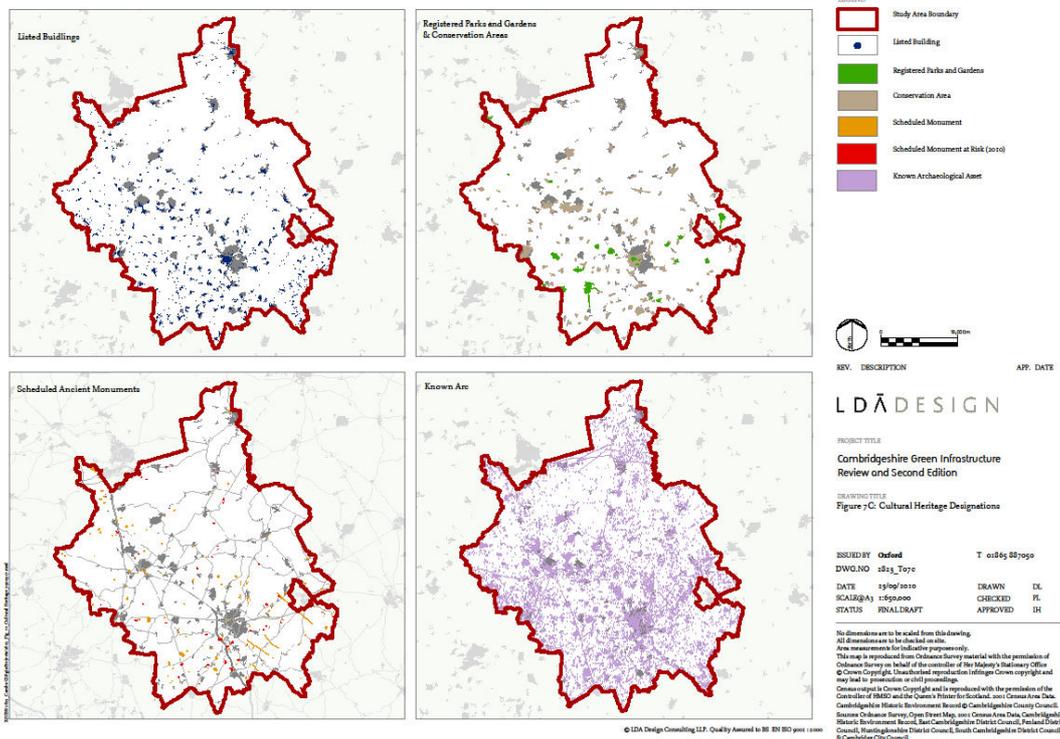


Figure 8.3 Cultural heritage designations

Figure 8.3 shows the extent of the known historic environment, both designated (i.e. listed buildings, scheduled monuments etc) and non-designated (historic environment information – mainly archaeological – from the county HER). A key point is that spaces in the non-designated map do not indicate an absence of remains, simply an absence of discovery.

Destinations

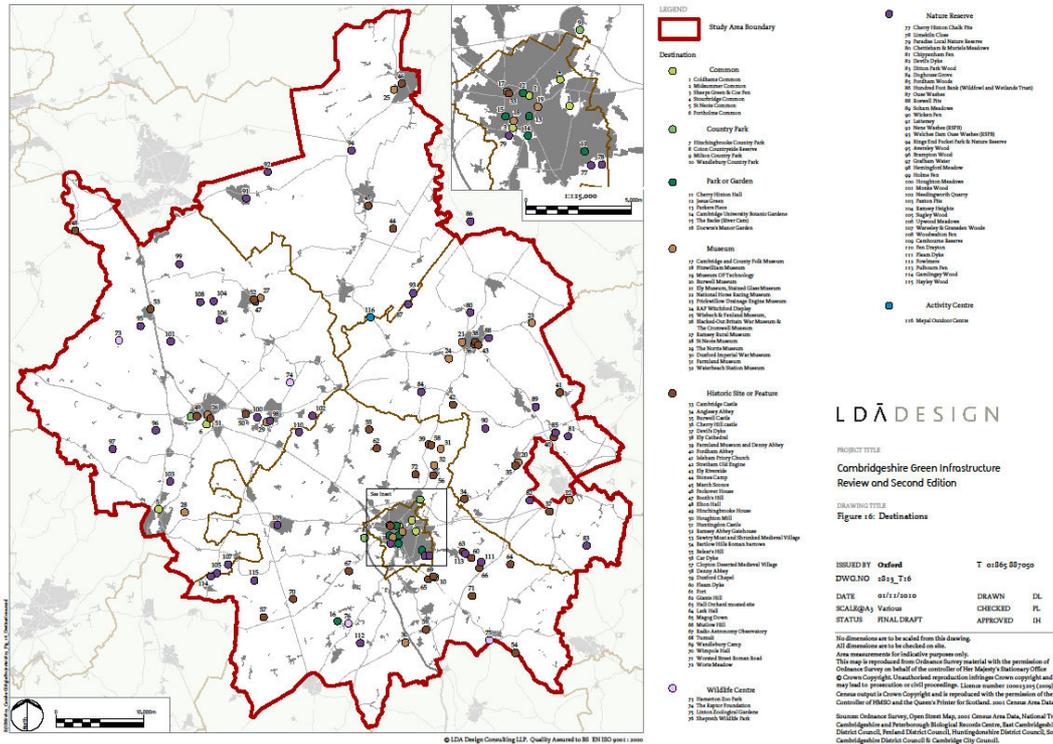


Figure 8.4 Destinations

Over 100 strategic destinations were identified within Cambridgeshire, including commons, country parks, parks or gardens, museums, historic sites or features, wildlife centres, nature reserves and activity centres. Key destinations are principally located in the south of the county, in and around the city of Cambridge. These destinations are shown in Figure 8.4. In the north of the county, destinations are less frequent, and consist mainly of historic sites or features and nature reserves; there are no country parks and very few strategic parks and gardens. As with the south of the county, destinations are principally located within or near to urban areas, although there are a number of destinations, namely nature reserves that are more isolated and potentially less accessible.

Wildlife Trust's Living Landscapes Projects and Cambridgeshire and Peterborough Biodiversity Partnership's 50 Year Vision Areas

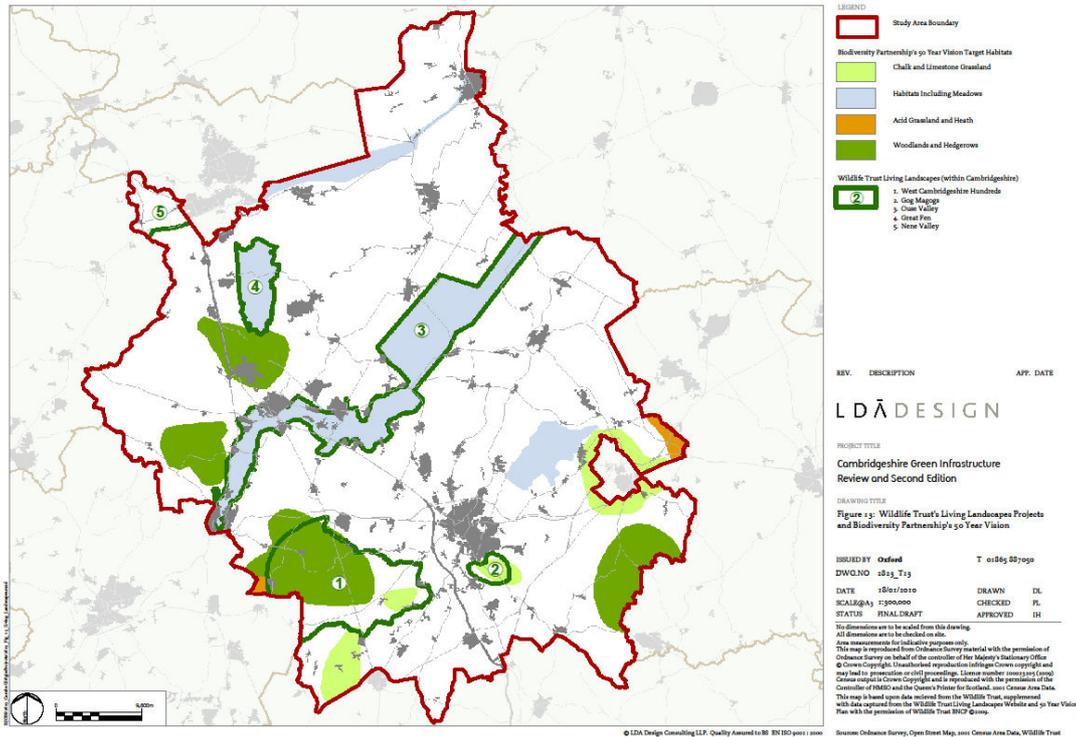


Figure 8.5 Wildlife Trust's Living Landscapes projects and Biodiversity Partnership's Year Vision

Figure 8.5 illustrates extracts from the Wildlife Trust's Living Landscapes Projects and Biodiversity Partnership's 50 Year Vision plan. The Cambridgeshire and Peterborough Biodiversity Partnership have identified areas of large-scale habitat creation to support Biodiversity Action Plan habitats and species – reflecting in part the location of existing habitats. The Wildlife Trust has identified similar areas called 'living landscapes'. Some of these areas are subject to large-scale habitat restoration which is in effect recreating a particular historic landscape – medieval fen.

Nature Conservation Designations

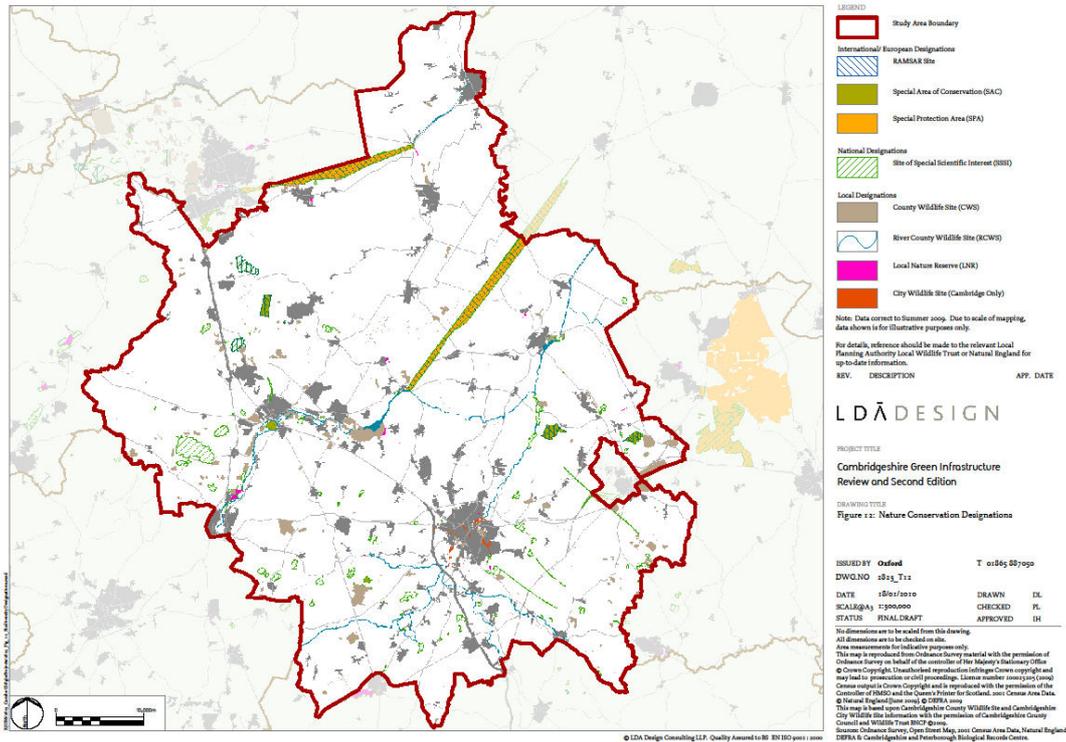


Figure 8.6 Nature conservation designations

Figure 8.6 illustrates sites designated internationally, nationally and locally for their nature conservation importance.

Major Development

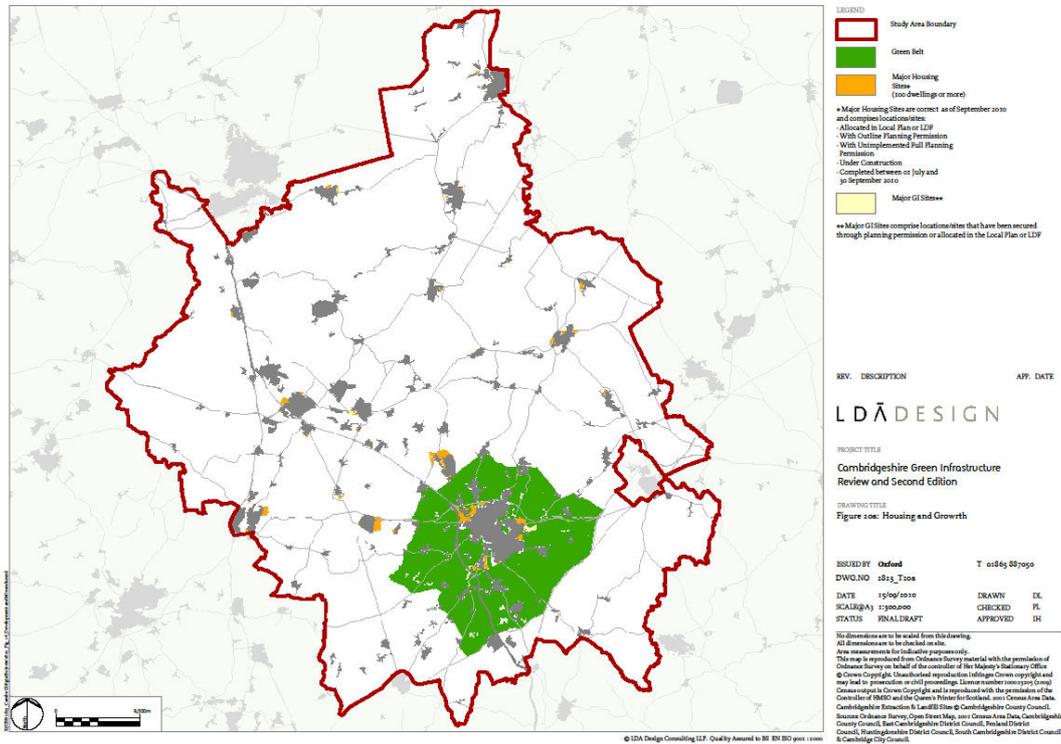


Figure 8.7 Major developments and Cambridge Greenbelt

Major developments may impact on known and unknown heritage features. These may form part of the Green Infrastructure network providing a historic context and 'sense of place' for the development and its residents. Major developments and the Cambridge Greenbelt are shown in Figure 8.7.

Developing the Heritage Theme Map

The heritage theme was developed by analysis of the above key baseline datasets, in particular heritage assets (listed buildings, registered parks and gardens, conservation areas and scheduled ancient monuments). These were compared with the other baseline data to highlight areas where heritage assets could support the delivery of Green Infrastructure. This highlighted:

- Areas where heritage assets and nature conservation sites coincide
- Areas where heritage assets and major housing growth sites coincide
- Areas where historic landscapes are being restored or where there are significant linear heritage features

Figure 8.8 identifies areas where heritage assets and nature conservation sites coincide (top) as they can have complementary management and are often publicly accessible, and where heritage assets and major housing growth sites coincide (bottom). Heritage assets can be used to provide part of the Green Infrastructure network for development and can help with place-making.

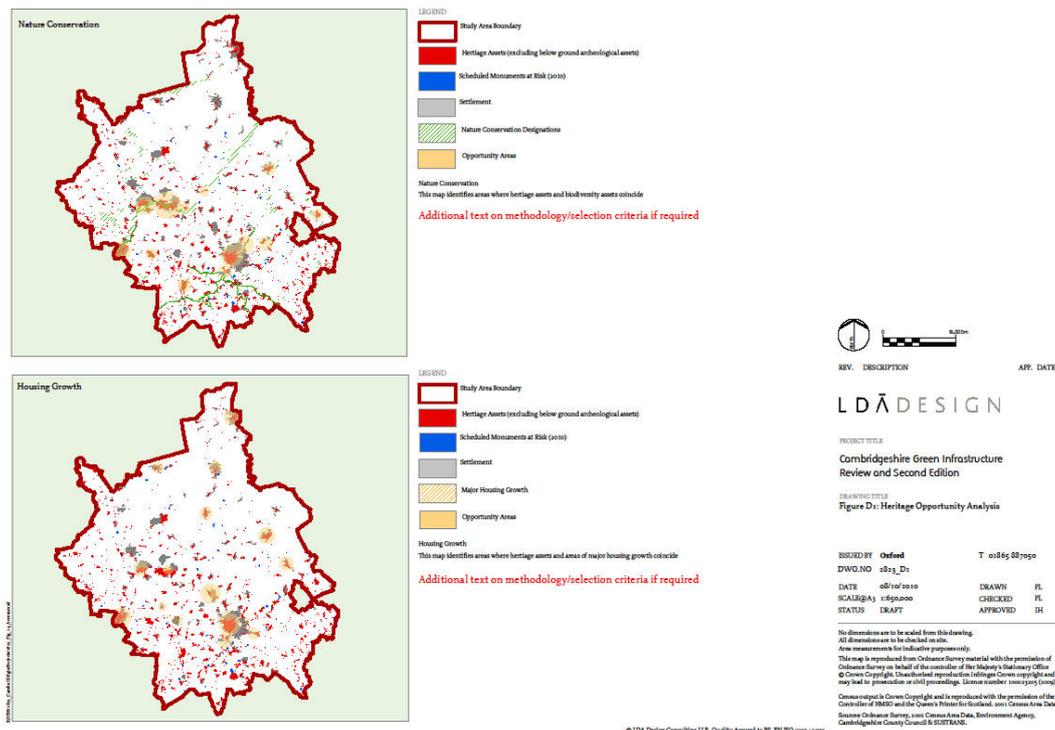


Figure 8.8 Heritage opportunity analysis

In bringing these together on a single map areas of concentration can be identified – Figure 8.10 shows this: the darker the highlighted area the more opportunity there is for heritage assets to support Green Infrastructure.

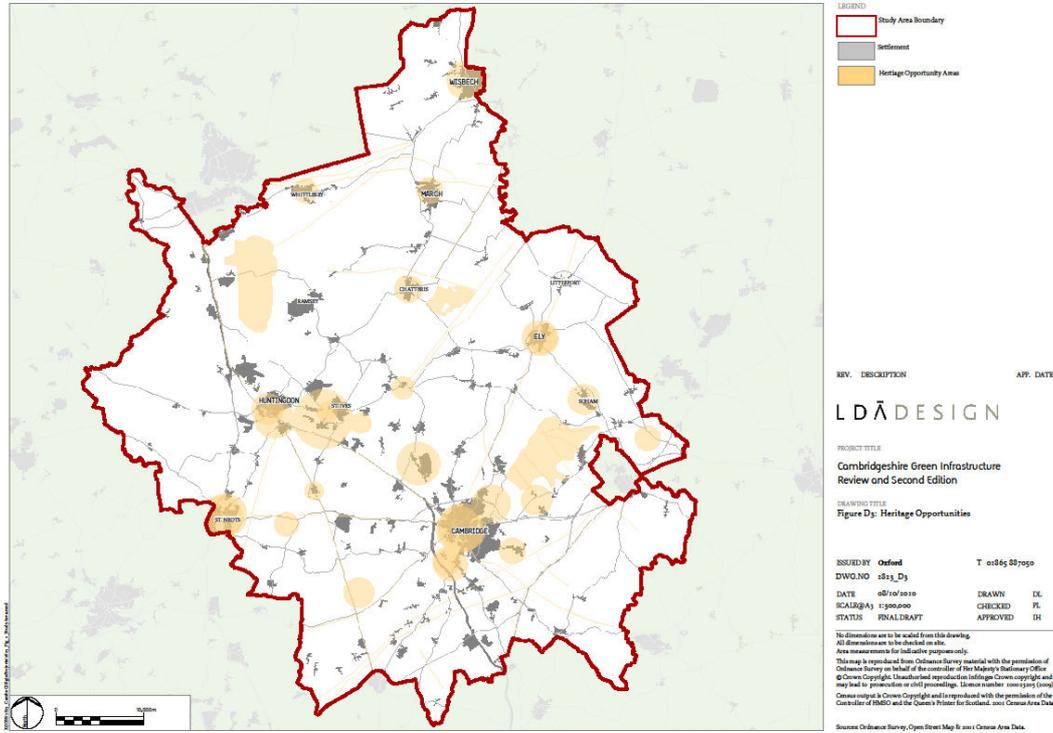


Figure 8.10 Combined Heritage opportunities

5 Issues and Opportunities

The historic environment is a finite and non-renewable resource, which cannot be recreated or relocated, unlike a natural habitat. This naturally constrains some forms of activities that would damage or irretrievably alter a historic asset. There is evidence of millennia of human interventions shaping the character of the Cambridgeshire landscape. Historic and archaeological sites, in both urban and rural locations, make an important contribution to sense of place, sense of time and local identity and distinctiveness; for example patterns in the landscape are created by roads, tracks, hedges and drainage ditches, as well as the more tangible heritage assets such as churches and historic buildings and the street plans they create. The historic environment is all around us; it is the legacy of the interaction between humanity and the environment.

Archaeology is very popular activity with the public. Local history and archaeology contribute to the quality of life through informing and engaging local communities, and promoting healthy access to the countryside by making available places to visit. Information on the heritage of new and old settlements helps create a sense of connection and community, a sense of place and pride.

There are many opportunities to achieve multi-functional benefits through, for example, the relationship between biodiversity and historic sites/habitats, although some tensions exist, for example, between conservation and public access on a small number of sites.

The broader historic environment can support the Green Infrastructure Strategy through informal recreation and countryside access initiatives. Green infrastructure opportunities are most readily found in relation to historic landscape and archaeological sites though they do include historic buildings and structures. Opportunities include:

- Multi-functional opportunities e.g. which combine heritage assets, biodiversity and public access and collectively give a richer experience, including sites, areas and linear features such as historic routeways.
- Use of Nature Reserves and similar designations
- Heritage as an access route to landscape, biodiversity
- Use of heritage sites as gateways e.g. Wimpole, Denny Abbey and Farmland Museum.
- On site, static and digital interpretation and presentation.
- Interpretation and access to groups of heritage assets and areas including local and important concentrations, collections of similar types.
- Trails and other organisation of experiences including long distance footpaths
- Improved presentation of sites through management, conservation and enhancement.

- Sites which provide public access
- Opening up and facilitating access to individual and groups of assets
- Heritage assets as landscape features/landmarks for Green Infrastructure.

Green infrastructure action in relation to heritage should focus on public access and experience, interpretation (on site and remote), and the presentation of assets through management and enhancement. Equally, Green Infrastructure can consider heritage aspects even when it is not one of the most important aspects of a site.

The key issues and challenges facing the historic environment and heritage include:

- Impact of Climate Change on sites, landscapes and buildings
- Impact of development on sites, buildings, landscapes and settings of sites
- Impact of farming on archaeological sites/historic landscape
- Some conflicts between conservation and public access on some sites
- Lack of visibility of some heritage assets leading to lack of awareness and profile
- Perception of heritage as a threat to development rather than as an asset to be utilised
- Lack of funding for presentation, use and interpretation of heritage discovered through development process

The Green Infrastructure Strategy presents an opportunity to overcome some of these issues through integrating broader heritage management considerations and securing the long-term protection and enhancement of heritage assets. It can help support initiatives that further promote heritage in Cambridge and Ely and other markets towns and villages within the county. This may be through particular heritage themes or focus on particular time periods, dependent on local conditions.

However, consideration has to be given to ensuring that access does not compromise the survival or state of repair of heritage assets or other factors such as biodiversity interest. The provision of enhanced interpretation of heritage assets, through leaflets, guided walks and on site boards should also be considered where such interventions are regarded appropriate. The recently completed Northstowe Countryside Access Project (see Case Studies for further information) is an example of success that could be rolled out in other locations in both urban and rural areas.

Other opportunities of benefit to heritage and Green Infrastructure that may arise include:

- Potential to designate heritage assets (e.g. Ancient Woodland, moated sites, listed buildings) that have high biodiversity value as Local Nature Reserves.
- Community heritage schemes and surveys.

- Conservation and enhancement of threatened historic environment land/sites
- Increasing economic activity and tourism
- Promoting a sense of place for new developments and existing communities.
- Potential (but not required) developer funding for public information and interpretation.
- Development of walks and trails and interpretation of groupings of heritage assets and historic areas and landscapes.
- On site, online, telephone and remote interpretation.

A unique opportunity also exists to build on the centuries of episodic fenland reclamation to improve countryside access and tourism across the north of the county.

However, there is a need for carefully managed change with regard to historic assets, the benefit of which must be considered against the impact on the significance of the asset, with the higher the significance the greater the benefit required.

With some sites, especially those with the highest level of national designation (i.e. Scheduled Monuments, Grade I & II* listed buildings and Registered Parks and Gardens) the level of significance is a serious material consideration and constraint on any use. For example, restoration works on a moated site with a view to improving the water level to increase the habitat potential would need to take into account the possibility of archaeological deposits and dating evidence in the moat, and undertake (and pay for) investigative works that may well end up prohibiting such a use. Where dealing with heritage sites, it is imperative to get advice from the relevant historic environment professionals at county, district or national (English Heritage) level.

A further constraint can apply in the setting of historic assets. Part of the importance of many sites can arise from the environment around them, and practices that would alter these in a way that was detrimental to the asset would not normally be permitted. An example would be the planting of trees near a barrow (burial mound) site that would screen the asset from a nearby public access route, even if the actual planting was not on the designated area itself.

Works to designated assets have to be undertaken to certain standards and often by those with suitable skills or experience. This is especially true with structures or buildings, where well-intentioned (but wrong) interventions can leave a legacy of damage that will cost a lot of money in the future to rectify. An example would be the use of cement rather than lime mortar in re-pointing a stone structure, something that was often done in the past and is responsible for extensive damage to stone structures today.

Conversely, there are some works that can be done by the unskilled or by voluntary labour, such as scrub and grass clearance on scheduled

monuments. Even in these cases however there will be guidance and best practice to follow, so the key requirement would be to always take advice from a historic environment professional. The requirements for works to designated assets can result in costs that are significantly higher than equivalent works for non-designated assets.

6 Funding Opportunities

Heritage is fortunate in having access to a dedicated funding stream: the **Heritage Lottery Fund (HLF)**. Current levels of funding for HLF are currently lower due to a dilution of the original Lottery themes, but the current government has promised to revert to the original core values, including heritage, with a possible corresponding increase in funds. The core themes of HLF are partnerships, local people and local projects, with simpler funding streams for projects under £50,000 and also for youth related projects. Projects that involve local communities and bring benefit to those and wider communities are often looked upon favourably, and Cambridgeshire has an excellent track record in delivering local heritage and environmental projects.

Environment Stewardship Schemes are a key mechanism for the distribution of payments to farmers and landowners, and currently distributes some £400m per annum. There are a variety of schemes applicable to farmland, organic farming, and woodlands, but the current main mechanism for funding are the Entry Level and Higher Level Stewardship Schemes. Two of the main themes for Environmental Stewardship are to protect historic features and to promote and learning and access to the countryside. Special projects on the historic environment can be used to enhance heritage sites, introduce interpretation and improve access. Additionally, specialist funding is available to restore and find alternative uses for farm and other rural buildings.

Management Agreements (also known as Section 17 agreements) can be offered by English Heritage to enhance, protect and promote nationally important sites. Quite often, small sums of money spent wisely and appropriately can bring real benefits to heritage sites, and the provision of suitable interpretation materials raises the profile and use.

Planning Gain (Section 106 agreements) can also be used for heritage purposes. This can include monument works, improving access to and interpretation of sites, or for local/community events to promote well being, knowledge and a sense of place for current, expanding and new communities.

7 Case studies

Worts Meadow, Landbeach

A scheduled monument that is part of the county council's farms estate, Worts Meadow is an area of grassland on the edge of the village of Landbeach that contains a moated site, remains of mediaeval housing and a large fish pond. The site is popular locally and has public access. A series of works over the past 24 months has seen improvements to the access and interpretation, site management works, the creation of a new newt habitat, changes to the agricultural use of the land and the establishment of a Friends Group. The site has undergone consultation to become a Local Nature Reserve.

Funding: Cambridgeshire County Council, South Cambridgeshire District Council, Housing Growth Fund, Environmental Stewardship Scheme, English Heritage

Devil's Dyke Walk

Devil's Dyke is a major landscape feature in the county. It is an Anglo-Saxon earthwork that runs from Reach to Wood Ditton, and is a public Right of Way. SHAPE East¹, with help from Cambridgeshire County Council and English Heritage, have produced downloadable podcast guided walk that goes through the history, use and importance of the dyke, plus information on its wildlife and biodiversity. It is intended to complement the interpretation boards already on the site, and to provide an informational background to those using the dyke as an amenity.

Funding: English Heritage, SHAPE East

North Cambridgeshire Sites and Access

This project has focussed on several sites north of Cambridge that lie on or adjacent to public access routes. In addition to Worts Meadow (above) the project has looked at Horningsea Kilns and Waterbeach Abbey Scheduled Monuments. At Horningsea Kilns, access to the right of way across the site has been improved and an interpretation board installed. At Waterbeach Abbey, the site is undergoing improvements and interpretation installed. The next stage is to link these sites with others in the area to a trail that can be accessed from the nearest Park & Ride site or from Mere Way from Cambridge.

Funding: Housing Growth Fund, English heritage

¹ **SHAPE EAST** is an educational charity and architecture centre working with communities, schools, professionals, local authorities and the general public to increase their understanding of the importance of good planning, urban design, architecture and the built environment.