

Greater Cambridge Shared Planning Service

Heritage Impact Assessment

Cambridge East



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CONTENTS

1.0	INTRODUCTION	2
2.0	APPROACH	3
3.0	METHODOLOGY.....	4
3.1	The Site	4
3.2	Assessment Scope	4
3.3	Process.....	7
4.0	BASELINE.....	8
4.2	History of Cambridge City Airport	8
4.3	Heritage Assets on Site	12
4.4	Heritage Assets in Surrounding Area	16
4.5	Setting of the City of Cambridge	19
5.0	ANALYSIS AND SENSITIVITIES.....	25
5.1	Introduction	25
5.2	Heritage Sensitivities on Site.....	25
5.3	Heritage Sensitivities in Surrounding Area	26
5.4	Heritage Sensitivities in relation to the setting of the City of Cambridge.....	28
5.5	Summary.....	30
6.0	DEVELOPMENT CONSTRAINTS AND RECOMMENDATIONS	31
6.1	Introduction	31
6.2	Heritage Assets on Site	31
6.3	Surrounding Area	35
6.4	Setting of the City of Cambridge	36
6.5	Cumulative Impacts	38
6.6	Further recommendations	38

APPENDIX 1: HIGH-LEVEL HIA

APPENDIX 2: FIGURES

1.0 INTRODUCTION

- 1.1.1 CBA was commissioned by the Greater Cambridge Shared Planning Service ('Greater Cambridge') to prepare Heritage Impact Assessments (HIAs) for selected allocation sites as part of a wider commission: *Greater Cambridge Skyline and Tall Buildings Strategy and Heritage Impact Assessment*. The HIAs are intended to inform the emerging site allocations within the Greater Cambridge Local Plan.
- 1.1.2 The commission included the production of a bespoke HIA for a large allocation site known as Cambridge East covering the existing Cambridge Airport ('the site') (see Figure 1 in Appendix 2). The bespoke approach developed for this site included the production of a high-level HIA using an established standardised format (included as Appendix 1), and this document which is a supplementary report that includes a more in-depth analysis of the heritage sensitivities affecting development of the site and consideration of Cambridge's skyline.
- 1.1.3 This HIA has been prepared alongside a number of other site-specific studies including a Landscape Study and Green Belt Study. These studies will also help to inform the land use, quantum, and spatial layout of the site.
- 1.1.4 This report is intended to review the existing heritage baseline in and around the site, to identify heritage sensitivities, consider the skyline of Cambridge and subsequent development constraints, and to provide recommendations for development on the site.

2.0 APPROACH

2.1.1 The HIA has been informed by:

- National Planning Policy Framework¹
- Historic England's Good Practice Advice Note 1: The Historic Environment in Local Plans²
- Historic England's Good Practice Advice Note 3: The Setting of Heritage Assets³
- Historic England Advice Note 3: The Historic Environment and Site Allocations in Local Plans⁴
- Historic England Advice Note 4: Tall Buildings⁵
- Historic England Advice Note 10: Historic England Advice Note 10: Listed Buildings and Curtilage⁶
- Historic England Conservation Guidance: Historic Military Aviation Sites⁷
- Cambridge Local Plan (2018)
- Cambridge East AAP (2008)
- Landscape Study by CBA (2025)
- Green Belt Study by LUC (2025)

2.1.2 The HIA identifies and discusses designated and non-designated heritage assets within the site and surrounding area, and reviews the risks posed to these assets by the planned development of the site. This has then guided recommendations relating to the development of the site in terms of heritage sensitivities and potential harm.

2.1.3 This HIA also considers the setting and skyline of Cambridge and considers key viewpoints and the potential for development on the site to affect its character. This report therefore references and complements the wider work on the *Greater Cambridge Skyline and Tall Buildings Strategy and Heritage Impact Assessment*; as well as the earlier 2021 *Strategic Heritage Impact Assessment Baseline*⁸, which described the setting of the City of Cambridge.

¹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

² <https://historicengland.org.uk/images-books/publications/gpa1-historic-environment-local-plans/>

³ <https://historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/>

⁴ <https://historicengland.org.uk/images-books/publications/historic-environment-and-site-allocations-in-local-plans/>

⁵ <https://historicengland.org.uk/images-books/publications/tall-buildings-advice-note-4/>

⁶ <https://historicengland.org.uk/images-books/publications/listed-buildings-and-curtilage-advice-note-10/heag125-listed-buildings-and-curtilage/>

⁷ <https://historicengland.org.uk/images-books/publications/historic-military-aviation-sites/>

⁸ <https://consultations.greatercambridgeplanning.org/sites/gcp/files/2021-08/Strategic%20Heritage%20Impact%20Assessment%20Baseline%20Study.pdf>

3.0 METHODOLOGY

3.1 The Site

- 3.1.1 The site is located to the east of the city of Cambridge, over 2km from the Historic Core of the city (see Figure 1). It includes the existing Cambridge Airport complex south of Newmarket Road, and the Cambridge Park and Ride complex and adjacent agricultural field north of Newmarket Road. The larger part of the site is bounded by Newmarket Road to the North, Airport Way to the east, Coldham's Lane to the south and Barnwell Road to the west. Alongside assessing impacts on heritage assets within the site boundaries, this assessment addresses impacts on heritage assets in the near vicinity of the site, and in longer views from key strategic viewpoints particularly where these are representative views of the city's skyline and setting of the City, see Figure 12.
- 3.1.2 The site is currently mostly an open space with infrequent tarmac runways. The west and north of the site is dominated by the existing airport buildings which extend up to 8 storeys in height and comprise hangars, office buildings, and a control tower. Given the current airport function, the site is mostly open in character with significant areas on maintained grassland interspersed with the hard surfaced taxiing and apron/hardstanding areas. The main tarmac runway is a feature of the centre of the site.
- 3.1.3 It must be noted that this development does not exist in isolation. Other existing and future large-scale developments in the area, including Land North of Cherry Hinton (also known as Springstead Village), and the Marleigh housing development (see Figure 1), have been considered within this report.

3.2 Assessment Scope

Data Sources

- 3.2.1 The assessment draws together a range of data, alongside professional expertise, in order to identify known or likely heritage assets and their sensitivities and how development proposals may need to consider these sensitivities. Data sources used for this HIA and considerations include the following:

- Historic and current aerial imagery
- Historic and current OS maps
- Historic photographs
- Historic newspaper excerpts
- The National Heritage List for England entries⁹
- Conservation Area Appraisals¹⁰
- Historic Environment Records (HER) (supplied by Greater Cambridge)
- Characteristics defined within the 'Strategic Heritage Impact Assessment: Baseline'¹¹ including key approaches to the city.
- Strategic fixed and dynamic views defined within the emerging 'Strand 3: Skyline and Tall Buildings Baseline, Strategy and Guidance'

Views

- 3.2.2 A series of strategic fixed and dynamic views have been established in Strand 3 of the wider *Greater Cambridge Skyline and Tall Buildings Strategy and Heritage Impact Assessment* project. These views capture the skyline of the city of Cambridge and development on the site may affect views of Cambridge from these locations. They are based on the analysis set out in the 2021 *Strategic Heritage Impact Assessment Baseline*.
- 3.2.3 Some of these views do not capture the site due to distance, direction, or topographical obstructions, and as such have been excluded from this assessment, however, the majority of these views include, or have the potential to include the site and are therefore included in this assessment. Selection and assessment of views is discussed in the baseline of this report.
- 3.2.4 Zone of Theoretical Visibility testing was undertaken to assess whether buildings at a series of sample heights (13m, 16m, 28m, 34m, 43m) across the site would be visible, or potentially visible, in these wider views. This has allowed an understanding of the

⁹ Historic England (2023) Download Listing Data. Available at: <https://historicengland.org.uk/listing/the-list/data-downloads>

¹⁰ Greater Cambridge Shared Planning (2022) Conservation Area Appraisals. Available at: <https://www.greatercambridgeplanning.org/design-heritage-and-environment/historic-environment/conservation-areas/conservation-area-appraisals/#a3>

¹¹ CBA (2021) Strategic Heritage Impact Assessment: Baseline. Report for Greater Cambridge Shared Planning.

potential visibility of development on the site at varying heights to be understood in wider views and as part of the wider skyline.

Zone of Theoretical Visibility Methodology

- 3.2.5 Zone of Theoretical visibility (ZTV) testing was undertaken in a GIS using a series of viewpoints spaced at equal 100m intervals across the site simulate development coverage. These viewpoints were created at set heights: 13m (3 residential storeys), 16m (5 residential storeys), 28m (8 residential storeys), 34m (10 residential storeys), 43m (13 residential storeys).
- 3.2.6 The target height for the viewpoints were set to 1.6m (average height of a person) and the viewing distance was set to 8km in order to incorporate the Strategic views.
- 3.2.7 A digital surface model (DSM) was created using Environment Agency National LIDAR Programme data. This DSM includes the terrain and the height of buildings. The height of the current buildings on the site were removed from this model to simulate a cleared site.
- 3.2.8 The results of the ZTV indicate what can theoretically be viewed from the viewpoints on the site at each set height (shown in Figures 16-20), which is equal to the areas from where the viewpoints can theoretically be viewed (line of sight from A to B = line of sight from B to A).
- 3.2.9 It must be noted that the ZTV captures what can be seen from 1.6m above the surface height in the DSM, as such, in some cases areas on the tops of buildings are marked as visible, as if a person were standing on the roof of the building. As such, the ZTVs created for this assessment are indicative only and by nature they are theoretical and show the worst-case-scenario for visibility in the wider area of buildings on the site. Further testing of views from key strategic viewpoints in and around the city is necessary to fully determine the impact of development of the site on key views.

3.3 Process

3.3.1 Alongside a high-level HIA produced using the established methodology in Strategic Heritage Impact Assessment: Assessment Methodology'¹², this document was produced using a bespoke approach to HIA that draws on the established methodology. The steps below were taken to produce a more in-depth assessment:

1. Identify and describe designated heritage assets and non-designated assets in and around the site whose significance may be affected by development on the site
2. Describe any constraints or sensitivities associated with identified heritage assets, arising from potential harm to their significance
3. Analysis of strategic views of the Cambridge skyline and other factors relating to the setting of the City of Cambridge, as identified within the wider *Greater Cambridge Skyline and Tall Buildings Strategy* and the *Strategic Heritage Impact Assessment Baseline*
4. Identify areas of sensitivity and potential for mitigation given potential risks of harm

3.3.2 This methodology also draws on, but does not strictly follow, Historic England's Advice Note 3⁴. Key elements of this Advice Note are reflected in this methodology:

- Steps 1 and 3 cover the *Advice Note Stage 1: Evidence Gathering*
- Steps 2 and 4 cover *Advice Note Stage 2: Site Selection*

3.3.3 As set out in Section 6.6, full and detailed Heritage Impact Assessments will be required to accompany and support development proposals for the allocation site. These assessments will need to address a broad range of heritage assets within and around the development site, in accordance with a scope that will be determined at that time. Appendix 2 of this document contains a suite of Figures (see Figures 23-27) that overlay designated asset data and the ZTVs described above. This should inform the study areas for future HIAs. Additionally, other viewpoints may need to be assessed as part of a future HIA.

¹² CBA (2021) Strategic Heritage Impact Assessment: Assessment Methodology. Report for Greater Cambridge Shared Planning.

4.0 BASELINE

4.1.1 This section includes a history of the Cambridge City Airport, followed by identification of the heritage assets on the site and in the wider area which may be affected by the development of the site. This section also identifies Strategic Views and other aspects of the setting of the City of Cambridge (described in Section 3) which have the potential to be affected by development on the site.

4.1.2 Further assessment will be required, but this high-level analysis has focussed on the key issues and sensitivities regarding parameters and guidance for future development of the site.

4.2 History of Cambridge City Airport

4.2.1 As demonstrated in historic OS maps, prior to 1938 the land was open farmland^{13,14}. This land abutted fields to the north and west, Cherry Hinton to the south, the railway line to the southwest, Teversham to the east.

4.2.2 The earliest iteration of Cambridge City Airport, (previously known as Teversham Airport/Marshall's Aerodrome/Marshall Airport Cambridge/Cambridge Airport), referred to in the following text as 'the airport', was established on the current site off Newmarket Road in 1936 when the land was acquired for the development of a new aerodrome to replace an existing airfield at Fen Ditton¹⁵. The development of the new site was at the request of the Air Ministry which had identified the need for a new municipal aerodrome¹⁶. This new aerodrome was managed by Marshall of Cambridge (referred to in the following text as 'Marshall's'), a Cambridge-based company by then functioning as a Flying School having previously operated as a chauffeur, car sales, and vehicle repair company¹⁷. Alongside Marshall's, Cambridge Aero Club also operated from the new aerodrome.

¹³ Ordnance Survey (1927) Cambridgeshire Sheet XLVII.NE. Available at: <https://maps.nls.uk/view/101572039>

¹⁴ Ordnance Survey (1927) Cambridgeshire Sheet XL.SE. Available at: <https://maps.nls.uk/view/101571856>

¹⁵ Grace's Guide (2020) Marshall's Flying School. Available at: https://www.gracesguide.co.uk/Marshall's_Flying_School

¹⁶ Petty M (2017) Cambridgeshire Aviation Scrapbook 1897 to 1990. Available at: <https://archive.org/details/CambridgeshireAviationScrapbook1897To1990.doc/page/n7/mode/2up>

¹⁷ Taylor R (2009) Marshall of Cambridge – A Centenary Celebration. Available at: <http://www.rtaylor.co.uk/marshall-of-cambridge-a-centenary-celebration.html>

- 4.2.3 Existing buildings on the site are detailed in Figure 3 and are numbered in chronological order of building.
- 4.2.4 The land was in immediate use as an aerodrome by mid-1936, and in the same year, construction began on the Terminal Building and associated Hangar (Buildings 1 and 2 in Figure 3) along with engine overhaul and repair shops (now demolished). The Terminal was designed by Harold Tomlinson, based at the University of Cambridge School of Architecture¹⁸ and included offices, airport control, club, and acted as the terminal building. Construction was completed in 1938; the hangar could house over 20 machines¹⁶. The Terminal building is a symmetrical white rendered single storey building with a two-storey central tower, porchway, and a parapet flat roof. It is a stylised 1930's Art Deco building with a designed forecourt including a horseshoe driveway and front U-shaped lawn with a flagpole. A full description of the building is given in the National Heritage List for England entry¹⁸:

"Airport office building, formerly control, club and terminal building. 1938. By AGG Marshall for his own firm, Marshall of Cambridge (Engineering) Ltd. Render, probably on brick, with parapeted flat roof. Modern style. Single storey with 2-storey centre. Entrance front is an 8-window range of metal casements of 2, 3, and 4 lights. On first floor are two 4-light casements either side the central section of the front which breaks forward. Here a large tripartite window of metal casements over a flat entrance canopy supported on thin metal stanchions. Oak glazed double doors with similar side panels. Front facing the airfield is a 19-window range with in addition a square bay to right and a semicircular 2-storey bay to centre, windows mostly with metal casements. On the first floor only part breaks forward to the bay and here there are corner windows. Further casements to the first floor. Ground floor has three part-glazed doors. INTERIOR. Entrance hall has staircase which leads to gallery with open wooden balustrade. Room with bay window reported as being originally the club lounge and having panelling. A rare and little altered example of an interwar airport control, club and terminal building."

¹⁸ Historic England (2023) Marshall's Cambridge Airport Control and Office Building. Available at: <https://historicengland.org.uk/listing/the-list/list-entry/1271814?section=official-list-entry>

- 4.2.5 An airport Hotel was proposed by Sir Alan Cobham in early 1937, plans for which were swiftly approved; construction of the Hotel was commenced later in the same year and completed in 1938 (Building 3 in Figure 3). The Hotel boasted a lounge bar, dining rooms, kitchen, and guest rooms on second floor¹⁶. The Hotel forms part of a group of Art Deco buildings along with the Terminal. It was constructed in the same style and form as the Terminal - it is a symmetrical white rendered two storey building with raised two storey central tower and porchway, and parapet flat roof. The Hotel grounds originally included leisure areas comprising tennis courts and a garden (see Figure 4).
- 4.2.6 Early photographs of the Airport Complex are detailed in Figure 4.
- 4.2.7 Concurrently to the construction of the airport complex, densely packed residential roads, The Homing and The Westering were being constructed as part of expansion of the city of Cambridge.
- 4.2.8 The airport was officially opened as 'Teversham Airport' in late 1938 by Sir Kingsley Wood, Secretary of State for Air at a ceremony that included the first public showing of a Spitfire aircraft¹⁶. Marshall's Flying School continued to operate at the site, established in 1938 as the No.22 Elementary and Reserve Flying School¹⁵, training the RAF Volunteer Reserve as re-armament of the UK prior to the outbreak of war became a national priority. In order to facilitate this expansion, new hangars were constructed in 1939¹⁶ (see Building 4 in Figure 3).
- 4.2.9 The Second World War broke out on 1st September 1939. During the war, the military commandeered the airport and as such several further buildings were constructed. The airport functioned as an RAF airfield, flying school, and aircraft repair centre throughout the war. Military units active at the airbase were involved in flight training, European missions, night intruder patrol, and aircraft maintenance. Over 5,000 aircraft were repaired at the site, and over 20,000 RAF pilots, instructors, and navigators were trained by Marshall's, making the company the most productive flying school in the country¹⁵. The training programme used by Marshall's was

officially adopted by the RAF in 1941¹⁹. At its peak, the airport workforce reached around 3,000²⁰. Notable trainees of the RAF flying school include Johnnie Johnson, the top scoring Western Fighter Ace of the Second World War²¹ and Freydis Sharland, pioneering female pilot and one of the first women to get RAF wings²².

- 4.2.10 By 1942, the main hangars were painted in camouflage colours²³, remnants of which are still visible on the vertical aspects (see Figure 5), and several ancillary hangars, workshops and offices had been constructed on site. Many buildings added to the airport complex have since been demolished. Information relating to the phasing of the airport during the Second World War is sparse.
- 4.2.11 Following the war, a ban on civilian aviation was lifted; the first post-war civilian flight in the UK was undertaken from the airport in early 1946, carrying Lady Alice Bragg the then Mayor of Cambridge²⁴. A photograph of this is detailed in Figure 4. In 1948 Cambridge Aero Club student Richarda Morrow-Tait became the first woman to fly around the world. Her journey began and ended at the airport, although she was diverted from Marseilles back to Croydon due to a crash landing. She then completed the feat, returning to the airport 366 days after she had departed¹⁶.
- 4.2.12 The airport was extended in 1953 when the adjacent 187-acre Allen's Farm was purchased for £17,700¹⁶. A concrete runway was subsequently installed²⁰ and later expanded in 1956. By 1960 some of the existing airport buildings were converted to Customs facilities, transit areas, and baggage halls. These expansions facilitated the airport to host independent airlines, offering scheduled and chartered international flights to holidaymakers¹⁶. Following the Gaming Act of 1960, the Airport Hotel reportedly became a casino and bar^{25,26}.

¹⁹ Turnill R (2007) Obituary: Sir Arthur Marshall. Available at:

<https://www.theguardian.com/business/2007/mar/26/theairlineindustry.guardianobituaries>

²⁰ Marshall Group (2021) Our Story. Available at:

<https://web.archive.org/web/20200228182213/https://www.marshallgroup.co.uk/about/our-story/>

²¹ Gunston B (2001) Obituary: Johnnie Johnson. Available at: <https://www.theguardian.com/news/2001/feb/01/guardianobituaries2>

²² Fountain N (2014) Obituary: Freydis Sharland. Available at: <https://www.theguardian.com/world/2014/jun/10/freydis-sharland>

²³ Historic England (2023) Aerial Photo Explorer: Aerial Photo - raf_fno_67_v_601. Available at: https://historicengland.org.uk/images-books/archive/collections/aerial-photos/record/raf_fno_67_v_6018

²⁴ Cambridge Aero Club (2022) History. Available at: <https://cambridgeaeroclub.com/history/>

²⁵ Capturing Cambridge (n.d.) Marshall's Cambridge Airport. Available at: <https://capturingcambridge.org/barnwell/newmarket-road/cambridge-airport/>

²⁶ Biggs C and Durrant J (2002) Jean Weston. *Memories of Abbey and East Barnwell*. Cambridge City Council.

- 4.2.13 Marshall's operated as an aircraft engineering company alongside the commercial activities at the airport; the firm contributed to the design and manufacture of Concorde, numerous RAF aircraft, and machinery associated with space exploration²⁰.
- 4.2.14 In 1966, an extension of the runway was approved that would divert Teversham Road¹⁶, and in 1971 this was completed²⁰. From 1973, the large hangars at the west of the airport were constructed (see Building 12 in Figure 3). The Customs centre was replaced in 1975, costing £100,000¹⁶ (see Buildings 20-22 in Figure 3), increasing the airport's capacity as a commercial operation.
- 4.2.15 In 1987, NASA announced Michael Foale as the first English astronaut. Foale had been trained to fly at the airport as a student at the University of Cambridge in the late 1970s/early 1980s¹⁶.
- 4.2.16 In 1988, a Jumbo Jet repair and maintenance hangar was constructed at the airport. Several further buildings have been constructed at the airport since this period, serving a variety of functions. Marshall's continues to work at the forefront of aerospace engineering and innovation.

4.3 Heritage Assets on Site

Designated Heritage Assets

Terminal Listed Building

- 4.3.1 The 1930s Marshalls Cambridge Airport Control and Office Building is a Grade II* Listed Building (the 'Terminal') and noted on the National Heritage List for England as number 1271814. The building is render with parapet flat roof, with two storeys at the centre and single storeys either side. The building retains its metal casements and notable tripartite windows to the entrance front (landside), whilst to the rear is a distinctive semi-circular double height bay with windows towards the airfield (airside). The interior contains much of the original wood panelling to entrance hall, stairway, and club lounge.
- 4.3.2 This asset is currently set within the airport context, analogous with its original setting. The southern aspect (airside) faces the airfield, and windows from the

building enjoy extensive views across the airfield. The northern aspect (landside) faces Newmarket Road (A1303) and is complimented by a contemporary horseshoe driveaway approach with central green and flagpole. It is considered “a rare and little altered example of an interwar airport control, club and terminal building”¹⁸.

4.3.3 The Terminal currently and historically boasts long range views to the south across the open and expansive airfield, a key feature of its function as a terminal and original control tower. This vista could be considered a feature of the setting of the Terminal. However, the views to the Terminal its intimate relationships with the adjacent contemporary hangar and Hotel structures to the landside could be considered a more important vista; these buildings are part of a formal, well composed, and designed scene.

4.3.4 Furthermore, the Terminal has always retained a small lawned apron on the airside of the building where aircraft were frequently exhibited (see Figure 4 and aerial imagery from 1942²³). This space could be considered crucial to the setting of the Terminal as part of its original leisure function.

Terminal Curtilage Structures

4.3.5 There are further structures on the landside of the Terminal (in front of or adjacent to the north face of the building) that contribute to the setting of the Terminal Listed Building and that may also be part of the curtilage of the Listed Building as per section 1(5) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which states that “*a) any object or structure fixed to the building; b) any object or structure within the curtilage of the building which, although not fixed to the building, forms part of the land and has done so since before 1st July 1948, shall... be treated as part of the building*”.

4.3.6 These structures are detailed on Figures 6 and 7.

4.3.7 The contemporary hangar to the east of the Terminal is considered curtilage listed as it was physically connected to the Terminal by a wall from as early as 1942, demonstrated by historic aerial imagery²³, and was designed and built as part of the

original airport scheme. It also contributes significantly to the setting of the Terminal Listed Building (see Figures 6 and 7).

4.3.8 The landside forecourt facing Newmarket Road with horseshoe driveway and grass lawn represents a significant part of the setting of the Terminal and are also considered part of the curtilage of the Terminal as it is part of the originally designed layout of the building (see Figures 6 and 7).

4.3.9 Based on existing legal precedent, three key factors must be considered when determining whether unconnected structures are within the curtilage of a listed building or not. These include:

- the physical layout of the listed building and the structure.
- their ownership, both historically and at the date of listing; and
- the use or function of the relevant buildings, again both historically and at the date of listing²⁷.

4.3.10 On this basis, further existing features within the airport could be considered curtilage listed:

- The Airport Hotel building 25m to the west of the Terminal and is contemporary with it, being built in 1938 (see Figures 6 and 7). Its form and style imitate that of the Terminal, and it was built to serve the airport. The building forms a significant part of the landside setting of the Terminal Listed Building and contributes to a formal, well composed, and designed scene from Newmarket Road. The Airport Hotel could be considered a feature of the original layout of the 1938 airport complex, it has been continually owned by Marshall's since it was built, and it has always been in use in an airport context throughout its lifetime, although not always as a Hotel. As such, it is possible that the Hotel is a part of the curtilage of the Terminal Listed Building. The setting of this Hotel could be considered to

²⁷ Historic England (2018) Historic England Advice Note 10: Listed Buildings and Curtilage. Available at: <https://historicengland.org.uk/images-books/publications/listed-buildings-and-curtilage-advice-note-10/heag125-listed-buildings-and-curtilage/>

extend to its original leisure grounds which included gardens and tennis court shown in Figure 4).

- The walls flanking the airport complex, running parallel with Newmarket Road are likely contemporary with the construction of the Terminal, hangar, and Hotel (see Figure 6 and 7). They are evident in historic aerial photography from 1942²³. The walls constructed of brick and are mostly low, approximately six courses in height with frequent slightly raised bollards. Five gates are included in the wall, providing access points to the hangar, the horseshoe drive of the Terminal, and the Hotel. Beyond the extent of the 1938 buildings, the wall has been extended at a later date; the original extent of the wall is evident in the brick type and fabric. The original wall may be considered part of the original layout of the Listed Building, it has continually been owned by Marshalls, and has been continually used to enclose the airport buildings since it was built. As such, it is possible that the wall is a part of the curtilage of the Terminal Listed Building. The walls form a key feature of the landside setting of the Terminal Listed Building.

4.3.11 Further investigation, research and advice would be required to determine the full extent of the curtilage of the Terminal Listed Building (see Figure 6) and potential curtilage listed structures. The hangar is very likely to be curtilage listed due to its previous physical connection to the contemporary Terminal and the fact that it was built as part of the original airport scheme. The walls and Hotel require further review and discussion to determine whether they are part of the curtilage of the Terminal Listed Building.

4.3.12 Nevertheless, the hangar, Hotel, and walls form significant parts of the landside setting of the Terminal Listed Building.

Terminal Complex

4.3.13 Together, the Terminal and associated curtilage structure(s) have group value; when approaching the site from either direction on Newmarket Road, the Terminal and associated curtilage structure(s) and setting form a well composed, designed, and formal scene. There is a sense of arrival when approaching the Terminal via the horseshoe driveway, and the contemporary structures contribute to this. The

Terminal Complex has experiential value; the complex was designed and historically used for leisure purposes during peacetime, and although the use of the Terminal and Hotel has changed in the present, the leisure-use experience pervades, particularly on the landside.

Non-Designated Heritage Assets

Historic Environment Record

- 4.3.14 As discussed above, the airport was used as a military airbase during the Second World War, and many structures built for military purposes are extant today (see Figure 8). These include large scale hangars, offices, workshops, a bakehouse, canteen along with several ancillary and storage buildings which represent a group of non-designated heritage assets. These Second World War buildings have group value as heritage assets due to their contribution to the function of the site as a military base.
- 4.3.15 Second World War camouflage paint is still visible on non-designated hangars within the site. As per section 6.5 of Historic England guidance²⁸: *“it is important to retain any surviving evidence of camouflage techniques applied during the Second World War”*. As such, this must be considered during development design and clearance of Site.

4.4 Heritage Assets in Surrounding Area

- 4.4.1 Key heritage assets around the site include the Conservation Area at Teversham, the small village to the east of the site which also includes a number of listed buildings, and the Mill Road Conservation Area to the southwest of the site.

Designated Heritage Assets

- 4.4.2 Designated heritage assets in the local area include the Conservation Area of Teversham, and Listed Buildings therein (see Figure 9). Consideration will be required in order to preserve and where possible enhance the character and setting of these assets.

²⁸ Historic England (2016) Historic Military Aviation Sites: Conservation Guidance. Available at: <https://www.historicengland.org.uk/images-books/publications/historic-military-aviation-sites/>

Teversham Conservation Area and Listed Buildings

- 4.4.3 Teversham is a small village located to the east of the Cambridge East development site. It is generally characterised as a rural historic village with a strong sense of separation from the city of Cambridge. Existing open space of Cambridge Airport and fields to the south and north isolate the village from the Cambridge suburbs of Cherry Hinton and Barnwell and the eastern edges of Cambridge.
- 4.4.4 The Domesday Book mentions a church in Teversham (Teuuresham) in 1086, although archaeological evidence indicates settlement in the area from as early as the Bronze Age. The main industry supporting the village has been arable farming and grazing, recorded from the 11th to 20th centuries; indeed, three farms are marked on OS maps from 1901. Current buildings range in date mainly from the 19th century onwards, although a handful pre-19th century houses survive including 17th century Listed Buildings at 6 Church Road and 1 Thurlborns Close and the much earlier Church (see below). Further Listed Buildings include the Grade II 20th century War Memorial, early 19th century Rectory, and mid-19th century Teversham Hall.
- 4.4.5 Development during the late 20th century within the south and east of Teversham (outside the Conservation Area) has increased the size of the village, along with the resultant increase in population and traffic within the village. Additionally, the development of Airport Way linked Teversham back to the city eastwards; previously the south of Teversham was only linked to Fulbourn in the west¹³. Furthermore, an historic footpath previously linked Teversham to Coldhams Common; this has been severed by the airport. Despite this, at its heart, it still retains a rural setting, located away from the nearby Cambridge suburbs.
- 4.4.6 The centre of the village is located around the All Saints Church, a 13th century Grade II* Listed Building, and historic houses around Church Green. The church forms a local landmark due to the height of its tower and the local flat topography. The churchyard extends to the north of All Saints Church and is part of the Listed Building curtilage. There are views from the road through the village (see Figure 10) that feature the church and churchyard, and also open fields beyond (some inside the development site). There are also views out of the churchyard to the northwest where fields are

visible as well as open greenspace beyond which consists of the north-eastern node of Cambridge Airport and distantly the agricultural field adjacent to the Park and Ride on the northern side of Newmarket Road. These aspects contribute to the rural setting of the Listed Building and northern parts of the village (see Figure 10). The view from the churchyard is currently marked as a positive vista within the Teversham Conservation Area Appraisal²⁹.

- 4.4.7 The boundaries of the village to the west and north are defined by hedge line, walls, and mature trees. The southern boundary of the conservation area is marked by a shift to more modern development and character along Church Road and High Street. The dynamic view travelling west along Church Road, terminating at its T-junction with Airport Way initially features existing airport hangar buildings which become obscured by the hedge at the boundary of the airfield, at the junction the top section of the Airport Control tower is visible, and the remainder of the airport complex is screened from view by the hedge and an earth bund (see Figure 11). This view is currently marked as a positive vista within the Teversham Conservation Area Appraisal²⁹. Whilst the airport is particularly close to the boundary of the Teversham Conservation Area, the lack of buildings along Airport Way at the eastern edge of the airport add to the sense of open space in the immediate context of the village.
- 4.4.8 The current buildings that comprise the airport complex are not visible from much of the Conservation Area, and buildings on the site do not feature in the setting of the Grade II Listed Buildings.
- 4.4.9 Further positive vistas looking out of the Conservation Area include rural views from the converted barns to the northeast of the church²⁹.
- 4.4.10 Key characteristics and setting aspects of the Teversham Conservation Area include its rurality, green boundaries, generally low building height and mass, views and sense of openness of the surrounding countryside, and its greenery including mature trees and open green spaces. As discussed above, the rural character of the

²⁹ South Cambridgeshire District Council (2006) Teversham Conservation Area Appraisal. Available at: https://greatercambridgeplanning.org/media/1603/teversham_conservation_area_appraisal_2006.pdf

Conservation Area and heritage assets within relies heavily on rural views out from the village.

Mill Road Conservation Area

- 4.4.11 The Mill Road Conservation Area, characterised by well-preserved 19th century suburbs of 1-4 storey buildings, is located on the 450m southwest of site. The Conservation Area is separated from site by intervening development, trainline, treescape, and fields. There are no views from the Conservation Area to the site, or from the site to the Conservation Area, and development on the site is unlikely to affect the character of the Conservation Area.

4.5 Setting of the City of Cambridge

- 4.5.1 The 2021 Strategic Heritage Impact Assessment: Baseline provides a description of the setting of the City of Cambridge.

- 4.5.2 This identified 8 aspects that contributed to the setting of the City:

- Location and Topography
- Quality and nature of the historic core
- Sense of Rurality
- Treed layering of the City
- Connectivity and Approaches
- Relationships to other settlements
- Key landmarks and the skyline
- Views of, across and out of the City

- 4.5.3 Due to its high-level nature, this HIA focusses on two key aspects in relation to the site. Firstly, Connectivity and Approaches due to the site's location adjacent to a historic approach to the City; and secondly, on a network of Strategic Views that were identified in the 2021 Baseline and then incorporated into the Skyline Strategy.

- 4.5.4 Future HIAs for development proposals will need to ensure that all aspects of the setting of the City are addressed, drawing on the baseline set out in the 2021 document, and the baselines assessments set out in the *Greater Cambridge Skyline*

and Tall Buildings Strategy. This will include further detailed analysis of the strategic and other viewpoints, both fixed and dynamic.

Connectivity and Approaches: Historic Approaches to the City

- 4.5.5 As defined in 'Strategic Heritage Impact Assessment: Baseline' the A1303/Newmarket Road is an historic route to the city of Cambridge. This stretch of road west of the A14 junction has been dominated by 19th-21st century development which has altered its relationship with the historic core as a previously rural approach to the city. The site is located on Newmarket Road, and the easterly extents of the site including the northeast node of the site, and the agricultural field adjacent to the Park and Ride, represent a boundary between the highly developed streetscape along Newmarket Road and the rural landscape beyond.

The Site in Strategic Views

- 4.5.6 The skyline of Cambridge is experienced in a series of Strategic fixed and dynamic views which have been outlined in the baseline for the emerging *Greater Cambridge Skyline and Tall Buildings Strategy* (see Figure 12), these were developed from the 2021 *Strategic Heritage Impact Assessment: Baseline*. These views have been established as views that capture various key aspects of Cambridge. The Strategy is accompanied by an Appendix which details key features of these strategic views.
- 4.5.7 The site is clearly prominent in three Strategic fixed views, given the direction of view and proximity to the site. These views are described more fully below:

Castle Mound

- 4.5.8 This view is from the raised Castle Mound in the centre of the city which enjoys panoramic views of Cambridge and is one of the best places to appreciate the city's subtle skyline. Facing east, key elements in this view are taller and recognisable landmark buildings that are prominent against the lower cityscape (see Figure 13).
- 4.5.9 The Museum of Technology Chimney is visible in the left of this view, this feature is 53 metres tall and was built in 1894 as part of a pumping station. The chimney is not a designated asset but forms a key recognisable element in the view from Castle

Mound and the Museum of Technology is a key element of Cambridge's industrial heritage.

- 4.5.10 The Grade I Listed Building All Saints Church is visible in the centre of this view; its spire reaches 53 metres tall. The Church was designed by GF Bodley and was built in 1863-4 and the spire was completed in 1869-70. The spire is one of the tallest buildings in Cambridge.
- 4.5.11 The Grade I Listed Building the Church of St Mary the Great is visible in the far right of this view; its large square tower with prominent turrets reach 33 metres tall. The church is 14th century in origin, although the tower was not completed until the early 17th century. The church is an impressive and large landmark.
- 4.5.12 These buildings contribute to the historic skyline of Cambridge as perceived in the view from Castle Mound.
- 4.5.13 In this view, the development site is located in the backdrop, appearing between the Museum of Technology Chimney and All Saints Listed Church; the white roofs of the existing hangars on the site are visible from Castle mound on a clear day (see Figure 13).

Limepit Hill

- 4.5.14 This view is from Shelford Road below Limepit Hill, located to the southeast of the city (see Figure 14). The viewpoint is approximately 3 kilometres south of the development site. Facing northwest, the view includes agricultural fields in the foreground. The skyline of the built form includes the top of the Addenbrooke's chimney in the left, distant and muted views of the city in the centre, and the prominent towers of Victoria House at the Ida Darwin Hospital in Fulbourn, opened in 1858, to the right. Victoria House is not a designated asset; however, it was built as part of an asylum and represents a part of mental health treatment heritage. It is also a focal building in the Fulbourn Hospital Conservation Area (designated heritage asset). This building contributes to the historic skyline of east Cambridge as perceived in the view from Limepit Hill.

- 4.5.15 The development site is visible behind Victoria House; the white roofs of the existing hangars are visible to the left of Victoria House (see Figure 14).

Shelford Road/Worts' Causeway

- 4.5.16 This view is located where Shelford Road meets Wort's Causeway, located to the southeast of the city (see Figure 15). The viewpoint is approximately 3.5 kilometres south of the development site. Facing north, the view includes agricultural fields in the foreground. The skyline includes the prominent Addenbrooke's complex to the left, a gap in city form to the right of Addenbrooke's and then a broad spread of the city across the central portion of the view. The city form appears minimal, with limited development breaking the skyline. The development site is highly visible in the right of this view; the white roofs of the existing hangars are very prominent but do not break the skyline (see Figure 15).

Additional Views

- 4.5.17 In addition to those views where the site is a prominent element, potential visibility from the wider fixed and dynamic views have been considered. Theoretical visibility testing was undertaken to identify whether development at a range of heights on site may be visible in other views (see Figures 16-20).
- 4.5.18 As discussed in Section 3: Methodology, the visibility analysis and is theoretical and thus can only be considered indicative. Further views testing is required to determine more accurately what can be seen from Strategic, Dynamic and other views.
- 4.5.19 The results of the ZTV analysis are provided in the table below:

View	Potential Visibility of development				
Fixed Views	13m	16m	28m	34m	43m
Castle Mound	Yes	Yes	Yes	Yes	Yes
Coton Footpath over M11	Yes	Yes	Yes	Yes	Yes
Coton Road	No	Yes	Yes	Yes	Yes
Grantchester Road	No	No	Yes	Yes	Yes
Limekiln Road*	N/A	N/A	N/A	N/A	N/A

View	Potential Visibility of development				
Fixed Views	13m	16m	28m	34m	43m
Magog Downs	Yes	Yes	Yes	Yes	Yes
Footpath below M11	No	No	Yes	Yes	Yes
Redmeadow Hill	Yes	Yes	Yes	Yes	Yes
Limepit Hill	Yes	Yes	Yes	Yes	Yes
Worts Causeway/ Shelford Road	Yes	Yes	Yes	Yes	Yes
Little Wilbraham Road over A14	Yes	Yes	Yes	Yes	Yes
Dynamic Views					
Rural Milton and Baits Bite Lock	Yes	Yes	Yes	Yes	Yes
Rural land between Fen Ditton and A14	Yes	Yes	Yes	Yes	Yes
Ditton Meadows	Yes	Yes	Yes	Yes	Yes
Stourbridge Common	Yes	Yes	Yes	Yes	Yes
Logan's Meadow	Yes	Yes	Yes	Yes	Yes
Midsummer Common	Yes	Yes	Yes	Yes	Yes
Jesus Green	Yes	Yes	Yes	Yes	Yes
The Backs	Yes	Yes	Yes	Yes	Yes
Coe Fen, Sheep's Green, Lammas Land	Yes	Yes	Yes	Yes	Yes
Grantchester Meadows	Yes	Yes	Yes	Yes	Yes

*This view does not capture the site due to its location and orientation.

Views potentially featuring the site

- 4.5.20 Based on ZTV analysis of the site, new development at a range of heights representing different numbers of storeys may also be visible in other Strategic fixed and dynamic views.

Development at 13m (3 storeys)

- 4.5.21 Development at a height of 13m, located in any part of the site would be visible in most Strategic fixed views with the exception of views from Coton Road, Grantchester Road, Limekiln Road, and the Footpath below the M11. Development may be visible in small pockets within areas with dynamic views in the north and west.

Development at 16m (5 storeys)

- 4.5.22 Development at a height of 16m, located in any part of the site would be visible in most Strategic fixed views with the exception of views from Grantchester Road, Limekiln Road, and the Footpath below the M11. Development may be visible in small pockets within areas with dynamic views in the north and west.

Development at 28m (8 storeys)

- 4.5.23 Development at a height of 28m, located in any part of the site would be visible in most Strategic fixed views with the exception of the view from Limekiln Road. Development may be visible across large areas with dynamic views in the north, and small pockets within areas with dynamic views in the west and south.

Development at 34m (10 storeys)

- 4.5.24 Development at a height of 34m, located in any part of the site would be visible in most Strategic fixed views with the exception of the view from Limekiln Road. Development may be visible across large areas with dynamic views in the north, and small pockets within areas with dynamic views in the west and south.

Development at 43m (13 storeys)

- 4.5.25 Development at a height of 43m, located in any part of the site would be visible in all Strategic fixed views. Development may be visible across large areas with dynamic views.

5.0 ANALYSIS AND SENSITIVITIES

5.1 Introduction

5.1.1 This section describes the risk of harm that development poses in relation to key heritage sensitivities.

5.1.2 At this stage the potential scale of harm cannot be assessed as this is entirely dependent on the location, height, nature, scale and design of any proposals. The analysis therefore focusses on the risk of harm, which is then used to inform the development constraints and recommendations set out in Section 6.

5.2 Heritage Sensitivities on Site

Designated Heritage Assets

5.2.1 Designated assets should be retained. This includes the Terminal Grade II Listed Building and associated curtilage listed hangar. This protection may extend to the Hotel building and boundary walls should further research identify them as curtilage listed structures. However, these features should still be considered for retention as they form key elements of the setting of the Terminal Listed Building.

5.2.2 A key feature of the setting of these buildings is their airport context. Development of the site will remove this context and thus adversely affect the setting and significance of these assets. This would result in a high potential risk of harm.

Terminal

5.2.3 The landside setting of the Terminal, and the associated curtilage listed hangar includes the formalised front entrance with horseshoe driveway, designed lawn, flagpole, and possibly curtilage boundary walls and gates. The Hotel to the west of the Terminal also contributes to the setting of the Terminal. These features provide a sense of formality to the Terminal. This immediate setting on the landside of the Terminal is largely unchanged since the airport's construction. It therefore makes a significant contribution to the setting and significance of the asset, and change could pose a risk of harm.

5.2.4 The airside area of the Terminal is currently open green space beyond which are tarmacked areas and runways (see Figure 4). This area was historically green space

used for leisure as indicated by historical photographs and paintings; informal grass runways were present across the airside area, and aircraft frequently crossed this space to access the contemporary hangar or were parked in view of the Terminal.

- 5.2.5 As the airport expanded during the Second World War, the usage of the Terminal and airfield changed from leisure to military. Following the war, runways were formalised and tarmacked, although with varying arrangements. As such, the airside setting of the Terminal has changed significantly over time. However, it is still a large open area that provides a suitable context and setting for understanding and appreciating the listed terminal building and curtilage listed hangar. Change could therefore pose a risk of harm

Non-Designated Heritage Assets

Historic Environment Record

- 5.2.6 Development of the site may result in the loss of non-designated assets which includes a group of extant Second World War hangars and buildings. Per Historic England guidance²⁸, the majority of historic military aviation sites have been altered or demolished, leaving few examples of these types of sites. Cambridge Airport has been subject to considerable post-war development which has altered the layout and character of the original military airport complex. Despite this, the significance of the Second World War buildings as heritage assets has not been diminished as they are still in use in an airport context, and some retain original Second World War camouflage paint. As such, these buildings can be considered sensitive to change, and removal would result in a high potential risk of harm to these non-designated heritage assets.

5.3 Heritage Sensitivities in Surrounding Area

Designated Heritage Assets

- 5.3.1 Development of the site could urbanise a large area immediately to the west of Teversham Conservation Area. This area provides a buffer between Teversham and the city of Cambridge. Development could significantly diminish the rural and isolated setting of the village and the sense of separation from the city of Cambridge, this would alter the conservation area's setting and could harm its significance.

- 5.3.2 Additionally, the development of the airport site must be considered alongside future development at the Land North of Cherry Hinton site to the south, and the Marleigh housing development north of Newmarket Road. Combined, these developments will have an urbanising effect that poses the risk of diminish the rural setting of the Teversham Conservation Area and Listed Buildings within, hence harming their significance.
- 5.3.3 Development of the north-eastern part of the proposed development site and the agricultural field adjacent to the Park and Ride on the northern side of Newmarket Road would introduce built form into a previously undeveloped area that contributes significantly to the wider rural setting of the All Saints Church Grade II* Listed Building and associated conservation area in Teversham village (see Figure 10). Development of the north-eastern node and field adjacent to the Park and Ride would create an urban backdrop to views from the churchyard, a key part of the Conservation Area and important setting to the Church. This poses a risk of harm to the significance of these assets.
- 5.3.4 Development of the land in the eastern most portion of the site, closest to Teversham, would introduce new built form to an area previously without built form. This would increase the massing visible from views within Teversham Conservation Area including greenspaces to the east of All Saints Church, but particularly the dynamic view travelling west along Church Road (see Figure 11). This view is considered a positive vista within the Conservation Area Appraisal²⁹, and can be considered to form part of the rural setting of the Conservation Area, change could result in harm to the significance of the conservation area.
- 5.3.5 Although there are limited views of existing airport buildings, development of the eastern most area risks urbanising these views and diminishing the sense of rurality in the Conservation Area's immediate context. This would be harmful.

5.4 Heritage Sensitivities in relation to the setting of the City of Cambridge

Historic Approaches to the City

- 5.4.1 The approach to Cambridge via the A1303/Newmarket Road is already highly developed, and the major A14 road has severed what was historically a key connective road to Newmarket, as such the significance of this approach has been somewhat diminished, this is recognised in the 2021 Baseline document.
- 5.4.2 The northeastern parts of the site represent a boundary between this development and the rural landscape beyond. As such, these areas are somewhat sensitive to change. Development of these parts of the site, including the north-eastern area of the site and the agricultural field adjacent to the Park and Ride, could encroach on the rural landscape that contributes to this approach and could therefore result in harm.

Views of the City

- 5.4.3 Development on the site has potential to appear in Strategic fixed and dynamic views capturing the skyline of Cambridge, these form part of the setting of the City. There is therefore a risk of harm to these aspects and the setting of the City, and the significance of key designated assets within it. The risk increases as the scale and height of development increases, as does the likely level of harm.

Views featuring the site

- 5.4.4 Existing buildings, particularly the hangars on site, are visible in fixed views from Castle Mound, Limepit Hill, and Shelford Road/Worts' Causeway. As such, development at or over the height of these hangars (3-5 storeys) would probably appear in these views. Depending on the height of development, the site has the potential to alter appreciation of heritage assets in these views and diminish their contribution to these views of the historic skyline of Cambridge. This could be harmful, depending on the scale of development, its height, its location, and the materials used in development.
- 5.4.5 Change to the skyline should be managed in accordance with the emerging *Greater Cambridge Skyline and Tall Buildings Strategy*.

- 5.4.6 The pale-coloured metal roofs of the hangars on the site are visible on a clear day in the view of the Cambridge skyline from Castle Mound. This view contains several designated and non-designated heritage assets which contribute to the historic skyline in the view from Castle Mound. Development of the site has the potential to alter the contribution of these assets in this view. As such, careful placement and design of taller buildings would be required to ensure that development made a positive contribution to wider views out from Castle Mound (see Figure 13) and that the risk of harm is minimised.
- 5.4.7 The current hangars also diminish appreciation of the prominent silhouette of the historic Victoria House, a significant non-designated heritage asset, in the view from Limepit Hill. Development of the site offers an opportunity to enhance appreciation of this non-designated heritage asset in this view (see Figure 14).
- 5.4.8 The airport complex is a prominent feature in the view from Shelford Road/ Worts' causeway. Although it does not interrupt views of the skyline of the city itself, it does flank Cambridge in this view and currently distracts from appreciation of the historic cityscape. As such, careful placement and design of taller buildings would be required to ensure that development made a positive contribution to wider views, furthermore, the use of sympathetic and 'less bright' building materials could improve the view of the site from the Shelford Road/ Worts' causeway viewpoint (see Figure 15).

Views potentially featuring the site

- 5.4.9 Based on visibility analysis of the site (See Figures 16-20), development of the site may feature in Strategic fixed and dynamic views, with visibility increasing as the height of development increases. This indicates that development on the site has potential to affect the skyline of Cambridge, and hence its setting, as perceived in these Strategic views. There is therefore a risk of harm to these aspects and the setting of the City, and the significance of key designated assets within it. The risk increases as the scale and height of development increases, as does the likely level of harm.

5.4.10 However, as discussed, there are opportunities for development to positively contribute to the views. The scale of any such harm would be entirely dependent on the location, height, nature, scale and design of any proposals, and cannot be assessed at this time.

5.4.11 The results of the indicative ZTV modelling indicate that there are parts of the site that would potentially tolerate taller buildings without negatively affecting the perceived skyline of Cambridge. However, as discussed previously, further testing is required to refine ZTV modelling. Any change to the skyline should be managed in accordance with the emerging *Greater Cambridge Skyline and Tall Buildings Strategy*.

5.5 Summary

5.5.1 In summary, the key heritage sensitivities for the site include:

- Designated heritage assets on site including the Terminal Grade II* Listed Building, likely curtilage listed hangar, and possible curtilage listed Hotel and boundary walls on the landside of the Terminal.
- Setting of designated heritage assets on site, specifically the immediate setting of the Terminal Building and associated buildings and structures, both landside and airside
- Non-designated heritage assets on site including a group of Second World War airport hangars and buildings whose loss would have to be considered in line with planning policy
- Key approach to the city along A1303/Newmarket Road.
- The setting of Teversham Conservation Area and the All Saints Church Grade II* Listed Building, in particular the setting of these assets in the identified key views from the junction of Airport Way and along Church Road, and from the churchyard of All Saints Church
- The skyline and setting of Cambridge as perceived in Strategic fixed and dynamic views, in particular those in which buildings on the site can already be seen (Castle Mound, Limepit Hill, and Shelford Road/Worts' Causeway).

6.0 DEVELOPMENT CONSTRAINTS AND RECOMMENDATIONS

6.1 Introduction

- 6.1.1 This section describes development constraints related to heritage sensitivities and in consideration of the setting of Cambridge including its skyline and recommendations for mitigation of impacts on heritage assets. This section also provides recommendations where further work could be undertaken to provide more detailed analysis and guide development in a manner to minimise harmful change.

6.2 Heritage Assets on Site

Designated Heritage Assets

- 6.2.1 The Terminal Grade II* Listed Building (and any buildings or structures considered to be part of its curtilage) have statutory protection and consideration in planning policy:
- Per the Planning (Listed Buildings and Conservation Areas) Act 1990, section 66 (1)³⁰: *“In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
 - Per the National Planning Policy Framework, paragraph 200, 201, and 202³¹:
 - 213: *“Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification”*
 - 214: *“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:*

³⁰ Planning (Listed Buildings and Conservation Areas) Act 1990, section 66 (1). Available at: <https://www.legislation.gov.uk/ukpga/1990/9/section/66>

³¹ NPPF Available at: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

(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.”

- o 215: *“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.”*

- 6.2.2 Given the statutory protection given to listed buildings and curtilage structures, the Terminal building, and likely the associated hangar, should be retained on the site. In order to protect the setting of these assets, given that the boundary walls in the forecourt are an important aspect of this setting and may have curtilage protection, they should preferably be retained (see Figure 21). Further investigation will be needed to determine whether the airport Hotel building is curtilage listed.
- 6.2.3 Removing the airport context from the Listed Buildings and curtilage structure(s) would result in loss of significance and function and therefore development poses a high potential risk of harm to these assets.
- 6.2.4 In order to minimise this risk of harm, a suitable landside and airside open area around the Terminal and curtilage listed structure(s) could be maintained to sustain the current and historic open space arrangements to the landside and airside of the Terminal building. This could help in conserving key aspects of the immediate setting of the listed building(s), and reduce the risk of significant harm to the significance of the listed building and the curtilage listed hangar.
- 6.2.5 The walls to the landside are also an important element which enhances the setting of the Terminal building, opportunities may be available to retain these to reduce the risk of harm. Reflection or recreation of the current runway layout in a future design

is not deemed necessary given that the runway layout changed over time and the current iteration is a more recent arrangement.

- 6.2.6 The suggested area of retention is indicative, it includes the entire landside frontage of the Terminal complex, the lawn apron on the airside of the Terminal, the original extent of the Hotel leisure grounds (as determined from aerial imagery), and land connecting the hangar and Terminal apron on the airside of the hangar. This area covers significant aspects of the setting of these buildings. This approach could help minimise harm to the significance of these assets.
- 6.2.7 New development that abuts the suggested retained area directly to the south of the Terminal and associated assets discussed above, will require careful design to address issues such as overtopping of the structure and creating a sense of overbearing development in the immediate backdrop (or foreground) of the Terminal as this would degrade their setting and harm their significance.
- 6.2.8 Development within the proposed area for retention, and poor siting of tall buildings abutting this area could significantly harm the setting of the Listed Building and curtilage structure(s).
- 6.2.9 An outline mitigation diagram indicating a potential location and extent for the areas to be retained on the landside and airside can be found in Figure 21. Please note that this diagram is indicative, and the boundaries suggested should not be considered 'hard boundaries'.
- 6.2.10 Further work is required in order to determine appropriate siting, extent, heights, and design of development to limit or avoid harm to the Listed Building, curtilage structure(s), and setting.

Non-Designated Heritage Assets

Historic Environment Record

- 6.2.11 Removal of non-designated heritage assets would need to consider NPPF para 216; *“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”*
- 6.2.12 As per section 6.1 of Historic England guidance²⁸, the significance of the non-designated Second World War structures should be considered. The Second World War structures on site are considered to have group value, and despite alterations to the airport complex, they have retained their significance as functional airport buildings. The significance of these buildings should be considered as part of a future application for development of this site, and should their loss be proposed, this should be weighed against any public benefits of the scheme.
- 6.2.13 Development design could consider retaining and re-using some or all of the Second World War structures, particularly the hangars with camouflage paint given their increased significance. Innovative and flexible approaches should be considered to enhance or retain the significance of assets. This should be addressed in any future Heritage Impact Assessment.
- 6.2.14 In cases where removal of buildings is consented, these assets should be comprehensively recorded prior to removal.
- 6.2.15 A future heritage impact assessment should consider whether these assets are of listable quality.

6.3 Surrounding Area

Designated Heritage Assets

- 6.3.1 The inclusion of a green corridor within the development could help reduce the risk of urban encroachment onto the currently rural setting and isolated character of the Teversham Conservation Area, and of views from within the Conservation Area towards the site.
- 6.3.2 In terms of reducing risk of harm to the conservation area and key buildings within it, it is recommended that the development seeks to incorporate a green corridor that extends north to include the north-eastern part of the site and at least part of the agricultural field adjacent to the Park and Ride on the northern side of Newmarket Road. This would help create a landscape buffer to minimise effects on the rural backdrop in views from within the Conservation Area and particularly the All Saints Church Grade II* Listed Building and curtilage listed churchyard. This could help reduce risk of harm to the Conservation Area and key listed buildings.
- 6.3.3 Any development within the agricultural field adjacent to the Park and Ride poses a risk of changing the rural setting of parts of the conservation area and All Saint's Church. To address this, it is recommended that a sufficient landscape buffer and screening is considered to minimise the urbanising effects of development, and that the possibility of restricted development to the northern part of the area is considered. To aid this process and to inform development proposals it is recommended that further views testing and modelling is undertaken as part of a future HIA.
- 6.3.4 Suitable planting/screening at the edges of this green corridor is also suggested to further limit the visual impact of the development in key views from the Conservation Area.
- 6.3.5 It is also recommended that building heights be maintained at a lower level around the landscape buffer near to Teversham in order to further avoid urbanising views from the Conservation Area and overtopping the tree line, this will help reduce the risk of harm to the significance of the conservation area.

- 6.3.6 It is also suggested that maximum building heights be carefully planned and sited to avoid overtopping the suggested planting/screening and introducing visible urban/built up element to views from the Conservation Area.
- 6.3.7 The above recommendations are intended to reduce the overall risk of harm, by helping retain Teversham Conservation Area's rural setting and wider context, and its sense of separation from the city of Cambridge which is a key characteristic of the Conservation Area. Further detailed analysis will be required to inform the design phase to achieve this outcome.
- 6.3.8 Development within the proposed green corridor, and poorly placed tall buildings on the site could result in significant harm to the setting and character of the Teversham Conservation Area.
- 6.3.9 An outline mitigation diagram indicating a potential location and extent for the green corridor and screening, and areas of lower building heights can be found in Figure 22. Please note that this diagram is indicative, and the boundaries suggested should not be considered 'hard boundaries'. Further work is required in order to determine appropriate siting, extent, heights, and design of development to reduce the risk of harm to the Teversham Conservation Area and associated Listed Buildings.

6.4 Setting of the City of Cambridge

Historic Approaches to the City

- 6.4.1 Development in the northeastern node of the site and the agricultural field adjacent to the Park and Ride poses a risk in terms of further diminishing the experience of approaching the city via the A1303/Newmarket Road. Careful design is required to seek to make a positive contribution to this approach to the City, this could include creating a more defined boundary or 'gateway' between the rural landscape and the City.

Strategic Views

- 6.4.2 It is recommended that in designing the development, views testing from Strategic fixed and dynamic views is undertaken in order to inform decisions regarding height, scale, mass, and materiality of buildings across the development site. The current

analysis is high-level in nature and intended to shape further consideration of the development potential on the site. As set out previously, the potential scale of harm cannot be assessed at this time.

- 6.4.3 Based on ZTV modelling which tested building heights at 3, 5, 8, 10, and 13 storeys, buildings on site start to become theoretically visible in most Strategic fixed and dynamic views at 8 storeys. Buildings at 10 and 13 storeys were theoretically visible in all views.
- 6.4.4 As such, buildings over 8 storeys could potentially become prominent elements in Strategic views. This could begin to significantly affect, potentially negatively, the skyline and setting of the City of Cambridge. This could result in harm to that setting, and also the setting of important designated assets within the City. The scale of such harm would depend on a range of factors including location, height, number of tall structures, materiality etc. In general terms, as the height increases the risk of significant harm increases, and as the number of tall structures increases, the risk of significant harm increases.
- 6.4.5 Based on initial analysis it is suggested that buildings taller than 8 storeys would require careful siting to address risks associated with creating new prominent elements that compete with, dominate, or overly challenge existing City landmarks, its skyline, the treed character of the City, and other aspects of its setting.
- 6.4.6 While areas of the site may tolerate tall buildings; these will need to be located carefully and such designs should be informed by further detailed visualisation and testing as part of the design process. This should occur within the context of a detailed HIA that addresses the setting of the City of Cambridge and other designated assets in the round, not just through the lens of the fixed Strategic views.
- 6.4.7 It is also suggested that the design of future development seeks to include a variety of heights in order to avoid a block/table topping effect in views of the Cambridge skyline.

- 6.4.8 Any change to the skyline should be managed in accordance with the emerging *Greater Cambridge Skyline and Tall Buildings Strategy*.

6.5 Cumulative Impacts

- 6.5.1 The development constraints outlined above also consider the cumulative effects of developing the site alongside the Marleigh housing development and the Land North of Cherry Hinton development. Inclusion of the green corridor, and retention of land around the Terminal and associated assets could help minimise the potential cumulative impact of these developments on the Teversham Conservation Area and Terminal Listed Building and associated curtilage structure(s).
- 6.5.2 Further work is required to evaluate cumulative impacts of these developments on heritage assets during the design phase of the Cambridge East Development.

6.6 Further recommendations

- 6.6.1 Development design should consider the following recommendations:
- Heritage expertise regarding the curtilage structures associated with the Terminal Listed Building should be sought
 - Refined views testing from established Strategic views and other locations agreed with planning authority should be undertaken to inform more detailed design development in relation to the skyline and setting of Cambridge. This should inform the HIA (see below)
 - Landscape and Visual Impact Assessment, and Townscape and Visual Impact Assessment should be undertaken to support more detailed design development. This should include consideration of how development would affect tree cover, big skies, landmark buildings and the overall fortuitous and designed composition of the city of Cambridge.
 - Heritage Impact Assessment should be undertaken to support more detailed design development this should address, amongst other items:
 - All designated and non-designated assets within the development site
 - The listable quality of Second World War structures on the site

- Designated assets in the wider region around the site that may be affected by the proposals. The ZTVs on Figures 23-27 can inform the geographic scope of that assessment
- The full range of aspects that contribute to the setting of the City of Cambridge, as set out in the 2021 *Strategic Heritage Impact Assessment: Baseline*
- A full range of potential views and viewpoints include the identified Strategic Views, as well as other viewpoints agreed with the planning authority
- Cumulative impact assessment to account for nearby developments such as the Land North of Cherry Hinton and the Marleigh housing development

APPENDIX 1: HIGH-LEVEL HIA

Cambridge East

JDI: OS213

Size (ha): 180.01

Mapping Reference: SS/3 (4)

Proposed Use: Mixed Use

Study Area:

A study area of 500 metres is considered suitable for assessing potential impacts to heritage within and surrounding the site.

Site Description

Brown/Greenfield site occupying a large area located to the east of Cambridge. It is a currently active airfield with large-scale buildings and hangars on the north and northwest sides the site, with the remaining site being an open area crossed with tarmac runways. Also included within the site boundaries is the Cambridge Park and Ride complex north of Newmarket Road and adjacent agricultural field. The larger part of the site is bounded by Newmarket Road to the North, Airport Way to the east, Coldham's Lane to the south and Barnham's Lane to the west. Current proposals for the site include a green corridor running east/west through the southern part of the site.

HIA Summary

Brown/Greenfield site containing Grade II* Listed Buildings, and adjacent to Teversham Conservation Area with key rural and isolated characteristics. The implementation of design-based mitigation, in the form of building heights, landscape buffers, and screening should limit impacts on the setting of designated assets. However, should prevailing heights be exceeded, and landscape buffers and screening be avoided, this could increase risk. There are opportunities for design to enhance character and setting of heritage assets. Archaeological mitigation may be required.

Summary of Relevant Baseline and Value

Characteristics of Cambridge

Historic Cambridge

The site is not within the Historic Core of Cambridge.

Strategic Viewpoints

The site is a prominent feature in the views from Shelford Road/Worts' Causeway, with airport hangar buildings representing intrusive landmarks in this view. Buildings on the site also feature within the backdrops of views from Castle Mound and Limepit Hill.

Historic Landmark Buildings

No historic landmark buildings are present within the study area.

Connectivity

The site abuts and covers the A1303/Newmarket Road, an established historic route to the city. This stretch of road west of the A14 junction has been dominated by 19th-21st century development which has altered its relationship with the historic core as a previously rural approach to the city.

Designated and significant non-designated heritage assets – Site:

Listed Buildings

One Grade II* Listed Building, the Marshalls Cambridge Airport Control and Office Building. This is a 2-storey mid-20th century “rare and little altered example of an interwar airport control, club and terminal building.” The contemporary hangar to the west of the control building is likely curtilage listed, as too are the contemporary hotel building to the west and boundary walls to the north. Its associated setting as part of the airfield is a key element of its character.

Historic Environment Record

HER features include a series of extant Second World War structures.

Designated and significant non-designated heritage assets – circa 500 metre Study Area:

Conservation Areas

The site is approximately 115 metres west of the Teversham Conservation Area. This is characterised as a small village with historic buildings with a strong sense of separation from the city. In areas there is no visual separation from the site.

The Mill Road Conservation Area, characterised by well-preserved 19th century suburbs of 1-4 storey buildings, is located on the southwest boundary of the study area. This is separated from site by considerable treescape and fields.

Listed Buildings

One Grade II* Listed Building, the 13th-19th century All Saints Church, a key landmark within the village. There is minor visibility between the site and the location of the church west up Church Road, although the Listed Building itself is obscured by mature treescape lining the road. The north-eastern node of the site is visible from the churchyard.

Three Grade II Listed Buildings are present in Teversham. A 19th century war memorial and Rectory, and a 17th century cottage. There is minor visibility between the site and the address of the Rectory on Church Road, although the Listed Building itself is obscured by mature treescape on its grounds. The war memorial is on the grounds of All Saints Church and is obscured from site by treescape. The 17th century cottage is obscured by townscape on Church Road.

Two Grade II Listed Buildings are present in Cherry Hinton. Two 2-storey residential buildings dating from 16th century and 18th century respectively. These are separated from site by field, treescape, and townscape on March Lane.

Historic Environment Record

HER features include extant post medieval to modern structures and relic field boundaries. Further features include archaeological material spanning from the prehistoric to the modern period in the area.

Locally Listed Buildings

Locally Listed Buildings include the cemetery lodge and chapel at Cambridge City Cemetery and a residential building in Cherry Hinton.

Key Issues

The key issues for this site are the risk of impacting the Grade II* Airport Control building and associated hangar, and the Teversham Conservation Area associated Listed Buildings.

Potential Impacts on Cambridge and its setting

Characteristics of Cambridge:

Strategic Viewpoints

Tall development on the site would appear prominent within views from Shelford Road/Worts' Causeway and combined with the Addenbrooke's complex would flank views of the Historic Core, thus diminishing appreciation of the core. Tall development on the site would also appear in the backgrounds of views from Castle Mound and Limepit Hill, both of which feature historic tall landmark buildings; development may disfigure the silhouettes of these landmark buildings in these views.

Connectivity

Development in the northeast node of the site has potential to impact the approach to the city via Newmarket Road. This area is currently open greenspace associated with the airport to the south and agricultural field to the north. As such there is a **moderate risk** of impact.

Potential impacts on the significance of designated and significant non-designated heritage assets

Designated and significant non-designated heritage assets – Site:

Listed Buildings

The character of the Airport Control Listed Building and likely curtilage listed hangar relies in part on their setting in the airfield and front and rear aspects. Tall and unsympathetic development poses a **high risk** of impacting the setting and aspects of the Listed Building.

Historic Environment Record

The area around site contains a range of known extant and excavated sites and numerous archaeological finds, indicating significant potential for archaeological remains within the site. However, the site is brownfield land that has been subject to historic and modern development which is likely to have disturbed any remains on site. Overall, there is **low potential** for significant archaeology on site.

Designated and significant non-designated heritage assets – in circa 500 metre Study Area:

Conservation Areas

The Teversham Conservation Area Draft Council Policy indicates that buildings should not exceed 2.5 storeys within the Conservation Area, thus buildings exceeding this height within view of the Conservation Area may negatively affect its character and setting. The rural and quiet character must be maintained, as separation from the city is a key characteristic of the Conservation Area and the development may increase the urban sprawl of Cambridge. There is a **high risk** of impact on the Conservation Area.

Greater Cambridge Skyline and Tall Buildings Strategy

Sufficient separation from the site suggests that there is **low risk** of development affecting the Mill Road Conservation Area.

Listed Buildings

Tall development may introduce or increase intervisibility between the Listed Buildings and the site, therefore posing a **moderate risk** of impacting their setting and character.

Historic Environment Record

There is **no risk** of impacting HER features.

Locally Listed Buildings

There is **no risk** of impacting Locally Listed Buildings.

Mitigation and opportunities for enhancement

Design based mitigation is required to limit potential impacts on the local and wider skyline, townscape character and setting of listed buildings. This should include measures to manage building heights and mass and ensure use of appropriate materials. Scale and design of development must be managed in order to limit impacts to the heritage assets within the site and study area. It is suggested that the site could tolerate a limited number of buildings with a maximum of 8 storeys to minimise impacts to the skyline and local heritage assets, and that generally buildings should be less than 5 storeys. Further to this, it is recommended that height on the site be organised to minimise a tabletop/block effect in longer range views and approaches.

Impacts on designated assets within the site should be mitigated via appropriate and sympathetic landscape buffers.

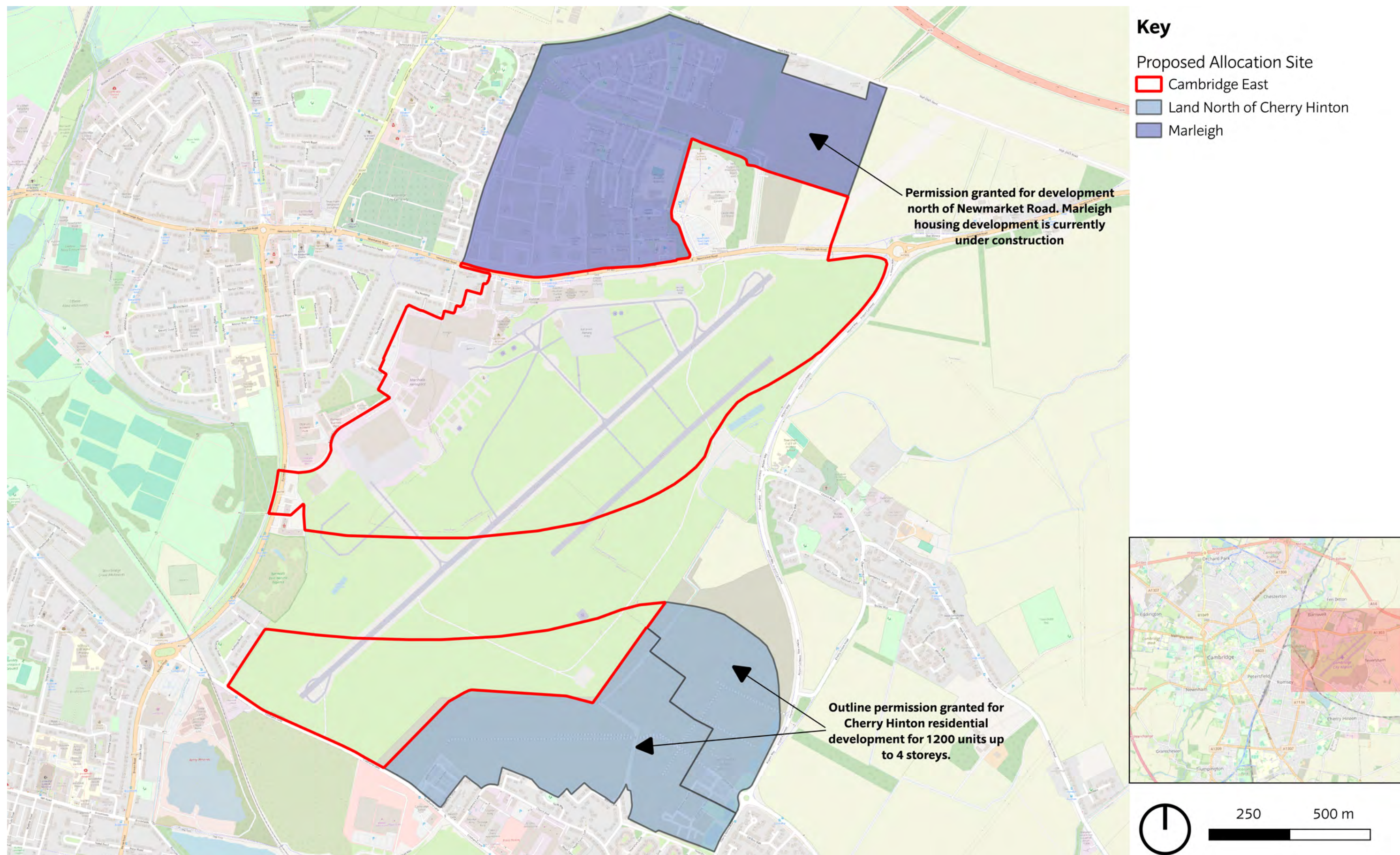
Landscape buffers and screening should be implemented to avoid impacts on the Teversham Conservation Area and designated assets therein.

Archaeological investigation (starting with desk based assessment) will be required to identify the presence and significance of as yet unknown archaeological remains across the Site. Further mitigation could include avoidance and preservation in situ, further investigation, or recording depending on the significance of any remains found

Residual risk of harm

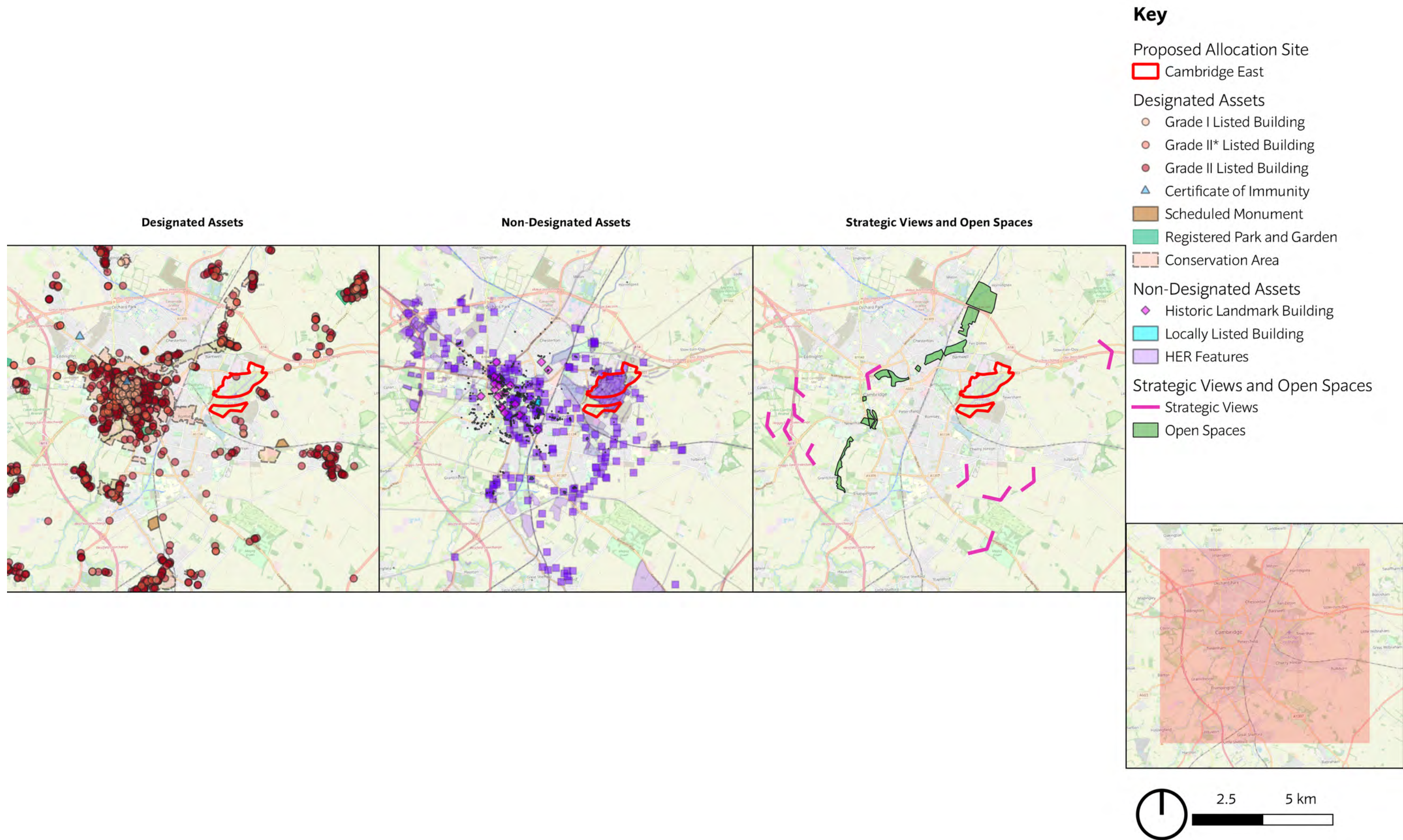
Following the application of suitable mitigation strategies, the risk of significant residual harm **moderate**.

APPENDIX 2: FIGURES



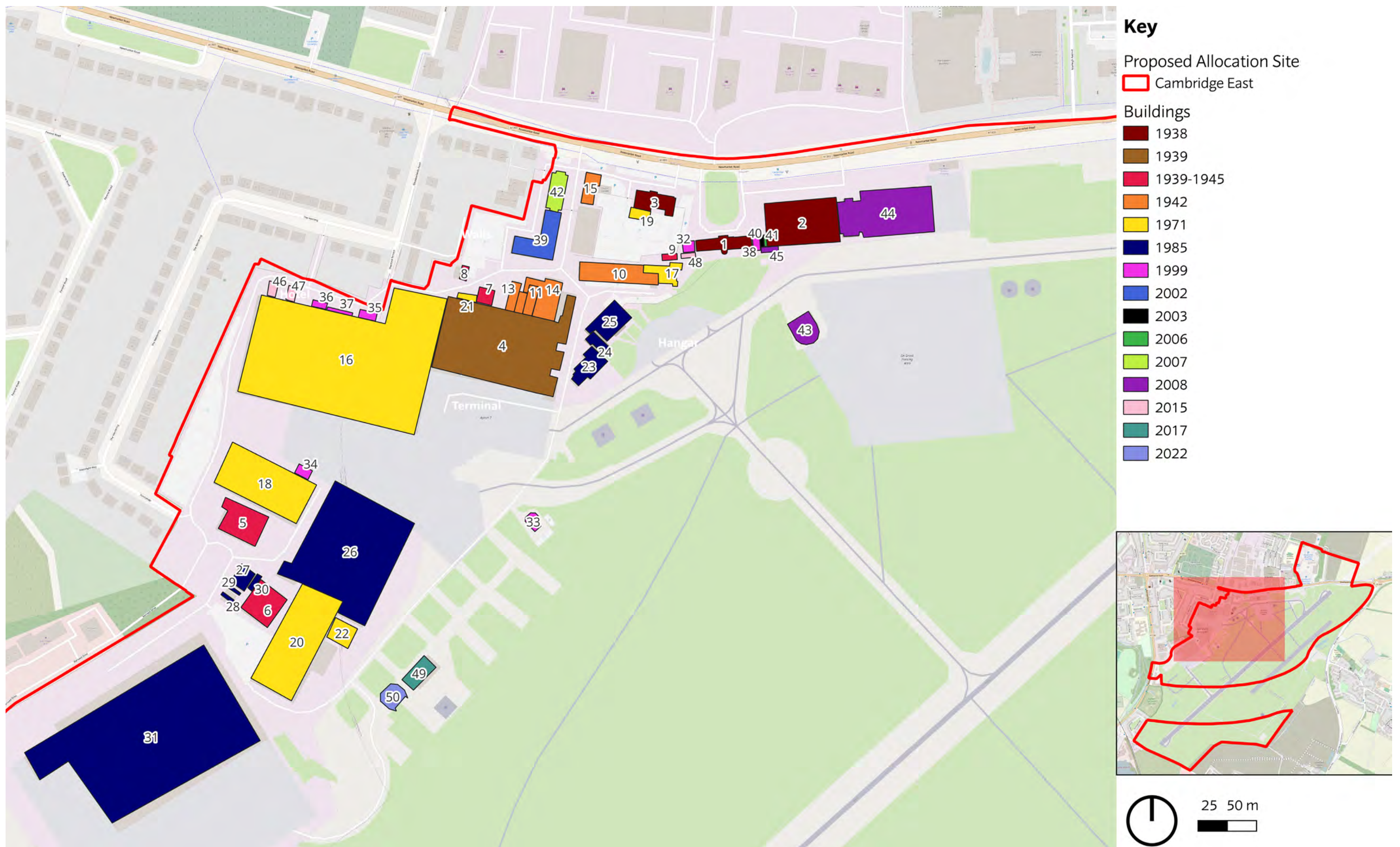
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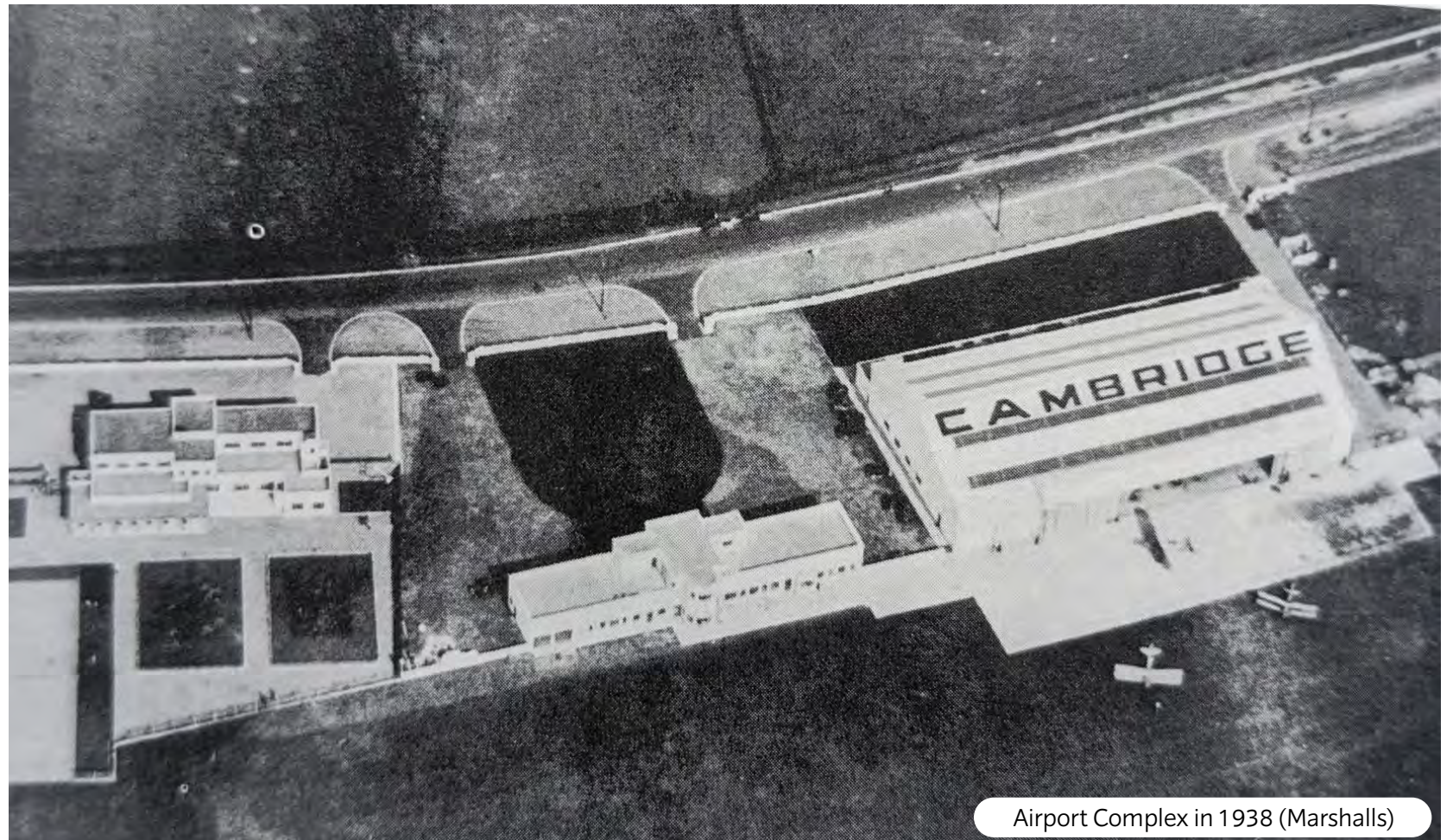


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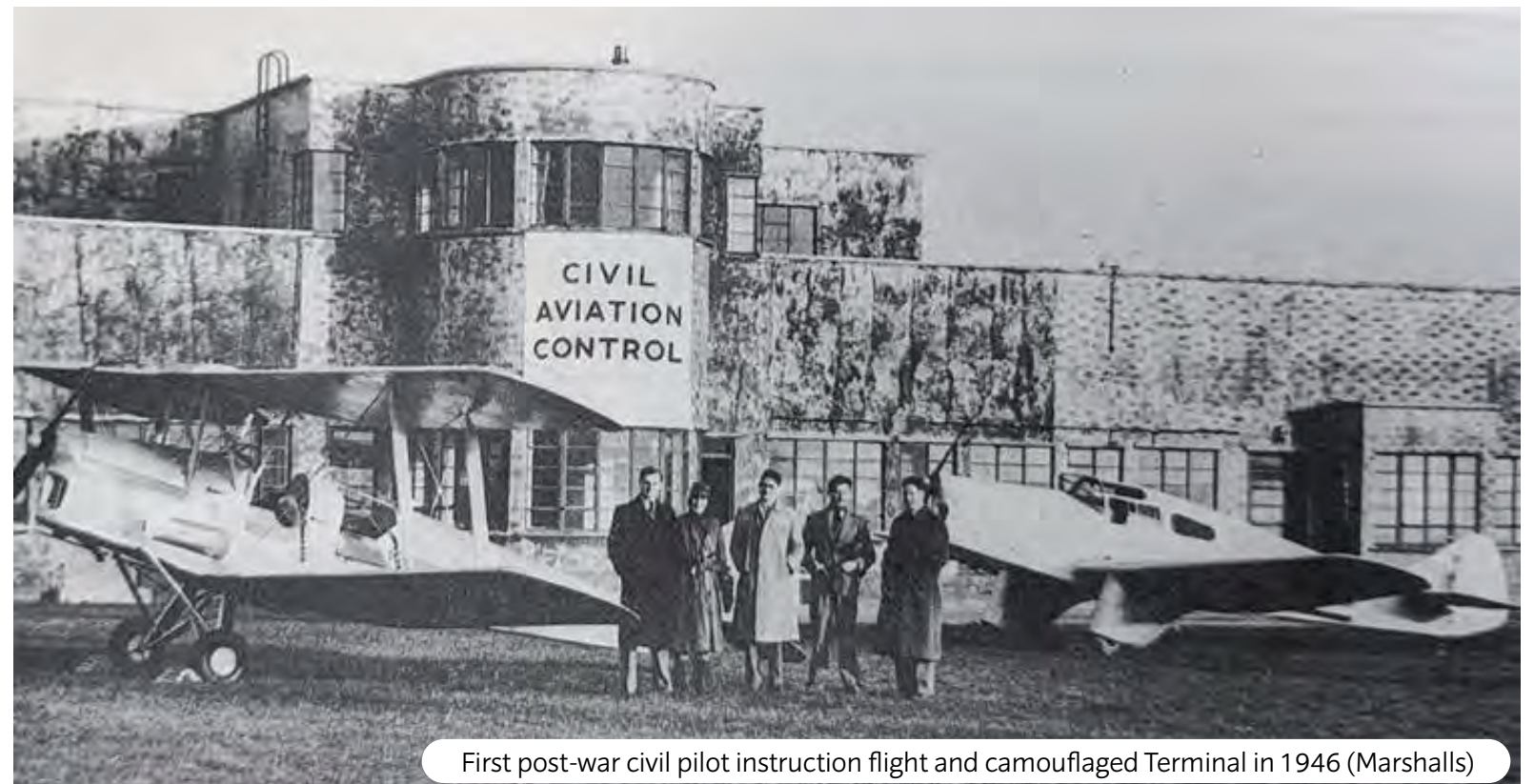
Airside in c.1940s (unknown source)



Airport Complex in 1938 (Marshalls)



Airside in c.1930s (CAC)

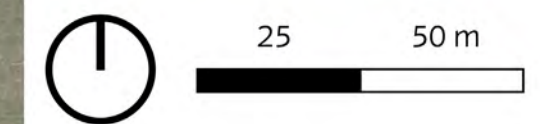


First post-war civil pilot instruction flight and camouflaged Terminal in 1946 (Marshalls)





- Key**
- Listed Buildings
- Grade II* Listed Building
 - Curtilage Listed
 - Possibly Curtilage Listed



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HIA FOR CAMBRIDGE EAST
GREATER CAMBRIDGE SHARED PLANNING

FIGURE 6
DESIGNATED ASSETS ON SITE



Hangar



Sample section of boundary wall and forecourt



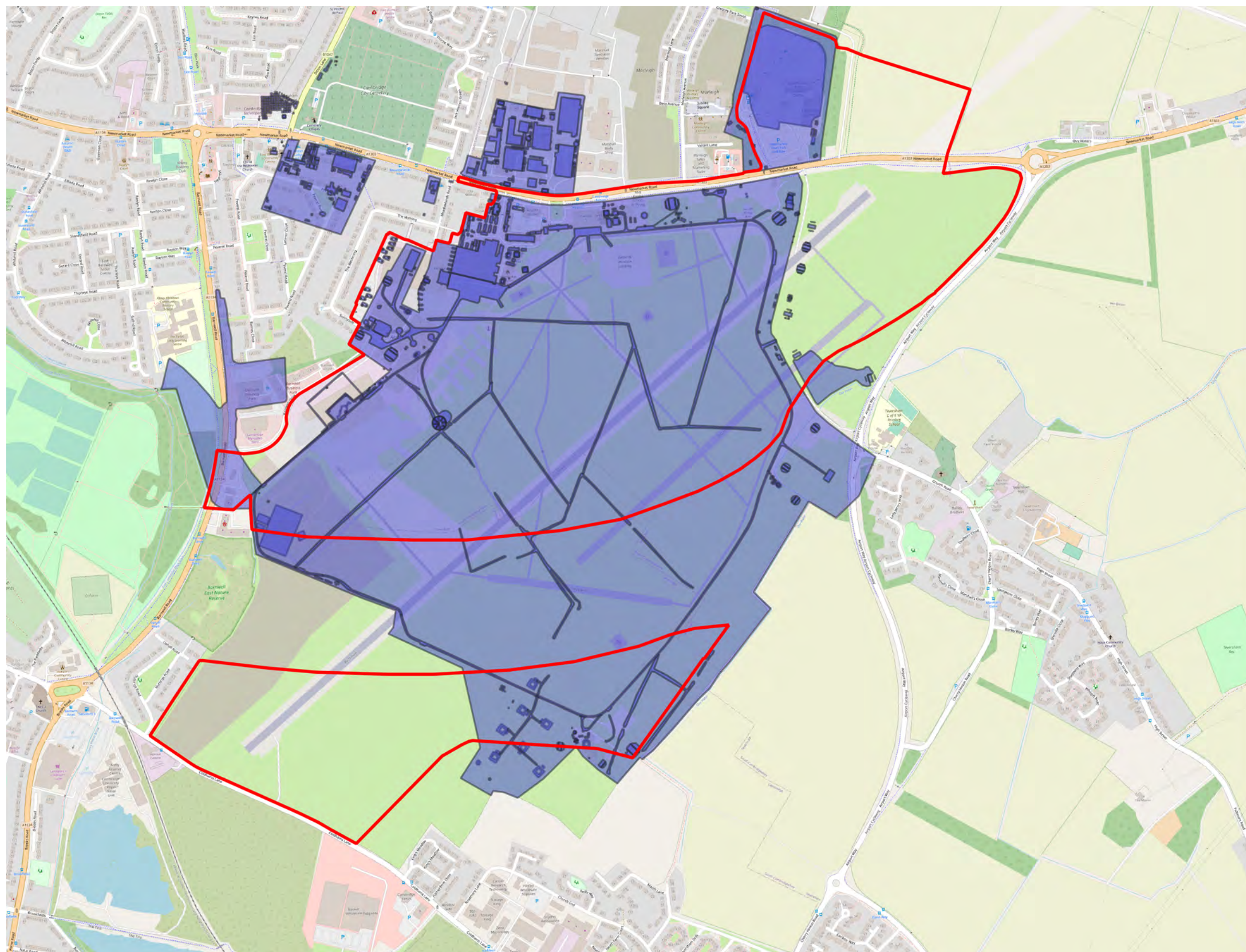
Terminal



Hotel

Panorama capturing hangar (left), Terminal (centre), hotel (right) and boundary wall (foreground)





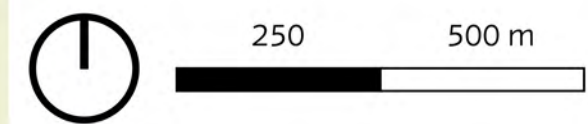
Key

Proposed Allocation Site

Cambridge East

HER Features

Second World War

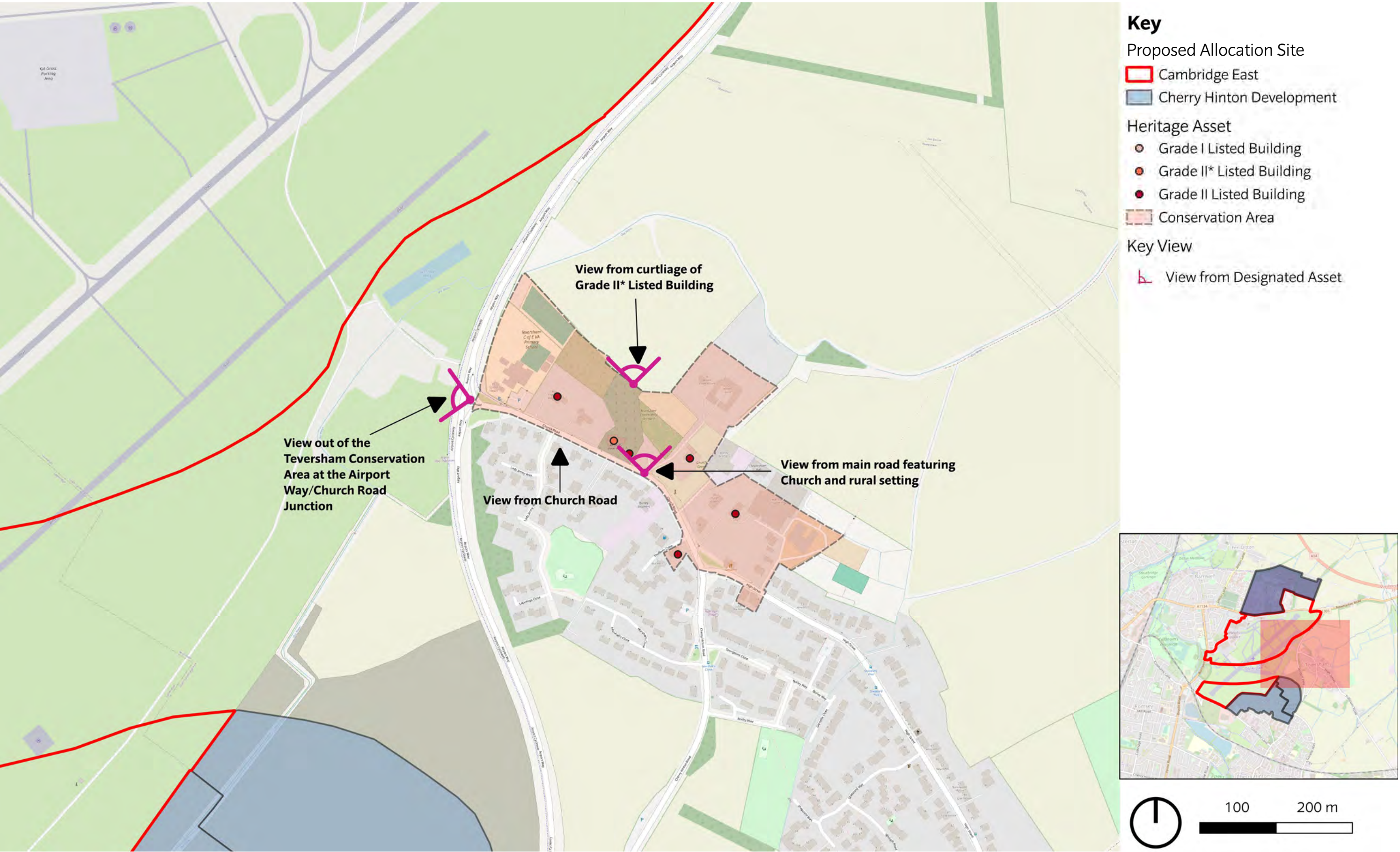


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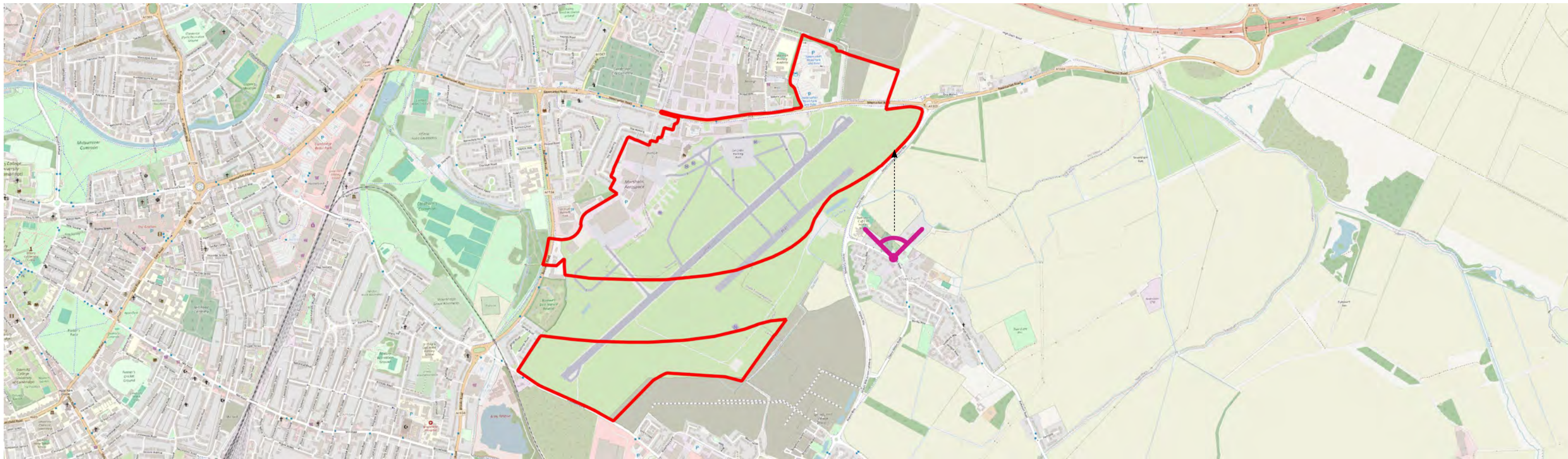
HIA FOR CAMBRIDGE EAST
GREATER CAMBRIDGE SHARED PLANNING

FIGURE 8
HER FEATURES



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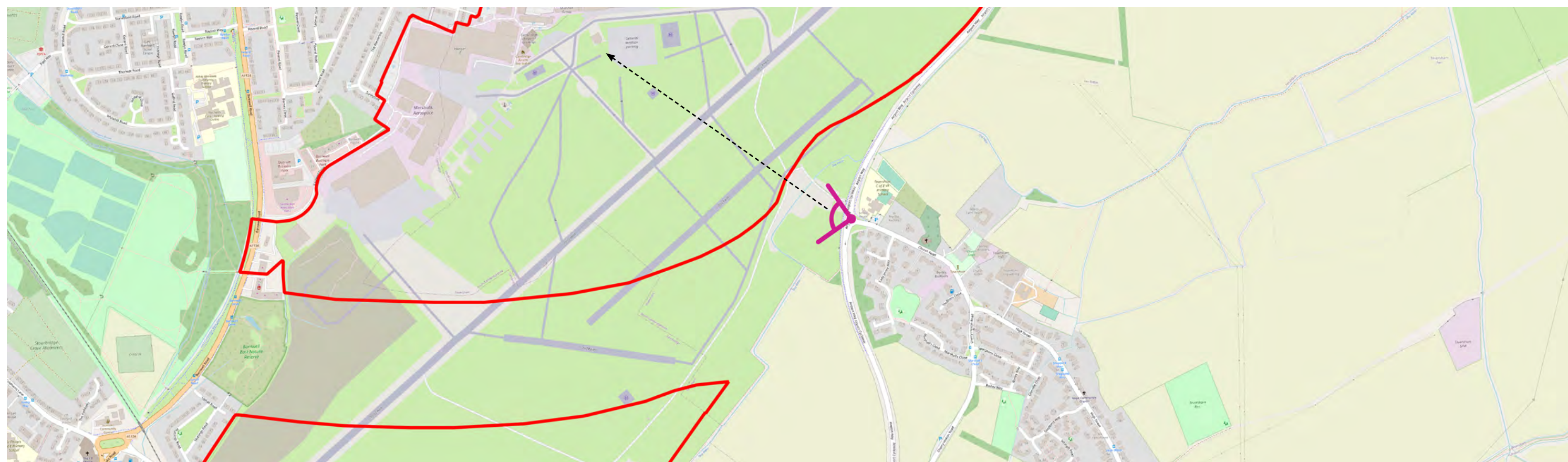
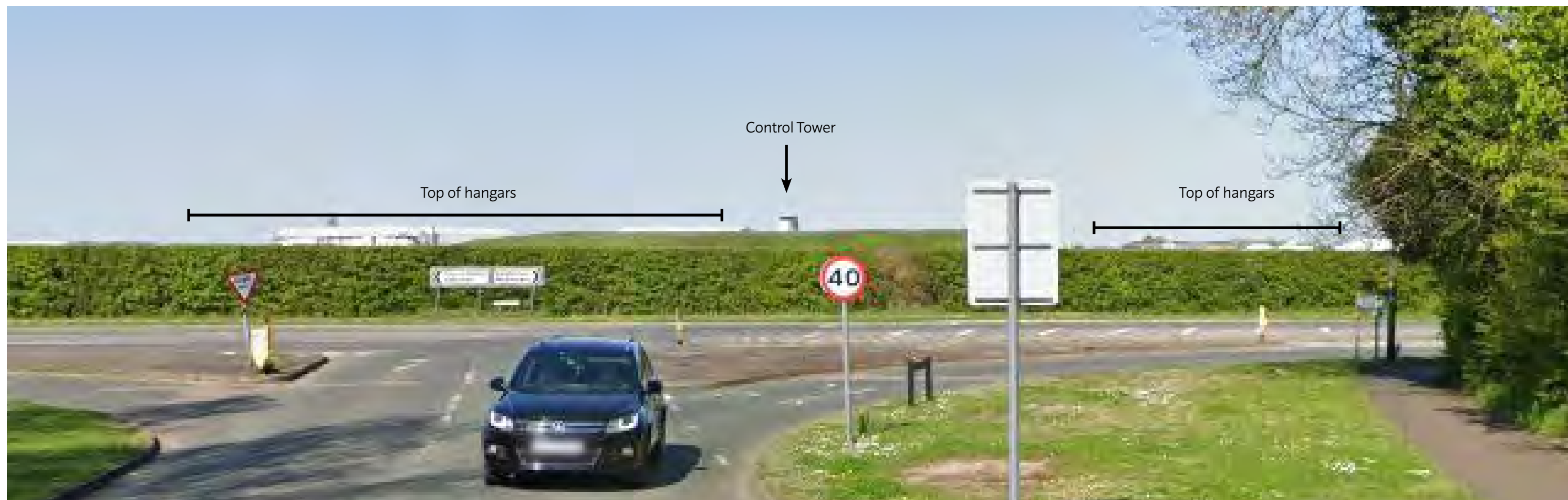




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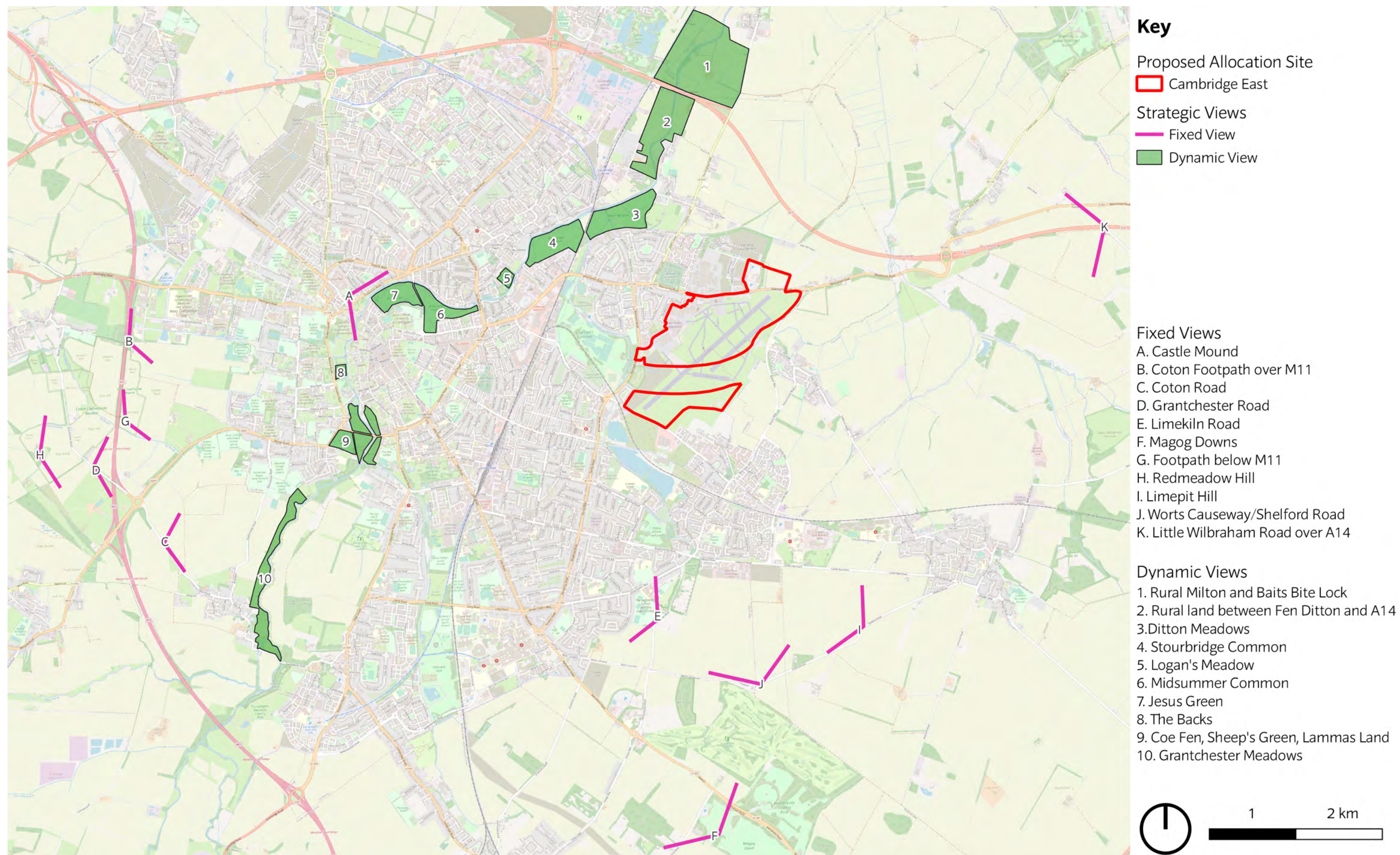


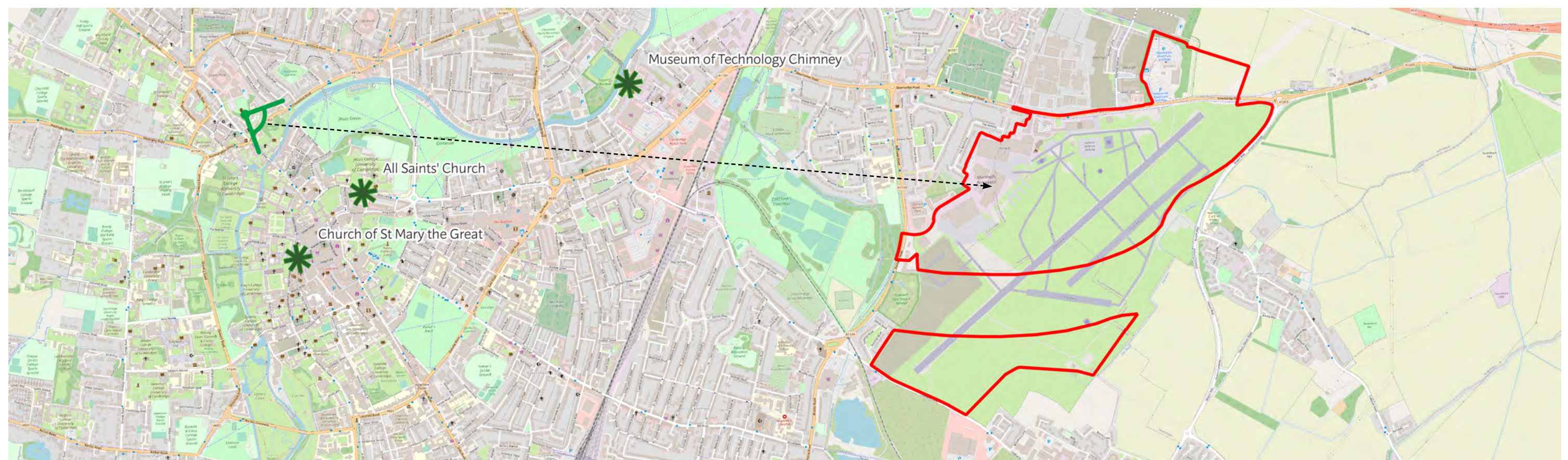
FIGURE 10
VIEW FROM MAIN ROAD FEATURING CHURCH
AND RURAL SETTING



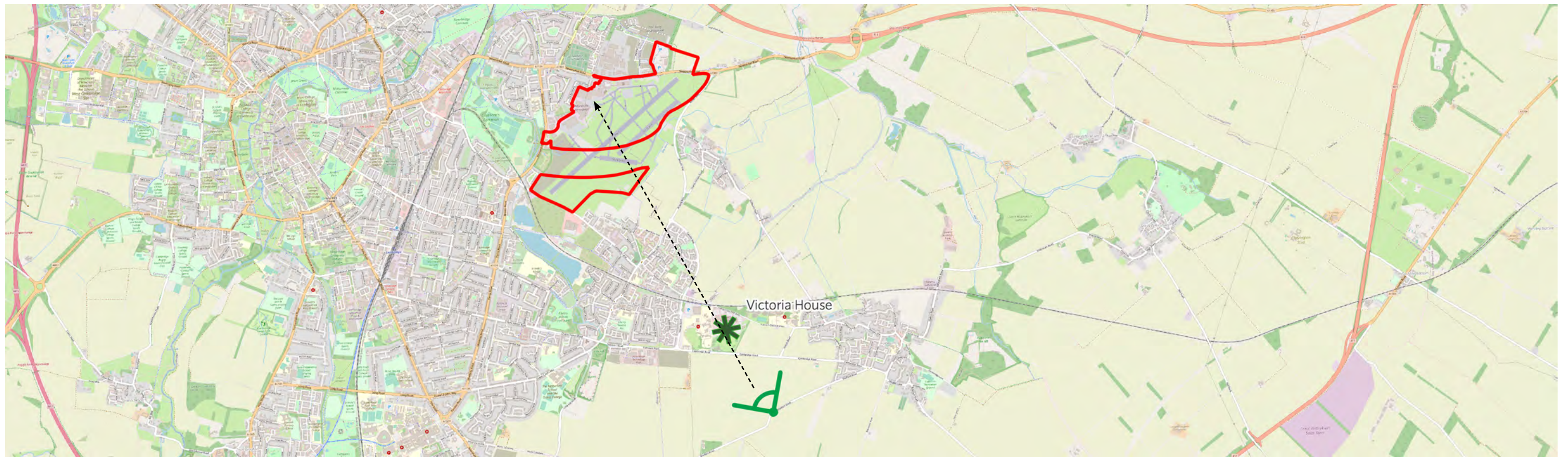
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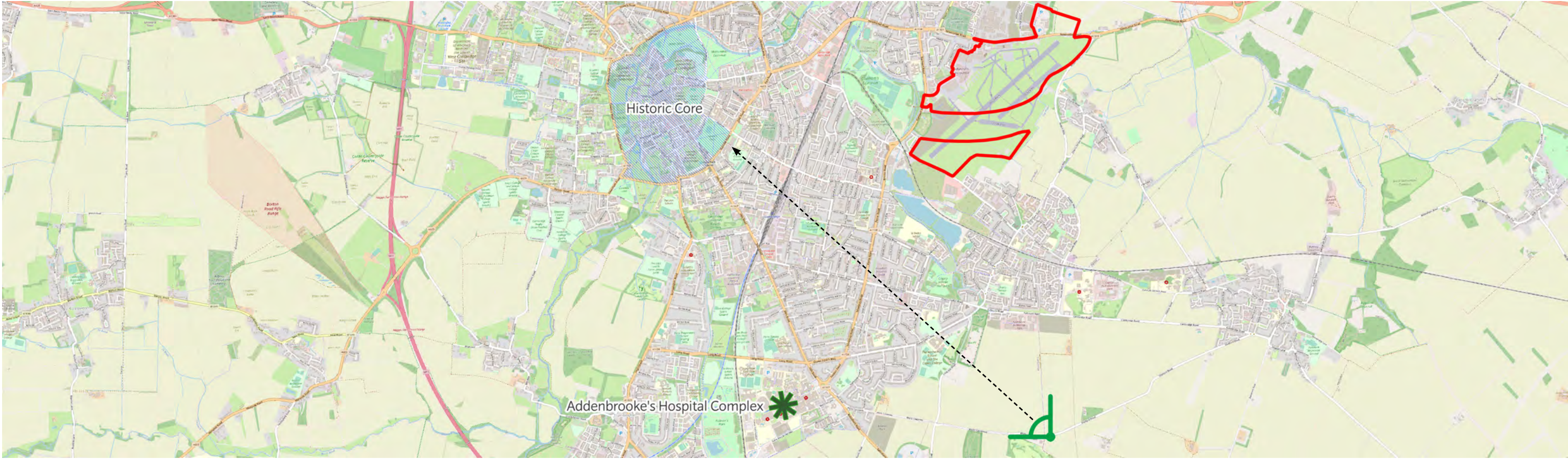


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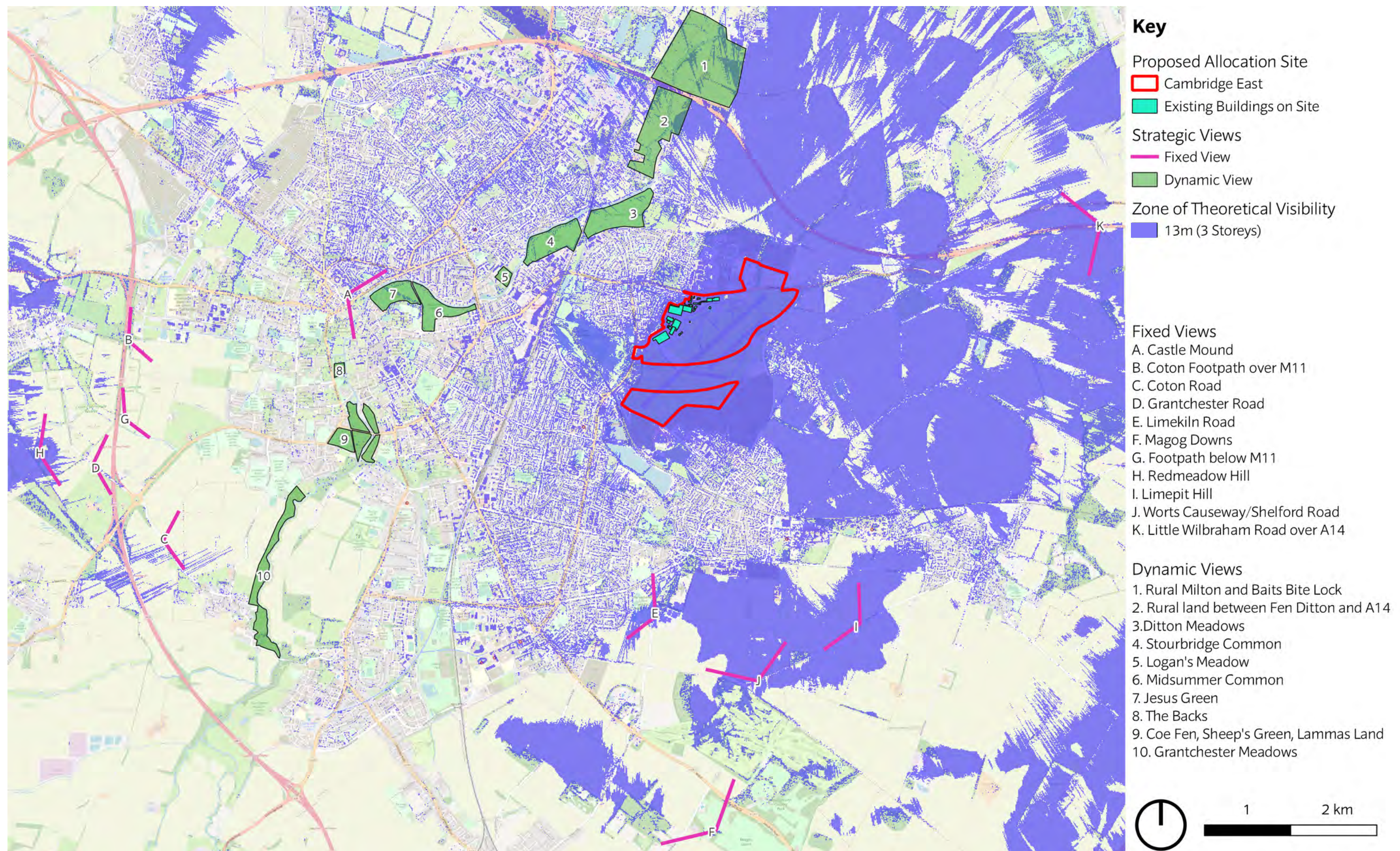
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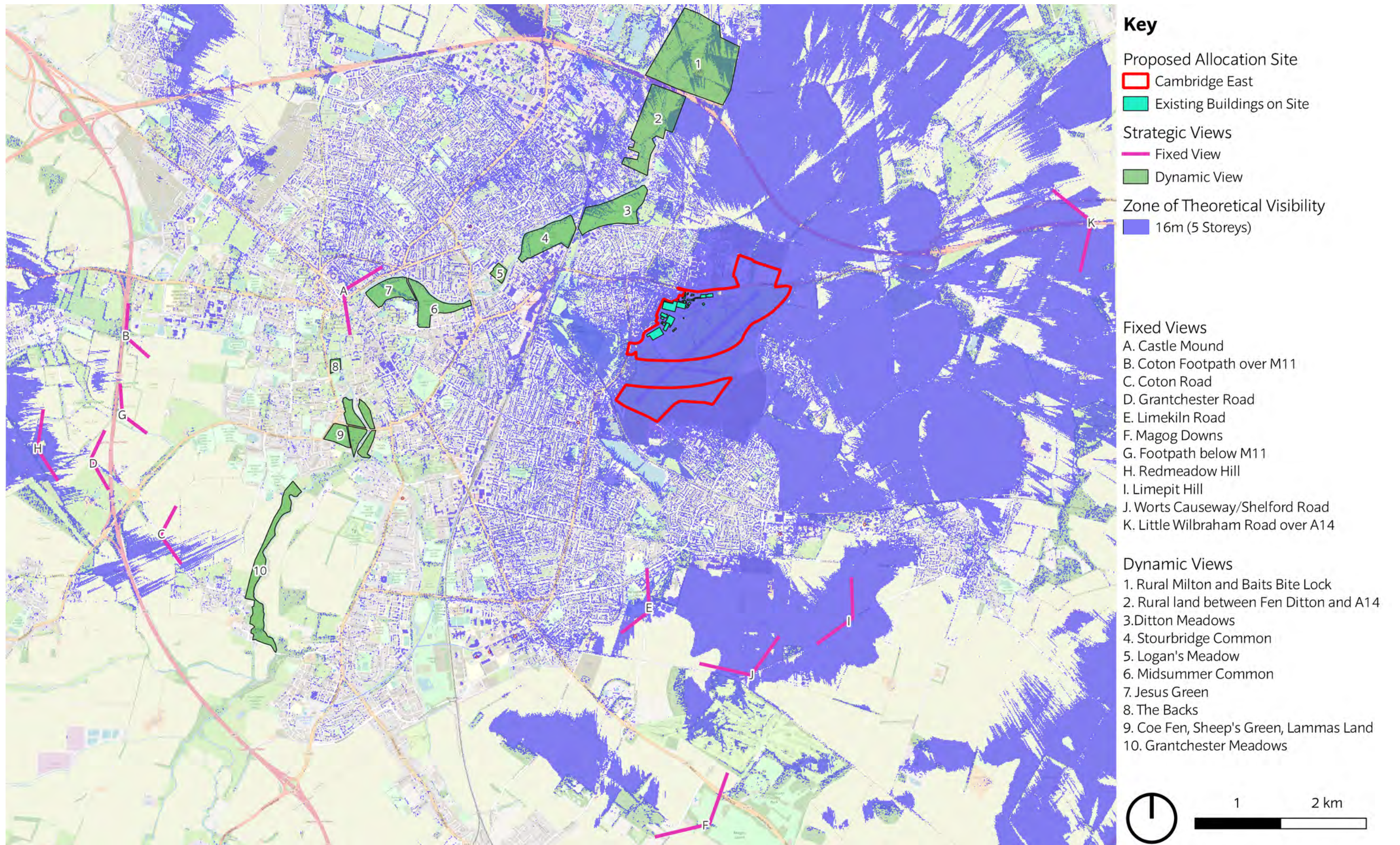


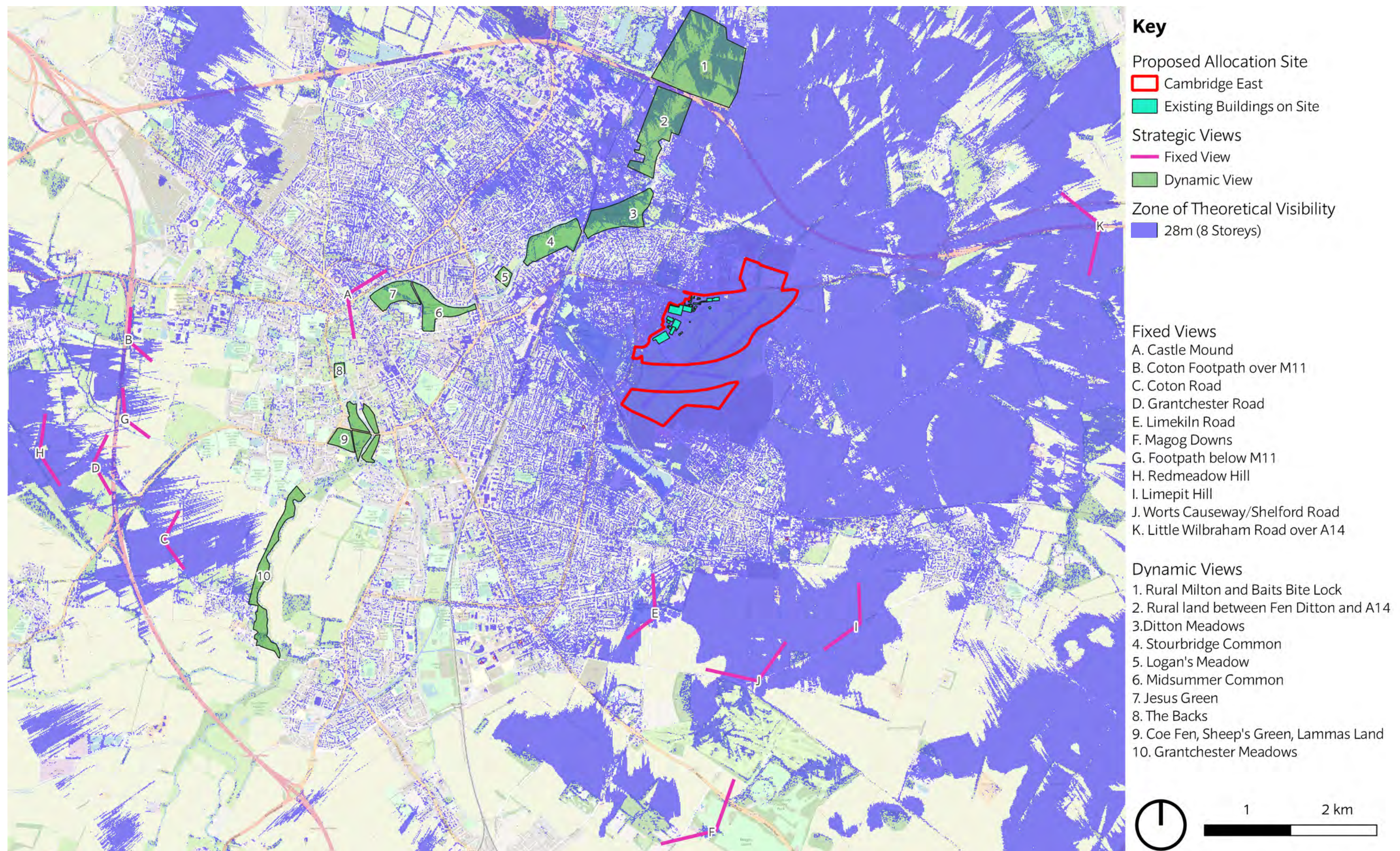


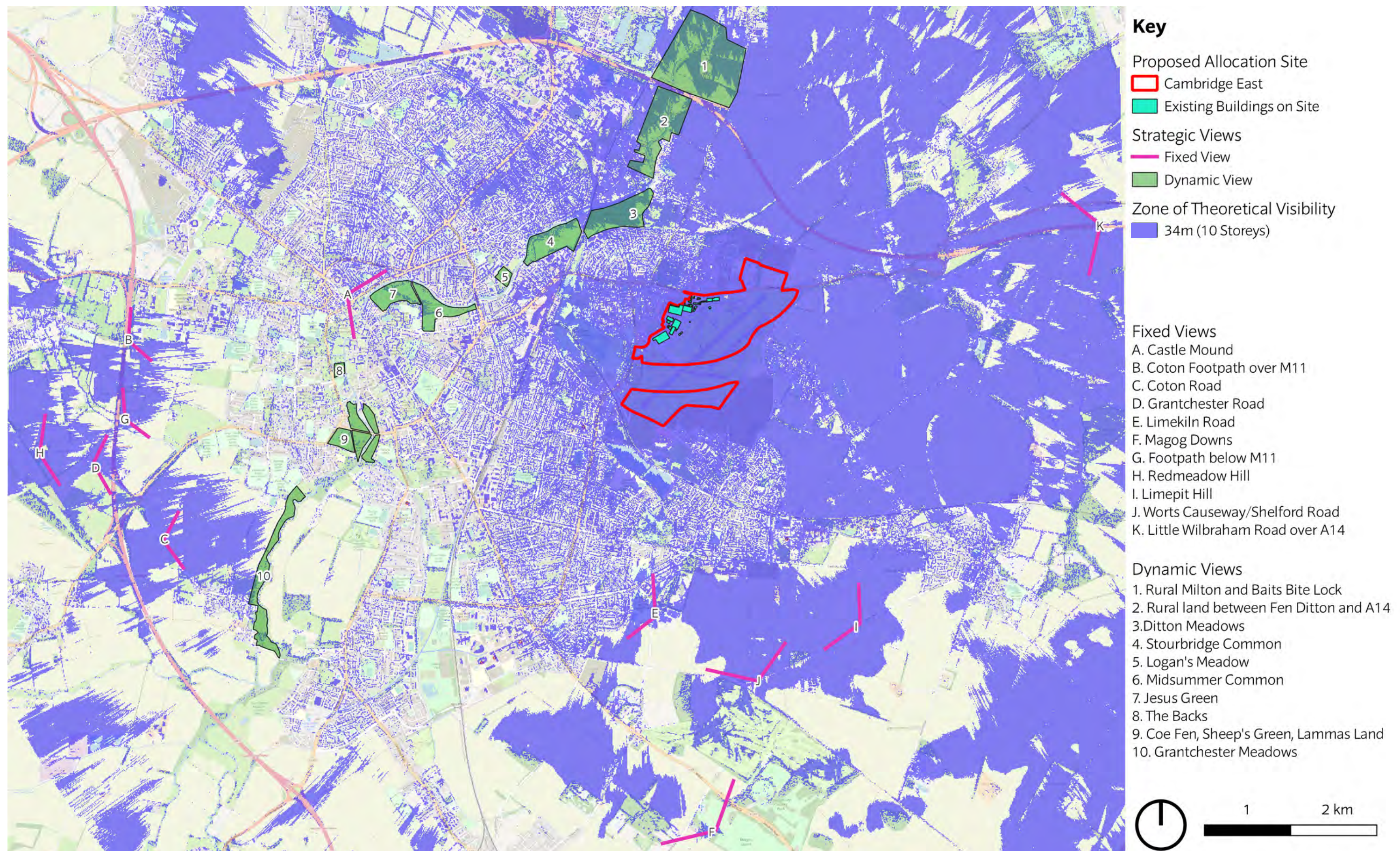
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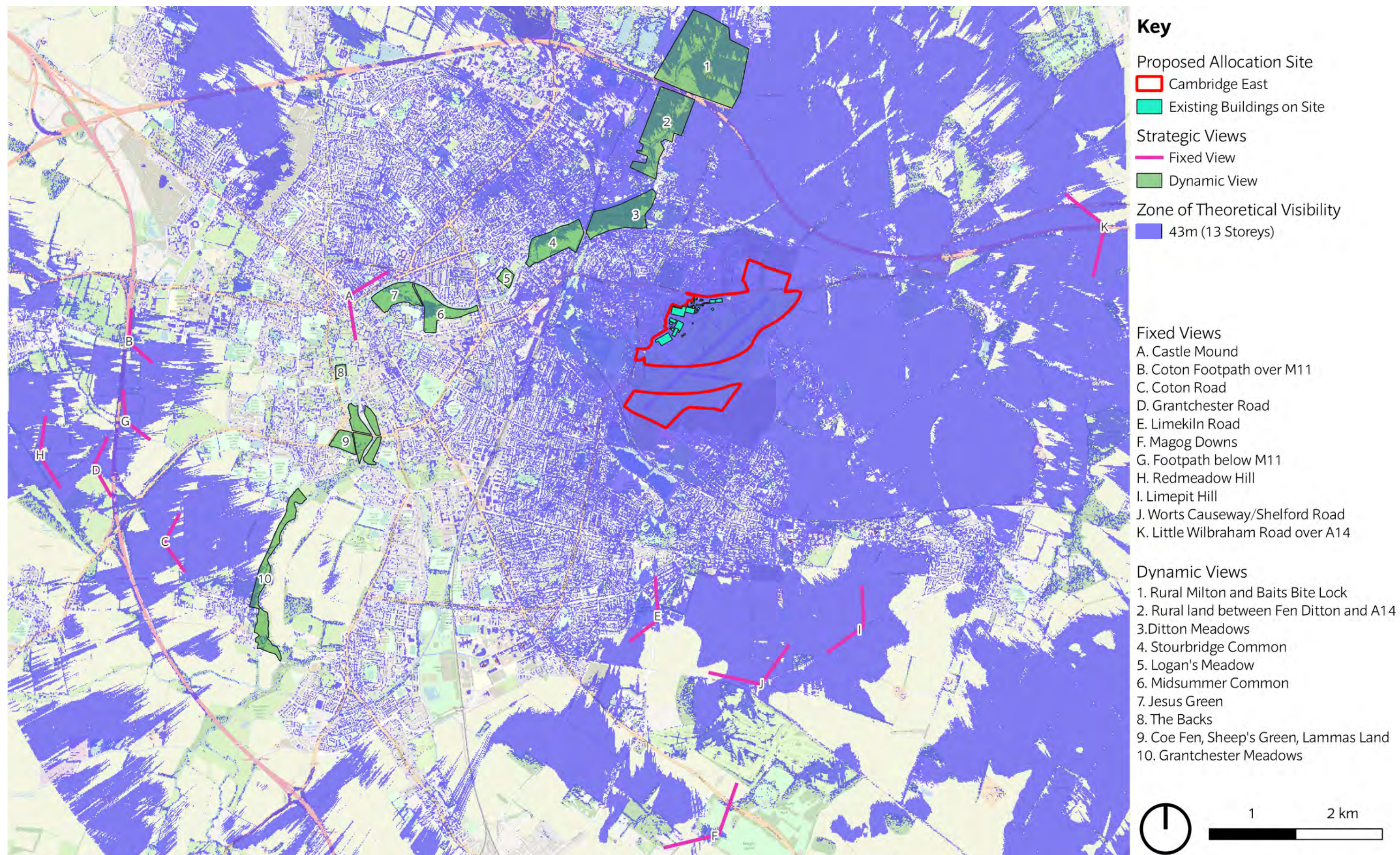


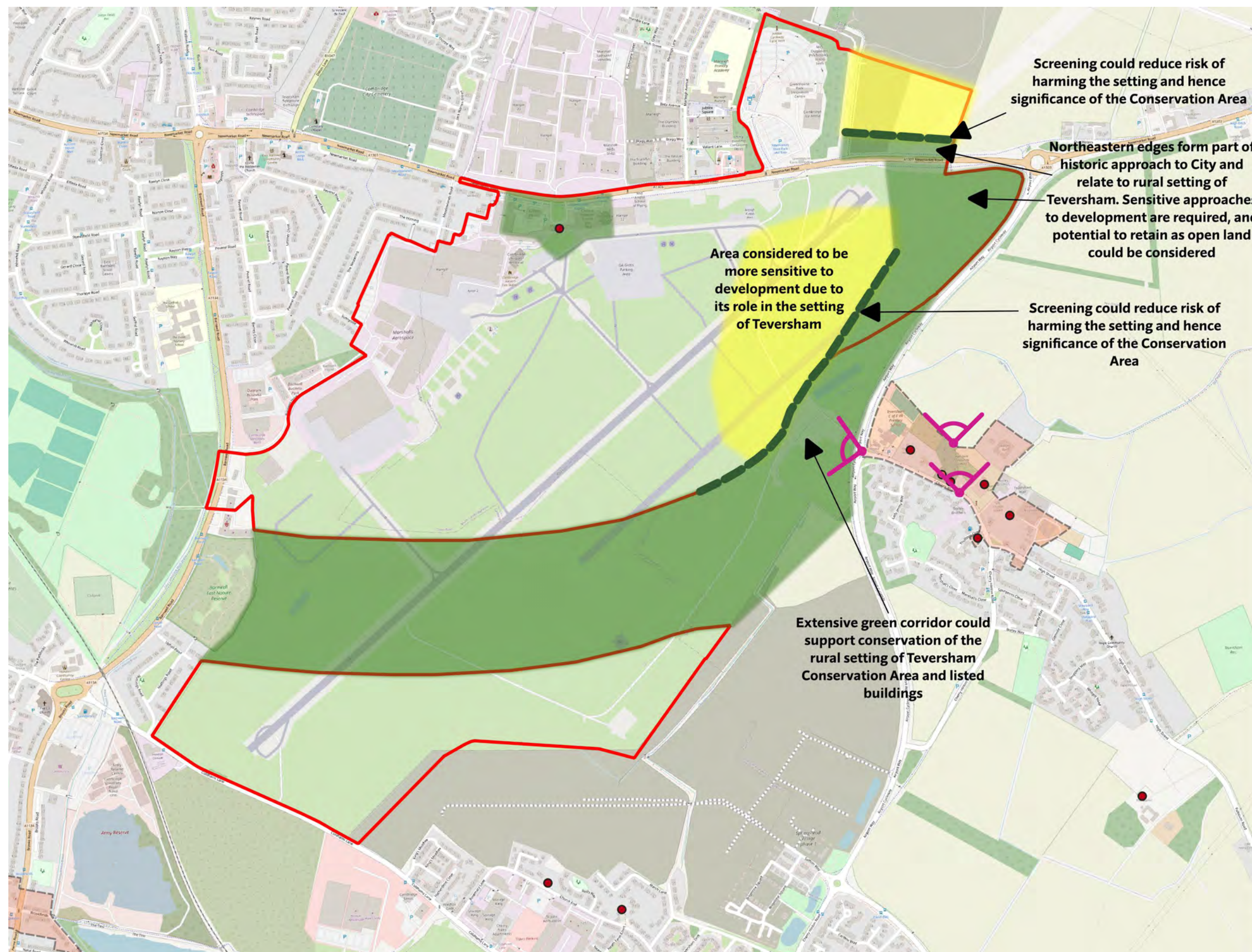




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Key

Proposed Allocation Site

Cambridge East

Heritage Asset

Grade II* Listed Building

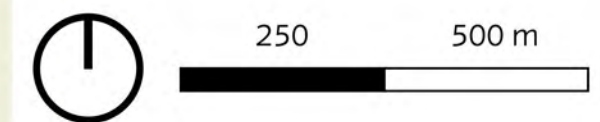
Grade II Listed Building

Conservation Area

Key View

View from Designated Asset

This diagram is indicative, and the boundaries suggested should not be considered 'hard boundaries'.



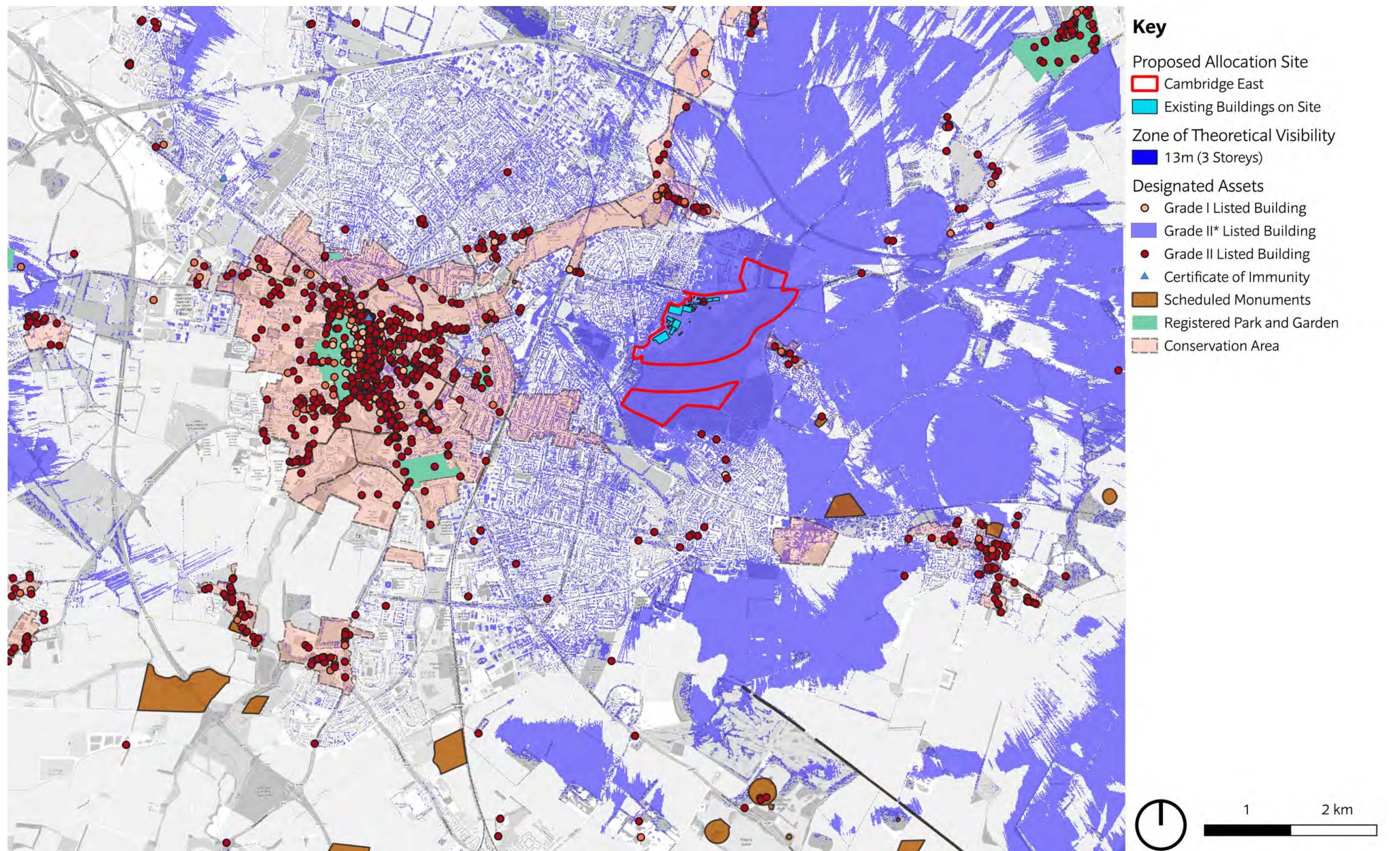
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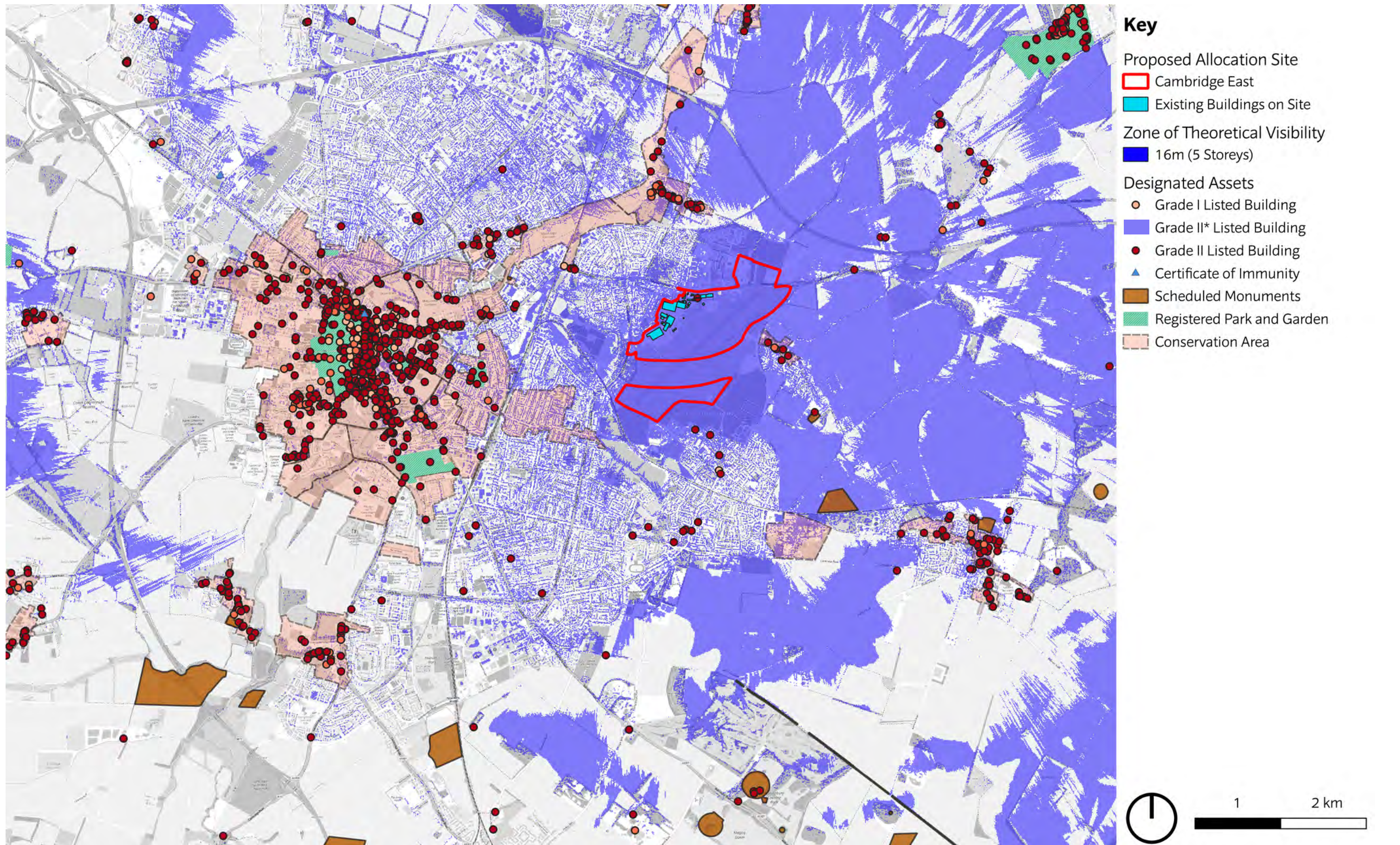


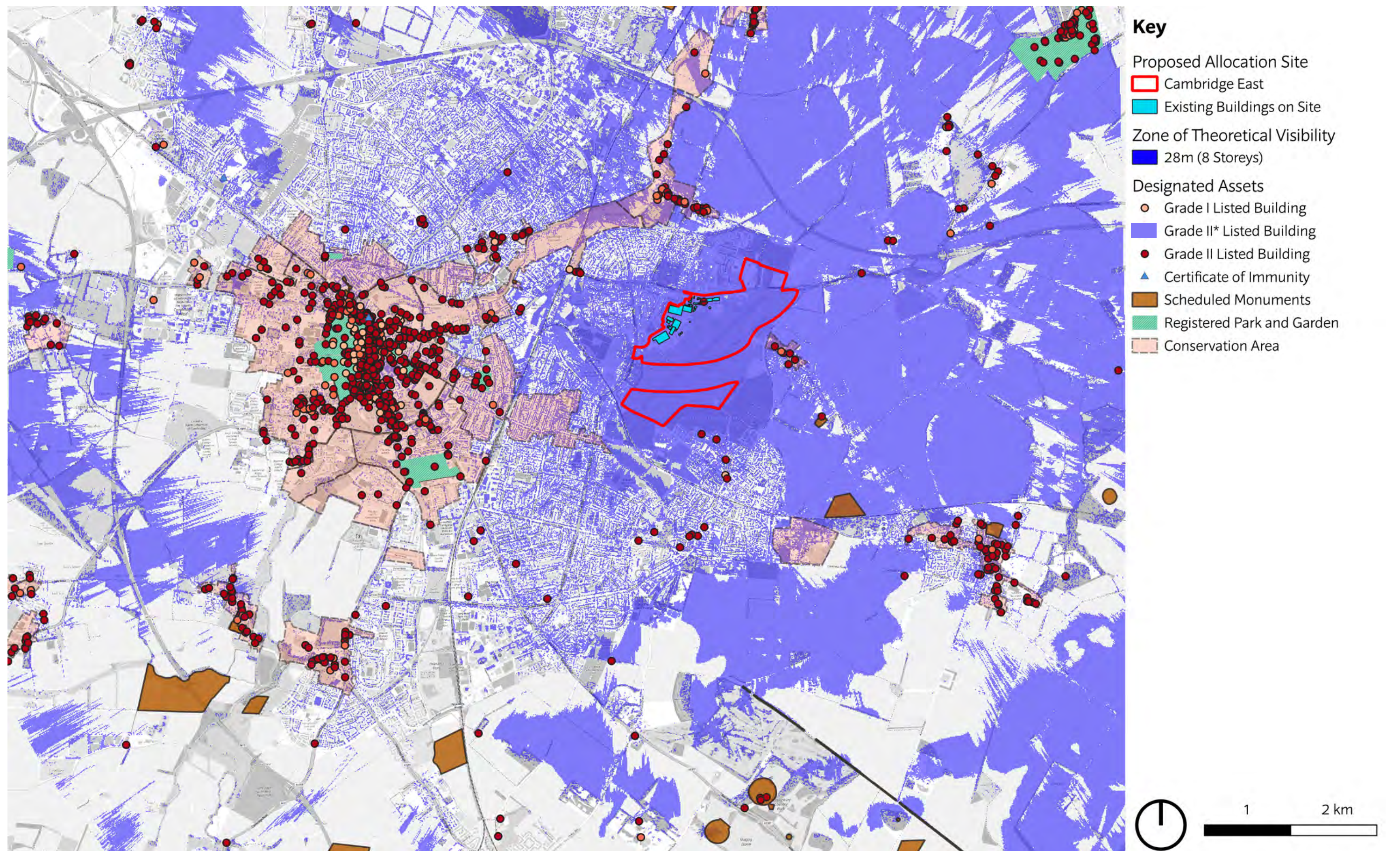
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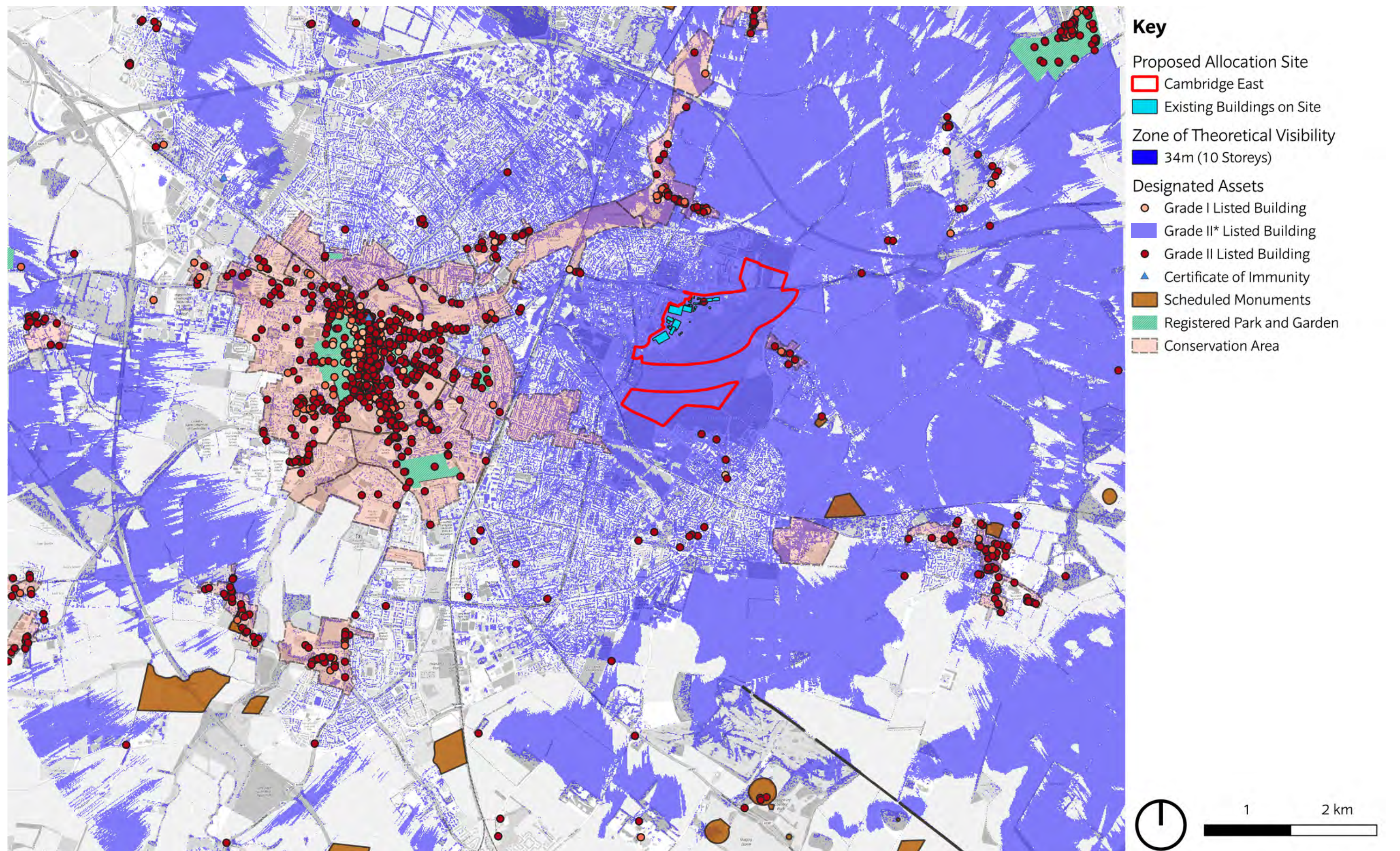
HIA FOR CAMBRIDGE EAST
GREATER CAMBRIDGE SHARED PLANNING

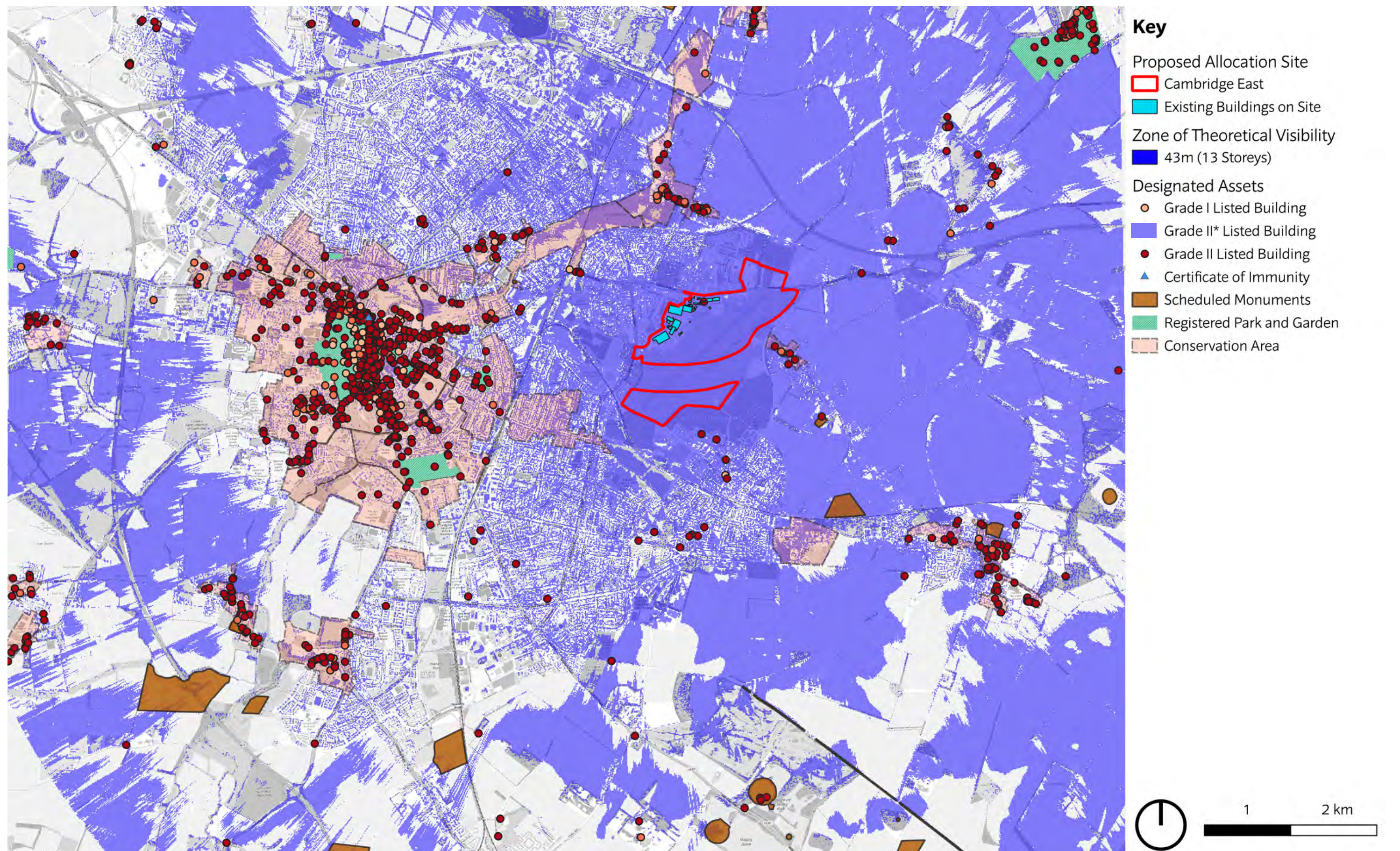
FIGURE 22
TEVERSHAM RECOMMENDATIONS













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