

# A47 Wansford to Sutton Dualling

**Scheme Number: TR010039**

## **Volume 8** **8.7 Statement of Common Ground with** **Historic England**

Rule 8(1)(e)

Planning Act 2008

Infrastructure Planning (Examination Procedure) Rules 2010

July 2022

Deadline 10

Infrastructure Planning

Planning Act 2008

**The Infrastructure Planning  
(Examination Procedure) Rules 2010**

**A47 Wansford to Sutton  
Development Consent Order 202[x]**

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**8.7 STATEMENT OF COMMON GROUND WITH  
HISTORIC ENGLAND**

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<b>Rule Number:</b>	Rule 8(1)(e)
<b>Planning Inspectorate Scheme Reference</b>	TR010039
<b>Application Document Reference</b>	8.7
<b>BIM Document Reference</b>	PCF STAGE 4
<b>Author:</b>	A47 Wansford to Sutton Project Team, National Highways

<b>Version</b>	<b>Date</b>	<b>Status of Version</b>
0	July/2022	Final

**STATEMENT OF COMMON GROUND**

**This statement of Common Ground has been prepared and agreed by (1) National Highways Company Limited and (2) Historic England**

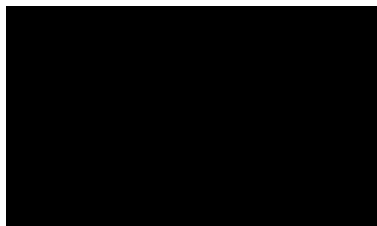
Signed



Chris Griffen  
Project Lead  
On behalf of National Highways

Date: 04/07/2022

Signed .....



NAME ...Dr Will Fletcher.....

POSITION.....Team Leader...

On behalf of Historic England

Date: .....24th June 2022.

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## 1 INTRODUCTION

### 1.1 Purpose of this Document

- 1.1.1 This Statement of Common Ground (SOCG) relates to an application made by Highways England (“the Applicant”) to the Planning Inspectorate (“PINS”) under Section 37 of the Planning Act 2008 (“PA 2008”) for a Development Consent Order (a “DCO”). If made the DCO would grant consent for the Applicant to undertake the A47 Wansford to Sutton Scheme (“the Scheme”). A detailed description of the Scheme can be found in the ES Chapter 2 The Proposed Scheme (AS-013).
- 1.1.2 This SoCG does not seek to replicate information which is available elsewhere within the Application documents. All documents are available on the Planning Inspectorate website.  
<https://infrastructure.planninginspectorate.gov.uk/projects/eastern/a47-wansford-to-sutton/?ipcsection=overview>
- 1.1.3 The SoCG has been produced to confirm to the Examining Authority where agreement has been reached between the parties to it, and where agreement has not (yet) been reached. SoCGs are an established means in the planning process of allowing all parties to identify and so focus on specific issues that may need to be addressed during the examination.

### 1.2 Parties to this Statement of Common Ground

- 1.2.1 This SoCG has been prepared by (1) National Highways as the Applicant and (2) Historic England.
- 1.2.2 Highways England became the Government-owned Strategic Highways Company on 1 April 2015. In September 2021 Highways England Company Limited changed its name to National Highways Limited. National Highways is the highway authority in England for the strategic road network and has the necessary powers and duties to operate, manage, maintain and enhance the network. Regulatory powers remain with the Secretary of State.
- 1.2.3 Officially known as the Historic Buildings and Monuments Commission for England, Historic England is an executive non-departmental public body sponsored by the Department for Digital, Culture, Media and Sport. Its powers and responsibilities are principally set out in the National Heritage Act 1983.

### 1.3 Terminology

- 1.3.1 In the tables in Section 3 ‘Issues’ of this SoCG the following terminology is used:
- “Agreed” (green) - indicates where the issue has been resolved
  - “Under discussion” (amber) indicates area(s) of current disagreement where resolution remains possible, and where parties continue discussing the issue to determine whether they can reach agreement by the end of the examination

- “Not agreed”(red) indicates a final position for area(s) of disagreement where the resolution of divergent positions will not be possible, and parties agree on this point.

1.3.2 In this SoCG, the issues raised by Historic England are presented alongside a response from National Highways. "Agreed" signifies that there is agreement between the parties that there are no further points to discuss as regards that particular issue, and Historic England is satisfied by the National Highways response.

1.3.3 It can be assumed that any matters not specifically referred to in the Issues section of this SoCG are not of material interest or relevance to Historic England, and therefore have not been the subject of any discussions between the parties. As such, those matters can be read as agreed, only to the extent that they are either not of material interest or relevance to Historic England.

## 2 RECORD OF ENGAGEMENT

2.1.1 A summary of the meetings and correspondence that has taken place between Highways England and Historic England in relation to the Application is outlined in Table 2-1.

Table 2-1: Record Of Engagement

Date	Form of Correspondence:	Key topics discussed and key outcomes (the topics should align with the Issues tables)
31.06.2016	Meeting with Historic England	A47 Presentation to Statutory Environmental Bodies
10.05.2017	Meeting with Historic England and Peterborough City Archaeologist	Stage 2 Option Selection - Archaeology and Cultural Heritage
16.05.2018	Meeting with Historic England – Mott MacDonald and Sweco	Discussion on the Statement of Significance for the Scheduled Monument. Discussion took place on the Environmental Liaison Groups (ELGs). Discussion took place on Geophysical surveys undertaken across the Scheme to date and the problems encountered. Discussion on Old Station House and Disused Railway Bridge.
07.11.2018	Letter from Historic England regarding A47 Wansford to Sutton Statutory Consultation Planning Act 2008 Section 42: Duty to Consult on a Proposed Application	Duty to Consult on a Proposed Application regarding early pre-application discussions, Preliminary Environmental Impact Report (PEIR), Environmental Impact Assessment (EIA) requirements
22.01.2020	Historic England & Peterborough City Council	Archaeological discussion on trenching proposals for the Scheme and works around the scheduled monument.
25.03.2020	MST Historic England Email & phone	Introduction meeting – to discuss potential amendments to the design of the Scheme in relation to the scheduled monument and archaeological trenching.
08.04.2020	Historic England, Environment Agency, Wildlife Trust	
27.04.2020	Historic England	Updated on the proposed Archaeology trenching works at Wansford.
23.09.2020	Email- Historic England	Heritage - Request consultation on heritage assessment methodology and viewpoints.
09.03.2021	Historic England	Discussion on option of relocating A47 on to southeast corner of scheduled monument.

Date	Form of Correspondence:	Key topics discussed and key outcomes (the topics should align with the Issues tables)
18.03.2021	Historic England	Further discussion on option of relocating A47 on to southeast corner of scheduled monument
11.03.2021	Email- Historic England	Heritage - Email to confirm with HE the approach to assigning sensitivity and significance of listed buildings.
06.05.2021	Letter/Email - Historic England	Letter sent to Historic England to confirm the agreement to encroach onto southeast corner of scheduled monument.
17.06.2021	Letter/Email - Historic England	Letter received from Historic England to confirm agreement to encroach onto southeast corner of scheduled monument.
25.02.2022	Teams call – Historic England	To discuss HE's Written Representation (REP2-074)
21.06.2022	Teams call – Historic England	To discuss SOCG with HE and come to an agreement.

2.1.2 It is agreed that this is an accurate record of the key meetings and consultation undertaken between (1) National Highways and (2) Historic England in relation to the issues addressed in this SoCG.



### 3 ISSUES

#### 3.1 Purpose of this Document

3.1.1 Section 3.2 summarises the key issues explored between Historic England and National Highways whilst the issues are explored in more detail in Section 3.3.

3.1.2 National Highways response to Historic England's Relevant Representation (**RR-014**) submitted at DCO Deadline 1 (**REP1-010**) can be found here:

<https://infrastructure.planninginspectorate.gov.uk/wp-content/ipc/uploads/projects/TR010039/TR010039-000430-National%20Highways%20-%209.4%20Applicant's%20Response%20to%20Relevant%20Representations.pdf>

3.1.3 National Highways response to Historic England's Written Representation (**REP2-074**) submitted at DCO Deadline 1 (**REP3-026**) can be found here:

<https://infrastructure.planninginspectorate.gov.uk/wp-content/ipc/uploads/projects/TR010039/TR010039-000297-A47%20Wansford%20to%20Sutton%20-%20Examination%20Library.pdf>

3.1.4 National Highways has also responded to other submissions made by Historic England into the Examination, (**REP2-075** (Response to the Examining Authority's First Written Questions (ExQ1), **REP5-029** (Deadline 5 submission), and **REP5-030** (Response to ExQ2)).

#### 3.2 Summary of Historic England Issues

Ref. No	Topic	Status	Date Agreed
1	The effect on the Scheduled monument north of A47 (List entry 1006796) and its setting	Agreed	21.06.2022
2	The effect on the setting of other listed buildings in the vicinity	Agreed	21.06.2022
3	Draft DCO Requirements (not in ExA List)	Agreed	21.06.2022

### 3.3 Issues in Detail

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
1	<b>The effect on the Scheduled monument north of A47 (List entry 1006796) and its setting</b>				<b>All matters agreed</b>	21.06.2022
a	The effect on the Scheduled monument north of A47 (List entry 1006796) and its setting	Letter from HE 17-06-2021	<p>Following discussions in 2021 and further assessment, Historic England confirmed the changes to the alignment would be very modest, and the impact on the scheduled monument would be acceptable.</p> <p>The proposal avoids areas of very high significance within this designated area and although it would result in harm to the monument, Historic England have assessed this to be less than substantial in policy terms.</p>		Agreed	21.06.2022
b		RR-014-6	Historic England are keen to ensure the avoidance of significant impacts to this monument however, we can confirm we are aware of the late scheme changes that would include a small area of the scheduled monument within the DCO boundary. We confirm we have been consulted on the	<p>Mitigation through excavation and recording has been agreed with Historic England.</p> <p>Mitigation through avoidance has been achieved as far as is practicable through design of the horizontal alignment and embankments in this location.</p>	Agreed	21.06.2022

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
			<p>changes and acknowledge this would result in harm to the significance of the asset, the asset but at level we consider is likely to be broadly acceptable.</p>	<p>These design considerations were discussed and agreed with Historic England</p> <p>Historic England will be consulted throughout the development of detailed design, drafting of the Written Scheme of Investigation (WSI) and during works.</p> <p>Consideration of preservation in situ will be a key aspect of the archaeological works set out in the WSI. This will include consideration of burial of the affected part of the scheduled monument as detailed in the Record of Environmental Actions and Commitments (REAC) within the Environmental Management Plan (EMP) (<b>REP6-001</b>), Commitments CH5 and CH6.</p>		
c		<p>Written Representation (REP2-074) Paras 2.10 – 2.12</p>	<p><b>Impact</b> The impact of the development on the scheduled monument has largely been avoided through mitigation by design. The road corridor and the development boundary respects for the most part the southern edge of the monument and avoids impacts upon it.</p>		Agreed	21.06.2022

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
			<p>In particular the works would avoid the southern most of the ring ditches. This is one of the more important features in the cemetery group (the avoidance of impacts on this particular barrow was an important design and mitigation consideration, which HE have supported).</p> <p>A small triangular section of the scheduled monument measuring is within the red line boundary. This is a small but direct impact upon the monument which would result in a permanent change. As set out in the ES, there are no known features of high evidential or archaeological significance in this part of the scheduled monument.</p>			
d		<p>Written Representation (REP2-074) Para 2.13</p>	<p>As it is small but direct impact, Historic England consider that in regard to the EIA process it is still a significant effect and would represent harm to a designated heritage asset in terms of planning Policy. The degree of harm would, in our view, be less than substantial in nature.</p>		Agreed	21.06.2022

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
		Written Representation (REP2-074) Para 2.14	The changes to the road corridor would also have the potential to result in a small change to the significance of the asset through a development within its setting. This is from an erosion of the rural setting of the monument to the south and an increase in the separation of the river and monument. We would also consider that this impact would need to be considered as a harmful residual effect in EIA terms. But again, the degree of harm to the significance of the asset from changes to its setting is less than substantial in nature and at the lower end of the spectrum.	National Highways is in broad agreement with this statement. The assessment of residual effect on setting is not quite in line with the assessment presented in the ES Chapter 6 Cultural Heritage ( <b>REP2-010</b> ) (Section 6.7.10-11). The Applicant believes the apparent difference is a fine point of definition.	Agreed	21.06.2022
e		Written Representations (REP2-074) Paras 2.22	<b>Policy – Historic England’s Position</b> Historic England’s view is that the Scheduled Monument has very high heritage values, is of national importance, and therefore direct impacts and impact upon the setting of the asset should be avoided as far as possible.		Agreed	21.06.2022
f		Written Representation (REP2-074)	During the later stages of the pre-application process a design modification was put forward which placed a small triangular section of		Agreed	21.06.2022

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
		Paras 2.22 – 2.26	<p>the scheduled monument within the scheme's development boundary.</p> <p>Historic England are aware that this change in alignment, if consented, would result in small but direct residual impact on the scheduled monument. The proposed intervention would avoid the areas that are of higher evidential and historical value (and one of the most important barrows in the group) and the overall significance of the scheduled monument would be retained.</p>			
g		Written Representation (REP2-074) Para 2.27	Historic England have therefore concluded that although this is a significant effect, the degree of harm is less than substantial in planning policy terms		Agreed	21.06.2022
2	<b>The effect on the setting of other listed buildings in the vicinity</b>				<b>All matters agreed</b>	21.06.2022
a	The effect on the setting of other listed buildings in the vicinity	Emails 11.03.2021 / 24.03.2021		Historic England agreed with the approach set out in the ES that Grade II listed buildings could be regarded as high or medium value	Agreed	21.06.2022

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
b	Non-Designated Heritage Asset - Wansford Road Station Significance	RR-014-7  Written Representation (REP2-074)	<p>Historic England are aware the development will result in a range of potentially significant impacts on a number of other non-designated heritage assets and archaeological sites.</p> <p>The former station at Sutton, which is earmarked for demolition, although not a designated asset; has a high degree of significance relating to its form and function. Its demolition would therefore result in a very high degree of harm and total loss of heritage significance.</p>	<p>The Former Wansford Railway Station (WAN01) will need to be demolished as the new carriageway alignment requires earthworks embankment through the location of the existing building. This is detailed in ES Chapter 6 Cultural Heritage (<b>REP2-010</b>).</p> <p>On balance, the benefits of the Scheme outweigh the harm caused to this building, which is a non-designated asset.</p> <p>REAC commitment CH4 within the Environmental Management Plan (EMP) (<b>REP6-001</b>) sets out the proposals for recording the building.</p>	Agreed	21.06.2022
c			<p>Heath House, the former station building and bridge together form a good grouping of railway related infrastructure and have retained heritage values and significance as heritage features albeit in a local context.</p> <p>The loss of significance for some assets would be total, and there would be additional harm to the setting of the retained assets. In our view this loss and the harm to</p>	<p>Heath House, the former station building and bridge are locally listed. The platform, gate and gate piers, linesman's hut and track/cutting are not described specifically in the local list descriptions. However, the assessment uses the precautionary principle that those assets are part of the curtilage of the locally listed assets and therefore benefit from the same consideration.</p>	Agreed	21.06.2022

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
			<p>the significance of the remaining assets from the development within their setting is regrettable but accept it is unavoidable.</p>	<p>In this instance “curtilage” is used in the natural language sense and not in any particular policy context.</p>		
d			<p>The applicant has made provision for recording these assets (see ES 6.8.6, and 6.8.7). We would consider this an appropriate response to satisfy NSPNN paragraph 5.140, as would an approach that seeks to recover original building materials during demolition (as set out in the ES see chapter 6.8.9). We consider this should also include the gates and gate piers and platform materials.</p> <p>As set out in NSPNN paragraph 5.139 this response is not as 'valuable' as retaining the asset and would not makeup for the overall loss of significance and heritage values.</p> <p>It is noted that discussions are on-going between the applicant (as owner of the station group) and other local parties with regard to controlled demolition and relocation of a number of assets in</p>	<p>The mitigation proposals set out in ES Chapter 6 Cultural Heritage (<b>REP2-10</b>) section 6.8.6 to 6.8.9 and table 6.6 include all parts of the removed structures, including the gate piers. This is echoed in commitments CH3 and CH4 of the REAC of the EMP (<b>REP2-027</b>).</p> <p>Third party actions noted in paragraphs 4.22 and 4.23 are not considered in the assessment of impact as this would be a separate project. Although the Environment Designated Fund (EDF) funding decision rests with National Highways, the responsibility for delivery would rest with the successful third party and not National Highways.</p> <p>The EDF decision process is not yet concluded and so, cannot be commented on in detail at this time. However, the Applicant can state that a preferred party has been identified to take the application</p>	Agreed	21.06.2022



Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
			<p>the Station building group. Including the main Station building itself.</p> <p>In our view If this course of action, namely recording, careful demolition and rebuilding (we recommend this includes the gates, gate piers and platform) could be secured, then some elements of the significance of the buildings would potentially be retained. Again, we recognise this is not as valuable as retaining the assets in situ. It is however arguable that the overall heritage harm and the negative effects would be reduced if this approach was successful, and some significance would be vested in the building at a new location. Provided this location allowed for public access and interpretation.</p> <p>The applicant should asked to provide further details to the ExA in relation to this matter.</p>	<p>forward, pending clarification of details and conditions.</p> <p>Should no EDF funded project be approved, the recording and demolition would progress as proposed. The materials would still be offered for salvage to appropriate groups or disposed of in line with the outline waste management plan (<b>APP-121</b>) if no such group is identified.</p>		
3	Draft DCO				All matters agreed	21.06.2022

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
a		Written Representation (REP2-074) Paras 2.31 – 2.32	Given a small area of the monument is within the scheme boundary, the DCO will take the powers of the 1979 Ancient Monuments and Archaeological Areas Act (The 1979 Act). The ExA would therefore need to be content that the provision for archaeology within the DCO is sufficient to ensure this archaeological work is discharged appropriately Act.	<p>The 1979 act contains a provision granting authorisation for relevant works through DCO (via an amendment of the Planning Act 2008 (c. 29), s. 241(8), Sch. 2 para. 17 (with s. 226); S.I. 2010/101, art. 2 (with art. 6))</p> <p>Section 2 of the 1979 act states:</p> <p><i>2 Control of works affecting scheduled monuments.</i> <i>(1) If any person executes or causes or permits to be executed any works to which this section applies he shall be guilty of an offence unless the works are authorised under this Part of this Act or by development consent.</i></p> <p>Historic England are included within the wording of commitments CH2, CH3, CH6 and CH7 in the Record of Environmental Actions and Commitments (REAC) of the (Environmental Management Plan (EMP) (<b>REP6-022</b>), Table 1.4. Requirement 10 of the dDCO (<b>REP5-005</b>) refers to the REAC.</p>	Agreed	21.06.2022

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
b			Historic England are concerned that the DCO provisions does not reference Historic England and we consider this is a matter that would need to be amended or clarified prior to approval.	<p>Consultation with the Historic Buildings and Monuments Commissions prior to submission to the Secretary of State has since been included within Requirement 4 (Environmental Management Plan) 10 to the draft DCO (<b>REP5-005</b>)</p> <p>Consultation with the Historic Buildings and Monuments Commissions prior to submission to the Secretary of State is included within Requirement 10 (Archaeological Remains) to the draft DCO (<b>REP5-005</b>)</p>	Agreed	21.06.2022
c	Draft DCO	REP2-074	<p>National Highways will need to provide full details of the justification, mitigation, revised and approved outline WSI and revised wording in the DCO to accommodate these changes.</p> <p>National Highways have some concerns with regards to the DCO wording and the role of Historic England. We consider these are matters that would need to be addressed prior to the consent being granted.</p>	<p>The Applicant has amended Requirements 4 and 10 the dDCO (<b>REP5-005</b>) to include the Historic Monuments and Buildings Commission as a consultee</p> <p>The Applicant will make a post-construction application to Historic England to amend the statutory listing to take account of the minor works in the area of the Scheduled Monument. This will be undertaken after the archaeological mitigation has been progressed to an appropriate stage (in consultation</p>	Agreed	21.06.2022

Ref No.	Issue	Document Reference (if relevant)	Historic England Comment	National Highways Response	Status	Date
				<p>with Historic England per the agreed heritage mitigation strategy). This measure has been added to the REAC of the EMP (<b>REP6-001</b>) as a commitment at a subsequent deadline.</p> <p>The changes listed above have been accepted by Historic England</p>		
d	Written Scheme of investigation (WSI) and DCO	REP2-074	Should consent be granted then Historic England would need to be consulted on the draft Environmental Management Plan and the Archaeological Written Scheme of Investigation. We note the WSI has not yet been produced, however the applicant has stated in the ES(see 6.8.14 to 6.8.20) that Historic England will be a consultee in drawing up the protocol.	<p>Consultation with the Historic Buildings and Monuments Commissions prior to submission to the Secretary of State has since been included within Requirement 4 (Environmental Management Plan) 10 to the draft DCO (<b>REP5-005</b>)</p> <p>Consultation with the Historic Buildings and Monuments Commissions prior to submission to the Secretary of State is included within Requirement 10 (Archaeological Remains) to the draft DCO (<b>REP5-005</b>)</p> <p>The changes detailed have been accepted by Historic England.</p>	Agreed	21.06.2022