

LAND EAST OF POSBROOK LANE TITCHFIELD, FAREHAM HAMPSHIRE, PO14 4EY

PROOF OF EVIDENCE SECTION 78 APPEAL

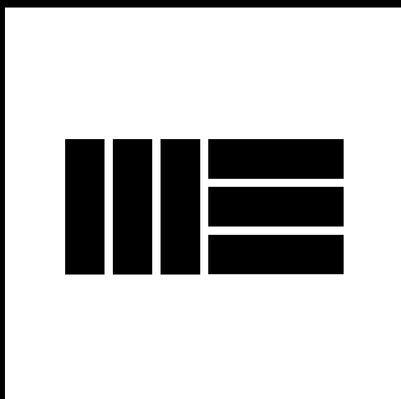
LPA REF: P/19/1193/OA

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LUCY MARKHAM MRTPI IHBC

RE. HERITAGE MATTERS

NOVEMBER 2021



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1.0 SUMMARY OF EVIDENCE

Background, Experience and Instruction

- 1.1 My main proof sets out my background, experience and qualifications. In summary, I am dual qualified as a town planner and am a member of the Institute of Historic Building Conservation (IHBC). I have almost seventeen years' experience providing specialist heritage advice in the planning process.
- 1.2 I am a Partner at Montagu Evans, a leading firm of chartered surveyors, in the Planning and Development Department of our London office. Our team is well-known for its expertise in historic environment matters.
- 1.3 I have considerable experience of advising on housing developments on the edge of existing settlements and of undertaking setting assessments.
- 1.4 In 2018 I acted as Fareham Borough Council (FBC)'s expert witness on heritage matters for the land to east of Posbrook Lane in Titchfield, for the proposed development of up to 150 dwellings, which was subject to a section 78 appeal (application reference P/17/0681/OA and appeal reference APP/A1720/W/18/3199119, "the First Appeal").
- 1.5 The First Appeal was dismissed and the Inspector's decision is core document CDJ.2.
- 1.6 FBC contacted me in January 2020 to ask whether I could prepare a consultation response on built heritage matters, in relation to a revised scheme for up to 57 dwellings on the same site; the application is now subject to the current appeal (application reference P/19/1193/OA and appeal reference APP/A1720/W/20/3254389).
- 1.7 In my response, dated 28 January 2020, I concluded that while the new scheme would reduce the degree of harm to the grade II* listed buildings at Great Posbrook, it would not remove it, and that there would be a low degree of less than substantial harm. This consultation response is CDB.7.
- 1.8 FBC then contacted me in August 2021 to ask whether I could act on their behalf as a heritage expert witness for this appeal, which I agreed to do.

Scope of Evidence

- 1.9 My evidence addresses the third putative reason for refusal, which identifies less than substantial harm to two grade II* listed buildings: a medieval late C16/early C17 aisled barn and an early C17 farmhouse at Great Posbrook. The location of these buildings is shown on the heritage asset plan in my Appendix 1.0.

- 1.10 I consider the significance of these listed buildings and what their setting contributes to their significance, or the appreciation of this significance. I then assess the effect of the proposed development on the significance of these listed buildings and the appreciation of their significance.

Summary of Relevant Law, Policy and Guidance

- 1.11 The statutory protection of listed buildings attaches great weight to their conservation. This has been clarified in recent case law. Paragraph 199 of the National Planning Policy Framework 2021 (“the NPPF” or “the Framework”) is also clear that great weight should be given to the conservation of heritage assets and the more important the asset, the greater the weight should be. In this case the two assets are grade II* listed (i.e. particularly important buildings of more than special interest which feature amongst the top 8% of listed buildings in the country). Paragraph 200 states that any harm to a designated heritage asset, including from development within its setting, such as here, would require clear and convincing justification. I recognise that it is possible for harmful development to be acceptable, should the public benefits outweigh this harm, as set out at paragraph 202 of the Framework.
- 1.12 Policy DSP5 is Fareham’s principal local policy on the historic environment, so is of most relevance to my evidence. Given the current absence of a five year supply of housing, policy DSP40(v) is also of key relevance.
- 1.13 Historic England’s guidance on setting (GPA3) is clear that setting has no intrinsic value in itself, but is important to the extent that it contributes to the significance of an asset or enables the appreciation of an asset’s significance. The revised GPA3 guidance has placed further emphasis on how proposed development affects one’s ability to appreciate an asset’s significance.

The First Appeal Decision

- 1.14 The First Appeal Decision (CDJ.2) related to a larger scheme on the same site, where built form would have essentially filled the gap between Titchfield and Great Posbrook and was also located to the east of the farmstead, as far south as the Barn.
- 1.15 In accordance with the principle of consistency, the findings of the Inspector in the First Appeal are relevant to the current Appeal. I summarise the key points of most relevance to my evidence as follows:
- 1) Great Posbrook comprises a historic farmstead which includes a grade II* listed house and barn, which are in the top 8% of listed buildings in the country and a significant and invaluable resource (paragraph 32);

- 2) There is a functional relationship between the listed buildings and the adjoining land which was likely farmed as part of the farm holding and reasonable evidence that there is an associative link with Titchfield Abbey, which adds to their significance (paragraph 36);
- 3) The more recent and modern infill development and recent housing within the farmstead and in the wider setting has had a negative impact on the listed buildings and detracts from their significance (paragraph 36);
- 4) The wider setting of the site within a rural landscape is a valued landscape (paragraph 28) which assists in understanding the scale and status of the landholding, and sets the farmstead in an appropriate open rural agricultural setting and separates it from the settlement of Titchfield. This contributes to the significance of the heritage assets (paragraph 36);
- 5) The proximity to Titchfield and the exposed urban edge have a negative impact on the wider setting of the heritage assets, bringing the suburban development close to the farmstead and reducing the wider rural hinterland (paragraph 37);
- 6) The proposals would bring the settlement of Titchfield up to the cluster of buildings at the former farmstead and in effect subsume that once separate element into the broader extent of the development (paragraph 41);
- 7) This would reduce the connection of the former farmstead and listed buildings to the rural hinterland and obscure the separation from Titchfield (paragraph 41);
- 8) The change would be perceived when travelling along Posbrook Lane when entering or leaving the village, and would be readily appreciated from Bellfield and from the settlement edge, and from the public footpaths running through the land, in both static and kinetic views (paragraph 41);
- 9) The change would be noticeable, harmful, significant and fundamental (paragraph 41);
- 10) The proposed development would intrude into views from the south and in the short to medium term would be readily distinguishable as suburban housing (paragraph 42);
- 11) In the longer term landscaping may reduce this negative effect; however, it would introduce a sense of enclosure around the farmstead and listed buildings, detach them from the rural hinterland and reduce the historic functional relationship with the adjoining open land;
- 12) The effect on views from footpaths to the east would be significant and harmful in the short to medium term. There may be some reduction in harm as the landscaping matures, but even with dense planting and the softening of the existing urban edge, it will be an undeniable fact that suburban development has been undertaken, and there is no separation between Titchfield and the historic farmstead (paragraph 43);
- 13) The urbanisation of the remaining area separating the farmstead and listed buildings from the settlement is significant. Whilst the rural hinterland would remain to the south and west, the dislocation from the existing built up area is an important and fundamental component of that setting that would be lost as a result of the development (paragraph 44);
- 14) There would be less than substantial harm to the listed buildings; this would not be at the lower end as contended by the appellant, but more in line with that suggested by the Council (in the middle of the range) (paragraph 44);

- 15) The proposals would therefore conflict with Policy DSP5 (paragraph 44); and
- 16) The NPPF advises that great weight should be given to the conservation of designated heritage assets and any harm requires clear and convincing justification. The courts have held that any harm to a listed building or its setting is to be given considerable importance and weight (paragraph 45).

Consultation Responses

- 1.16 I prepared the consultation response on built heritage on behalf of the Council. I identified less than substantial harm to the grade II* listed barn and farmhouse, and that this would be at the lower end of the spectrum. I did not consider that the proposals would harm Titchfield Conservation Area, nor the locally listed buildings within Great Posbrook Farmhouse.
- 1.17 The Appellant wrongly alleges that it is inconsistent to identify harm to the grade II* listed buildings and not to the locally listed farm buildings within the farmstead, so I explain the differences in my assessment below.
- 1.18 I recognise that in the consultation response I made an error in the measurements of the existing and proposed gap between the southern edge of Titchfield and Great Posbrook, partly because the Illustrative Site Plan (drawing number 16.092.02) does not specify the size of paper that it needs to be printed at 1:500 scale, nor could the Appellant confirm this during discussions on the Statements of Common Ground. The Council and Appellant have now agreed the distances in the Landscape and Heritage Statements of Common Ground.
- 1.19 The measurement error does not change the fact that the gap between Titchfield and Great Posbrook would be reduced by more than half, and the remaining 56m of open space would be a relatively narrow gap, equivalent to some public spaces within Titchfield.
- 1.20 The Council's Urban Designer identified "a very minimal gap" of some 50m, and considered that the development would have a harmful effect on the grade II* listed buildings.
- 1.21 Historic England, the statutory consultee on the historic environment, identified less than substantial harm to the grade II* listed buildings.
- 1.22 The Appellant's SOC on heritage matters claims that in their final consultation response, HE have not taken into account the improvement to the southern edge of Titchfield, and that HE should have concluded that there was no harm to the listed buildings (paragraph 5.13).
- 1.23 This claim is disingenuous because HE did clearly identify the introduction of landscaping along the southern edge as an enhancement in their pre-application letter, and refer to it as "softening" the impact in their consultation response on the application, before reaching their conclusion that the proposals would result in less than substantial harm to the listed buildings.

- 1.24 The terms of HE's recommendation (in particular the reference to the section 66(1) duty) also indicate that HE's lack of objection was on the basis that they were content for the Council to weigh the less than substantial harm in the balance, not that they formed the view that there was no harm.
- 1.25 The Fareham Society and Titchfield Village Trust are local amenity societies who seek to preserve the built environment, and both have objected to the Appeal scheme in strong terms. 16 local people have specifically cited heritage in their objections.

Summary History of Great Posbrook

- 1.26 The Appeal Site surrounds an ancient manor complex to the north and east. Great Posbrook is an ancient farmstead. It was acquired by Titchfield Abbey in 1243-4, relatively soon after the establishment of the monastery. The historic connection with the Abbey continued until 1838 at least; the Tithe map indicates that Place House (the mansion created from the Abbey after the Dissolution of the Monasteries) and Great Posbrook manor were owned by the same family at this date, including the land at the Appeal Site. The First Appeal decision recognised that there is reasonable evidence of an associative link with Titchfield Abbey, and this is common ground with the Appellant.
- 1.27 The oldest buildings to survive at the farmstead are a substantial 10 bay aisled barn, which has been dated by dendrochronology to the late C16 or early C17, and an early C17 farmhouse, which originally had a very unusual T-shaped form. Both are grade II* listed so are in the top 8% of listed buildings in the country; they are highly graded assets. These two buildings are of a broadly similar date range and may have been constructed as part of an Estate renewal in the decades following the Dissolution. There are C19 additions to the farmhouse to the south and west, and evidence that the east end of barn may date from the C18.
- 1.28 There are a number of other historic farm buildings at Great Posbrook, which are locally listed, comprising a former stables, cartshed/piggery and small barn/granary. The farmstead originally had a loose courtyard plan.
- 1.29 I understand that the farmhouse was sold in the mid-1990s, and then subdivided into three dwellings. It is likely that Posbrook House, a detached house to the north of the drive, was also constructed in this period.
- 1.30 By 1995 the farm buildings were disused and became very dilapidated. By 2003 the barn was on English Heritage's At Risk Register.
- 1.31 An enabling scheme in 2005 (application reference P/05/1663/FP) secured consent to demolish the modern farm buildings, to convert the former stables and piggery into four dwellings, construct six new dwellings and convert the barn into a

garage/storage space for the residents. The enabling scheme was sensitively designed to respect the setting of the listed barn and farmhouse and won a local architectural award; it reinstated the courtyard plan and in many cases the new buildings were built broadly on the footprint of historic farm buildings. Because of the site's location in the Countryside and in a Strategic Gap, there was a policy presumption against development; however the Council considered the weighty heritage benefits meant the scheme was acceptable.

Significance of the Farmstead, Farmhouse, Barn and Farm Buildings

- 1.32 Great Posbrook is a medieval farmstead with a historic functional relationship with Titchfield Abbey. Not all the historic farm buildings of the ancient farmstead survive, and it contains a number of modern houses. However, the new development has been sympathetic to the historic form of the farmstead, and retains a number of important historic farm buildings, including a reliably dated late C16/early C17 substantial aisled barn. According to Historic England's criteria for assessing historic farmsteads, Great Posbrook is a farmstead of special significance.
- 1.33 The farmhouse is of historic interest as a manorial farmhouse and the focus of the ancient farmstead. It is likely to date from the early C17, so the original fabric is of considerable historic interest. Furthermore, the farmhouse originally had a very unusual T-shaped form, which is of particular architectural interest because of its rarity.
- 1.34 The barn is of considerable historic interest for the age of its fabric which has been reliably dated to between 1570 and 1622 by dendrochronology. The barn is post-Dissolution but its substantial scale and fine roof carpentry are reminiscent of earlier examples, such as Titchfield Abbey monastic barn nearby, which may explain why HE attributed it as late medieval in the list description. The wagon entrance and opposing door indicate it was used for threshing. The timber frame and roof structure are of architectural interest as an example of a very large aisled barn, with a Queen-Strut roof, in substantial members, with arched braces indicating its early date. The roof covering of corrugated steel is not of special interest but it is a light weight material commonly used on agricultural buildings.
- 1.35 The locally listed buildings comprise a former stables, cartshed/piggery and small barn/granary. The cartshed/ piggery is late C19, but the date of the other structures is less clear, either C18 or C19. The stables and cartshed/piggery were converted to residential use as part of the enabling scheme, which transformed the character of the buildings and diminished their interest as examples of vernacular farm buildings, albeit securing their long term future. The small barn/granary is ancillary to Old Barn Cottage (the western wing of the listed farmhouse), which at the time of my site visit was under conversion to a summer room, with the rest of the building remaining in use as a workshop and shed. The locally listed buildings are of historic and architectural interest as examples of vernacular farm buildings now converted to new uses. They have group value with the grade II* listed buildings. The locally listed buildings are smaller, more recent, and more altered structures than the farmhouse and barn, so are only of local interest, and are of low significance in comparison with the highly graded listed buildings.

The Setting of the Listed and Locally Listed Buildings

- 1.36 Both buildings are located in the west side of the Meon valley, which the First Appeal identified (and this is now common ground) as a valued landscape. The land slopes gently towards the canal and river to the east.
- 1.37 The land to the north, south and east of the farmhouse remains largely open, and the land to the south and east of the barn is open.
- 1.38 The farmhouse has been subdivided into three dwellings. The separate drives and harder boundaries to the north and development of a detached house (Posbrook House) to the north of the drive have created a more suburban character to the north. The soft boundaries and access between the gardens to the south mean it is possible to readily appreciate that the farmhouse was once a single dwelling.
- 1.39 Along the north and east boundary of the farmstead there are mature evergreen Holm Oaks, which enclose the garden of the eastern wing of the farmhouse (Great Posbrook), provide privacy and limit views both in and out, although there is a glimpsed view of the listed farmhouse from the PROW in the Appeal Site (my view 5).
- 1.40 The enabling scheme has changed the character of the setting of the barn, and to a lesser extent the farmhouse, so that it is more suburban. Nevertheless, it is still possible to appreciate that this was an historic farmstead because three other historic farm buildings survive and the modern development has been sensitively designed to reinforce the historic courtyard form, in the idiom of vernacular agricultural or domestic buildings.
- 1.41 The setting of farmhouse and barn in an historic farmstead makes an important contribution to the appreciation of their significance as a former manor house and agricultural building.
- 1.42 The barn is a substantial structure with a distinctive deeply sloping roof clearly indicating that this is a historic barn, even without its original roof covering.
- 1.43 The openness of the barn's setting to the south and east reinforce its visual prominence in views from the south.
- 1.44 The farmhouse and barn can be seen together as a group in views from the PROW and Posbrook Lane to the south.
- 1.45 The post-WWII council housing to the south of Titchfield adversely affects the experience of the listed farmhouse and barn because its proximity reduces the sense of the farmstead being in open countryside. This was recognised in the First Appeal decision and is common ground. I agree with Mr Croot that the southern edge of Titchfield has softened since the last Appeal, as the existing vegetation has matured.

- 1.46 It is common ground that the Appeal Site makes an important contribution to the openness of the setting of the listed buildings and to the appreciation of the significance of the farmhouse and barn as being part of an historic farmstead, separate from Titchfield. It is also common ground that the Appeal Site comprises land that was farmed from Great Posbrook so there is also a historic functional relationship with the listed buildings.
- 1.47 The locally listed buildings are located in the centre of the historic farmstead. There is a spatial and historic functional relationship with the grade II* listed buildings and each other that contributes to the appreciation of their historic and architectural significance as farm buildings. The listed buildings are both substantial structures which have primacy in the farmstead both because of their size and historic use. The locally listed buildings are secondary features both because of their ancillary use and smaller size. There are very limited views of the locally listed buildings outside the farmstead, so their setting is therefore more contained and insular.
- 1.48 The rural setting of the former farmstead and historic functional relationship with the surrounding land, including the Appeal Site, contributes to the appreciation of the significance of the locally listed buildings as examples of adapted farm buildings. However, the contribution of the rural setting is more limited than to the listed buildings. The listed buildings are located on the edges of the farmstead, adjacent to open fields, and are seen in a rural setting in distant views, so have a more direct setting relationship with the surrounding open fields. Conversely the locally listed buildings are located in the centre of the farmstead, with no direct relationship with the open fields; so their setting within the farmstead and relationship with the listed buildings contributes more to the appreciation of their significance.

Assessment

- 1.49 The proposed development would be located 122m to the north of the farmhouse and 196.5m north of the listed barn, based on my measurements from an A1 copy using a scale ruler. The distance between the farmhouse and nearest proposed house is 135.6m, as agreed in the Agreed Dimensions plan appended to the Landscape SOCG. The distance between the proposed development and the boundary of Great Posbrook farmstead would be 56m at its narrowest point, and 78.8m at its widest; this is common ground (see paragraph 3.9 of the HSOCG).
- 1.50 There would therefore be a degree of separation between the historic farmstead and settlement of Titchfield, and the proposed development would not abut the farmstead to the north and east as previously proposed.
- 1.51 However, the proposed development would bring the boundary of Titchfield closer to Great Posbrook, reducing the minimum separation gap from 118m to 56m, a reduction of 62m, and more than half. It would therefore become more difficult to understand that Great Posbrook was a historic farmstead and this would diminish the appreciation of the significance of the listed farm buildings.

- 1.52 In their pre-application response Historic England identified that the planting of woodland in the gap between Great Posbrook and Titchfield would “erode the farmstead’s open rural context and historic connection with this adjoining land” (my emphasis). The extent of woodland was therefore reduced in the submitted scheme to 20m to the south of the proposed development and 10m to the north of Great Posbrook.
- 1.53 While I do not consider the proposed woodland/ vegetation would detrimentally enclose the historic farmstead or listed buildings, it reduces the open land between the settlement and former farmstead to 26m. Mr Croot questions whether full height planting along the northern boundary of the farmstead is achievable because of a sewer in this location; nevertheless even planting at a lower height would reduce the extent of open land.
- 1.54 On any measure the reduction in the separation distance to a minimum of 56m (including woodland) or 26m of open land between the woodland/ vegetation bands is a relatively narrow gap. The Borough Urban Designer’s independent assessment was that this was a “very minimal gap”. It is not a “clear and substantive gap” as claimed by Mr Froneman.
- 1.55 In fact this separation gap is of similar dimensions to the playground to the south of Titchfield and public open spaces to the north of Bellfield and Hewetts Road in Titchfield, which are respectively up to 42m, 45m and 51m as illustrated in the annotated plan and photographs in my Appendix 1.0.
- 1.56 I recognise that the proposed “gap” is considerably longer than two of these open spaces; however, given its limited depth it will “read” as a public open space within a single settlement, rather than as agricultural land between a settlement and a farmstead. I recognise that strictly speaking public access would be restricted to the public footpath, nevertheless the narrow depth of the open space will affect the experience and perception of it as a public open space.
- 1.57 The proposed development would therefore obscure the separation between Titchfield and Great Posbrook as concluded in the First Appeal.
- 1.58 I note that, as explained at paragraph 8.2 of the Planning SOCG, the Appellant is only proposing a Local Equipped Area for Play (adjacent to the existing playground to the north of the Appeal Site), but that without prejudice to this it considers that additional public open space could be provided to the south of the proposed dwellings if the Inspector considered it necessary. This indicates that the Appellant has also considered the use of this space as a public open space. If the use was formalised as public open space, this would further reinforce the sense that that the open space was within a single settlement, rather than a gap separating a settlement from a historic farmstead.
- 1.59 Even if the Inspector considers that the “gap” would not read as a public open space within the same settlement, the degree of separation between the settlement and former farmstead would be considerably reduced, and this would reduce the connection between the farmstead and its rural hinterland, as identified in the First Appeal.

- 1.60 As identified by HE, this change would be perceived when travelling south from Titchfield on the road, and particularly on the footpath, as well as north in the opposite direction. The experience of the “gap” would be noticeably shorter in the kinetic sequence.
- 1.61 It is common ground that the Appeal Site has a historic functional relationship with the former farmstead and the grade II* listed buildings. Constructing up to 57 houses on this agricultural land, changing its character from open to developed, from landscape to urban form, would therefore reduce the appreciation of this historic functional relationship and urbanise the setting of the listed buildings in the farmstead. This would harm the appreciation of the significance of the listed buildings.
- 1.62 I appreciate that the landscape planting along the southern boundary of the proposed development would reduce the urbanising effect, by screening the proposed houses from view in the long term. However, one would still be aware of the new housing when travelling along the road and footpath beyond the woodland, and this would urbanise the setting of the listed buildings.
- 1.63 As HE identifies there would also be setting effects from lighting and noise from the proposed housing, which would reinforce the urbanising effect of the development. I note that HE requested a lighting scheme to seek to mitigate the night time effect of the development, which the Appellant has not provided. A lighting scheme could be required via a planning condition but is unlikely to remove all harmful lighting effects. Movement of people and vehicles into and out of the new cul de sac would also be noticeable in the setting of the listed buildings, another urbanising effect.
- 1.64 In the consultation response on built heritage I prepared for the Council, I identified the potential for the landscape screening to improve distant views along the southern edge of Titchfield, which can be seen in conjunction with the listed farmhouse and barn from the footpath to the south. This was identified as a potential enhancement in my letter of 28 January 2020, which was factored into my overall conclusion of less than substantial harm. The Council’s conclusion on less than substantial harm was based on my expert advice.
- 1.65 I have also explained that HE also took the softening of the southern edge of Titchfield into account in their finding of less than substantial harm.
- 1.66 When I returned to site in September 2021, the buildings on the southern edge of Titchfield were less visible from the footpath to the south of Great Posbrook than they were in 2018 (see views 1 and 2, 2021 in Appendix 1); nevertheless I recognise that these views may still exist when the trees are not in leaf. The urban edge of Titchfield is certainly visible as one walks along the footpath parallel to and north of Great Posbrook, although I agree with Mr Croot that it has softened since the First Appeal as the vegetation has matured.

- 1.67 I consider that the introduction of landscape screening along the southern edge of the proposed development and in the south-east corner of the existing settlement boundary, will soften the urban edge of Titchfield and enhance the setting and appreciation of the significance of the listed buildings. This is common ground.
- 1.68 I have identified no other positive heritage effects from the development, and nor has the Appellant. For example there will be no changes to public access or use of the listed buildings, or their economic viability, because they are in private ownership and their long term use is secure.
- 1.69 This slight beneficial effect resulting from the landscape screening would be outweighed by the greater negative effect of the significant reduction in the 'gap' between Titchfield and Great Posbrook, which would bring development closer to the listed buildings, diminishing the appreciation of the historic functional relationship with the former farmland, reducing and urbanising its rural hinterland.
- 1.70 The diminution in the understanding that the barn and farmhouse were part of an historic farmstead would reduce the appreciation of the significant historic functional relationship with Titchfield Abbey. Great Posbrook was a monastic farmstead and if it becomes more difficult to understand that it was formerly a farm, the historic link with Titchfield Abbey would become more obscure. I do not place significant weight on this factor but it is material.
- 1.71 My conclusion is therefore that the proposed development would result in less than substantial harm to the grade II* listed buildings, at the lower end of the scale. The harm would be permanent and is of great weight in the planning balance. The weight increases because the effect is on highly graded assets.
- 1.72 My assessment is consistent with that of Historic England, the statutory consultee on the historic environment, as well as local amenity societies, including the Fareham Society and Titchfield Village Trust. This harm to highly graded assets is also a matter of public interest and has given cause for at least 16 different members to write in objection to the application.
- 1.73 Mr Froneman has claimed that my finding of harm to the listed buildings is inconsistent with my conclusion that the proposed development would not harm the locally listed former farm buildings. I disagree.
- 1.74 My assessment of the effect on the locally listed buildings differs because their setting is materially different to that of the listed buildings. The locally listed buildings are located in the centre of the farmstead and do not have a direct setting relationship with the surrounding agricultural land. Conversely the listed buildings are substantial buildings located on the edges of the farmstead, adjacent to the open land that contributes to the setting of the farmstead and listed building.

- 1.75 The proposed development will have no effect on the spatial and historic functional relationship between the locally listed buildings and grade II* listed buildings, nor the relationship the locally listed buildings have with one another. While the proposed development will reduce the gap between Great Posbrook and Titchfield, and urbanise the setting of the farmstead and listed buildings, I consider the effect on the locally listed farm buildings would not be harmful because their setting is more contained and insular, and there is interposing modern development between them and the proposed development.

Policy Assessment

- 1.76 My evidence provides a detailed assessment of the significance of the listed Barn and Farmhouse at Great Posbrook, to fulfil the requirements of paragraph 195 of the NPPF.
- 1.77 I have concluded that the appeal proposals will harm the significance of the grade II* listed Barn and Farmhouse, with the harm being at the lower end of the less than substantial scale. Historic England, the Council's Urban Designer, the Fareham Society and the Titchfield Village Trust and I all agree that the proposals would cause less than substantial harm.
- 1.78 Listed buildings benefit from statutory protection. Case law has clarified that, pursuant to the duty under section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, any harm is a matter of considerable importance and weight in the planning balance and gives rise to a statutory "strong presumption" against permission. Paragraph 199 of the NPPF also emphasises that "great weight" should be given to the conservation of designated heritage assets.
- 1.79 The NPPF (para 199) and case law on the section 66 duty (Barnwell) are also clear that harm to highly graded assets has more weight in the planning balance and increases the strength of the statutory presumption. In this case the assets are highly graded listed buildings (II* - of only 20 in the Borough).
- 1.80 I therefore consider that the overall heritage harm that I have identified should be accorded great weight.
- 1.81 I refer (and defer) to Mr Jupp's evidence on planning which balances the harm that I have identified against the public benefits pursuant to paragraph 202 of the NPPF, concluding that the harm is not outweighed by the public benefits. I also refer (and defer) to his view that the development breaches the Development Plan and emerging Local Plan policies on heritage outlined in section 4 below.

2.0 INTRODUCTION

- 2.1 My name is Lucy Markham and I am a Partner in the Planning and Development Department at Montagu Evans. I am dual qualified as a Chartered Town Planner and a Member of the Institute of Historic Building Conservation (IHBC). I have almost seventeen years' professional experience as a heritage specialist and hold postgraduate qualifications in building conservation, urban design and town planning.

Our Practice

- 2.2 Montagu Evans is a leading firm of chartered surveyors. Established in 1921, there are 92 owning partners and nearly 360 employees. I am based in the City of London offices, which are the registered office of the LLP.
- 2.3 The firm advises on all areas of development surveying consultancy, including rating, valuation, management, investment and town planning. The town planning consultancy is central to our business, and we have become well-known for its expertise on historic environment matters.

Professional Background: Some Current Projects and Clients

- 2.4 I provide specialist planning advice on sites that involve development in the historic environment. I have experience of advising on development that affects many different types of heritage assets, including highly graded listed buildings, World Heritage Sites, scheduled monuments, conservation areas, Registered Parks, locally listed and other non-designated heritage assets. I am a senior member of the team and direct the work of more junior colleagues. I have advised on the heritage aspects of many housing schemes, both large and small. I have experience of other projects affecting medieval buildings and historic farm buildings and houses, which I mention here because those asset classes are treated in my evidence in support of the Council. I have also advised on the potential listing of buildings and secured Certificates of Immunity from Listing for clients.
- 2.5 I am aware of the duties of expert planning witnesses and the RTPI Code of Conduct, including their April 2017 advice on ethics and professional standards (see the signed affirmation at the end of my evidence).
- 2.6 I have advised a number of public and charitable clients, including a number of cultural institutions such as the Tate, the Southbank Centre, Somerset House, the Royal Horticultural Society, the National Trust and Salisbury Museum. I have also advised a number of educational establishments including Sheffield University, Wadham College, Oxford, University College London, and the University of the Arts London. My other public sector clients have included the Ministry of Defence, English Heritage (now split into Historic England and English Heritage), Plymouth City Council, Exeter City

Council and Crawley Borough Council. This work for local planning authorities has included projects to identify potential conservation areas and locally listed buildings (in Plymouth) and areas of special environmental quality (in Crawley), and to define the appropriate height of development (for the redevelopment of Exeter bus station), to form the evidence base for local policy.

- 2.7 I have advised on a number of large housing schemes and town extensions as well as the promotion of land for housing allocations through the local plan process. My clients include major national housebuilders: Commercial Estates Group, City and Country, Richborough Estates, Hallam Land, Berkeley Homes, This Land and Fairview New Homes.
- 2.8 I have acted as an expert heritage witness at public inquiries, including providing evidence on housing development in the setting of listed buildings and townscape matters.
- 2.9 I have been instructed by Fareham Borough Council (hereafter FBC or the Council) previously in relation to the Site, and describe this and my involvement in the Appeal in the next section.

Past Employment

- 2.10 I joined Montagu Evans in 2012. Before that I was a Principal at Atkins' central London office, mostly advising on the built heritage aspects of Crossrail. I started my career in heritage in 2004 at Alan Baxter & Associates, a multi-disciplinary consultancy based in engineering, where I was in due course promoted to Project Director, before I left in 2010.

Academic Qualifications and Publications

- 2.11 I have an Honours Degree (BA) in Modern History from the University of Oxford.
- 2.12 I have an MSc in Historic Conservation, which is a course jointly run by Oxford Brookes University and the Department for Continuing Education at Oxford University. My dissertation was on the protected views of St Paul's Cathedral. Academic articles that I wrote on this topic were published in the London Journal and London Society Journal.
- 2.13 I also have postgraduate qualifications in Spatial Planning, a PGDip from Oxford Brookes University, and in Urban Design, a PGCert from Westminster University.

3.0 INSTRUCTIONS AND SCOPE OF PROOF OF EVIDENCE

3.1 I am appearing at this Inquiry on behalf of the Council. This Appeal is being made under section 78 of the Town and Country Planning Act 1990.

3.2 In this section I set out my involvement with these proposals as an expert witness and my understanding of the scope of my evidence.

Instructions

3.3 In 2018 I acted as the Council's expert witness on heritage matters for the land to east of Posbrook Lane in Titchfield, for the proposed development of up to 150 dwellings, which was subject to a section 78 appeal (application reference P/17/0681/OA and appeal reference APP/A1720/W/18/3199119, "the First Appeal").

3.4 The First Appeal was dismissed and the Inspector's decision is core document CDJ.2.

3.5 FBC contacted me in January 2020 to ask whether I could prepare a consultation response on built heritage matters, in relation to a revised scheme for up to 57 dwellings on the same site; the application is now subject to the current appeal (application reference P/19/1193/OA and appeal reference APP/A1720/W/20/3254389).

3.6 In my response, dated 28 January 2020, I concluded that while the new scheme would reduce the degree of harm to the grade II* listed buildings at Great Posbrook, it would not remove it, and that there would be a low degree of less than substantial harm. This consultation response is core document CDB.7.

3.7 FBC then contacted me in August 2021 to ask whether I could act on their behalf as a heritage expert witness for this appeal, which I agreed to do. I undertook a further site visit in September 2021.

3.8 This is independent expert evidence, and prepared in line with the relevant RTPI Code of Conduct, including their advice on Ethics and Professional Standards. My signed affirmation at the end of this Proof sets out the basis of my evidence to the Inquiry. That affirmation also confirms that this evidence meets the requirements of the PINS guidance, in Annexe O of the Procedural Guide.

Scope of Evidence

- 3.9 The Appeal is being made against the failure of the Council to determine the planning application within the requisite timescales. Members subsequently resolved that the application would have been refused in a Planning Committee meeting on 24 June 2020. My evidence addresses the third putative reason for refusal:

“The development is contrary to Policies CS2, CS4, CS5, CS6, CS14, CS16, CS17 & CS18 of the Adopted Fareham Borough Core Strategy 2011 and Policies DSP5, DSP6, DSP13 & DSP40 of the Adopted Local Plan Part 2: Development Site and Policies Plan”

And paragraphs 170 and 196 of the NPPF and is unacceptable in that:

c) The proposal would result in less than substantial harm to, and fail to preserve and enhance, the setting of nearby Grade II Listed Buildings.”*

- 3.10 The reason for refusal is clearly based on a finding of harm to the setting of the grade II* listed buildings. The additional clause on the failure to “preserve and enhance” is redundant and there is no need to consider this further.

- 3.11 I draw the Inspector’s attention to the heritage asset plan at my Appendix 1 which shows the location of the two listed structures that are cited in the reason for refusal: the Barn and Farmhouse at Great Posbrook, and their relationship with the appeal site.

- 3.12 I have undertaken a detailed analysis of the Appellant’s Statement of Case: Heritage, dated September 2020, and summarise my analysis of the common ground and points of contention in section 8 of my evidence. This exercise has informed the scope of my evidence, but I also carry out a detailed analysis of the significance and setting of the heritage assets and the effect of the proposed development. This is based on the analysis I did for the First Appeal, which I have reviewed, and where relevant updated.

- 3.13 Accordingly, the remainder of my evidence considers the following topics:

- The statutory provisions and policy considerations that apply to the determination of this Appeal (in section 4.0 of my evidence);
- The assessment of the site and previous scheme in the first Appeal decision (in section 5.0 of my evidence);
- Consultation responses on the current Appeal scheme (in section 6.0 of my evidence);
- The historic development of Great Posbrook and its relationship with Titchfield (in section 7.0 of my evidence);

- The special interest of the listed Barn and Farmhouse, and the contribution that their setting makes to the appreciation of their significance, with particular reference to their location in a historic farmstead (in section 8.0 of my evidence);
- The effect of the proposed development east of Posbrook Lane on the special interest of the listed Barn and Farmhouse, with particular reference to the ability to appreciate the significance of the buildings as part of a historic farmstead (section 9.0); and
- The degree of harm to the listed buildings and the weight that this should be given in the planning balance (also section 9.0). Mr Jupp, who is providing planning evidence for the Council, considers whether the harm is justified and carries out the balancing exercise required by paragraph 202 of the 2021 NPPF in his evidence.

4.0 STATUTORY PROVISIONS AND PLANNING POLICY CONSIDERATIONS

- 4.1 This section of my evidence summarises the statutory provisions and planning policy relevant to my evidence, with particular focus on the policies cited in respect of the heritage reason for refusal.

Statutory Provisions: The Planning and Compulsory Purchase Act 2004 (“the PCPA 2004”) and The Town and Country Planning (Listed Buildings and Conservations Areas) Act 1990 (“the Planning (LBCA) Act 1990”)

- 4.2 Section 38 (6) of the PCPA 2004 requires the decision maker to determine applications (and appeals) in accordance with the statutory development plan for the area unless material considerations indicate otherwise.
- 4.3 Section 66(1) of the Planning (LBCA) Act 1990 sets out the duty of the local planning authority (or Secretary of State or Inspector) when considering whether to grant planning permission for development that affects a listed building or its setting to:

‘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’.

Case Law

- 4.4 In the context of the section 66(1) duty, ‘to preserve’ means ‘to cause no harm’, the principle established in *South Lakeland District Council v Secretary of State for the Environment and another* [1992] 2 AC 141 (CDK.19).
- 4.5 I draw particular attention to the Court of Appeal decision in *East Northamptonshire District Council v Secretary of State for Communities and Local Government* [2015] 1 WLR 45 (or ‘Barnwell’ (CDK.20)). This is one of a number of judgments that provide guidance on the interpretation of the statutory provisions of the Planning (LBCA) Act 1990.
- 4.6 The decision confirms what I have always interpreted to be the case. The conservation of heritage assets is a matter of “considerable importance and weight” in the planning balance, which means in this context seeking wherever possible to avoid harm. Section 66 creates a statutory “strong presumption” against proposals that would cause harm to heritage assets.
- 4.7 The Barnwell judgment makes clear that the strength of the presumption against allowing development which causes harm to the setting of a listed building or conservation area reduces in weight as the importance of the heritage asset diminishes,

and if the harm is less than substantial rather than substantial (see paragraph 28). However, the statutory presumption is not removed in such circumstances, and the Court of Appeal also made clear that a less than substantial harm does not equal a less than substantial objection to the grant of planning permission (paragraph 29).

4.8 The High Court decision *R (on the application of The Forge Field Society and others) v Sevenoaks District Council* [2014] EWHC 1895 (Admin) or 'Forge Field' (CDK.21) reinforced the findings of Barnwell.

4.9 Another issue considered in the Forge Field judgment was alternative sites. Mr Justice Lindblom held as follows at paragraph 61:

"If there is a need for development of the kind proposed, which in this case there was, but the development would cause harm to heritage assets, which in this case it would, the possibility of the development being undertaken on an alternative site on which that harm can be avoided altogether will add force to the statutory presumption in favour of preservation. Indeed, the presumption itself implies the need for a suitably rigorous assessment of potential alternatives."

4.10 The law on alternatives in the heritage context was also considered recently in *R (Save Stonehenge World Heritage Site Limited) v Secretary of State for Transport* [2021] EWHC 2161 (Admin) (CDK.29). At paragraphs 268 to 275 Mr Justice Holgate considered the relevant case law on when an alternative (whether a concrete alternative or a mere possibility) may permissibly be taken into account by a decision taker and when (going further) an alternative is an "obviously material consideration" which must be taken into account.

4.11 In *Jones v Mordue* [2016] 1 WLR 2682, the Court of Appeal considered the relationship between the statutory duties and the relevant paragraphs of the Framework and held that a decision maker applying paragraphs 131 to 134 of the Framework was discharging the statutory duty under the Planning (LBCA) Act 1990 CDK.23). The paragraph numbers are 197 and 199 to 202 in the 2021 NPPF, but the wording is in essence the same, except for the clarification at 199 that any level of harm is of great weight (which chimes with the approach in Barnwell).

4.12 The Courts have considered the issue of setting on several occasions, from Barnwell to two more recent judgments, *Catesby Estates Ltd* and *Williams* (CDK.25 and CDK.26).

4.13 My interpretation of these judgements is that while visual impact counts for a great deal in the consideration of setting matters, not all visual impacts necessarily give rise to a material effect. What matters is whether that effect changes our ability to appreciate the special interest or significance of the asset, and this may also arise due to non-visual impacts. The revised GPA3 guidance on setting, which I discuss further below, added the word 'appreciate' prominently in the headings of the assessment sections. As a practitioner in this area, however, I always consider whether there are other

potential sensory impacts creating a setting relationship or indeed associational ones, such as historical connections or the wider experience of an asset in its setting. The relevance of these areas will naturally be dependent on the facts of any case.

- 4.14 More recently there have been a series of judgments that have considered the correct approach to considering proposals that have both beneficial and harmful effects on designated heritage assets.
- 4.15 In *Safe Rottingdean v Brighton and Hove City Council* [2019] EWHC 2632 (Admin) (CDK.27) Sir Duncan Ouseley, sitting as a High Court judge, accepted that considerable weight has to be given to benefits to the significance of designated heritage assets in the planning balance, in the same way as harmful effects (paragraph 87).
- 4.16 *City & Country Bramshill Limited v Secretary of State for Housing, Communities and Local Government, Hart DC, Historic England and National Trust* [2021] EWCA Civ 320 concluded that it is not necessary for decision-makers to undertake a “net” or “internal heritage balance”, as a self-contained exercise, preceding the engagement of paragraphs 195/196 of the 2012 NPPF (now paragraphs 201/202 in the 2021 NPPF). The judgment concluded that this separate balancing exercise could be undertaken but it is not required by law (CDK.28, paragraph 83).

The Development Plan Policies

- 4.17 The Development Plan comprises the following:
- Fareham Local Development Framework: Core Strategy, adopted August 2011 (CDE.1);
 - Fareham Local Plan Part 2: Development Sites and Policies (DSP), adopted June 2015 (CDE.2); and
 - Fareham Local Plan Part 3: The Welborne Plan, adopted June 2015.
- 4.18 The Welborne Plan is a site-specific plan covering the land north of Fareham, so is not relevant to the heritage issues in this appeal.
- 4.19 The most relevant policies from the Core Strategy and DSP are:
- CS17: High Quality Urban Design; and
 - DSP5 (Protecting and Enhancing the Historic Environment).

Fareham Local Development Framework: Core Strategy, adopted August 2011 (CDE.1)

- 4.20 Strategic Objective SO11, among other things, seeks to protect and enhance the historic environment.

- 4.21 Policy CS6 identifies that development will be focused in particular locations, including Titchfield, within the defined settlement boundaries, with reference to impacts on the historic environment, among other considerations.
- 4.22 Policy CS17 requires high quality design, which responds positively to and is respectful of key characteristics of the area, including heritage assets.

Fareham Local Plan Part 2: Development Sites and Policies, adopted June 2015 (CDE.2)

- 4.23 Policy DSP5 on protecting and enhancing the historic environment is of most relevance to my evidence.
- 4.24 DSP5 reflects the statutory provisions on listed buildings and conservation areas and the policies on the historic environment in the NPPF, so for example it states that the Council will give great weight to the conservation of designated heritage assets, consistent with paragraph 199 of the NPPF, and that any harm would require clear and convincing justification, consistent with paragraph 200 of the NPPF.
- 4.25 The more detailed provision on the setting of listed buildings (part c) specifically addresses setting, stating the Council will ensure that development does not harm the setting of listed buildings.
- 4.26 Policy DPS40 provides a contingency policy for situations (as here) where the Council cannot demonstrate a five-year housing land supply. In such circumstances, housing proposals may be permitted outside the urban area boundary where they meet various criteria including: “v. The proposal would not have any unacceptable environmental, amenity or traffic implications”. “Environmental implications” include impacts on the historic environment.

Material Considerations

Fareham Borough Council Draft Local Plan 2037 (CDF.1)

- 4.27 The revised draft Local Plan 2037 was submitted for independent examination on 30 September 2021.
- 4.28 Chapter 12 relates to the historic environment. The policies comply with the NPPF and there have been no objections to their wording, so the draft policies are of considerable weight.
- 4.29 Draft Policy HE1 is a general policy on the historic environment, and states that development should seek to conserve the historic environment and heritage assets.

4.30 Draft Policy HE3 relates to listed buildings, and states that development should preserve or enhance listed buildings and their setting. It goes on to say at part b) that development should be of an appropriate and well-considered design. HE3 reflects the great weight provisions of the NPPF, and applies a consistent approach to less than substantial harm to designated heritage assets.

4.31 Draft Policy HP4 provides a contingency policy (closely equivalent to policy DSP40) for circumstances in which the Council cannot demonstrate a five-year housing land supply. Criterion (e) is in the same form as criterion (v) of policy DSP40.

National Planning Policy Framework (NPPF), 2021

4.32 In preparing this evidence I have had regard to the Framework as a whole, and in particular section 16 on the historic environment and the heritage definitions in the glossary.

4.33 The presumption in favour of sustainable development is set out at paragraph 11 and its accompanying footnote.

4.34 The Framework identifies the concept of 'significance' as being central to decision-making on the historic environment, so that decisions should be informed by an understanding of the significance of a heritage asset and the impact that a proposal would have on its significance (para 195).

4.35 There is a requirement at paragraph 195 of the NPPF for local planning authorities to identify and assess the significance of heritage assets that are affected by the proposals, as I have done in Section 8.0 of my evidence, and to seek to avoid or minimise harm.

4.36 Paragraph 199 of the NPPF states that great weight should be given to the conservation of designated heritage assets, and the more important the asset, the greater that weight should be. This is relevant because the designated heritage assets to which this Appeal relate are highly graded. Paragraph 199 makes clear that this great weight is irrespective of whether the harm is substantial or less than substantial, consistent with the Barnwell decision.

4.37 Paragraph 200 of the NPPF explains that any harm to the significance of a designated heritage asset requires clear and convincing justification. This is relevant because the Council consider that the proposals will harm the grade II* listed buildings at Great Posbrook (albeit the Appellant suggests that the overall effect would preserve their significance).

4.38 Paragraph 202 of the NPPF relates to development that causes less than substantial harm, as is agreed to be the case here, and states that the harm should be weighed against the public benefits of the proposal. Mr Jupp carries out this weighing exercise in his evidence.

4.39 The Annexe defines conservation of the historic environment as:

“The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.”

4.40 Significance is defined in the Framework’s glossary as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”

4.41 Significance is commonly defined in relation to different characteristics and the Framework glossary identifies the following values under the heading ‘Significance’:

- Archaeological;
- Architectural;
- Artistic; or
- Historic.

4.42 I refer to these values where relevant when assessing the significance of the grade II* listed buildings in section 8 of my evidence.

4.43 The NPPF defines setting in the Annexe as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance [my emphasis] or may be neutral.”

4.44 I note that this emphasises the experience of an asset and the ability to appreciate its significance. So proposed development should be assessed in these terms, which is consistent with Historic England’s GPA3 guidance on setting.

National Planning Practice Guidance (March 2014)

4.45 On 6 March 2014 Government published the National Planning Practice Guidance. This has a section on the historic environment. The advice on significance and setting is of particular relevance:

Why is 'significance' important in decision-taking?

Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.

Paragraph: 007 Reference ID: 18a-007-20190723

Revision date: 23 07 2019

What is the setting of a heritage asset and how should it be taken into account?

The "setting of a heritage asset" is defined in the Glossary of the National Planning Policy Framework.

All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset's curtilage may not have the same extent.

The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time.

When assessing any application which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.

Paragraph: 013 Reference ID: 18a-013-20190723

Revision date: 23 07 2019

GPA3: the Setting of Heritage Assets (Historic England, 2nd edition, 2017) (CDH.49)

- 4.46 GPA3 comprises Historic England's advice on how one assesses the effects of development in the setting of an asset on its significance or cultural value. It advises that a staged approach should be taken, which involves identifying the heritage assets that could be affected by a proposed development, assessing to what extent their setting contributes to their significance and the effect of the proposed development on the significance of the assets.
- 4.47 The guidance confirms that setting is not of itself a heritage asset, nor a heritage designation: see paragraph 9, page 4. A setting's importance lies in its contribution to significance.
- 4.48 The guidance includes a list of criteria that should be considered when assessing the contribution of setting to the significance or appreciation of the significance of a heritage asset, and the impact of proposed development. The guidance clarifies that not all will be applicable to every case. I have referred to these when considering the significance of the Barn and Farmhouse in section 8.0 and when undertaking the assessment in section 9.0. I note that these include both visual and non-visual aspects.
- 4.49 Historic England's revised edition of GPA3 clarified that setting has a 'twin role': it can contribute to the significance of a heritage asset, and it can also allow that significance to be appreciated (paragraph 3).
- 4.50 I have also had regard to Historic England's other guidance documents, including GPA2, Managing Significance in Decision Taking, when considering evidence in this case.

Historic England Farmstead Assessment Framework (CDH.30)

- 4.51 Historic England has produced some detailed planning guidance on the conservation of traditional farmsteads to guide development. The focus is on development within farmsteads but it includes setting considerations. I have used the Framework to assess the extent of the survival of the farmstead at Great Posbrook to inform the setting analysis of the barn and farmhouse.

Summary of Statutory and Policy Considerations

- 4.52 Therefore, and in summary, I conclude the critical heritage considerations for the Inspector in this case are:
- There is a statutory duty to protect the setting of listed buildings (section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990);

- Development in the setting of a listed building can harm the significance of a listed building or our ability to appreciate its significance. Harm to setting per se is not the relevant test;
- Both visual and non-visual setting effects can harm the appreciation of the significance of designated heritage assets;
- Harm to an asset, including harm that arises from development in its setting, will only be acceptable if there is a clear and convincing justification for it;
- Any harm to a listed building, including to its setting, is a matter of considerable importance and weight in the planning balance, giving rise to a statutory strong presumption against granting permission;
- The strength of the presumption increases for highly graded assets such as grade II* listed buildings as in this case. The strength of the presumption also depends on the level of harm;
- As the Mordue judgment makes clear, in a case (as here) involving less than substantial harm, if a decision maker works through the fasciculus of paragraphs culminating in paragraph 202 of the NPPF in accordance with their terms, he or she will generally have complied with the section 66(1) duty;
- Policy DSP5 is the key local policy on the historic environment, though other policies are also relevant;
- The draft policies on the historic environment in the Local Plan submitted for examination are consistent with the NPPF and of considerable weight; and
- If the Inspector agrees that the proposals harm the significance of the grade II* listed Barn and Farmhouse, then it falls to him/her to work through the relevant paragraphs in section 16 of the NPPF and to weigh the harm against the public benefits of the scheme, as required by paragraph 202 of the NPPF.

5.0 THE FIRST APPEAL DECISION

- 5.1 There is a previous appeal decision related to the Site, with the same appellant as the current appeal, although for a larger scheme of up to 150 dwellings (Appeal Reference APP/A1720/W/18/3199119, “the First Appeal”). As I explained earlier, I also acted as the Council’s witness on built heritage matters in relation to the First Appeal.
- 5.2 The First Appeal Decision related to a larger scheme on the same site, where built form would have essentially filled the gap between Titchfield and Great Posbrook and was also located to the east of the farmstead, as far south as the Barn. The annotated plan which accompanies the Landscape Statement of Common Ground indicates the extent of the First Appeal scheme in comparison with the current Appeal scheme.
- 5.3 In accordance with the principle of consistency (see *North Wiltshire District Council v Secretary of State for the Environment* (1993) 65 P. & C. R. 137 at 145 (CDK.30)) the findings of the Inspector in the First Appeal are relevant to the current Appeal, so I summarise the points relevant to my evidence here:
- 1) Great Posbrook comprises a historic farmstead which includes a grade II* listed house and barn, which are in the top 8% of listed buildings in the country and a significant and invaluable resource (paragraph 32);
 - 2) There is a functional relationship between the listed buildings and the adjoining land which was likely farmed as part of the farm holding and reasonable evidence that there is an associative link with Titchfield Abbey, which adds to their significance (paragraph 36);
 - 3) The more recent and modern infill development and recent housing within the farmstead and in the wider setting has had a negative impact on the listed buildings and detracts from their significance (paragraph 36);
 - 4) The Lower Meon Valley is a valued landscape (paragraph 28, on landscape);
 - 5) The wider setting of the site within a rural landscape assists in understanding the scale and status of the landholding, and sets the farmstead in an appropriate open rural agricultural setting and separates it from the settlement of Titchfield. This contributes to the significance of the heritage assets. (Paragraph 36);
 - 6) The southern urban edge of Titchfield is open and harsh with little by way of softening landscaping (paragraph 21, on landscape – Mr Croot considers that the edge is no longer harsh, as he explains in his evidence);
 - 7) The proximity to Titchfield and the exposed urban edge have a negative impact on the wider setting of the heritage assets, bringing the suburban development close to the farmstead and reducing the wider rural hinterland (paragraph 37);
 - 8) When viewed from the south, along Posbrook Lane and the public footpaths, the size and scale of the barn can be appreciated, and with the manorial farmhouse it is recognisable as a distinct farmstead. Whilst the urban edge of Titchfield is also visible, there is a degree of separation (paragraph 42);

- 9) The proposals would bring the settlement of Titchfield up to the cluster of buildings at the former farmstead and in effect subsume that once separate element into the broader extent of the development (paragraph 41);
- 10) This would reduce the connection of the former farmstead and listed buildings to the rural hinterland and obscure the separation from Titchfield (paragraph 41);
- 11) The change would be perceived when travelling along Posbrook Lane when entering or leaving the village, and would be readily appreciated from Bellfield and from the settlement edge, and from the public footpaths running through the land, in both static and kinetic views (paragraph 41);
- 12) The change would be noticeable, harmful, significant and fundamental (paragraph 41);
- 13) The proposed development would intrude into views from the south and in the short to medium term would be readily distinguishable as suburban housing (paragraph 42);
- 14) In the longer term landscaping may reduce this negative effect; however, it would introduce a sense of enclosure around the farmstead and listed buildings, detach them from the rural hinterland and reduce the historic functional relationship with the adjoining open land;
- 15) The effect on views from footpaths to the east would be significant and harmful in the short to medium term. There may be some reduction in harm as the landscaping matures, but even with dense planting and the softening of the existing urban edge, it will be an undeniable fact that suburban development has been undertaken, and there is no separation between Titchfield and the historic farmstead (paragraph 43);
- 16) The urbanisation of the remaining area separating the farmstead and listed buildings from the settlement is significant. Whilst the rural hinterland would remain to the south and west, the dislocation from the existing built up area is an important and fundamental component of that setting that would be lost as a result of the development (paragraph 44);
- 17) There would be less than substantial harm to the listed buildings; this would not be at the lower end as contended by the appellant, but more in line with that suggested by the Council (in the middle of the range) (paragraph 44);
- 18) The proposals would therefore conflict with Policy DSP5 (paragraph 44); and
- 19) The NPPF advises that great weight should be given to the conservation of designated heritage assets and any harm requires clear and convincing justification. The courts have held that any harm to a listed building or its setting is to be given considerable importance and weight (paragraph 45).

5.4 The conclusion of the previous Inspector in the First Appeal on planning balance is considered by the Council's planning witness, Mr Jupp, so I do not cover it here.

5.5 In section 9 of my proof I consider the revised scheme in light of the conclusions from the First Appeal.

6.0 CONSULTATION RESPONSES

- 6.1 The Committee Report summarises the internal and external consultation responses and local representations. I summarise those relevant to my evidence on heritage here.

Internal Consultation Response on Heritage

- 6.2 As explained in section 3, I prepared the consultation response on built heritage on behalf of the Council.

- 6.3 I summarise my response as follows:

- 1) The revised scheme significantly had reduced the quantum of development, so that new housing was now only proposed to the north of Great Posbrook and not to the east;
- 2) In the short to medium term the proposed housing to the east of the Site would be visible in conjunction with the listed buildings from the PROW to the south;
- 3) Once established there is potential for the landscape screening to improve distant views of the southern edge of Titchfield, seen in conjunction with the listed farmhouse and barn;
- 4) There is currently a gap of c. 62m and 88m between the southern edge of Titchfield and Great Posbrook;
- 5) The proposed development would reduce the gap between Titchfield and Great Posbrook to c. 28.5m, a relatively narrow gap;
- 6) The proposed development would urbanise part of the rural hinterland of the listed buildings;
- 7) It would be harder to understand that Great Posbrook was originally a separate farmstead, and the significance of the listed buildings as part of an ancient farmstead;
- 8) The harm would be less than substantial and at the lower end of the spectrum; and
- 9) The proposed development would not harm Titchfield Conservation Area, nor the locally listed buildings within Great Posbrook farmstead.

- 6.4 I recognise that I made an error in the measurements of the existing and proposed gap between the southern edge of Titchfield and Great Posbrook, partly because the Illustrative Site Plan (drawing number 16.092.02) does not specify the size of paper that it needs to be printed at 1:500 scale, nor could the Appellant confirm this during discussions on the Statements of Common Ground.

- 6.5 I have now agreed the distances with the Appellant's heritage witness which are shown on an annotated plan (1:1000 at A1) which forms part of the Landscape Statement of Common Ground, and which are also set out in paragraph 2.2 of the Heritage Statement of Common Ground, as follows:

- 1) Existing minimum gap between Titchfield and Great Posbrook: 118m; and
- 2) Proposed minimum gap between proposed development and Great Posbrook: 56m including woodland.

- 6.6 The measurement error in my consultation response does not change the fact that the gap between Titchfield and Great Posbrook would be reduced by more than half, and the remaining 56m of open space would be a relatively narrow gap, equivalent to some public spaces within Titchfield. I note that a 20m band of woodland is proposed to the north of the gap, with a 10m band of woodland is proposed to the south. Mr Croot, the Council's landscape witness, raises some issues regarding the deliverability of the southern band of woodland at full height given this is located over a sewer. Nevertheless even at a reduced height the proposed woodland/vegetation would reduce the area of open field to a minimum of 26m .
- 6.7 Paragraph 5.14 of the Appellant's SOC on heritage claims that the Council did not take into account any enhancement, when in fact the consultation response I prepared on 28 January 2020 clearly states: "there is potential that the landscaping screening would improve the distant views of the southern edge of Titchfield which can be seen in conjunction with the listed farmhouse and barn from the PROW to the south". This potential enhancement was taken into account in my finding of overall harm, and it is disingenuous of the Appellant to suggest otherwise.
- 6.8 The Appellant's SOC on heritage argues that my assessment that there would be no harm to the locally listed former farm buildings, which form part of the farmstead, is inconsistent with my finding of harm to the listed buildings. Essentially, the reason for this is that their settings and the experience of the heritage assets is different, as I explain in sections 8 and 9 of my evidence.

Internal Consultation Response on Urban Design

- 6.9 The internal consultation response on urban design also covered heritage effects, as follows:

"The current proposal does not extend to the northern edge of the farm buildings, nor does it extend along the eastern edge as proposed previously. However, the extent of the development expands the suburban built form of the village within close proximity (some 50m) from the northern edge of the farm buildings and occupies two thirds of the road frontage to Posbrook Lane. This leaves a very minimal gap that does not provide the sense of isolation and separateness identified by the appeal inspector. In this regard, I find that the development would still have a harmful effect upon the setting of the listed buildings. The issue of planning balance would still need further examination but it should be noted that benefits accruing from 57 dwellings is substantially less than the original 150 dwelling proposal."

- 6.10 I note that the Urban Designer's estimate of the distance between Great Posbrook and the proposed development (excluding woodland) was relatively accurate and identified this as a "very minimal gap".

Historic England

- 6.11 Historic England (HE) is the statutory consultee on the historic environment. HE provided two consultation responses on the proposals; the first in August 2019 at pre-application stage (CDB.10), and the second in December 2019 in response to the application (CDB.11).
- 6.12 I summarise the pre-application response (CDB.10) as follows:
- 1) HE recognised that the proposals were much reduced, to c. 60 dwellings, restricted to the immediate south of Titchfield, so that the urban development would no longer wrap around the eastern extent of Great Posbrook Farm or bound the northern edge of the farmstead as previously proposed;
 - 2) HE welcomed the attempt to reduce the impact of the scheme and concluded that the proposals were a marked improvement on the First Appeal scheme
 - 3) HE considered that while the proposals would continue to bring the urban settlement closer to the listed buildings, the extent would be much reduced and the rural setting of the farmstead better preserved, with no change to views from the south;
 - 4) HE identified that the additional tree planting would improve the appearance of the harsh urban edge and identified it as an enhancement to the setting of the listed buildings;
 - 5) HE questioned the need to extend the woodland landscaping to the northern boundary of Great Posbrook, because this would obscure views across the rural fields to the Meon valley beyond and would erode the farmstead's open rural context;
 - 6) HE identified that that the development would bring the suburbs closer to the farmstead, closing the gap to the north, and would be partly visible and appreciable (through noise, etc) on the approach road and footpaths; and
 - 7) HE recommended a lighting strategy to limit and manage the lightspill.
- 6.13 In response to this feedback, the Appellant reduced the extent of woodland so that there is a 20m buffer to the south of the proposed development and 10m to the north of Great Posbrook. Mr Croot has raised some concerns about the deliverability of the woodland at full height to the south because of the sewer in this location. The Appellant has not provided a lighting strategy but suggests this can be agreed via a planning condition.
- 6.14 The formal consultation response from HE on the application (CDB.11) described Great Posbrook Farm as "a very historic site", and that the significance and understanding of the two grade II* listed buildings is enhanced by the survival of other historic farm buildings. HE identify that the listed buildings have a historic functional relationship with the surrounding fields, and that in this sense the rural setting of the farmstead contributes to the significance of the listed buildings.

6.15 HE assessed the impact of the Appeal scheme as follows:

- 1) An open landscape buffer is retained between the new development and the historic farmstead's northern boundary to maintain a degree of separation;
- 2) The development would result in the urban edge of Titchfield encroaching closer to the boundary of the historic farmstead, although to a much reduced extent to the First Appeal scheme;
- 3) This will change the setting of the farmstead;
- 4) Medium distant views of the northern boundary of the farmstead when travelling south out of Titchfield will be lost, visually altering the setting and reducing the rural context it sits within;
- 5) The development will bring the suburbs closer, closing the gap to the north, and will be partly visible and appreciable (e.g. noise) on the approach road and path;
- 6) Development of the greatest density/height should be positioned furthest from the heritage assets;
- 7) A lighting strategy should be produced to limit and manage the light spill;
- 8) HE were supportive of the overarching approach to landscaping, with introduction of tree screening along the southern edge to act as mitigation in softening the impact in wider views;
- 9) HE welcomed the retention of the buffer of open land, kept free of development, which allows the farmstead to continue to be read as a distinct and separate feature, whilst retaining a greater degree of its agricultural and rural context (than the First Appeal);
- 10) The proposals would result in a minor degree of less than substantial harm; and
- 11) The recommendation was that HE had no objection on heritage grounds, but they drew attention to the Council's duty under section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as well as the test to be applied under section 38(6) of the PCPA 2004.

6.16 The Appellant's SOC on heritage matters claims that in their final consultation response, HE have not taken into account the improvement to the southern edge of Titchfield which they identified as an enhancement in the pre-application response (paragraphs 5.11 and 5.12). On this basis the Appellant argues that in fact HE should have concluded that there was no harm to the listed buildings (paragraph 5.13).

6.17 This claim is disingenuous because HE did clearly identify the introduction of landscaping along the southern edge as an enhancement in their previous letter, and refer to it as "softening" the impact in their consultation response on the application, before reaching their conclusion that the proposals would result in less than substantial harm to the listed buildings. The terms of HE's recommendation (in particular the reference to the section 66(1) duty) also indicate that HE's lack of objection was on the basis that they were content for the Council to weigh the less than substantial harm in the balance, not that they formed the view that there was no harm.

Local Representations

- 6.18 The Fareham Society is the local amenity society responsible for caring for the built and natural environment in Fareham Borough. The Society strongly urged the Council to refuse the application on grounds of the impact on both the landscape and built heritage. I summarise their assessment of the effect on the grade II* listed building at Great Posbrook as follows:

“The current development of Bellfield, in bringing development closer to these buildings, has already been undesirable. Thus further development towards these buildings would add additional harm.

The current proposal, with its larger gap between the proposed development and the listed buildings, would be less harmful to a degree. However, in the Society’s view it would, given the notably high value of the listed buildings and that development would extend towards them, cause more than just the minor degree of harm that historic England’s is alleging in its consultation response.” (Fareham Society consultation response, dated 18 December 2019, CDB.3).

- 6.19 Titchfield Village Trust is a charitable organisation whose objectives include the promotion of high standards of planning and architecture in the village and the preservation of the historic interest of the village. The Village Trust objected to the application in the strongest terms and considered it was a cynical attempt by the Appellant to undermine the First Appeal decision and the draft Local Plan. The Trust considered that the impact on the significance of the grade II* listed buildings is not outweighed by the public benefits of the scheme.

- 6.20 There were a total of 137 objections from local people to the application, of which 16 specifically cited the impact on the grade II* listed buildings. The local objectors include the owners of Great Posbrook House.

7.0 HISTORIC DEVELOPMENT OF GREAT POSBROOK

7.1 This section of my evidence outlines the historic development of Great Posbrook, and its relationship with Titchfield, to explain the history of the grade II* listed buildings. It is based on the research I did for the First Appeal and on the following sources:

- 1) Analysis of historic maps, which are reproduced in my **Appendix 1.0**;
- 2) 'A History of the County of Hampshire: Volume 2', Victoria County History (VCH): 1903, relevant extracts reproduced at **Appendix 3.0**;
- 3) 'Titchfield Abbey', Department of Environment Official Guidebook, HMSO: 1969;
- 4) 'Titchfield. A History', The Titchfield History Society: 1982;
- 5) 'Stubbington and Titchfield', Ron Brown, The History Press: 2010;
- 6) The description in the Titchfield CA Appraisal and Titchfield Abbey CA Appraisal (both adopted 2013, CDH.47 and CDH.48); and
- 7) 'The Buildings of England. Hampshire: South', Charles O' Brien, Bruce Bailey, David Lloyd and Nikolaus Pevsner (known as "Pevsner"), Yale: 2018, relevant extracts reproduced at **Appendix 3b**.

7.2 Where relevant I refer to the findings of the First Appeal.

Historic Relationship with Titchfield Abbey

7.3 There is a historic connection between Great Posbrook and Titchfield Abbey, because the farm at Great Posbrook was acquired by the Abbey in 1243-4 relatively soon after its foundation. The First Appeal decision recognised that there is reasonable evidence of an associative link with Titchfield Abbey, and this is common ground with the Appellant. The history of the Abbey is therefore relevant so I summarise it briefly.

7.4 A Premonstratensian Abbey was established at Titchfield in 1232 on the orders of Peter de Roches, Bishop of Winchester. The Order of Prémontré was established in the early C12 by St Norbert, and based their rules on those of St Augustine. The followers wore white, so were known as 'white canons'.

7.5 In 1537 following the Dissolution of the Monasteries by Henry VIII, Titchfield Abbey was given to Thomas Wriothesley, a royal courtier, who by 1542 had converted it into a mansion called 'Place House'. This survived little altered until 1781 when the greater part of it was demolished by the Delmé family, who had acquired it in 1741. The upstanding remains

include the cloister, which formed the courtyard of the C16 house, and part of the nave, which formed the gatehouse. The Abbey is now a ruin and visitor attraction, managed by English Heritage.

- 7.6 The Abbey ruins are scheduled, and the designation includes the remains of some ancillary buildings to the west of the cloister and four medieval fishponds to the north-west. The location of the Abbey is shown on the heritage asset map at my **Appendix 1.0** and the scheduled monument description is reproduced at **Appendix 2.0**.
- 7.7 There is a grade I listed barn, associated with the Abbey located 300m south-west of the cloisters, which is of pre-Dissolution date. I mention this because although older it has similarities with the barn at Great Posbrook, which was mistakenly ascribed in the list description as being a similar date. It is a timber-framed, aisled barn of 16 bays with a hipped tiled roof, constructed from oak, limestone tile and brick. It is 47m long and 15m wide, with timbers that have been dated by dendrochronology to 1407-1409. There are two wagon entrances to the east side with timbers dated to 1560-2. The barn was originally located in the outer precinct of the Abbey, and was built to centralise grain storage for its large estate.
- 7.8 According to the VCH, Posbrook (also known as Passebrook and Postbrook) was not recorded in the Domesday Book. In 1243-4 the manor was acquired by the Abbot of Titchfield, so Great Posbrook became an Abbey farm relatively soon after the establishment of the monastery. Posbrook manor remained in the Abbey's ownership until the Dissolution of the Monasteries in 1538, when it was granted to Wriothesley as part of the abbey estates. The 1838 Tithe map indicates that the land at Great Posbrook was in the same ownership as Place House (the former Abbey), by then the Delmé family.
- 7.9 Watts (1982) records that by c. 1300 the Abbey had established three of its own farms, including the one at Great Posbrook. The location of the other two farms is less certain although it is suggested that "Rectory Barton" became Fernhill Farm (where the large monastic barn is located) and "Lee" may be Carron Row, to the north-east of the monastic fishponds. There is a grade II listed farmhouse at Fernhill, which may be a hall house with C16 and C17 fireplaces and staircases. At Carron Row there is a grade II listed timber framed aisled barn of 6 bays, which probably dates from the C17 or early C18, but could be earlier. To assist the Inspector's understanding of the historic context, these listed buildings are identified on the heritage asset plan in **Appendix 1.0**. I reproduce these list descriptions at my Appendix 2. Clearly there would be no effect from the Appeal scheme on these listed buildings.

Historic Development of Great Posbrook Farm

- 7.10 I will now describe the historic development of the farmstead at Great Posbrook, prior to the enabling scheme, with reference to historic maps reproduced at **Appendix 1.0**.
- 7.11 There has been a farmstead at Great Posbrook since 1244 at least, although there are no surviving buildings of this date. The oldest buildings to survive are the barn and farmhouse, which are likely to be respectively late C16 or early C17, and

early C17, so post-Dissolution, but of a broadly similar date range to each other. It is possible that they were constructed as part of an Estate renewal following the Dissolution of the monasteries, although some decades later. There are a number of other historic farm buildings that survive and are locally listed. I describe the buildings in more detail below.

- 7.12 In 1611 a canal was constructed by the Third Earl of Southampton parallel to the River Meon between Titchfield and the sea, to make the river navigable and as part of a water management system for the water meadows. The canal is located to the east of the Appeal Site and is claimed to be one of the earliest canals in the country. I do not find any harmful effect to the canal, which could be considered a non-designated heritage asset, but mention it for context.
- 7.13 The 1838 Tithe Map reproduced in Appendix 1 indicates that Great Posbrook had a loose courtyard plan. The southern barn (grade II* listed), eastern barn (formerly listed but destroyed by fire), stables (to the north) and a further building of unknown use to the west enclosed the yard. The farmhouse was located nearby to the north east. The stables, piggery and small barn/granary formed another loose courtyard to the north. There was also another courtyard to the south of the barn; the use of the adjacent buildings is unknown. It is broadly similar to type c of the courtyard plans identified in the National Farmsteads Character Assessment (CDH.32, p. 10). The farmhouse, barn, stables, piggery and a small barn/granary survive, although a number of smaller historic farm buildings do not.
- 7.14 The Tithe Map indicates that there was a large pond to the south of the farmhouse at this date, which is shown on later OS maps and survives. It is possible that this is a medieval fish pond. Certainly there are a number of medieval fish ponds in the vicinity (Wade and Watts, 1989), including the scheduled monastic fishponds, and it was common for manor houses to use fish ponds as a food source. However, I have not come across the secondary sources to verify this theory, and it could also have been used as a water source for the animals or as a duck pond.
- 7.15 The Tithe apportionment indicates that the Appeal Site and land around the farm was owned by Henry Peter Delmé Esquire in 1838 and leased to James Hewett. As already noted, the Delmé family owned Place House (the former Abbey buildings) at this time, which indicates that the historic functional relationship with Titchfield Abbey continued.
- 7.16 The 1881 OS provides more detail, and shows extensive gardens to the north and east of the farmstead, possibly kitchen gardens, as well as the large pond to the south. The access points to Posbrook Lane and track to the east are the same as today.
- 7.17 Between the production of the 1897 and 1909 OS maps, a group of three semi-detached houses were built close to the farmstead on the west side of Posbrook Lane, presumably for estate workers. A photograph of these houses is reproduced at **Appendix 1.0**, plate 30.

- 7.18 The form of the farmstead changed little in the subsequent OS maps, until 1964, when the farm entrance from Posbrook Lane had moved to the south. By this date some council housing had been constructed to the south of Titchfield.
- 7.19 Analysis of the historic maps indicates that there has been some change to the historic field boundaries in the Appeal Site. The 1838 Tithe map indicates that there were additional field boundaries within the Appeal Site, which included plots 1698, 1699 and 1701. The remnants of the field boundary of plot 1698 are evident today as isolated grown out segments of the former hedge. By 1881, one of the field boundaries had been removed, so there was no longer a division between plots 1699 and 1701; however, this appears to have been reinstated by the time the 1932 OS was produced.
- 7.20 The more recent history is discussed in relation to the 2005 enabling scheme below.
- 7.21 I will now briefly describe the historic farm buildings that survive.

Farmhouse

- 7.22 The farmhouse was originally a single house with possibly some ancillary farm buildings at its eastern end. It is now subdivided into three properties: the east wing is Great Posbrook, the central house is Wriothesley House, and the western wing is Old Barn Cottage. For the purposes of my evidence I refer to all three as the 'farmhouse'. The farmhouse and barn are no longer in the same ownership. It is likely that the farmhouse was sold and subdivided c. 1996, when the adjoining farmland was sold and the farm buildings became disused. Photographs of the farmhouse are provided at **Appendix 1.0**, plates 1-7 and 15-17.
- 7.23 The farmhouse is likely to date to the early C17 although the list description states it is C16. Pevsner ascribes it to the later date and is based on recent research so is likely to be more reliable. Pevsner identifies that the house originally had an unusual T-shaped form, with a four bay central range aligned north-south, gabled at the ends, with wings of equal height abutting. It was not a hall house because the central part had floors, although the rooms were not originally subdivided and it is not clear how the central rooms were used or heated. The house retains a C17 stair, panelling and a chimneypiece. There were C19 additions to the south, so the house now forms two parallel ranges, and C19 extensions to the east. There is anecdotal evidence that a bakehouse and dairy were located in the eastern extensions, and there is an historic oven, which lends weight to this theory.
- 7.24 The original front entrance of the farmhouse (now Great Posbrook) appears to be on the south elevation, which suggests that the access point to south, either from Posbrook Lane or the track to the south-west was originally more important. By the time of the 1881 OS it appears that the main access point to the house was from Posbrook Lane to the north-east, as it is now, and the front door of the property is now to the north.

7.25 The planning history for these houses indicates that timber conservatories were added to the rear (south) of Old Barn Cottage c. 1996 (application reference P/96/0867/FP) and to the east of Great Posbrook c. 2016 (application reference P/15/0996/LB). Two ancillary structures were also built in the grounds of Great Posbrook, a garage to the north and summer house to north-east c. 2006 (application reference P/06/1210/FP), and there has been a more recent consent for a side extension to the garage/ carport (application reference P/18/1150/FP). The small barn/ granary to the south of Old Barn Cottage has been altered to accommodate a summer house, including the glazing of the southern elevation (application reference P/20/0458/LB).

Barn

7.26 The list description calls it the 'southern barn' because there was also a listed eastern barn, which was destroyed by fire and delisted in February 2001 (HER reproduced at **Appendix 2b**). For the purposes of my evidence, I just refer to "the barn". Photographs of the barn are provided at **Appendix 1.0**, plates 19-25.

7.27 It is a 10 bay aisled barn, a substantial structure, c. 100ft or 30m long. It has a very steeply pitched half hipped roof, which is of Queen-Strut construction, with substantial members and arched braces.

7.28 There is a wagon entrance on the north side with an opposing door on the south side, indicating it was used for threshing.

7.29 The list description ascription of the barn as late medieval is too early (**Appendix 2a**). Dendrochronology indicates that it is likely to be late C16 or early C17. The Historic Environment Record (ID6204) states:

"A series of samples were taken for dendrochronological analysis and the results demonstrated that Arcade post 1 had a felling date range of 1579-1590 and post 2 had a felling date range of 1608-1622."

7.30 Pevsner provides some further information, saying the roof members can be dated to these two phases, but confusingly the timbers of the two phases are intermingled in the structure (**Appendix 3b**). Commonly threshing doors were located in the centre of a barn, whereas here they are located towards the west; and this is consistent with Pevsner's suggestion that the slightly wider eastern bays may be later (C18).

7.31 The dendrochronology is a conundrum but it is safe to conclude that the barn dates from the late C16 or early C17, although the east end may be C18, so it is not late medieval as stated in the list description.

7.32 The 2005 proposal drawings submitted with the enabling development scheme and subsequent specification of works indicate that by this date the roof covering was entirely profiled steel sheeting, and this was replaced with corrugated steel

sheeting (see **Appendices 4.0e and 4.0g**). The drawings also indicate that C20 extensions were removed from the western end of the barn and the doors in the east elevation and south elevation opposite were reinstated at this point.

Other Historic Farm Buildings

- 7.33 In addition to the farmhouse and barn there are three further historic farm buildings which form part of the farmstead: the former stables, a former cartshed and piggery and a small barn/granary. All three are locally listed (LB/8/172, LB/8/520 and LB/8/521, see **Appendix 2.0c**) and are identified on the heritage asset plan in **Appendix 1.0**, with current photographs at plates 26-29.
- 7.34 The former stables is located c. 25m directly north of the barn. The HER (ID 42529, Appendix 2b) identifies it as a late C19 former stables, in brick with external brick buttresses and a hipped tiled roof. The local list describes it as a store with an earlier date (C18 or early C19), but comparison of the 1838 and 1881 maps suggests the later date is correct, and this is consistent with the architecture. The number of doors and windows on the ground floor indicate that the ascription of this building as a stables is likely to be correct, with a hayloft above, with a hoist to the loft door.
- 7.35 The building was substantially rebuilt and converted to residential use as part of the enabling development scheme discussed further below (application reference P/05/1663/FP). Photographs of the building prior to these works, the application drawings and photographs of the building now are reproduced at **Appendix 4.0**.
- 7.36 The former cart shed and piggery was a 6 bay single storey timber framed building, originally open to the north with a half hipped tile roof of Queen-Strut construction, with a 2-aisle, pent roofed piggery to the south, with ten pig pens and presumably external yards to the south. It is located c. 62m to the north of the barn and c. 27m to the west of the farmhouse (see **Appendix 2.0b**). The local list again ascribes it an earlier date, C18.
- 7.37 This building was also substantially rebuilt and converted to residential use as part of the enabling development scheme, and relevant information is reproduced as **Appendix 4.0**. It is now known as 'the Old Piggery'.
- 7.38 There is also a small barn/ granary c. 8m to the west of the farmhouse, which is described as C18 or early C19 on the local list (Appendix 2c), with a half hipped tiled roof and weatherboarding. Granaries were often created in the upper floors of other farm buildings, so this identification is plausible. At the time of my site visit, the barn was being converted to a summer house and garden store for use by Old Barn Cottage, see plate 30 in **Appendix 1.0**.

The Enabling Development Scheme

- 7.39 By 1995 the Barn and farm buildings were disused and had become very dilapidated. In July 2003 the barn was placed on English Heritage's At Risk Register.
- 7.40 There was an application for planning permission in 2002 to convert the barn to B1 (office) use and construct 15 dwellings in its grounds, which was withdrawn, presumably because it would have been refused (application reference P/00/0051/FP).
- 7.41 The successful enabling development scheme (application reference P/05/1663/FP) secured consent to demolish the modern farm buildings of no interest, for the conversion of the former piggery and stables into four dwellings, to construct six new dwellings and to convert the barn into a garage/ storage space for the residents. The conversion of the buildings and new dwellings were designed by Huw Thomas Architects, a Winchester-based practice specialising in the conversion of historic farm buildings. Relevant application material, the Committee Report and decision notice are reproduced at **Appendix 4.0**, which include photographs of the dilapidated buildings, existing and proposed drawings.
- 7.42 The Committee Report (**Appendix 4.0b**) for the enabling development scheme explains how it was designed to respect the setting of the listed barn and farmhouse:
- The scheme restored the historic arrangement of farm buildings in a courtyard pattern;
 - The existing farm entrance was retained, with an additional entrance to the north;
 - The land to the south of the barn would be cleared of modern structures to open up views of the barn from the countryside to the south;
 - All new and retained buildings were grouped to the north, so the new buildings would largely be screened in views from the countryside to the south;
 - "The finished effect would thus be analogous to a former working farm of good quality buildings, converted to residential use." (p. 22-23 of the Committee Report, **Appendix 4.0b**);
 - The removal of modern farm buildings would improve the approach to and setting of the listed farmhouse in visual terms; and
 - The proposed dwellings are of a smaller, vernacular scale, and the farmhouse would remain the "senior" building within that improved setting.
- 7.43 I note that the building that forms the east side of the courtyard, between the former stables and barn, was constructed in a similar location as the former listed eastern barn, which was destroyed by fire.

- 7.44 Because of the location of the farmstead in the Countryside and Strategic Gap there was a strong presumption against new development; however, the Planning Officer concluded that the heritage benefits which secured the long term use of the barn and other historic buildings and enhanced their settings, were sufficient to justify the development.
- 7.45 The Fareham Society awarded the enabling scheme a 'highly commended' in the restoration category, as reported by Chris Bloom in the Portsmouth News, 23 January 2013 (reproduced at **Appendix 5.0**).
- 7.46 The detached house located to the north-west of the farmhouse was not developed as part of the enabling scheme, but since the 1965 OS map. Based on its appearance it may date from the 1990s, which is consistent with the disposal of the farmhouse and surrounding farmland around this date. I note that this house was developed broadly on a similar footprint as an historic building visible on the 1881 OS.

8.0 THE SIGNIFICANCE OF GREAT POSBROOK FARMSTEAD, THE BARN AND FARMHOUSE

- 8.1 This section of my evidence considers the significance of the farmstead at Great Posbrook and the two grade II* listed structures at issue in this Appeal: the barn and farmhouse. It is informed by my analysis of the history of the site in section 6.0. As part of this I consider the contribution of setting to their significance, and the degree to which that setting enables an appreciation of that significance.
- 8.2 The statement of common ground on heritage matters states that the significance and setting of the locally listed farm building will be unaffected by the Appeal scheme (HSOCG, paragraph 3.11). On reflection, I consider that it would be more accurate to state that while the setting of the locally listed buildings would be affected by the Appeal scheme, this effect would not harm their setting or significance.
- 8.3 In their SOC on heritage matters, the Appellant says that it was inconsistent of the Council to identify harm to the statutory listed buildings, but not to the locally listed farm buildings located in the former farmstead (footnote 10, page 34). I therefore assess the significance of the locally listed former farm buildings and the contribution of setting to their significance, in order to explain the difference between the effect on the listed and locally listed buildings.
- 8.4 The assessment of significance has been informed by the relevant HE Listing Selection guides (CDH.34). The setting analysis applies the Historic England setting guidance (GPA3, 2nd edition, 2017, CDH.45).
- 8.5 The analysis has been informed by the following Historic England publications on historic farmsteads, which are reproduced as CDH.30 to CDH.33:
- 1) 'National Farm Building Types', 2013;
 - 2) 'National Farmsteads Character Assessment' (NFCA), 2014;
 - 3) 'Farmstead Assessment Framework' (FAF), 2015; and
 - 4) 'South East Farmsteads Character Statement', 2014.
- 8.6 When preparing my evidence, I considered whether the proposed development would affect any other heritage assets in the vicinity, and concluded that it would not harm the Titchfield Conservation Area or the canal to the east, which could be considered a non-designated heritage asset.

Great Posbrook Farmstead

- 8.7 The principal heritage assets relevant to my evidence are the grade II* listed farmhouse and barn; however, they are located in an ancient farmstead in a group of historic farm buildings, with later housing. I have therefore considered the significance of the farmstead with reference to the HE guidance on farmsteads, to inform the setting analysis of the listed buildings.
- 8.8 A farmstead is a place where the farmhouse and working buildings of a farm are located (NFCA, p. 2). The NFCA and FAF provide the same criteria for assessing the significance of historic farmsteads. The NFCA (p.2) identifies that significant farmsteads will have retained one or both of the following:
- 1) *“One or more traditional farm buildings; and*
 - 2) *Their historic form as traditional farmsteads, where the historic farm buildings, houses and spaces relate to each other.”*
- 8.9 Great Posbrook retains a former barn, stables, cartshed /piggery and small barn/granary, so meets the first criteria.
- 8.10 I have analysed the extent of change to the historic form of the farmstead, comparing the 1897 OS map and a recent map, following the HE guidance (NFCA, p.3 or FCF, p.6) see **Appendix 1.0**. There has been a high degree of change, because 12 of the historic buildings on the 1897 map have been lost and there is a modern housing development on the west side of the farmstead. However, the historic form of the farmstead has been retained in the following respects:
- 1) Four historic working buildings survive;
 - 2) One of these, a substantial aisled barn, is reliably dated to the late C16/ early C17;
 - 3) The other include a stables, granary and piggery, important farm buildings;
 - 4) The function of the lost buildings is unknown but most were small in size and the number includes four glass buildings in the garden of the farmhouse, probably greenhouses;
 - 5) The new buildings have been carefully designed to retain the loose courtyard form of the farmstead, often in the same location as lost buildings, as recommended by the FCF guidance (p.12); and
 - 6) The historic boundary of the farmstead has not altered since the Tithe map was produced in 1838. The additional housing is located within this historic boundary.
- 8.11 Furthermore the NFCA identified that some farmsteads are of special significance, including those farmstead groups with C18 or earlier buildings and structures other than barns, as at Great Posbrook.

- 8.12 The presence of highly graded assets, in this case two grade II* listed buildings, including a substantial aisled barn, and the fact that it is an ancient farmstead, established in at least the C13, with connections to Titchfield Abbey, is a clear indicator that this is of a farmstead of particular significance.

Farmhouse, Grade II* Listed

Significance

- 8.13 The farmhouse is grade II* listed, which indicates it is in the top 8% of listed buildings in the country. The First Appeal decision identified the farmhouse as a significant and invaluable resource (CDJ.2, paragraph 32). There are only 20 grade II* listed buildings in Fareham Borough (and only four that are grade I listed).
- 8.14 The farmhouse is of historic interest as a manorial farmhouse and focus of the ancient farmstead of Great Posbrook.
- 8.15 The house is also of historic interest because of its age, which the list description states is C16 and Pevsner ascribes as early C17. Whether it has C16 or early C17 origins it is clearly a building of considerable historic interest because of the date of the original fabric.
- 8.16 Pevsner notes that the original T-shaped plan of the building was “very unusual”. The plan of the original phase is therefore of considerable architectural interest.
- 8.17 The farmhouse has been altered and extended, including in the C19; these phases are also of historic interest. There is anecdotal evidence that the western range (Old Barn Cottage) was originally the dairy and bakehouse; there is an historic oven to the north-west of the building which lends weight to this theory. The farmhouse is now subdivided into three dwellings which makes it more difficult to read its historic plan form.
- 8.18 The farmhouse contains a number of features that are of historic and architectural interest, including its timber frame and roof structure, the C17 staircase, the substantial chimney stack on the east side of the north elevation, the brick nogging on the north elevation, the C17 chimneypiece and later chimneypieces, the sundial and historic doorcase on the south elevation, see the photographs in **Appendix 1.0**.

Setting

- 8.19 The farmhouse is located on the west side of the Meon valley, so the land slopes gently towards the canal and River Meon to the east. The First Appeal identified the Lower Meon Valley as a valued landscape (CDJ.2, paragraph 28) and this is common ground in the current appeal.

- 8.20 The house was originally orientated to the south, as indicated by the historic front entrance on the south elevation. It is now accessed from the north, via a drive from Posbrook Lane, although this arrangement was in place at the time of the 1881 OS.
- 8.21 The land to the north, south and east of the farmhouse remains largely open. The land to the south has been subdivided to provide private gardens for the three dwellings, although this has been sensitively done with hedges rather than fences with gates or openings allowing access between the gardens, so it is still possible to understand it was once a single dwelling. See plates 1, 4 and 5 in **Appendix 1.0**. The subdivision of the property is more obvious to the north because of the separate drives and harder boundaries, see plates 6-8. With the detached house to the north of the main drive, this approach to the farmhouse has a more suburban character.
- 8.22 The eastern wing, Great Posbroke, has a beautiful large garden to the east of the former farmstead, laid out in a formal design with sculptural box hedges, lawns, an extensive rose garden to the north east and the historic pond to the south-east. The garage to the north and summer house to the north-east date from c. 2006 but are designed in a sensitive vernacular style and constructed from what appear to be historic bricks and roof tiles.
- 8.23 The grounds of the three farmhouse dwellings are enclosed by a modern larch lap fence with concrete posts (see plate 14 of Appendix 1), although this is not noticeable because of the dense vegetation on both sides of the fence (largely). Along the north and east boundary of the historic farmstead where there are mature evergreen Holm Oaks, which enclose the garden, provide privacy and limit views both in and out, even from the upper floor windows. It is possible to see glimpses of the farmhouse between the trees from the PROW across the Appeal Site (see view 5 in Appendix 1), and also from the junction of Manor Close and Posbrook Lane; however, the house is not visually prominent, except in the views from the south.
- 8.24 The setting of the listed farmhouse in an historic farmstead makes an important contribution to the appreciation of its significance as a former farmhouse. The farmhouse can be seen with the grade II* listed barn, which is of a similar date, in views from the south. The top of the roof of the barn and converted stables can be seen from the farmhouse and its garden, although they are seen in the context of the recent housing, so the historic functional relationship is less clear here than in views from the south. Immediately to the west of the farmhouse, in the grounds of Old Barn Cottage, there is a small C18 or C19 barn/granary, and the converted piggery can be seen from the west end of the listed farmhouse.
- 8.25 The former farmstead is located on the east side of Posbrook Lane, and there are some late C19 estate workers cottages to the immediate south-west. Otherwise, the former farmstead is surrounded by open fields, and this open landscape is important to the understanding that this was originally an historic farmstead, and the appreciation of the significance of the listed building as a former farmhouse.

8.26 Although there is very limited intervisibility because of the trees along the boundary, the post-WWII Council housing to the south of Titchfield adversely affects the experience of the listed farmhouse, because its proximity (199m to the north-east at its closest point) reduces the sense of the farmstead being in open countryside. This post-WWII housing can be seen with glimpses of the farmhouse from the PROW to the south in winter (see LVIA view 7, CDA.14).

8.27 The First Appeal decision recognised that the southern urban edge of Titchfield is open and harsh with little by way of softening landscaping (CDJ.2, paragraph 21). It also identified the proximity to Titchfield and the exposed urban edge has a negative impact on the wider setting of the listed buildings, bringing suburban development close to the farmstead and reducing the wider rural hinterland (paragraph 37).

8.28 I agree with the Council's landscape witness, Mr Croot, that the southern edge of Titchfield has become "softer" since the First Appeal as the existing vegetation has matured; the suburban development was less apparent from the footpath south of the former farmstead than when I visited in 2018.

8.29 As part of an open field, the Appeal Site therefore makes an important contribution to the appreciation of the significance of the listed building as a former farmhouse. There is also a historic functional relationship between the land and the farmhouse, because it historically formed part of the farmland. The First Appeal decision recognised this historic functional relationship with the Appeal site, and its contribution to the significance of the grade II* listed buildings is common ground with the Appellant, as is the role of the Appeal Site as part of the rural setting of the listed buildings and its role in separating it from Titchfield (Heritage Statement of Common Ground (HSOCG), paragraph 3.5).

Barn, Grade II* Listed

Significance

8.30 The barn is also grade II* listed, so is a highly graded asset. The barn is of considerable historic interest because of the age of its fabric, which has been reliably dated to between 1570 and 1622 by dendrochronology. The barn is post-Dissolution but its substantial scale and the fine roof carpentry are reminiscent of earlier examples, such as the Titchfield Abbey monastic barn, which may explain why HE attributed it as late medieval in the list description, without the benefit of the dendrochronology. The HE Listing Selection Guide for Agricultural Buildings (CDH.34) notes that clear dating adds to the historic interest of the building.

8.31 It is a very large aisled barn which illustrates the high status and wealth of Great Posbrook manor at this date. The wagon entrance and opposing doors indicate it was used for threshing, which is of historic interest illustrating agricultural processes prior to the Industrial Revolution. I was unable to gain access to this part of the barn to establish whether the threshing floor survives.

- 8.32 The roof structure is of architectural interest: it is a Queen-Strut roof with mostly arched braces, which was a common roof form from the late C16 into the C19. The large timbers and arches braces indicate its early date. The repairs to the roof structure have been sensitive using modern timber and its low key use as garages and for storage, which does not require permanent subdivision, is appropriate. The roof covering of corrugated steel is not of special interest, but is a light weight material commonly used on historic farm buildings, and was clearly deemed acceptable as part of the enabling scheme.

Setting

- 8.33 The setting of the barn overlaps with that of the farmhouse, so I will not repeat that analysis but summarise the key points and draw out points specific to the barn.
- 8.34 The barn is orientated to the north, with the wagon entrance on that side, because it originally enclosed a yard, as part of a loose courtyard farmstead. The barn is experienced as part of an historic farmstead. The relationship with the farmhouse can be seen in the views from the south. The converted stable block is located on the opposite side of the yard. The converted piggery informs the experience of arriving at the barn from the access from Posbrook Lane to the north.
- 8.35 The housing development constructed as part of the enabling scheme has changed the character of the setting of the barn to the north, so that it has a more suburban character. Nevertheless it is still possible to appreciate that this was an historic farmstead, because two other historic farm buildings have been retained and converted, and the new buildings have been designed to reinforce the historic courtyard form of the farmstead, in the idiom of vernacular agricultural or domestic buildings. For example a modern building, in the style of a historic barn encloses the yard to the east, in a similar location as a former listed barn that was destroyed by fire. Another modern house designed in a traditional style encloses the yard to the west.
- 8.36 The barn is a substantial structure, 30m (100ft) long, so it is visually dominant and prominent in views from the south. The scale of the structure and deeply sloping roof form clearly indicate it is an historic barn, even without an historic roof covering.
- 8.37 The barn's setting is open to the south and east; there is an immature orchard and small playing field to the south, and the gardens of the farmhouse to the east. This openness reinforces the visual prominence of the barn in the views from the south.
- 8.38 The barn is located on the western side of the Meon valley, which the parties agree to be a valued landscape. The land slopes gently to the east. This setting relationship with the Meon valley can be appreciated in views from the south, particularly from Posbrook Lane and the PROW to the south, see views 5A, 5B, 6 and 7 of the LVIA (CDA.14), where the

location of the barn in an historic farmstead is recognisable, with open fields to the south and east, and the hills on the other side of the Meon valley further east.

- 8.39 The post-WWII council housing to the south of Titchfield can be seen with the listed barn in the view from the PROW (LVIA view 7, CDA.14), although there are clearly open fields between the historic farmstead and the village, and they are experienced as separate settlements. I agree with Mr Croot that the vegetation on the southern boundary of Titchfield has grown since 2018, softening visual effect.
- 8.40 The Appeal site therefore makes an important contribution to the openness of the historic farmstead to the north, and to the appreciation that the barn is part of an historic farmstead, surrounded by fields and separate from the village of Titchfield. This is common ground with the Appellant (HSOCG, paragraph 3.5).

Former Farm Buildings, Locally Listed

Significance

- 8.41 The locally listed buildings comprise a former stables, cartshed /piggery and small barn/granary. The location of these buildings is indicated on the Heritage Asset Plan, with photographs of the buildings at plates 26 to 29 of my Appendix 1. The local list entries are provided at Appendix 2c.
- 8.42 The Historic Environment Record (HER, my Appendix 2b) identifies that the stables and cart shed/piggery as dating from 1865-1899. The HER provides the following descriptions:

“Unlisted former stables at Great Posbrook Farm, now converted into a chitting shed. Late C19. 2-storey building of brick, with a hipped tile roof. Shallow, external, brick buttresses. All internal partitions and elements associated with the stable use, have been removed. The loft, accessed now externally via a staircase, remains, but is unused. Building presently used for chitting of seed potatoes.”

“Unlisted cart shed, with piggery outshut, at Great Posbrook Farm. Late C19. 6-bay, single-storey, timber-framed building. Open on north (main) and gable ends, rear (south) wall is of brick. Half-hipped roof of tile, on queen post trusses; gables below half-hip, appear to have been weatherboarded. Attached to the rear (south) wall of the cart shed, is a 2-aisle, pent-roofed piggery of brick. Ten pig pens, form the south aisle, with exits for the pigs in the south wall (presumably leading to 'runs' which have been removed). [both structures were extremely dilapidated at time of SUIAG survey (20-feb-1991)].”

8.43 The Local List Entries are generally consistent with these descriptions, although the local list entry identifies the stables as C18 or early C19, and nine pig pens instead of ten.

8.44 The Local List Entry describes the small barn/ granary is as follows:

*“8/521 - Small Barn Between Cart Shed and Great Posbrook, Posbrook Lane, Titchfield 18th/early 19th century.
Weather boarded granary, a small barn with half hipped old tiled roof.”*

8.45 Both the HER and Local List Entry were written before the enabling development when the former stables and cart shed/piggery were converted to residential use. The approved drawings are provided at Appendix 4e, which indicate that an extension was constructed to the south of the former stables, with replacement doors and windows, and that it was subdivided to form three separate 3 bedroom dwellings. The former cartshed/ piggery was converted to a 4 bedroom family house, which involved the demolition of the majority (if not all) of the brick pig pens and enclosing the open sides of the building with glazing or weatherboarding.

8.46 These works clearly secured the future of the former farm buildings which were disused and in poor condition, so were of heritage benefit. Nevertheless the use and character of the buildings was transformed, and they are considerably altered, which has diminished their heritage interest as examples of vernacular farm buildings.

8.47 The small barn/ cart shed which forms an ancillary structure to Old Barn Cottage (the western wing of the listed farmhouse) has been repaired and altered recently to form a summer room in the southern end bay, with a full height glazed wall on the southern elevation outside the existing timber frame and relocation of a rooflight (application reference P/20/0458/LB). The rest of the building remains in use as a workshop and garden shed. The conversion of the cartshed to a summer room appeared to be in progress when I visited site in September 2021, and as a result the building has been subject to considerable alteration, as is evident when one compares plates 29 and 30 in Appendix 1. The planning application drawings are reproduced at Appendix 7.

8.48 Nevertheless, the locally listed buildings are of historic and architectural interest as examples of vernacular buildings, now converted to residential use, or ancillary to other residential dwellings. They have group value with the grade II* listed buildings because they contribute to the understanding that Great Posbrook is an historic farmstead. The locally listed buildings are smaller, more recent, and more altered structures than the farmhouse and barn, so are only of local interest, and are of low significance in comparison with the highly graded listed buildings.

Setting

- 8.49 The locally listed buildings are located in the centre of the historic farmstead. There is a spatial and historic functional relationship with the grade II* listed buildings and each other that contributes to the appreciation of their historic and architectural significance as farm buildings. For example the former stables is located to the north, opposite and parallel to the barn and forms a courtyard with a modern residential building to the east; this reflects the historic courtyard form of the farmstead. Although there has been subdivision of the land to create gardens, the original relationship of the stables to the cart shed/piggery, cart shed/granary and farmhouse remains.
- 8.50 The listed buildings are both substantial structures which have primacy in the farmstead both because of their size and historic use. The locally listed buildings are secondary features both because of their ancillary use and smaller size.
- 8.51 There are very limited views of the locally listed buildings outside the farmstead. There is the view of the former cartshed/piggery in the view into Barn Close from Posbrook Lane (view 6 in Appendix 1), otherwise the views are confined to near views within the farmstead. The setting of the locally listed buildings is therefore more contained and insular.
- 8.52 The rural setting of the former farmstead and historic functional relationship with the surrounding land, including the Appeal Site, contributes to the appreciation of the significance of the locally listed buildings as examples of adapted farm buildings. However, the contribution of the rural setting is more limited than to the listed buildings. The listed buildings are located on the edges of the farmstead, adjacent to open fields, and are seen in a rural setting in distant views, so have a more direct setting relationship with the surrounding open fields. Conversely the locally listed buildings are located in the centre of the farmstead, with no direct relationship with the open fields; so their setting within the farmstead and relationship with the listed buildings contributes more to the appreciation of their significance.

9.0 ASSESSMENT AND PERFORMANCE AGAINST POLICY

9.1 This section of my evidence assesses the heritage effects of the proposed development at the land east of Posbrook Lane, with consideration of the findings of the First Appeal, the putative heritage reason for refusal and the commentary in the Appellant's SOC on heritage matters. I have applied the Historic England setting guidance, GPA3, when carrying out the assessment.

9.2 The assessment was carried out on site in September 2021 with reference to views produced as part of the LVIA submitted with the Appeal. I cross refer to these views where relevant. Where necessary I have included some additional photographs of views in my **Appendix 1.0**, which are taken with a standard 35mm lens (2018 photographs) or a mobile phone (2021 photographs) but are not produced to GLVIA3 standards.

Response to the Appellant's Statement of Case

9.3 Before considering the effect of the proposed development, I thought it would be helpful to summarise for the Inspector my understanding of the points of difference between the Council and the Appellant, so that I can clearly respond to these in my assessment.

9.4 Ignus Froneman of the Cogent Heritage prepared the Appellant's SOC on heritage matters, which responded to the assessment in the Committee Report (CDC.1).

9.5 I understand the points of contention are as follows:

- Whether the revised proposals retain a "clear and substantive gap" between Great Posbrook and Titchfield (paragraph 5.2) and whether the degree of separation would mean that the former farmstead would remain distinct from the settlement (paragraph 5.3), including views from the footpaths (paragraph 5.6);
- Whether the historic functional relationship between the listed buildings and the adjoining open land is maintained (paragraph 5.5);
- Whether Historic England's and the Council's findings of harm to the listed buildings considered the beneficial effect of the softening the southern edge of Titchfield (paragraphs 5.11 to 5.14); and
- Whether the conclusion that the proposed development would not harm the locally listed farm buildings is inconsistent with the finding of harm to the listed buildings (paragraph 5.14, footnote 10).

Setting Assessment

- 9.6 The grade II* listed farmhouse and barn were developed as part of the same historic farmstead and are in close proximity to one another, so many of my observations on the setting effects are common to both, so I deal with them together, drawing out specific points to one or the other asset where relevant, rather than repeating the analysis twice.
- 9.7 The proposed development would be located 122m to the north of the farmhouse and 196.5m north of the listed barn, based on my measurements from an A1 copy using a scale ruler. The distance between the farmhouse and nearest proposed house is 135.6m, as agreed in the Agreed Dimensions plan appended to the Landscape SOCG. The distance between the proposed development and the boundary of Great Posbrook farmstead would be 56m at its narrowest point, and 78.8m at its widest; this is common ground (see paragraph 3.9 of the HSOCG).
- 9.8 There would therefore be a degree of separation between the historic farmstead and settlement of Titchfield, and the proposed development would not abut the farmstead to the north and east as previously proposed.
- 9.9 However, the proposed development would bring the boundary of Titchfield closer to Great Posbrook, reducing the minimum separation gap from 118m to 56m, a reduction of 62m, and more than half. It would therefore become more difficult to understand that Great Posbrook was a historic farmstead and this would diminish the appreciation of the significance of the listed farm buildings.
- 9.10 In their pre-application response Historic England (CDB.10) identified that the planting of woodland in the gap between Great Posbrook and Titchfield would “erode the farmstead’s open rural context and historic connection with this adjoining land” (my emphasis). The extent of woodland was therefore reduced in the submitted scheme to 20m to the south of the proposed development and 10m to the north of Great Posbrook.
- 9.11 While I do not consider the proposed woodland would detrimentally enclose the historic farmstead or listed buildings, it reduces the open land between the settlement and former farmstead to 26m. Mr Croot questions whether the full height planting along the northern boundary of the farmstead is achievable because of a sewer in this location; nevertheless even at a reduced height the vegetation would still reduce the extent of open land to a minimum of 26m.
- 9.12 On any measure the reduction in the separation distance to a minimum of 56m (including woodland) or 26m of open land between the woodland/vegetation bands is a relatively narrow gap. The Borough Urban Designer’s independent assessment was that this was a “very minimal gap”. It is not a “clear and substantive gap” as claimed by Mr Froneman.
- 9.13 In fact this separation gap is of similar dimensions to the playground to the south of Titchfield and public open spaces to the north of Bellfield and Hewetts Road in Titchfield, which are respectively up to 42m, 45m and 51m as illustrated in the

annotated plan and plate 34 (north of Bellfield), plate 35 (playground) and plate 36 (north of Hewetts Road) in my **Appendix**

1.0. I appreciate that these open spaces contain tarmac and hardstanding so are not directly comparable but it helps give a sense of the width of the “gap” in comparison with existing public open spaces within the village.

- 9.14 I recognise that the proposed “gap” is considerably longer than two of these open spaces; however, given its limited depth it will “read” as a public open space within a single settlement, rather than as agricultural land between a settlement and a farmstead. I recognise that strictly speaking public access would be restricted to the public footpath, nevertheless the narrow depth of the open space will affect the experience and perception of it as a public open space.
- 9.15 The proposed development would therefore obscure the separation between Titchfield and Great Posbrook as concluded in the First Appeal.
- 9.16 I note that, as explained at paragraph 8.2 of the Planning SOCG, the Appellant is only proposing a Local Equipped Area for Play (adjacent to the existing playground to the north of the Appeal Site), but that without prejudice to this it considers that additional public open space could be provided to the south of the proposed dwellings if the Inspector considered it necessary. This indicates that the Appellant has also considered the use of this space as a public open space. If the use was formalised as public open space, this would further reinforce the sense that that the open space was within a single settlement, rather than a gap separating a settlement from a historic farmstead.
- 9.17 Even if the Inspector considers that the “gap” would not read as a public open space within the same settlement, the degree of separation between the settlement and former farmstead would be considerably reduced, and this would reduce the connection between the farmstead and its rural hinterland, as identified in the First Appeal.
- 9.18 As identified by HE, this change would be perceived when travelling south from Titchfield on the road, and particularly on the footpath, as well as north in the opposite direction. The experience of the “gap” would be noticeably shorter in the kinetic sequence.
- 9.19 It is common ground that the Appeal Site has a historic functional relationship with the former farmstead and the grade II* listed buildings. Constructing up to 57 houses on this agricultural land, changing its character from open to developed, from landscape to urban form, would therefore reduce the appreciation of this historic functional relationship and urbanise the setting of the listed buildings in the farmstead. This would harm the appreciation of the significance of the listed buildings.
- 9.20 I appreciate that the landscape planting along the southern boundary of the proposed development would reduce the urbanising effect, by screening the proposed houses from view in the long term. However, one would still be aware of the

new housing when travelling along the road and footpath beyond the woodland, and this would urbanise the setting of the listed buildings.

- 9.21 As HE identifies there would also be setting effects from lighting and noise from the proposed housing, which would reinforce the urbanising effect of the development. I note that HE requested a lighting scheme to seek to mitigate the night time effect of the development, which the Appellant has not provided. A lighting scheme could be required via a planning condition but is unlikely to remove all harmful lighting effects. Movement of people and vehicles into and out of the new cul de sac would also be noticeable in the setting of the listed buildings, another urbanising effect.
- 9.22 In the consultation response on built heritage I prepared for the Council, I identified the potential for the landscape screening to improve distant views along the southern edge of Titchfield, which can be seen in conjunction with the listed farmhouse and barn from the footpath to the south. This was identified as a potential enhancement in my letter of 28 January 2020, which was factored into my overall conclusion of less than substantial harm. The Council's conclusion on less than substantial harm was based on my expert advice.
- 9.23 I have also explained at paragraph 6.17 that HE also took the softening of the southern edge of Titchfield into account in their finding of less than substantial harm.
- 9.24 When I returned to site in September 2021, the buildings on the southern edge of Titchfield were less visible from the footpath to the south of Great Posbrook than they were in 2018 (see view 2, 2021 in Appendix 1); nevertheless I recognise that these views may still exist when the trees are not in leaf. The urban edge of Titchfield is certainly visible as one walks along the footpath parallel to and north of Great Posbrook, although I agree with Mr Croot that it has softened since the First Appeal as the vegetation has matured.
- 9.25 I consider that the introduction of landscape screening along the southern edge of the proposed development and in the south-east corner of the existing settlement boundary, will soften the urban edge of Titchfield and enhance the setting and appreciation of the significance of the listed buildings. This is common ground.
- 9.26 I have identified no other positive heritage effects from the development, and nor has the Appellant. For example there will be no changes to public access or use of the listed buildings, or their economic viability, because they are in private ownership and their long term use is secure.
- 9.27 This slight beneficial effect resulting from the landscape screening would be outweighed by the greater negative effect of the significant reduction in the 'gap' between Titchfield and Great Posbrook, which would bring development closer to the listed buildings, diminishing the appreciation of the historic functional relationship with the former farmland, reducing and urbanising its rural hinterland.

- 9.28 The diminution in the understanding that the barn and farmhouse were part of an historic farmstead would reduce the appreciation of the significant historic functional relationship with Titchfield Abbey. Great Posbrook was a monastic farmstead and if it becomes more difficult to understand that it was formerly a farm, the historic link with Titchfield Abbey would become more obscure. I do not place significant weight on this factor but it is material.
- 9.29 My conclusion is therefore that the proposed development would result in less than substantial harm to the grade II* listed buildings, at the lower end of the scale. The harm would be permanent and is of great weight in the planning balance. The weight increases because the effect is on highly graded assets.
- 9.30 My assessment is consistent with that of Historic England, the statutory consultee on the historic environment, as well as local amenity societies, including the Fareham Society and Titchfield Village Trust. This harm to highly graded assets is also a matter of public interest and has given cause for at least 16 different members to write in objection to the application.
- 9.31 I note that Historic England have not objected to the application, nor do they support it. Their recommendation refers to the duty of the decision maker to have special regard to the desirability of preserving listed buildings (at section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990) and to determine applications in accordance with the development plan unless material considerations indicate otherwise (section 38(6) of the PCPA 2004). Essentially, HE have concluded that there is less than substantial harm, and are leaving it to the Council to assess whether the public benefits outweigh this harm, but do not form a judgement on the planning balance themselves.
- 9.32 Mr Froneman has claimed that my finding of harm to the listed buildings is inconsistent with my conclusion that the proposed development would not harm the locally listed former farm buildings. I disagree.
- 9.33 My assessment of the effect on the locally listed buildings differs because their setting is materially different to that of the listed buildings. The locally listed buildings are located in the centre of the farmstead and do not have a direct setting relationship with the surrounding agricultural land. Conversely the listed buildings are substantial buildings located on the edges of the farmstead, adjacent to the open land that contributes to the setting of the farmstead and listed building.
- 9.34 The proposed development will have no effect on the spatial and historic functional relationship between the locally listed buildings and grade II* listed buildings, nor the relationship the locally listed buildings have with one another. While the proposed development will reduce the gap between Great Posbrook and Titchfield, and urbanise the setting of the farmstead and listed buildings, I consider the effect on the locally listed farm buildings would not be harmful because their setting is more contained and insular, and there is interposing modern development between them and the proposed development.

Policy Assessment

- 9.35 My evidence provides a detailed assessment of the significance of the listed Barn and Farmhouse at Great Posbrook, to fulfil the requirements of paragraph 195 of the NPPF.
- 9.36 I have concluded that the appeal proposals will harm the significance of the grade II* listed Barn and Farmhouse, with the harm being at the lower end of the less than substantial scale. Historic England, the Council's Urban Designer, the Fareham Society and the Titchfield Village Trust and I all agree that the proposals would cause less than substantial harm.
- 9.37 Listed buildings benefit from statutory protection. Case law has clarified that, pursuant to the duty under section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, any harm is a matter of considerable importance and weight in the planning balance and gives rise to a statutory "strong presumption" against permission. Paragraph 199 of the NPPF also emphasises that "great weight" should be given to the conservation of designated heritage assets.
- 9.38 The NPPF (para 199) and case law on the section 66 duty (Barnwell) are also clear that harm to highly graded assets has more weight in the planning balance and increases the strength of the statutory presumption. In this case the assets are highly graded listed buildings (II* - of only 20 in the Borough).
- 9.39 I therefore consider that the overall heritage harm that I have identified should be accorded great weight.
- 9.40 I refer (and defer) to Mr Jupp's evidence on planning which balances the harm that I have identified against the public benefits pursuant to paragraph 202 of the NPPF, concluding that the harm is not outweighed by the public benefits. I also refer (and defer) to his view that the development breaches the Development Plan and emerging Local Plan policies on heritage outlined in section 4 above.

10.0 SIGNED AFFIRMATION

- 10.1 I confirm that, insofar as the facts stated in my Proof of Evidence are within my own knowledge, I have made clear which they are and that I believe them to be true, and that the opinions I have expressed represent my true and complete professional opinion.
- 10.2 I confirm that my Proof of Evidence includes all facts which I regard as being relevant to the opinions that I have expressed and that attention has been drawn to any matter which would affect the validity of those opinions.
- 10.3 I confirm that my duty to the Inspector and the Secretary of State as an expert witness overrides any duty to those instructing or paying me, that I have understood this duty and complied with it in giving my Evidence impartially and objectively, and that I will continue to comply with that duty as required.
- 10.4 I confirm that I am neither instructed, nor paid, under any conditional fee arrangement by the Council.
- 10.5 I confirm that I have no conflicts of interest of any kind other than any already disclosed in my Proof of Evidence.
- 10.6 I confirm that my Proof of Evidence complies with the requirements of the Royal Town Planning Institute, as set down in the Ethics and Professional Standards Advice for RTPi Members (2017).



Lucy Markham IHBC MRTPI

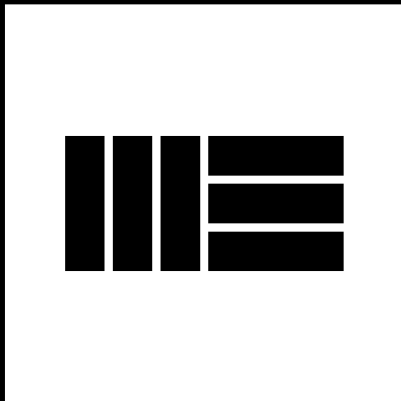
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WE CONSIDER OUR CREDENTIALS, HOW WE HAVE STRUCTURED OUR BID AND OUR PROPOSED CHARGING RATES TO BE COMMERCIALY SENSITIVE INFORMATION.
WE REQUEST THAT THESE BE TREATED AS CONFIDENTIAL.