

# Built Heritage Statement

Old Farmhouse, Upper Burgate, Fordingbridge, SP6 1LX

On behalf of Cordage 46 Limited

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## Document Management.

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# 1. Introduction

1.1. Pegasus Group have been commissioned by Cordage 46 Limited to prepare a Built Heritage Statement to consider proposals for the refurbishment of the Grade II Listed Old Farmhouse (Burgate Cross Farmhouse) and the residential redevelopment of its former farm complex. The application site is shown on the Site Location Plan provided at Plate 1.



Plate 1: Site Location Plan.

1.2. As already noted, the Old Farmhouse is a Grade II Listed Building (NHLE 1094895). There are also several listed buildings in the immediate vicinity, including Grade II Listed Farm Cottage to the south (NHLE 1301394) and Grade II Listed Bryants Cottage (NHLE 1350939) and Rosemary Cottage (NHLE 1301254) to the north.

1.3. Listed Building Consent and Planning Permission are sought for the proposals.

1.4. This Assessment provides information with regards to the significance of the historic environment to fulfil the requirement given in paragraph 200 of the Government's *National Planning Policy Framework* (the *NPPF*) which requires:

***"...an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting".<sup>1</sup>***

1.5. In order to inform an assessment of the acceptability of the scheme in relation to impacts on the historic environment, following paragraphs 205 to 209 of the *NPPF*, any harm to the historic environment resulting from the proposed development is also described, including impacts on significance through changes to setting.

<sup>1</sup> Department for Levelling Up, Housing and Communities (DLUHC), *National Planning Policy Framework (NPPF)* (London, December 2023), para. 200.

- 1.6. As required by paragraph 200 of the *NPPF*, the detail and assessment in this Report is considered to be "*proportionate to the assets' importance*".<sup>2</sup>

### **Planning History**

- 1.7. A review of planning history records held online by New Forest District Council has revealed no previous applications which relate to the Old Farmhouse or the wider site.
- 1.8. In the vicinity, planning permission has recently been granted for the construction of a link road from Augustus Avenue to the A338 (application reference 23/10518), with the nearest section of this road and a new roundabout junction to be located less than 100m south of the current application site (Plate 2).
- 1.9. The new link road will facilitate the delivery of residential development on land west of Burgate (SS18 allocated site) which, at the time of writing, is the subject of a hybrid planning application awaiting determination (application reference 21/11237). The Case Officer's report (prepared for planning committee held on 11<sup>th</sup> January 2023) recommended the application for approval. The most recent illustrative masterplan shows that the large modern barn to the south-west of the Old Farmhouse is to be removed and new residential development built within approximately 150m of the listed building (Plate 3).

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<sup>2</sup> DLUHC, *NPPF*, para. 200.

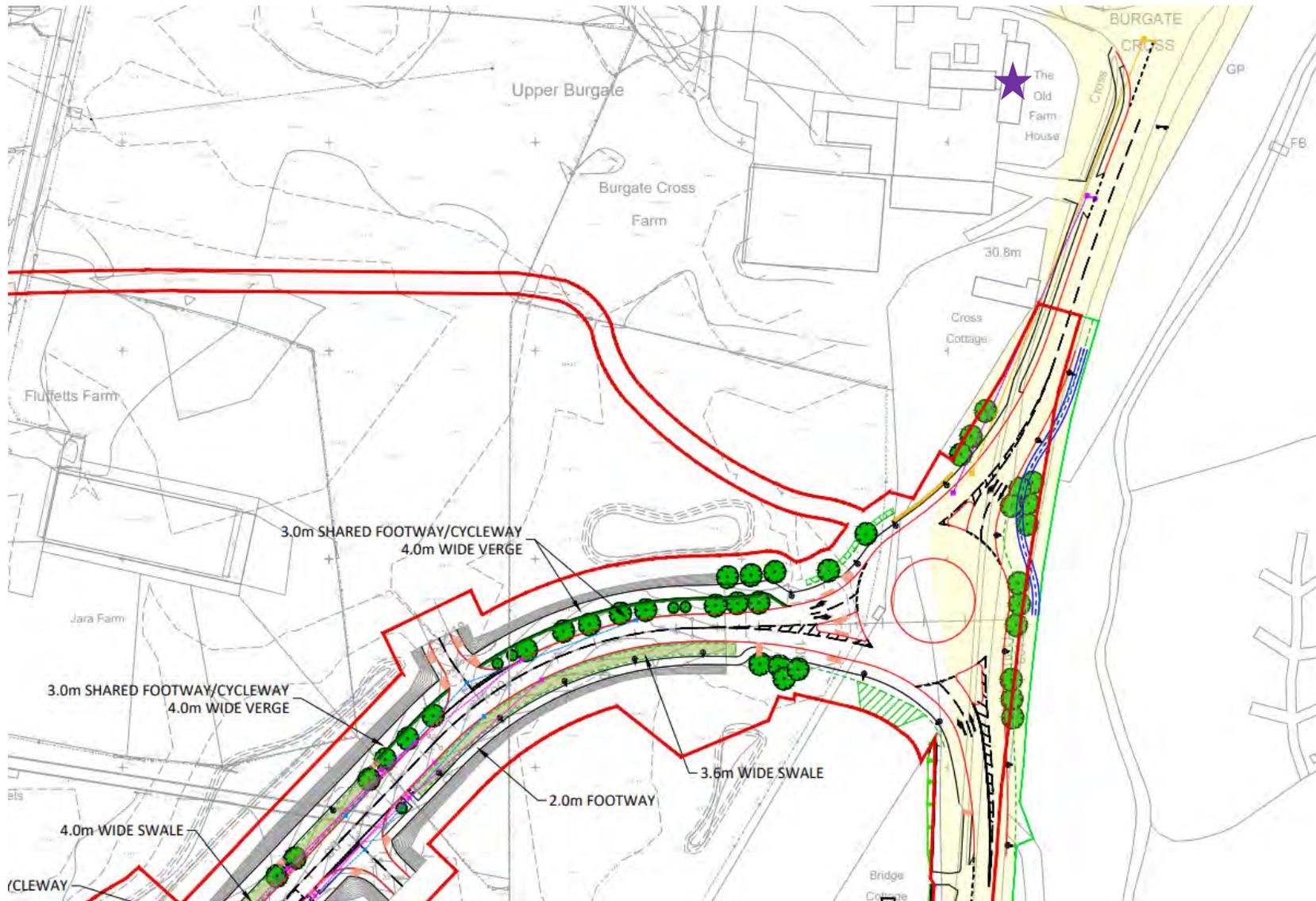


Plate 2: Extract of approved link road layout (application reference 23/10518).

The location of the Old Farmhouse is indicated with a purple star.



Plate 3: Extract of illustrative masterplan for application reference 21/11237.

The location of the Old Farmhouse is indicated with a purple star.

## 2. Proposed Development

2.1. The applications seek Planning Permission and Listed Building Consent for the residential redevelopment of Burgate Cross Farm. The present site layout and existing buildings are shown and annotated on Plate 4 (below). The proposals can be broadly summarised as follows:

- Repair and refurbishment of the Grade II Listed Old Farmhouse (Building A);
- Reconstruction and extension of Building B to form 2no. dwellings (Units 5 and 6);
- Demolition of Buildings C, D and E;
- Construction of 3no. dwellings (Units 2 to 4) west of the farmhouse in the form of a single L-shaped building; and
- Associated hard and soft landscaping.

2.2. The proposals are detailed on the following plans which form the application package and which this assessment considers:

- Block and Location Plans (drawing no. 23.3484.000, rev. P5).
- Existing Site Plan (drawing no. 23.3484.001, rev. P3).
- Old Farmhouse Existing Floor Plans (drawing no. 23.3484.002, rev. P3).

- Old Farmhouse Existing Elevations (drawing no. 23.3484.003, rev. P3).
- Outbuilding (Building 2) Existing Floor Plans, Elevations and Section (drawing no. 23.3484.004, rev. P3).
- Outbuilding (Building 3) Existing Floor Plans, Elevations and Section (drawing no. 23.3484.005, rev. P3).
- Outbuilding (Building 4) Existing Floor Plans, Elevations and Section (drawing no. 23.3484.006, rev. P3).
- Proposed Site Plan (drawing no. 23.3484.100, rev. P9).
- Proposed New Build Units 2, 3 & 4 Floor Plans (drawing no. 23.3484.101, rev. P5).
- Proposed New Build Units 2, 3 & 4 Elevations (drawing no. 23.3484.102, rev. P4).
- Old Farmhouse Proposed Floor Plans (drawing no. 23.3484.103, rev. P3).
- Old Farmhouse Proposed East and South Elevations (drawing no. 23.3484.104, rev. P3).
- Old Farmhouse Proposed West and North Elevations (drawing no. 23.3484.105, rev. P3).



- Proposed Units 5 & 6 Elevations (drawing no. 23.3484.106, rev. P5).
- Proposed Units 5 & 6 Floor Plans (drawing no. 23.3484.107, rev. P5).
- Existing and Proposed Site Section A-A (drawing no. 23.3484.108, rev. P3).
- Existing and Proposed Context Elevation, Salisbury Road (drawing no. 23.3484.109, rev. P4).

2.3. **Section 6** of this Report presents an analysis of the impact of the proposed development on identified heritage assets discussed in **Section 5**.

### 3. Methodology

3.1. The aims of this Report are to assess the significance of the heritage resource within the site and in its vicinity, to assess any contribution that the site makes to the heritage significance of the identified heritage assets, and to identify any harm or benefit to them which may result from the implementation of the development proposals, along with the level of any harm caused, if relevant.

3.2. This assessment considers built heritage.

#### Sources

3.3. The following key sources have been consulted as part of this assessment:

- The Hampshire Historic Environment Record (HER), accessed via Hantsweb, for information on the recorded heritage resource in the vicinity of the site;
- The National Heritage List for England for information on designated heritage assets;
- Historic maps available online;
- Aerial photographs available online via Historic England's Aerial Photo Explorer and Britain from Above (no relevant photographs available);
- Sources held at the Hampshire Archives;
- Old photographs accessible via the Historic England Architectural Red Box Collection; and

- Google Earth satellite imagery.

#### Site Visit

3.4. A site visit was undertaken by a Heritage Consultant from Pegasus Group on 9<sup>th</sup> November 2023, during which the site and its surrounds were assessed.

#### Photographs

3.5. Photographs included in the body text of this Report are for illustrative purposes only to assist in the discussions of heritage assets, their settings, and views, where relevant. Unless explicitly stated, they are not accurate visual representations of the site or development proposals, nor do they conform to any standard or guidance i.e., the Landscape Institute Technical Guidance Note 06/19. However, the photographs included are intended to be an honest representation and are taken without the use of a zoom lens or edited, unless stated in the description or caption.

#### Assessment Methodology

3.6. Full details of the assessment methodology used in the preparation of this Report are provided within **Appendix 1**. However, for clarity, this methodology has been informed by the following:

- *Historic Environment Good Practice Advice in Planning: 2 – Managing Significance in Decision-*

*Taking in the Historic Environment* (hereafter GPA:2);<sup>3</sup>

- *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) – The Setting of Heritage Assets*, the key guidance of assessing setting (hereafter GPA:3);<sup>4</sup>
- *Historic England Advice Note 12 – Statements of Heritage Significance: Analysing Significance in Heritage Assets* (hereafter HEAN:12);<sup>5</sup> and
- *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment*.<sup>6</sup>
- *The Adaptive Reuse of Traditional Farm Buildings: Historic England Advice Note 9*;<sup>7</sup> and
- *Adapting Traditional Farm Buildings: Best Practice Guidelines for Adaptive Reuse*.<sup>8</sup>

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<sup>3</sup> Historic England, *Historic Environment Good Practice Advice in Planning: 2 – Managing Significance in Decision-Taking in the Historic Environment (GPA:2)* (2<sup>nd</sup> edition, Swindon, July 2015).

<sup>4</sup> Historic England, *Historic Environment Good Practice Advice in Planning Note 3 – The Setting of Heritage Assets (GPA:3)* (2<sup>nd</sup> edition, Swindon, December 2017).

<sup>5</sup> Historic England, *Historic England Advice Note 12 – Statements of Heritage Significance: Analysing Significance in Heritage Assets (HEAN:12)* (Swindon, October 2019).

<sup>6</sup> English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008).

<sup>7</sup> Historic England, *The Adaptive Reuse of Traditional Farm Buildings: Historic England Advice Note 9* (Swindon, September 2017).

<sup>8</sup> Historic England, *Adapting Traditional Farm Buildings: Best Practice Guidelines for Adaptive Reuse* (2<sup>nd</sup> edition, Swindon, September 2017).

## 4. Policy Framework

### Legislation

- 4.1. Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*, which provides statutory protection for Listed Buildings and their settings.<sup>9</sup>
- 4.2. In addition to the statutory obligations set out within the aforementioned Act, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.<sup>10</sup>
- 4.3. Full details of the relevant legislation are provided in **Appendix 2**.

### National Planning Policy Guidance

- 4.4. National Planning Policy guidance relating to the historic environment is provided within Section 16 of the Government's *National Planning Policy Framework (NPPF)*, an updated version of which was published in December 2023. The *NPPF* is also supplemented by the national *Planning Policy Guidance (PPG)* which comprises a full and consolidated review of planning practice guidance

documents to be read alongside the *NPPF* and which contains a section related to the Historic Environment.<sup>11</sup> The *PPG* also contains the *National Design Guide*.<sup>12</sup>

- 4.5. Full details of the relevant national policy guidance is provided within **Appendix 3**.

### The Development Plan

- 4.6. Applications for Planning Permission and Listed Building Consent in Upper Burgate are currently considered against the policy and guidance set out within the New Forest District Local Plan 2016–2036 Part 1: Planning Strategy (adopted on 6th July 2020) and saved policies from the New Forest District (outside the National Park) Local Plan Part 2: Sites and Development Management (adopted April 2014).
- 4.7. With specific regard to heritage, Saved Policy DM1: 'Heritage and Conservation' of the Local Plan Part 2 is relevant to the current proposals. Full details of this policy are provided within **Appendix 4**.
- 4.8. Policy DM1 was adopted after the inception of the *NPPF* and does allow the decision-maker to weigh heritage harm against the public benefits of a scheme.

<sup>9</sup> UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990.

<sup>10</sup> UK Public General Acts, Planning and Compulsory Purchase Act 2004, Section 38(6).

<sup>11</sup> Department for Levelling Up, Housing and Communities (DLUHC), *Planning Practice Guidance: Historic Environment (PPG)* (revised edition, 23<sup>rd</sup> July 2019), <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

<sup>12</sup> Department for Levelling Up, Housing and Communities (DLUHC), *National Design Guide* (London, January 2021).

## 5. The Historic Environment

- 5.1. The following Section provides an assessment of elements of the historic environment that have the potential to be impacted upon by the proposed development.
- 5.2. As set out in **Section 1**, the site comprises the Grade II Listed Old Farmhouse and its associated former farm complex. This Section will first describe the historic development of Burgate Cross Farm and analyse the fabric and setting of the Grade II Listed Old Farmhouse, including consideration of other structures and features contained within the current application site. The significance of the listed building will then be assessed, followed by consideration of whether any other structures within the site possess intrinsic heritage significance.
- 5.3. Significance can be derived from many elements, including the historic fabric of a building or elements of its surrounds. It is however widely accepted (paragraph 213 of the *NPPF*) that not all parts of a heritage asset will necessarily be of equal significance.<sup>13</sup> In some cases, certain elements of a heritage asset can accommodate substantial changes whilst preserving the significance of the asset.
- 5.4. With regards to other heritage assets within the surrounds of the site, Step 1 of the methodology recommended by *GPA3* (see methodology), is to identify

which heritage assets might be affected by a proposed development.<sup>14</sup>

- 5.5. Development proposals may adversely impact heritage assets where they remove a feature which contributes to the significance of a heritage asset, or where they interfere with an element of a heritage asset's setting which contributes to its significance, such as interrupting a key relationship or a designed view.
- 5.6. Consideration, based upon professional judgement and on-site analysis, was therefore made as to whether any of the heritage assets present within the surrounding area may include the site as part of their setting, whether the site contributes to their overall heritage significance, and whether the assets may potentially be affected by the proposed scheme as a result.
- 5.7. It has been observed that the following heritage assets have the potential to be sensitive to the development proposals and thus these have been taken forward for further assessment below:
- Grade II Listed Farm Cottage (NHLE 1301394);
  - Grade II Listed Bryants Cottage (NHLE 1350939); and
  - Grade II Listed Rosemary Cottage (NHLE 1301254).

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<sup>13</sup> DLUHC, *NPPF*, para. 213.

<sup>14</sup> Historic England, *GPA:3*, p. 4.

5.8. Other heritage assets in the vicinity of the site were considered during the site visit and as part of desk-based research. Given the limited scale of the proposals, these other assets are considered to be sufficiently removed from the site such that the development scheme would have no impact on their overall heritage significance in terms of change to their settings.

5.9. A map of all designated heritage assets within the site and in the vicinity of the site is included at **Appendix 5**.

### **Burgate Cross Farm**

5.10. The Old Farmhouse (or Burgate Cross Farmhouse) was added to the National List at Grade II on 13<sup>th</sup> February 1987 (NHLE 1094895). The List Entry describes the building as follows:

***"Cottage. Late C18 and C19. Brick, thatch and slate roof. 1½ storey, 2 bay cottage outshot one end, 2 storey, 2 bay building at other end. Front has taller bays to LH. Lower part has central door each side 2-light camber-head casements and 2-light eyebrow dormer. 2-light casement in outshot. Ridge stack above door. LH part has four 1 and 2-light camber-head casements."***

5.11. A full copy of the List Entry is included at **Appendix 6**.

5.12. The location of the farmhouse (Building A) and its relationship to the other buildings within the former farm complex is illustrated on Plate 4 (below).

### **Historic Development**

5.13. There is thought to have been some form of settlement or farmstead at Burgate Cross from as early as the mid-13<sup>th</sup> century (HER ref. 39202); however, there appear to be no standing buildings within the locality that are this early in date.

5.14. The 1839 tithe map for the parish of Fordingbridge illustrates the Old Farmhouse within plot 831a (Plate 5). The accompanying apportionment describes a 'House, Garden & Buildings'. The latter appear to correspond with a substantial range located immediately west of and perpendicular to the farmhouse. At that time, the complex was owned and occupied by the widow of Daniel Viney, along with an orchard to the west (numbered 831b on the map). The apportionment records five parcels of agricultural land elsewhere in the locality (nos. 817, 833, 857, 931 & 960) that were similarly owned by Viney's widow; however, these had been leased to other individuals.

5.15. The First Edition (1891) Ordnance Survey (Plate 6) illustrates the farm complex had been reconfigured and expanded since the mid-19<sup>th</sup> century. The farmhouse itself had been extended on its north and south sides. As well as the perpendicular range and a small outbuilding immediately to the rear of the farmhouse, another range has been built further west and this possessed a series of animal pens along its eastern side. The buildings to the south of the farmhouse had also been reconfigured; most notable was the construction of a large L-shaped building which partially corresponds with present-day Building B (see further discussion below). The line of the London and South Western Railway had been constructed to the east.



Plate 4: Coloured and annotated plan of the site.

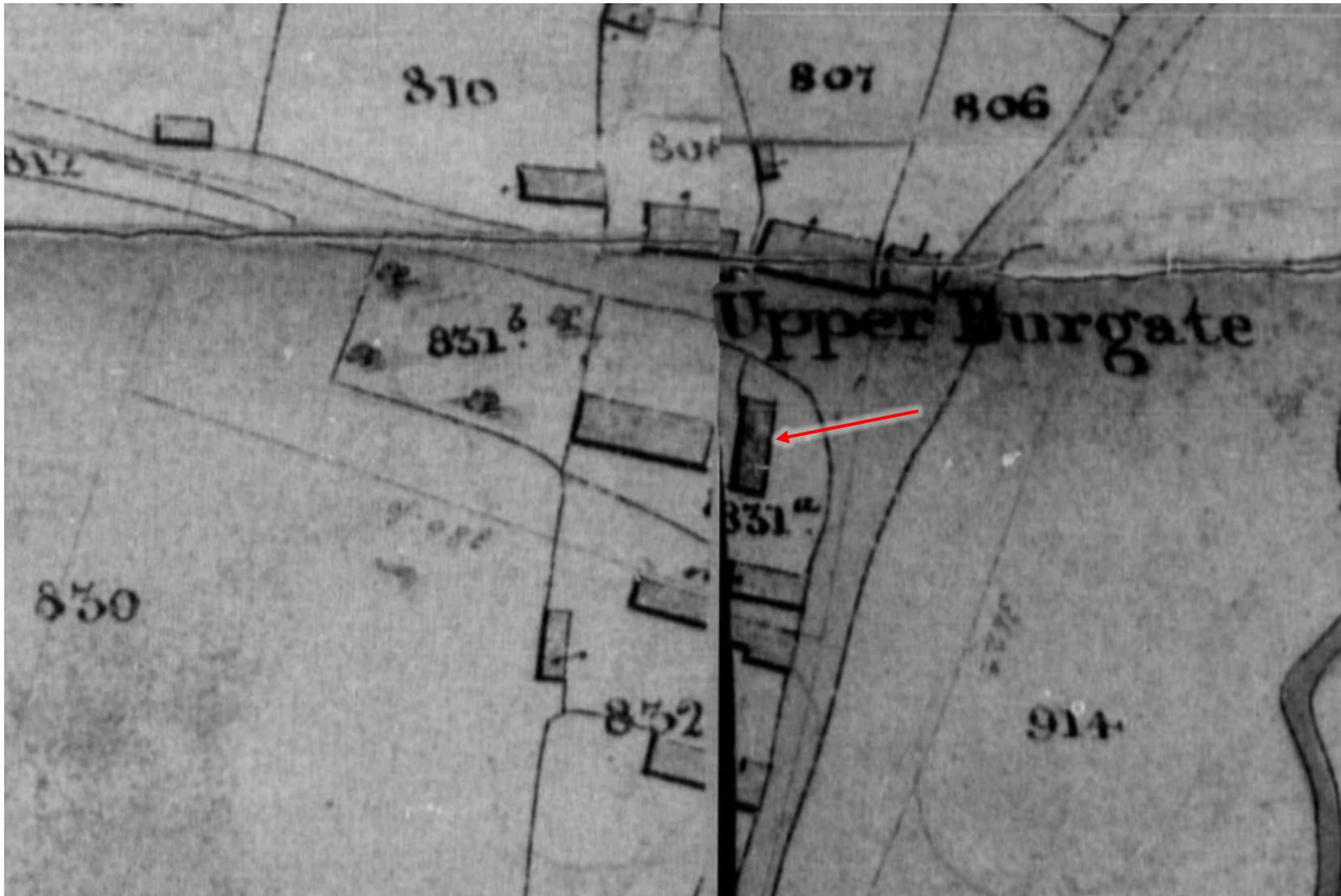


Plate 5: 1839 tithe map for the parish of Fordingbridge.

The location of the Old Farmhouse is indicated with a red arrow. Source: *The Genealogist*.

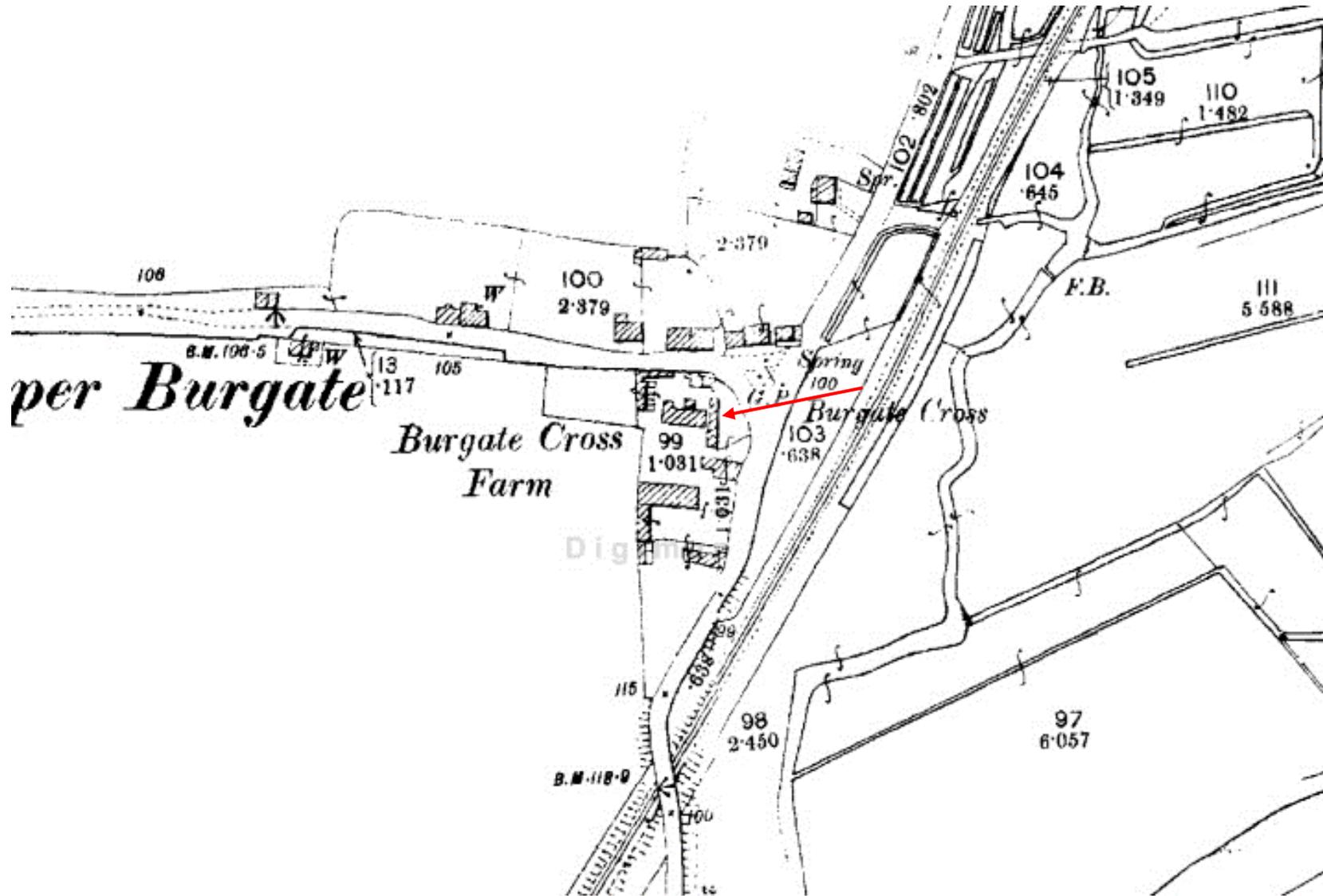


Plate 6: 1891 Ordnance Survey map.

The location of the Old Farmhouse is indicated with a red arrow. Source: Digimap.

5.16. Sale particulars from 1898 (not reproduced due to copyright) record that the site (Burgate Cross Farm) then formed part of the Burgate Estate which was focused on Burgate House located approximately 1.5km to the south. The site was part of lot 7 which was described as a 'compact freehold estate' including approximately 120 acres of arable and pasture land and water meadows, predominantly laid out north-east and west of the farm.<sup>15</sup>

5.17. The 1898 sale particulars describe the farmhouse as having "*lately been considerably enlarged with modern addition in red brick and slate roof, containing four bedrooms, two sitting rooms, wash-house, cellar, and dairy*". In addition, they describe the various farm buildings extant at that time which included:

- A weatherboarded and slated granary on staddles;
- A weatherboarded, tiled and corrugated iron cow house capable of accommodating fourteen animals;
- A range of brick and slated piggeries with a boiling house;
- A brick, weatherboard and tile meal house;
- A hog house and store;
- A weatherboard and slated three bay cart shed;
- A weatherboard and thatch calf pen;

- A large weatherboarded and slated barn with stables able to accommodate five horses and loft;
- A second cow house of timber and slate able to accommodate twelve animals;
- Five brick and slate piggeries; and
- A small brick, timber and thatch barn with cowshed and rear yard on the opposite side of present-day Fryern Court road.

5.18. Furthermore, the sale particulars describe the thatched cottage to the south (present-day Grade II Listed Farm Cottage) and indicate this was part of the same landholding.

5.19. The 1908–09 Ordnance Survey map (Plate 7) illustrates no change to the general layout of the farm complex and minimal alterations to its built form, the most notable being:

- A small extension to the south flank elevation of the farmhouse;
- The truncation or rebuilding of the structure immediately south of the farmhouse; and
- The removal of the southernmost structure and pens of the L-shaped building located south-west of the farmhouse (beyond the current application site boundary).

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<sup>15</sup> Hampshire Archives, ref. 35M78/E4.



Plate 7: 1908-09 Ordnance Survey map.

The location of the Old Farmhouse is indicated with a red arrow. Source: National Library of Scotland.

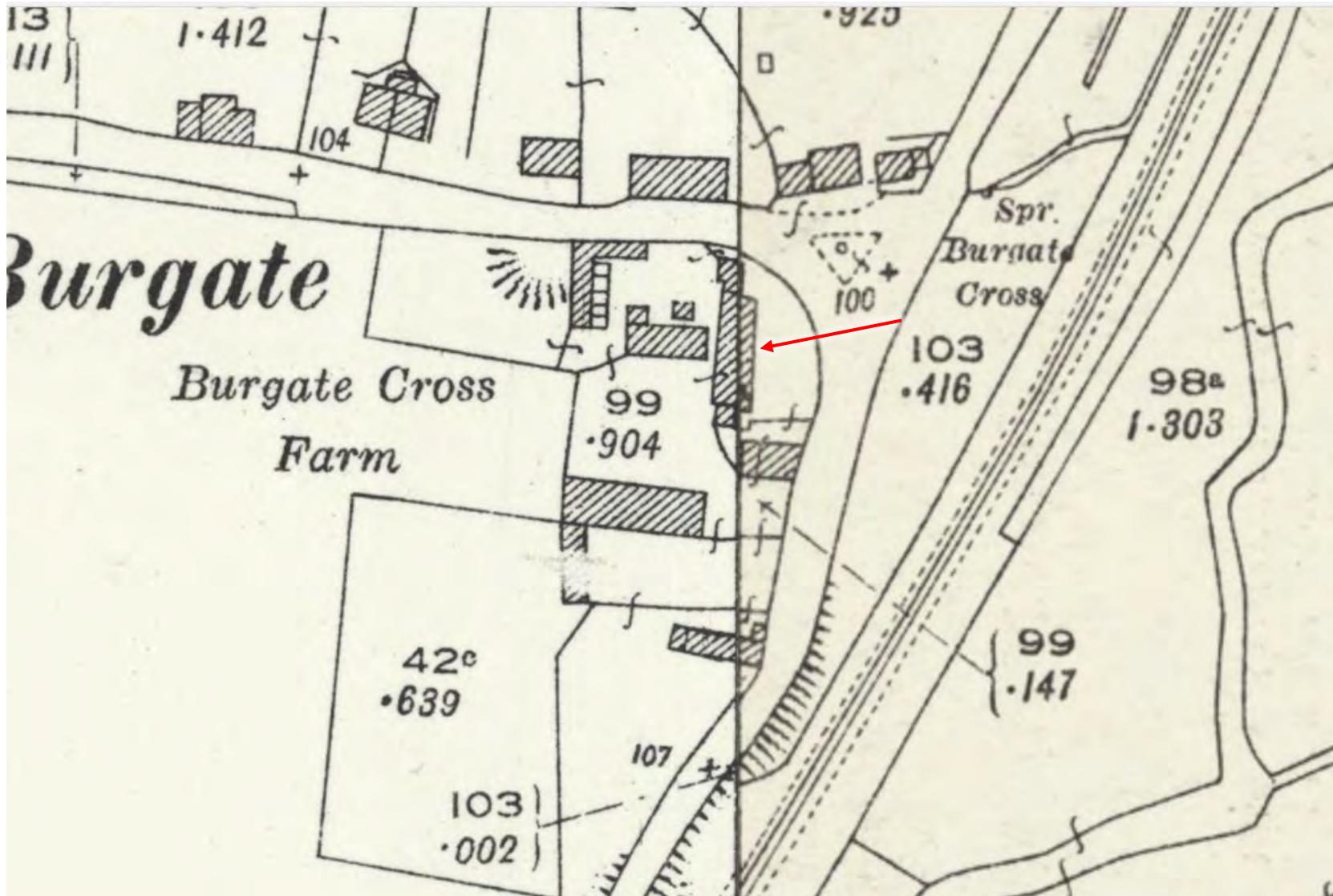


Plate 8: 1924–26 Ordnance Survey map.

The location of the Old Farmhouse is indicated with a red arrow. Source: National Library of Scotland.

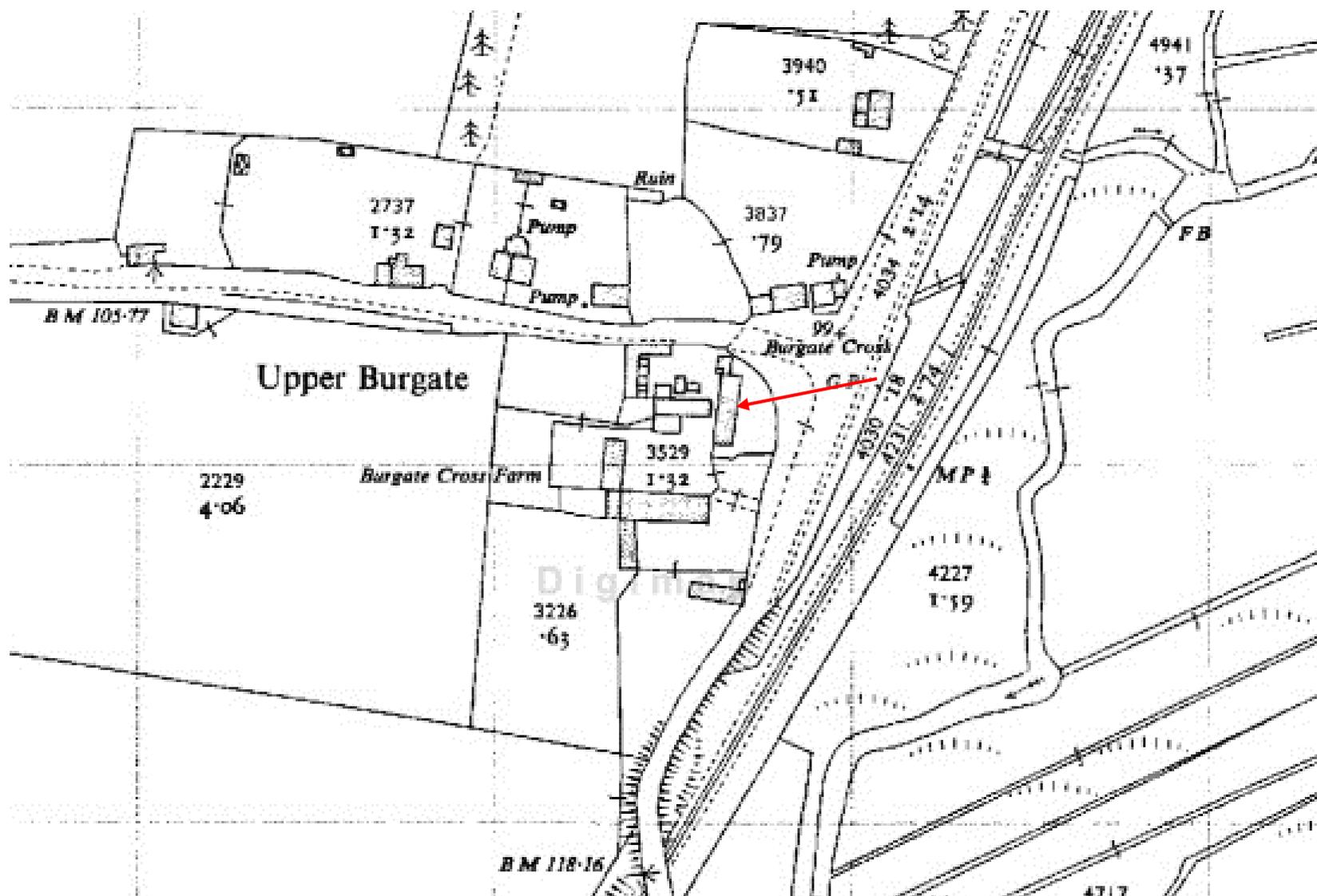


Plate 9: 1956–58 Ordnance Survey map.

The location of the Old Farmhouse is indicated with a red arrow. Source: Digimap.

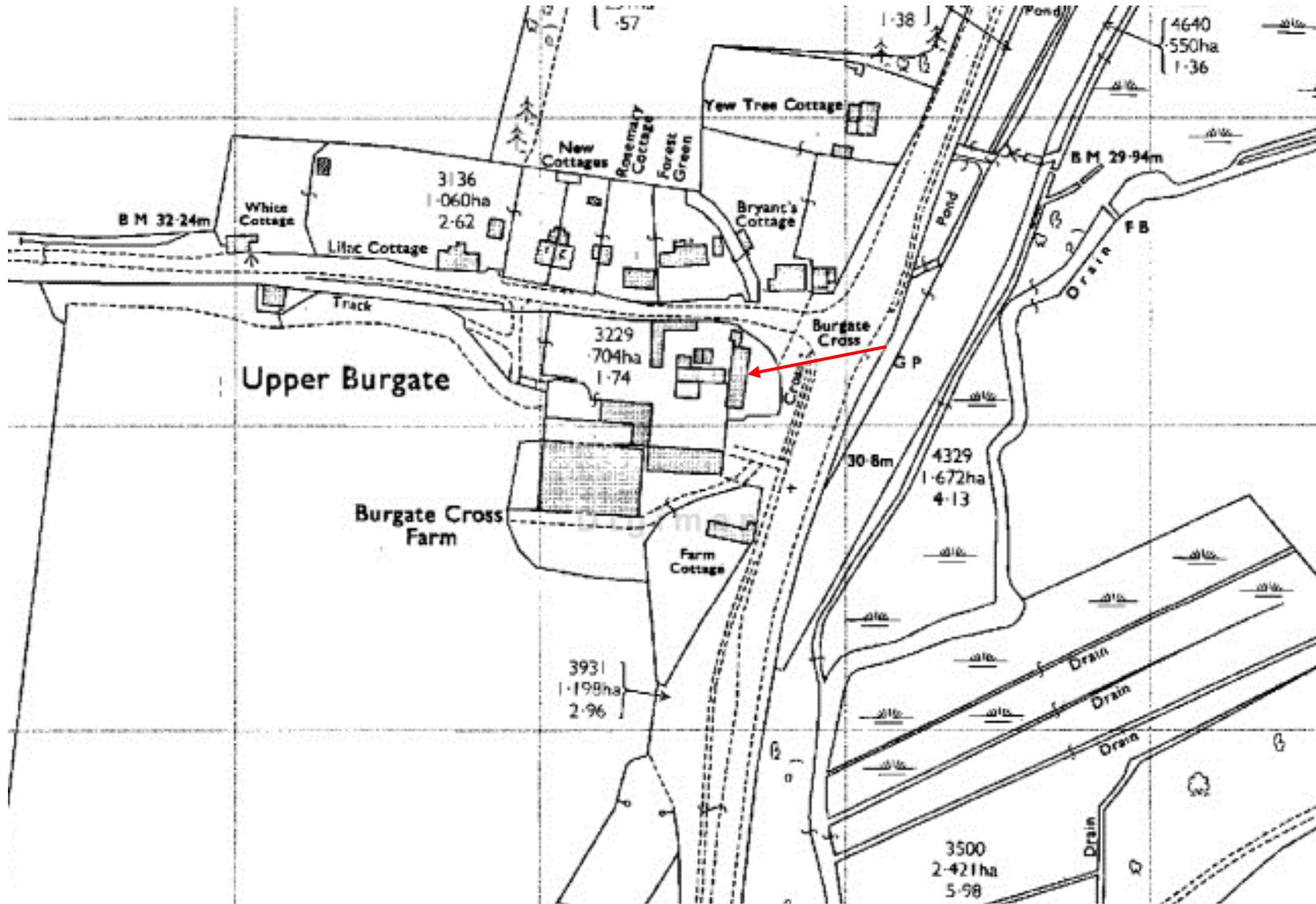


Plate 10: 1973 Ordnance Survey map.

The location of the Old Farmhouse is indicated with a red arrow. Source: Digimap.



*Plate 11: Recent satellite image of the site and its surrounds.*

*The location of the Old Farmhouse is indicated with a red arrow. Source: Google Earth Pro.*

- 5.20. By 1924, the structures adjoining the northern side of the farmhouse had been partly demolished, but otherwise no change to the farm complex is legible (Plate 8).
- 5.21. The 1956–1958 Ordnance Survey map (Plate 9) illustrates the following changes:
- The small extension on the south flank of the farmhouse (first recorded in 1908) had been demolished;
  - Extensions had been added to the buildings immediately west of the farmhouse;
  - The building immediately south of the farmhouse had been demolished; and
  - The L-shaped building south-west of the farmhouse had been extended on its northern side.
- 5.22. A photograph taken in July 1970 (not reproduced due to copyright) captures the appearance of the principal elevation of the farmhouse at that time.<sup>16</sup> There are no notable differences in architectural form compared to the current building (discussed and illustrated in more detail below); however, it does appear to show that the only vegetation screening the farmhouse from the road was a front boundary hedgerow, thereby making the building much more visible and prominent than it is today.

- 5.23. By 1973 (Plate 10), the south-west part of the complex had been remodelled further:
- The L-shaped building south-west of the farmhouse had been truncated, leaving a rectangular-plan building;
  - A new L-shaped building (corresponding with present Building E) had been formed immediately north-west of the former; and
  - A large barn had been erected further to the south-west (beyond the current application site).
- 5.24. Although the 1973 map does not record it, it seems that the site had been partly converted to a commercial garage by that time, as evidenced by the form of present Building E (described and illustrated below).
- 5.25. The 1973 map also illustrates that the line of the London and South Western Railway had been dismantled, leaving only the former cuttings and embankments.
- 5.26. Altogether, these historic sources demonstrate that the layout of the farm complex has changed considerably since the mid-19<sup>th</sup> century. The most recent satellite imagery of the site (Plate 11) illustrates the partial collapse of Building B (to the south-west of the farmhouse) and the general dereliction of the complex, which is no longer part of a working farm.

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<sup>16</sup> Historic England Archive, ref. 1685/68.

## Old Farmhouse (Building A)

- 5.27. The Old Farmhouse is legibly of multiple phases. At its core is a one-and-a-half-storey thatched element arranged across four bays. The frontage (east elevation) of this core element (Plate 12) is partially obscured by overgrown vegetation but is characterised by Flemish bond brickwork, segmental arched ground-floor openings, and two eyebrow dormers at first-floor level. The roof ridgeline is punctuated by a centrally positioned brick chimney stack.
- 5.28. To the rear, the core of the dwelling is characterised by timber framing with brick infill laid in a variety of bonds (Plate 13). On the right-hand (south) side a doorway has been inserted, necessitating the removal of timber sections and later brick infill (Plate 14). On the left-hand (north) side there are the remnants of a former brick chimney stack and a window opening with a deteriorated timber casement (Plate 15). Cement has been applied to the brickwork beneath this window.
- 5.29. The single-storey element adjoining the north side of the historic core is a brick and timber weatherboarded outshoot with a corrugated metal roof (Plate 16). A structure with this footprint was extant by the turn of the 20<sup>th</sup> century (see Plate 6 & Plate 7 above); however, there are physical clues that the present offshoot is the product of later rebuilding. For example, the outer element is laid in stretcher bond brickwork and possesses a modern timber casement on its west elevation. The north and east elevations are obscured by overgrown vegetation.
- 5.30. The two-storey brick extension with slate roof on the south side of the historic core was added in the late 19<sup>th</sup> century. Its brickwork is laid in an irregular bond with periodic burnt headers. The principal (east) elevation was considerably overgrown at the time of the site visit and could only be glimpsed (Plate 17), but is known to comprise two pairs of window openings supported by segmental arches.<sup>17</sup> This arrangement is mirrored on the rear elevation (Plate 18); however, the right-hand ground-floor opening is installed with timber French doors and the left-hand ground-floor opening accommodates a high-level timber casement. The latter appears to have originated as a larger opening, perhaps a doorway, as evidenced by the apparent infill brickwork below. The flank elevation of this element is blind except for a ground-floor segmental-arched window opening (Plate 19).

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<sup>17</sup> Historic England Archives, ref. 1685/68.



*Plate 12: Old Farmhouse, principal (east) elevation.*



*Plate 13: Old Farmhouse, west (rear) elevation.*



*Plate 14: Old Farmhouse, west (rear) elevation, detail of south side.*



Plate 15: Old Farmhouse, west (rear) elevation, detail of north side.



*Plate 16: Old Farmhouse, west elevation of single-storey outshoot.*



*Plate 17: Old Farmhouse, glimpsed view of the two-storey brick and slate extension (east elevation) from the front garden.*



Plate 18: Old Farmhouse, two-storey brick and slate extension, west elevation.



Plate 19: Old Farmhouse, south flank elevation.

- 5.31. Internally, the farmhouse is in a poor condition with evidence of water ingress and damp. Within the historic core of the building, some of principal rafters and purlins have failed and the thatch has deteriorated (Plate 20 & Plate 21).



Plate 20: Old Farmhouse, detail of roof structure in the historic core.



*Plate 21: Old Farmhouse, detail of rafter in historic core.*

- 5.32. In select rooms, there is evidence that the ceilings have collapsed and been patch-repaired with modern plasterboard (Plate 22).
- 5.33. The earliest timber casement windows, which appear to be 19<sup>th</sup>-century in date, are also deteriorated and showing signs of rot (Plate 23 & Plate 24).
- 5.34. There are examples of historic panel and plank doorways in the property of various styles which can be broadly dated to the 18<sup>th</sup> and 19<sup>th</sup> centuries (for examples, see Plate 25 & Plate 26).
- 5.35. At least three historic fireplaces could be observed during the site visit, these being characterised by moulded timber surrounds with cast iron insets (for example, see Plate 27).
- 5.36. Also of note are the elements of the earliest timber frame that are visible internally at ground and first-floor level, such as the robust upright timber members that form the partition between the present-day kitchen and living area in the northern half of the historic core (Plate 28).



Plate 22: General view of the southernmost first-floor room with evidence of ceiling collapse and repair with plasterboard.



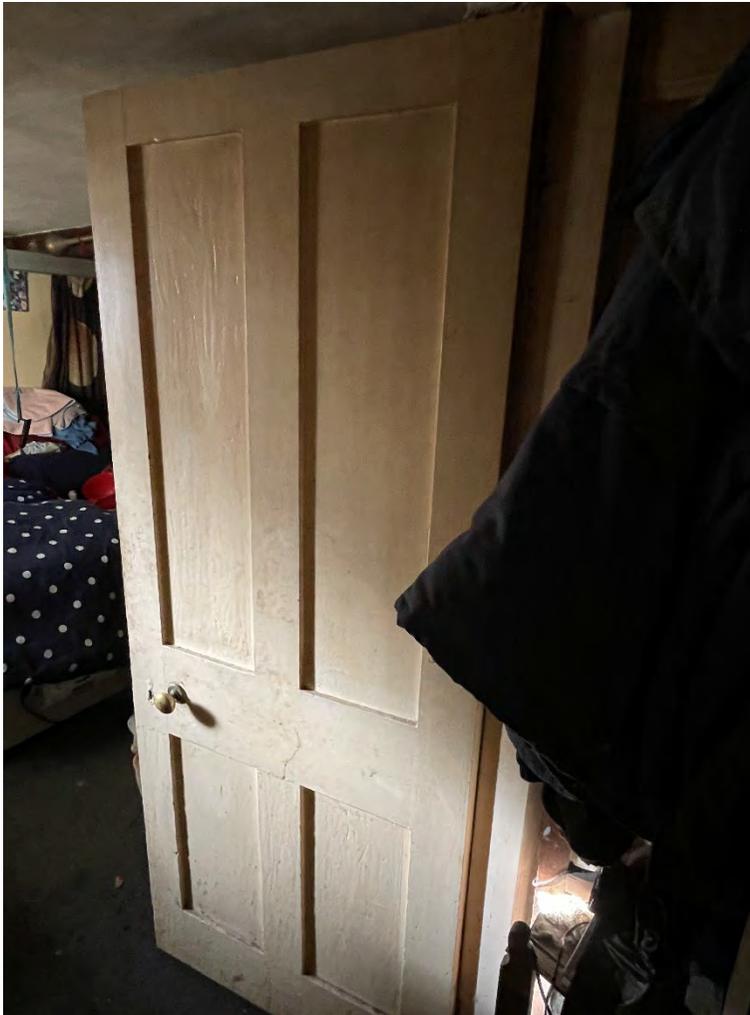
*Plate 23: Old Farmhouse, example of first-floor window.*



Plate 24: Detail of Plate 23 showing rotten timber.



Plate 25: Old Farmhouse, example of plank door with round end strap hinge on the first floor of the historic core.



*Plate 26: Old Farmhouse, example of four-panel door with keyplate and lock case on the ground floor of the historic core.*



*Plate 27: Old Farmhouse, moulded timber fireplace surround with cast iron inset on the first floor of the historic core.*

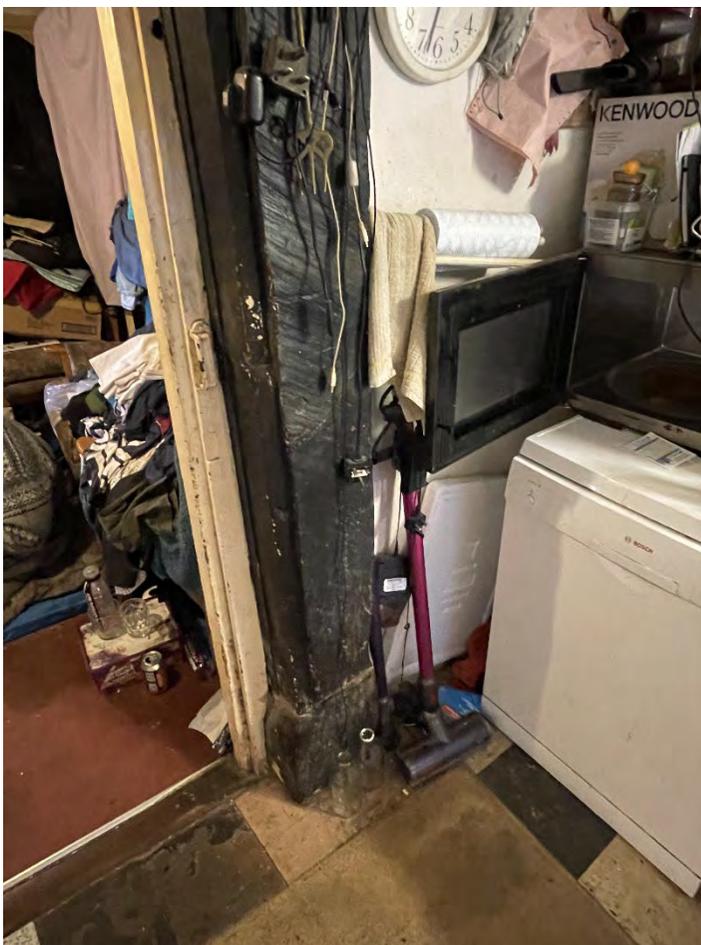


Plate 28: Old Farmhouse, detail of exposed timber frame on the ground floor.

- 5.37. The setting of the listed farmhouse includes:
- Its private garden areas to the front and rear;
  - Remnants of the former farm complex, including buildings to the south and west (discussed separately below), the rear yard area and the access track that passes the south flank of the farmhouse;
  - The Salisbury Road (the A338) and Fryern Court Road junction next to which the farmhouse is situated;
  - The neighbouring historic properties which form the hamlet of Upper Burgate/Burgate Cross; and
  - The immediate surrounding agricultural land, including that which was historically functionally associated with the farm, although it should be noted that much of the land in common ownership with the farm was in separate tenancy in the mid-19<sup>th</sup> century.
- 5.38. From the orientation of the farmhouse, it is clear that this was primarily sited in relation to Salisbury Road and the principal east elevation was designed to be appreciated from this thoroughfare. Salisbury Road and Fryern Court Road remain the only approaches to the building.
- 5.39. From within the property, primary views are directed from the east elevation, across the front garden and Salisbury Road and towards the water meadows beyond, which are known to have once belonged to the farm. The current overgrown state of the front garden has restricted these views, although the water meadows and wider landscape can still be glimpsed (Plate 29). From the rear elevation, historic views were of the working

farmyard and farm buildings, now an area dominated by parked vehicles and dilapidated structures (Plate 30).



*Plate 29: East-facing view from the first floor of the Old Farmhouse.*



*Plate 30: West-facing view from the first floor of the Old Farmhouse.*

## Building B

- 5.40. Building B is a ruinous brick barn that has entirely collapsed on its west side. Historic mapping indicates that it was extant by the late 19<sup>th</sup> century, at which point it was a much larger building with an L-shaped plan (see Plate 6 above). The residual standing element corresponds with the eastern end of the historic building.
- 5.41. The brickwork is laid in a slightly irregular Sussex bond with burnt headers. The roof structure has failed, however slate coverings are still in evidence.
- 5.42. The east elevation of the barn is the most prominent, being visible from Salisbury Road (Plate 32). This has a central opening supported by a timber lintel. The barn doors are modern replacements. To the left (west) of the doorway is a small square window opening with a fixed, single-pane, timber casement. The upper brickwork has collapsed.
- 5.43. From what remains of the south elevation, this appears to have been partly weatherboarded on its west side (Plate 33). There is also evidence of a blocked doorway opening on the east side of this same elevation.
- 5.44. The north elevation is perforated by a single, ground-floor window like that on the east elevation (Plate 34).



Plate 31: Location of Building B.



Plate 32: Building B, east elevation.



*Plate 33: Building B, south elevation.*



Plate 34: Building B, north elevation.



Plate 35: Western part of Building B that has entirely collapsed.

### Buildings C and D

- 5.45. Buildings C and D are located immediately to the rear (west) of the listed farmhouse. There has been built form in the approximate location of Building D since 1839 (see Plate 5 above) and in the location of Building C since the late 19<sup>th</sup> century (see Plate 6 above). However, the present buildings are of relatively modern construction, indicating the historic structures were replaced.

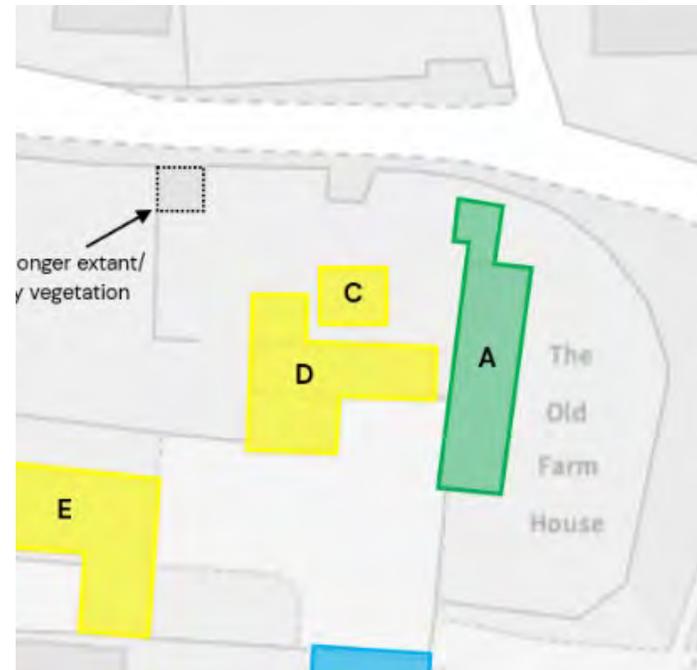


Plate 36: Location of Buildings C and D.

5.46. Building C is an overgrown, single-storey outbuilding which is legible as being of machined timber, cement and corrugated metal construction (see left-hand side of Plate 37).

5.47. Building D broadly comprises three elements: a former chicken coop on the north side, a central barn, and an open shelter to the south. The coop and barn (right-hand side of Plate 37) are predominantly of corrugated metal construction, albeit set on low brick plinths. Inspection of the interior of the barn confirms this to be of modern construction, as evidenced by the timber A-frame (Plate 38). The open shelter on the south side is a precarious timber and corrugated metal structure with some concrete block walling.



*Plate 37: South-east-facing view of Buildings C and D.*



Plate 38: Building D, interior of barn.



*Plate 39: South elevation of Building D.*

### Building E

5.48. Building E is a modern, former commercial garage building located on the west side of the yard. The eastern range may have been extant in some form by 1956 (see Plate 9 above), although the majority appears to have been built between 1958 and 1973 (see Plate 10 above).

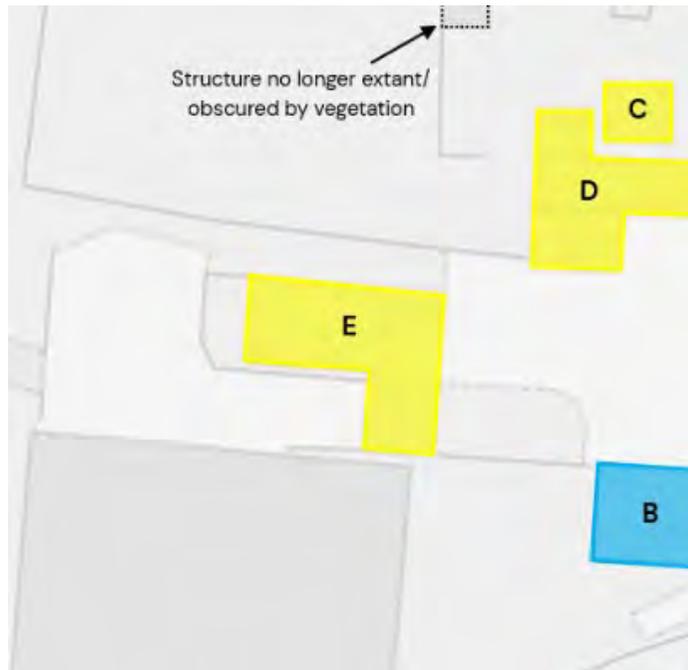


Plate 40: Location of Building E.

- 5.49. The east range is a low-lying, single-storey, concrete block structure with a timber and metal roof (Plate 41 & Plate 42). The northern bay contains the former office of the garage.
- 5.50. The larger element to the west is a concrete block and metal frame structure covered with corrugated asbestos sheeting (Plate 43 & Plate 44). There is a large sliding metal barn door on the west side.
- 5.51. The form of Building E suggests it originated as an agricultural range with adjoining barn that was later converted to use as a garage and workshop.



*Plate 41: Building E, east elevation.*



Plate 42: Building E, interior of east range.



*Plate 43: Building E, west elevation.*



Plate 44: Building E, interior of barn/workshop.

### Statement of Significance

- 5.52. The Grade II Listing of the Old Farmhouse highlights it is a heritage asset of less than the highest significance as defined by the *NPPF*.<sup>18</sup> The heritage significance of the farmhouse is principally embodied in its physical fabric.
- 5.53. It derives historic interest from its general age and form, being legible as a vernacular timber-frame and thatch farmstead dwelling that is thought to date from the late 18<sup>th</sup> century. The substantial late 19<sup>th</sup>-century brick extension demonstrates the later historic adaptation of the building to provide increased accommodation space for the occupants. Similarly, the single-storey outshoot on the northern side makes a very small contribution to this interest given it appears to have historically accommodated ancillary service spaces for the dwelling. Internally, historic elements of layout and circulation remain legible, albeit altered over time due to the extension of the property.
- 5.54. The architectural interest of the farmhouse is principally embodied in its earliest core, exemplified by the early timber framing, which is expressed internally as well as externally, and the traditional thatch coverings. The late 19<sup>th</sup>-century extension makes a much lesser contribution due to the relatively formulaic manner of its brickwork and lack of high-quality architectural detailing besides basic segmental arched openings. Historic internal fixtures and fittings, including the plank and panel doors and fireplace surrounds, further contribute to the architectural interest.

- 5.55. The deteriorated state of the building evidently threatens its significance, and there are unsympathetic and/or visually unappealing elements which detract from its architectural and historic interest, including modern replacement doors and windows and the rusted metal roof of the single-storey outshoot.
- 5.56. The setting of the farmhouse also contributes to the significance of the asset, although the significance derived from its setting is less than that derived from its historic fabric. It should be reiterated that the layout and appearance of the farm complex has changed considerably since the 19<sup>th</sup> century and only one historic farm building survives.
- 5.57. The principal elements of the physical surrounds and experience of the asset (its "*setting*") which are considered to contribute to its heritage significance comprise:
- Its private garden areas to the front and rear, which illustrate the long-established domestic use of the building, contribute to its historic interest, and provide the best views from which the architectural interest of its external fabric can be appreciated;
  - The remnants of the historic farm complex, especially Building B which has the potential to be curtilage listed (see further discussion below), the rear yard area and the access track, which contribute our understanding of the asset's farmstead context (historic interest);

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<sup>18</sup> DLUHC, *NPPF*, para. 200.

- The Salisbury Road (the A338) and Fryern Court Road junction, next to which the farmhouse was deliberately sited and from which the historic and architectural interest of the asset can be publicly glimpsed;
- The neighbouring historic properties which form the hamlet of Upper Burgate/Burgate Cross (historic interest and group value); and
- The immediate surrounding agricultural land where this can be readily experienced in conjunction of the farmhouse, especially the historically associated land to the east (recorded as such on the 1898 sale particulars) which can be glimpsed in views out from the farmhouse.

5.58. On the other hand, there are elements of the immediate setting of the listed farmhouse which currently detract from its significance, including:

- The ruinous state of curtilage listed Building B;
- The dilapidated and visually unappealing modern farm and garage buildings; and
- The overgrown state of its garden areas which restricts the ability to admire the architectural and historic interest of the asset from the roads and to appreciate the farmhouse in conjunction with its historically associated agricultural land to the east.

### **Building B**

- 5.59. Building B is considered to fulfil the criteria of curtilage listing by virtue of its age (it pre-dates July 1948) and its historic association with the Grade II Listed Farmhouse.
- 5.60. Disregarding its dilapidated state, the building possesses minimal intrinsic architectural interest due to its utilitarian brick and slate construction. Its intrinsic historic interest is also limited given it is of no great age or rarity, being one of many such mid- to late 19<sup>th</sup>-century agricultural barns in the region.
- 5.61. Ultimately, any limited intrinsic significance that the building possesses has been undermined by the ruinous state of its fabric.

### **Buildings C, D & E**

- 5.62. Buildings C, D and E are modern structures that are considered to possess no intrinsic architectural interest.
- 5.63. Whilst Buildings C and D broadly follow the footprints of earlier farm buildings, they are positioned very close to the listed farmhouse and detract from the appreciation of its rear elevation.
- 5.64. Whilst allowing for the fact that Buildings C, D and E do illustrate the modern evolution of the farm complex, any very limited historic interest that they provide is firmly outweighed by the negative impact of their dilapidated forms.

## Farm Cottage

- 5.65. Farm Cottage was added to the National List at Grade II on 13<sup>th</sup> February 1987 (NHLE 1301394). A full copy of the List Entry is provided at **Appendix 7**.
- 5.66. Farm Cottage exhibits as a one-and-a-half-storey brick and thatched cottage. Its external fabric has been dated to the mid-18<sup>th</sup> century but is thought to conceal an earlier core. Alterations were made in the 20<sup>th</sup> century.
- 5.67. The cottage is arranged perpendicular to Salisbury Road with a driveway access point to the north. It is situated within its private curtilage, with a modern garage building to the front (north) and garden area to the rear (south). Open agricultural land lies to the east beyond Salisbury Road.
- 5.68. The 1839 tithe map and apportionment for Fordingbridge record the cottage as a homestead owned by John Coventry and occupied by James Philpott. Subsequently, by 1898, the cottage had been integrated into the compact freehold agricultural estate of Burgate Cross Farm, as evidenced by sale particulars published in that year, although it remained within a clearly defined curtilage.<sup>19</sup> The 1908–09 Ordnance Survey map (see Plate 7 above) appears to illustrate the building as being subdivided into at least two properties. Since then, the cottage has reverted to a single dwelling and is now in separate ownership from Burgate Cross Farm.

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<sup>19</sup> Hampshire Archives, ref. 35M78/E4.



*Plate 45: Farm Cottage, north elevation as seen from the driveway off Salisbury Road.*

### Statement of Significance

- 5.69. The Grade II Listing of Farm Cottage highlights it is a heritage asset of less than the highest significance as defined by the *NPPF*.<sup>20</sup> The heritage significance of the building is principally embodied in its physical fabric.
- 5.70. Historic interest is derived from the general age and form of the building, being legible as a traditional, vernacular rural dwelling of possible mid-18<sup>th</sup>-century origin, if not earlier, and therefore providing evidence of rural settlement patterns and domestic life during that period. Any internal fixtures and fittings or elements of layout that further illustrate the historic use and experience of the building will further augment this historic interest.
- 5.71. The cottage's architectural interest is principally embodied in its earliest core, which is likely to be of timber-frame construction concealed behind later brickwork. Some early or base layers of thatch could survive and these would potentially be of archaeological interest. The later, though still historic, additions to the building will also contribute to its architectural interest where these are of notable craftsmanship. It is unclear if any notable internal architectural features survive.
- 5.72. The setting of Farm Cottage also contributes to the significance of the asset, although the significance derived from the setting is less than that derived from its historic fabric. The principal elements of the physical

surrounds and experience of the asset (its "setting") which are considered to contribute to its heritage significance comprise:

- Its private curtilage, especially the garden area to the rear, which illustrates the long-established domestic use of the building (historic interest) and provides the best views from which the architectural interest of its external fabric can be appreciated;
- Salisbury Road (the A338), next to which the cottage was deliberately sited and from which the historic and architectural interest of the asset can be publicly experienced;
- The historic remnants of the Burgate Cross Farm complex to the north, which Farm Cottage was historically associated with at one time and with which it can be experienced (historic interest and group value);
- The other neighbouring historic properties which form the hamlet of Upper Burgate/Burgate Cross (historic interest and group value); and
- The immediate surrounding agricultural land where this can be readily experienced in conjunction with the cottage and gives legibility to its rural setting, and especially where this was historically associated land.

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<sup>20</sup> DLUHC, *NPPF*, para. 200.



*Plate 46: North-west-facing view towards the site from Salisbury Road, adjacent to Farm Cottage.*

*The failed roof of Building B is visible in the distance.*

### The Contribution of the Site to Significance

- 5.73. As noted above, the historic remnants of the Burgate Cross Farm complex to the north are considered to contribute to the significance of Farm Cottage through setting in terms of their known historic association and the ability to experience them in conjunction with one another in a manner that gives legibility to the historic rural setting of the cottage. This contribution is considered to be small.
- 5.74. On the other hand, the dilapidated condition of Burgate Cross Farm, especially the ruinous state of the nearest brick barn (Building B; see Plate 46), detracts from the appreciation of Farm Cottage, especially its aesthetic value. Consequently, there is scope to considerably enhance the setting of Grade II Listed Farm Cottage in this respect.

### Bryants Cottage

- 5.75. Bryants Cottage was added to the National List at Grade II on 13<sup>th</sup> February 1987 (NHLE 1350939). A full copy of the List Entry is provided at **Appendix 8**.
- 5.76. The cottage is a one-and-a-half-storey building arranged across three bays. It is timber framed with upper plaster panels and lower brick infill. The roof is thatched with three eyebrow dormers on its south side. Two brick chimney stacks are visible. The cottage has been extended to the rear.
- 5.77. The cottage is arranged roughly parallel with Fryern Court Road with gardens to the front and rear. It is flanked by other dwellings of varying ages and styles which together form the hamlet of Burgate Cross/Upper Burgate.
- 5.78. The building appears to be depicted within plot 807 on the mid-19<sup>th</sup>-century tithe map. At that time, it was owned by Sarah Rooke and occupied by John Kimber and another unnamed individual. Historically it appears to have been divided into at least two cottages, but it has since been amalgamated into a single dwelling.



Plate 47: Bryants Cottage, south elevation as seen from the junction of Salisbury Road and Fryern Court Road.

## Statement of Significance

- 5.79. The Grade II Listing of the Bryants Cottage highlights it is a heritage asset of less than the highest significance as defined by the *NPPF*.<sup>21</sup> The heritage significance of the cottage is principally embodied in its physical fabric.
- 5.80. Historic interest is derived from the general age and form of the building, being legible as a traditional, vernacular rural dwelling, or dwellings, thought to date from the 17<sup>th</sup> century and subsequently altered. It therefore provides evidence of rural settlement patterns and domestic life from that time. Any internal fixtures and fittings or elements of layout that further illustrate the historic use and experience of the building will further augment this interest.
- 5.81. The cottage's architectural interest is principally embodied in its earliest timber-frame core. Some early or base layers of thatch could survive and these would potentially be of archaeological interest. The later, though still historic, additions to the building will also contribute to its architectural interest where these are of notable craftsmanship. It is unclear if any notable internal architectural features survive.
- 5.82. The setting of Bryants Cottage also contributes to the significance of the asset, although the significance derived from the setting is less than that derived from its historic fabric. The principal elements of the physical surrounds and experience of the asset (its "*setting*")

which are considered to contribute to its heritage significance comprise:

- Its private curtilage, especially the front and rear gardens which illustrate the long-established domestic use of the building (historic interest) and from which the architectural interest of its external fabric can be appreciated;
- The junction of Salisbury Road (the A338) and Fryern Court Road, next to which the cottage was deliberately sited and which its principal elevation was designed to face and be admired from (historic and architectural interest); and
- The neighbouring historic properties which form the hamlet of Upper Burgate/Burgate Cross (historic interest and group value).

## The Contribution of the Site to Significance

- 5.83. The site is located south-west of Bryants Cottage, on the opposite side of Fryern Court Road.
- 5.84. There is no known evidence of a direct historic association between the cottage and the site. The mid-19<sup>th</sup>-century tithe indicates they were in separate ownership and occupation. Later, by the end of the 19<sup>th</sup> century, they were both integrated into the Burgate Estate; however, sale particulars from 1898 (which document the partial break-up of the estate) record the

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<sup>21</sup> DLUHC, *NPPF*, para. 200.

cottage and the site as separate lots which suggests the cottage was not an integral part of Burgate Cross Farm.

- 5.85. The siting and orientation of the cottage means views out from its principal elevation are to the south, in the direction of the eastern frontage of the site i.e. the north flank and front garden of the Old Farmhouse. Due to the boundary of the site being so densely vegetated and overgrown, it is anticipated that the site is ultimately screened from view. Consequently, the main experience of Bryants Cottage in conjunction with the site is as part of dynamic views along Salisbury Road, in which the dilapidated condition of the site is readily apparent.
- 5.86. Overall, the historic elements of the site make a very small contribution to the significance of Bryants Cottage through setting where they contribute to understanding the asset's context within a rural hamlet.

## Rosemary Cottage

- 5.87. Rosemary Cottage was added to the National List at Grade II on 13<sup>th</sup> February 1987 (NHLE 1301254). A full copy of the List Entry is provided at **Appendix 9**.
- 5.88. The cottage is a one-and-a-half-storey, timber frame and thatch building with painted brick infill and weatherboarding. The roof is thatched with three eyebrow dormers on its south side. Two brick chimney stacks are visible.
- 5.89. The cottage is arranged parallel with Fryern Court Road, its principal south elevation facing the road but slightly set back behind a front garden area. There is also a garden to the rear, as well as a driveway and garage building on its west side. It is flanked by other dwellings of varying ages and styles which together form the hamlet of Burgate Cross/Upper Burgate.
- 5.90. The mid-19<sup>th</sup>-century tithe map and apportionment record the building as a cottage and garden within plot 810 that were then owned by John Coventry and occupied by Robert Stainer. The same map shows that the cottage's domestic curtilage once extended further to the west; this was subsequently subdivided to accommodate new residential plots.



*Plate 48: Rosemary Cottage, principal south elevation as seen from Fryern Court Road.*

*Source: Google Street View, July 2021.*

### Statement of Significance

- 5.91. The Grade II Listing of Rosemary highlights it is a heritage asset of less than the highest significance as defined by the *NPPF*.<sup>22</sup> This significance is principally embodied in its physical fabric.
- 5.92. Historic interest is derived from the general age and form of the building, being legible as a traditional, vernacular rural dwelling thought to date from the 17<sup>th</sup> century and subsequently extended and altered. It therefore provides evidence of rural settlement patterns and domestic life from that time. Any internal fixtures and fittings or elements of layout that further illustrate the historic use and experience of the building will further augment this interest.
- 5.93. The cottage's architectural interest is principally embodied in its earliest timber-frame core. Some early or base layers of thatch could survive and these would potentially be of archaeological interest. The later, though still historic, additions to the building will also contribute to its architectural interest where these are of notable craftsmanship. It is unclear if any notable internal architectural features survive.

- 5.94. The setting of Rosemary also contributes to the significance of the asset, although the significance derived from the setting is less than that derived from its historic fabric. The principal elements of the physical surrounds and experience of the asset (its "*setting*") which are considered to contribute to its heritage significance comprise:
- Its private curtilage, especially the front and rear gardens which illustrate the long-established domestic use of the building (historic interest) and from which the architectural interest of its external fabric can be appreciated;
  - Fryern Court Road, which the cottage was sited adjacent to, which its principal elevation was designed to face, and from which it can be publicly admired (historic and architectural interest); and
  - The neighbouring historic properties which form the hamlet of Upper Burgate/Burgate Cross (historic interest and group value).

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<sup>22</sup> DLUHC, *NPPF*, para. 200.

### **The Contribution of the Site to Significance**

- 5.95. The site is located south of Rosemary Cottage, on the opposite side of Fryern Court Road, and separated by dense, overgrown vegetation along the site's northern boundary.
- 5.96. There is no known evidence of a direct historic association between the cottage and the site. The mid-19<sup>th</sup>-century tithe indicates they were in separate ownership and occupation. Later, by the end of the 19<sup>th</sup> century, they were both integrated into the Burgate Estate; however, sale particulars from 1898 (which document the partial break-up of the estate) record the cottage and the site as separate lots which suggests the cottage was not an integral part of Burgate Cross Farm.
- 5.97. The siting and orientation of the cottage means views out from its principal elevation are to the south, in the direction of the western part of the site. From the section of Fryern Court Road immediately adjacent to the cottage, it is possible to distantly glimpse the roof of

modern Building E within the site, although the gable end of the modern barn beyond (located outside the site) is more prominent (Plate 49). It is anticipated that there will similarly be glimpses of the roof of Building E from within the cottage, specifically when looking out from the small upper floor windows of the south elevation; however, the majority of the site will be screened by the dense intervening vegetation.

- 5.98. When moving along Fryern Court Road, there is very limited perception of the historic elements of the site (i.e. the farmhouse) in conjunction with Rosemary Cottage due to this same intervening vegetation (Plate 50).
- 5.99. At most, the historic elements of the site make a very small contribution to the significance of Rosemary Cottage through setting where they can be glimpsed in conjunction with one another and contribute to understanding the asset's context within a rural hamlet. Any glimpses of Building E from within the cottage are not considered to make a specific contribution because this is a modern building.



*Plate 49: South-facing view towards the site from Fryern Court Road, adjacent to Rosemary Cottage.*

*The most prominent built form, the gable visible in the distance, belongs to the large barn that stands outside the site. In front of this, the roof of Building E can be glimpsed.*



*Plate 50: South-west-facing view towards the Old Farmhouse from Fryern Court Road, adjacent to Rosemary Cottage.*

*There is a heavily filtered glimpse of the roof of the Old Farmhouse.*

## 6. Assessment of Impacts

- 6.1. This Section addresses the heritage planning issues that warrant consideration in the determination of the applications for Planning Permission and Listed Building Consent in line with the proposals summarised in **Section 2** of this Report and detailed within the submitted drawing pack.
- 6.2. As detailed above, the *Planning and Compulsory Purchase Act (2004)* requires that applications for Planning Permission, including those for Listed Building Consent, are determined in accordance with the Development Plan, unless material considerations indicate otherwise. The policy guidance set out within the *NPPF* is considered to be a material consideration which attracts significant weight in the decision-making process.
- 6.3. The statutory requirement set out in Section 66(1) of the *Planning (Listed Buildings and Conservation Areas) Act 1990* confirms that special regard should be given to the preservation of the special historic and architectural interest of Listed Buildings and their settings. Section 72(1) of the Act confirms that special attention should be paid to the desirability of preserving or enhancing the character or appearance of the asset.
- 6.4. In addition, the *NPPF* states that the impact of development proposals should be considered against the particular significance of heritage assets, such as Listed Buildings, and this needs to be the primary consideration when determining the acceptability of the proposals.
- 6.5. It is also important to consider whether the proposals cause harm. If they do, then one must consider whether the harm represents "*substantial harm*" or "*less than substantial harm*" to the identified designated heritage assets, in the context of paragraphs 207 and 208 of the *NPPF*.<sup>23</sup> With regard to non-designated heritage assets, potential harm should be considered within the context of paragraph 209 of the *NPPF*.<sup>24</sup>
- 6.6. The *PPG* clarifies that within each category of harm ("*less than substantial*" or "*substantial*"), the extent of the harm may vary and should be clearly articulated.<sup>25</sup>
- 6.7. The guidance set out within the *PPG* also clarifies that "*substantial harm*" is a high test, and that it may not arise in many cases. It makes it clear that it is the degree of harm to the significance of the asset, rather than the scale of development, which is to be assessed.<sup>26</sup> In addition, it has been clarified in a High Court Judgement of 2013 that substantial harm would be harm that would:

<sup>23</sup> DLUHC, *NPPF*, paras. 207 and 208.

<sup>24</sup> DLUHC, *NPPF*, para. 209.

<sup>25</sup> DLUHC, *PPG*, Paragraph: 018 (ID: 18a-018-20190723 Revision date: 23.07.2019).

<sup>26</sup> DLUHC, *PPG*, Paragraph: 018 (ID: 18a-018-20190723 Revision date: 23.07.2019).

**"...have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced."**<sup>27</sup>

- 6.8. This Section will consider each of the heritage assets detailed above and assess the impact of the proposed development, whether that be harmful or beneficial to the significance identified above.

## **Burgate Cross Farm**

### **Refurbishment works to the Grade II Listed Old Farmhouse (Building A)**

- 6.9. The proposed scheme will include a scheme of repair and appropriate refurbishment works to the Old Farmhouse which will ensure the long-term conservation of the building and would be of considerable heritage benefit.
- 6.10. Minimal intervention is proposed inside the farmhouse, the guiding principles being the retention of historic fabric and retrofitting and refurbishment to ensure the ongoing viability of the property as a home.
- 6.11. On the ground floor, new kitchen, utility and bathroom facilities will make use of existing service access points to minimise or avoid removal of fabric. The existing kitchen and bathroom fixtures and fittings are modern and make no contribution to the heritage significance of the building.

- 6.12. A new internal partition is proposed within present Room 2 to form a separate office space. This change would be reversible in future. Furthermore, this space is located within the late 19<sup>th</sup>-century extension to the farmhouse which makes a lesser contribution to the overall significance of the listed building and is less sensitive to change. The altered proportions of Room 2 would cause no harm the special architectural or historic interest of the asset.

- 6.13. On the first floor, there will be a singular change to layout in terms of the formation of an ensuite bathroom within the southernmost bedroom to form a master bedroom. Again, this space is located within the less significant and less sensitive late 19<sup>th</sup>-century extension. Altering the proportions of the room will not harm the special architectural or historic interest of the asset and this change could be reversed in future. It is anticipated that the new services could be sensitively routed to minimise fabric intervention, although it should be noted that there are no notable fixtures, fittings or decorative features in this area that would be disrupted by the installation of the bathroom facilities.

- 6.14. A general retrofit of insulation across the internal faces of external walls is proposed. This will need to comprise suitable vapour-permeable insulating materials (to be agreed with the LPA) and lime plaster finishes to avoid interstitial condensation. This is in line with Historic England's Climate Change Strategy and its emerging advice on *Climate Change and Historic Building Adaptation* which states retrofitting of internal wall

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<sup>27</sup> EWHC 2847, R DCLG and Nuon UK Ltd v. Bedford Borough Council.

insulation will be acceptable in cases where it does not disrupt historic plaster, joinery, cornices, chimneypieces and other fittings.<sup>28</sup> More detailed advice is contained within Historic England's *Energy Efficiency and Historic Buildings* guides which cover the insulation of solid and timber-framed walls.<sup>29</sup>

- 6.15. Many of the internal spaces have been compromised by later repair and redecoration, including patch repairs using plasterboard and modern tiling and wallpapering. No significant fixtures, fittings or joinery would be removed as a result of the retrofitting. For example, the moulded dado rails in select ground-floor rooms are legible as modern, mass-manufactured additions.
- 6.16. Within the ground-floor kitchen, there is exposed timber framing that would be partially concealed by the new insulation. This would alter the character of the space, although substantial sections of timber framing would remain exposed where insulation is not required and it would also remain legible externally such that the harm in terms of change to character would be mitigated. Ultimately, the timber framing would remain in situ and there would be no loss of historic fabric.
- 6.17. Generally, where internal insulation is to be applied to timber-framed walls, this should be carried out in accordance with Historic England's guidance. In particular, appropriate insulation of floor voids and roof

spaces will need to accompany the wall insulation to avoid thermal bridging.<sup>30</sup>

- 6.18. Where internal insulation is to be applied to solid walls, similar measures should be taken to avoid trapping moisture and thermal bridging, in accordance with Historic England's guidance.<sup>31</sup>
- 6.19. On the basis that an appropriate, vapour-permeable system of internal insulation will be installed and thermal bridging avoided through complementary floor and roof void insulation, the conservation of the Old Farmhouse will be safeguarded. Where minimal sections of exposed timber framing are concealed, and the character of the building altered accordingly, very minor, less than substantial harm is anticipated.
- 6.20. In accordance with paragraph 208 of the NPPF, any less than substantial harm to the significance of the Old Farmhouse must be weighed against the public benefits of the scheme. In October 2021, New Forest District Council declared a Climate and Nature Emergency. Efforts to improve the thermal performance and sustainability of the Old Farmhouse would therefore contribute to the Council's Climate Change Action Plan.
- 6.21. The PPG has clarified that public benefits include heritage benefits. In this case, there would be substantial heritage benefits associated with the sensitive repair and

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<sup>28</sup> Historic England, *Climate Change and Historic Building Adaptation: Historic England Advice Note* (Public Consultation Version, 2023), para. 89.

<sup>29</sup> Historic England, *Energy Efficiency and Historic Buildings: Insulating Solid Walls* (revised edition, 2016); Historic England, *Energy Efficiency and Historic Buildings: Insulating Timber-Framed Walls* (revised edition, 2016).

<sup>30</sup> Historic England, *Energy Efficiency and Historic Buildings: Insulating Timber-Framed Walls*, Section 4.6.

<sup>31</sup> Historic England, *Energy Efficiency and Historic Buildings: Insulating Solid Walls*, Section 4.

refurbishment of the Old Farmhouse which will ensure its long-term conservation and optimum viable use as a home. These heritage benefits alone are considered to firmly outweigh the very minor, less than substantial harm caused by retrofitting internal wall insulation.

### **Works to Building B**

- 6.22. The proposal is to restore, residentially convert and extend Building B, taking account of its current disrepair and its limited intrinsic significance.
- 6.23. The aim is to sustain the contribution that Building B makes to the significance of the Old Farmhouse as a curtilage listed building and in terms of the architectural and historic interests, especially by preserving legibility of the principal listed building’s historic farmstead context. Given the ruinous state of the building at present and its detracting impact on the aesthetic value of the farmhouse, the proposal would result in a heritage benefit.
- 6.24. The external character and appearance of Building B will be sustained by using existing openings and reopening a blocked doorway opening on the south elevation. A new, modest window opening is proposed on the north elevation to mirror that already extant. The roof will integrate four modest conservation rooflights.
- 6.25. Subdivision and domestication of the interior is inevitable to facilitate the new residential use; however, this is considered to be justified in the context of the limited intrinsic significance of Building B and that its contribution to the significance of the principal listed building is in terms of external agricultural character. No

harm to the special interests of the principal listed building would occur.

- 6.26. The single-storey extension that is proposed off the west side of Building B will occupy a position where built form existed historically (cf. Plate 6 above); it will be low-lying and subservient to the host barn; and the overall form and materiality, characterised by black timber cladding and slate roof tiles, will sustain a vernacular agricultural character. By extension, it will cause no harm to the significance of the Grade II Listed Old Farmhouse through change to its curtilage listed barn and setting.

### **Demolition of Buildings C, D and E**

- 6.27. As set out above, Buildings C, D and E are modern structures that are considered to possess no intrinsic architectural interest.
- 6.28. The very limited historic interest that they possess in terms of illustrating the modern evolution of the farm complex would be lost, but this must be balanced against their visually unappealing and dilapidated forms.
- 6.29. Demolition of Buildings C and D will remove built form from immediately adjacent to the rear elevation of the Old Farmhouse, thereby enabling its special architectural and historic interest to be better appreciated.
- 6.30. On balance, the demolition of Buildings C, D and E would considerably enhance the setting of the Old Farmhouse by removing visually unappealing, modern built form from the immediate vicinity of the listed building and enabling the significance of its external fabric to be better appreciated. Legibility of the listed building’s historic

farmstead context will be sustained by the high-quality replacement built form (discussed below).

**Construction of 3no. dwellings (Units 2 to 4)**

6.31. The placement of Units 2 to 4 further west of the Old Farmhouse compared to existing Buildings C and D will sustain the ability to better appreciate the architectural and historic interest of the farmhouse’s rear elevation. This placement will also accentuate the new courtyard area (see separate discussion below).

6.32. The new dwellings have been designed as a single L-shaped block which read as two adjoining agricultural ranges that have been converted to domestic use. In common with traditional agricultural buildings found in the region and described in the 1898 sale particulars for the site, the building will incorporate a brick plinth, it will be clad in timber weatherboarding, and the half-hipped roofs will be slated. Compared to the modern, dilapidated built form that they will replace, Units 2 to 4 will be of superior quality and materiality.

6.33. The construction of Units 2 to 4 will therefore cause no harm to the significance of the Old Farmhouse through change to its setting.

**Hard and soft landscaping**

6.34. The site is generally dilapidated and overgrown due to the presence of building rubble and vehicles associated with the former commercial garage. Clearing the site and cutting back vegetation will enhance the setting of the

Grade II Listed Old Farmhouse and the ability to appreciate its special interest. This will certainly be the case in public views from Salisbury Road (A338); currently, the overgrown state of the front garden and site boundary means the listed building is almost entirely obscured. A photograph of the Old Farmhouse taken in 1970 (not reproduced due to copyright)<sup>32</sup> demonstrates that the front garden was formerly more open and the frontage of the building more prominent from the road. Cutting the boundary hedgerows and removing two trees from the front garden will partly restore the historic experience and enable better appreciation of the asset.

6.35. Other elements of proposed hard and soft landscaping seek to restore and sustain the traditional agricultural character of the site; for example, new hedgerow planting, timber post-and-rail fencing, and low brick walling. Most notable will be the central courtyard with a self-binding gravel surface treatment which will echo a working farmyard, albeit utilised in a communal residential context. When considered against the baseline conditions of the site, these changes will enhance the setting of the Old Farmhouse.

6.36. Residentially redeveloping the site will necessitate some subdivision of space to form new private garden areas. These gardens have been positioned at the peripheries of the site, such that there will be a limited perception of plot subdivision from within the central courtyard area. The gardens themselves will be predominantly divided by

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<sup>32</sup> Historic England Archive, ref. 1685/68.

hedgerows to ensure naturalistic, agricultural-style boundary treatments.

6.37. Some domestication of the site is inevitable; for example, where there needs to be provision for bin and cycle stores, although these have been discreetly positioned to limit the visual impact. Generally, domestic paraphernalia has been limited.

6.38. Overall, the residential subdivision and domestication of the site has the potential to cause very minor, less than substantial harm to the significance of the Grade II Listed Old Farmhouse through change to its setting by further eroding the legibility of its past farmstead context. As demonstrated above, the level of harm has been mitigated through sensitive design.

6.39. In accordance with paragraph 208 of the NPPF and the PPG, any less than substantial harm to the significance of the Old Farmhouse must be weighed against the public benefits of the scheme, including heritage benefits. It is considered that the enhancements associated with clearing the site of debris, cutting and maintaining overgrown vegetation, and generally restoring and sustaining an agricultural character and appearance will result in heritage benefits to the significance of the Old Farmhouse that balance this very minor, less than substantial harm. The wider residual heritage benefits of the scheme, such as the beneficial repair and refurbishment of the Old Farmhouse (as described above), should also be a material consideration in the planning balance.

### **Summary Assessment**

6.40. The proposed scheme has the potential to cause less than substantial harm to the significance of the Grade II Listed Old Farmhouse in the following ways:

- Internal insulation concealing parts of the timber frame (very minor, less than substantial harm); and
- Residential subdivision and domestication of the wider site (very minor, less than substantial harm through change to setting).

6.41. The combined level of less than substantial harm to the asset would be low. This is justified in the context of the need to improve the thermal efficiency and sustainability of the listed building and its ongoing viability as a home.

6.42. When considered against the heritage benefits of the scheme alone, it is considered that this low level of harm is firmly outweighed. These heritage benefits include:

- The repair and refurbishment of the Old Farmhouse to ensure its long-term conservation and ongoing viability as a home;
- Preserving and restoring the limited intrinsic significance of Building B and its contribution to the significance of the principal listed building by proposing restoration and conversion;
- Demolishing the dilapidated and visually unappealing modern structures (Buildings C, D and E);
- Cutting and maintaining overgrown vegetation to improve the public visibility and prominence of the listed building, especially from Salisbury Road; and

- Restoring and sustaining the agricultural character of the site through high-quality replacement built form and sensitive layout and landscaping.

## Farm Cottage

- 6.43. The historic remnants of Burgate Cross Farm, especially the Old Farmhouse, make a small contribution to the significance of Grade II Listed Farm Cottage through setting due to the known historic association and the ability to experience them in conjunction with one another in a manner that gives legibility to the historic rural setting of the cottage.
- 6.44. The proposed residential redevelopment of the site will domesticate the character of the former farm complex; however, for the reasons set out above, this is necessary in order to conserve and enhance the significance of the most important elements.
- 6.45. The part of the site that is most readily experienced in conjunction with Farm Cottage is the nearest extant built form, namely Building B. This represents a historic element of the former farm complex; however, it currently detracts from the setting of the listed building because of its ruinous state. The proposal to sympathetically reconstruct this building will therefore enhance the setting of Farm Cottage by sustaining legibility of its relationship to historic farm complex. The single-storey extension that is proposed off the west side of Building B will occupy a position where built form existed historically; it will be low-lying and recessive compared to

Farm Cottage; and it will be clad in timber weatherboarding and roofed in natural slate to sustain a vernacular agricultural character, such that it will have no adverse impact on the asset's setting.

- 6.46. The proposed removal of trees and cutting back of hedgerows in the front garden of the Old Farmhouse will enable the principal elevation of this asset to be better appreciated in conjunction with Farm Cottage as part of sequential views along Salisbury Road. This will enhance the ability to understand the spatial and historic associative connection between the assets. The photograph of the Old Farmhouse taken in 1970 (not reproduced due to copyright)<sup>33</sup> demonstrates that the frontage of the building was formerly more visible from the road and would have been readily co-visible with Farm Cottage, therefore this historic experience will be restored.
- 6.47. Other changes to the character of the site frontage will be minimal and will not have an adverse impact on the setting of Farm Cottage due to the retention of the existing access off Salisbury Road, the planting of hedgerows, and the installation of agricultural-style post-and-rail fencing.
- 6.48. Other elements of the proposals, such as the new-build units to the rear the Old Farmhouse, are not anticipated to be readily experienced in conjunction with Farm Cottage because of the intervening built form and vegetation. Regardless, these elements have been laid out and designed to sustain an agricultural character. As part

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<sup>33</sup> Historic England Archive, ref. 1685/68.

of the public glimpse into the site from the access point off Salisbury Road, there may be some perception of parked vehicles within the central courtyard; however, it must be recognised that this has been the case since the rear part of the site was established as a commercial garage.

- 6.49. At most, the domestication of the site and the ability to experience this change in conjunction with Farm Cottage is anticipated to cause very minor, less than substantial harm to the significance of the Grade II Listed Building through change to its setting. However, this must be understood in the context of the baseline conditions, namely that the site has ceased to function as a working farm and the rear part of the site has most recently functioned as a commercial garage.
- 6.50. In accordance with paragraph 208 of the NPPF, any less than substantial harm to the significance of Farm Cottage must be weighed against the public benefits of the scheme. The PPG has clarified that public benefits include heritage benefits. In this case, the proposals will result in important material heritage benefits that will enhance the setting of Farm Cottage, principally in terms of the reconstruction of the historic brick barn (Building B) and the improved visibility of the Old Farmhouse in conjunction with Farm Cottage from Salisbury Road.
- 6.51. In summary, the heritage benefits of the scheme would firmly outweigh the very minor heritage harm identified.

## **Bryants Cottage**

- 6.52. The site makes a very small contribution to the significance of Grade II Listed Bryants Cottage through

setting in terms of understanding the asset's historic context within a rural hamlet.

- 6.53. The immediate surrounds of Bryants Cottage are characterised by properties of various ages and styles, and some of the historic plots (such as nearby Rosemary Cottage) have been subdivided in the modern era to accommodate new dwellings. The proposals for the residential redevelopment of the application site should be considered within this context.
- 6.54. There will be limited ability to experience the proposals in conjunction with Bryants Cottage. In south-facing views out from the principal elevation of the cottage, it is anticipated that the Old Farmhouse and its front garden area will continue to be largely screened by intervening hedgerows and trees. In the event that the removal of trees and maintenance of the hedgerows opens glimpses into this part of the site from Bryants Cottage, this would result in a heritage benefit by enabling Bryants Cottage to be better experienced in conjunction with the historic built form and domestic curtilage of the Old Farmhouse.
- 6.55. In sequential views along Salisbury Road, there is anticipated to be greater appreciation of Bryants Cottage in conjunction with the frontage of the Old Farmhouse due to the cutting back of boundary vegetation, as well enhanced appreciation of the brick barn (Building B) due to its reconstruction.
- 6.56. The broader domestication of the site is not anticipated to be readily appreciable in conjunction with Bryants Cottage, nor would it be harmful in the context of understanding the asset's position within a rural hamlet.

6.57. Overall, the proposals are anticipated to cause no harm to Grade II Listed Bryants Cottage through change to its setting, whilst enhancements will flow from improved appreciation of the significant historic elements within the site.

### **Rosemary Cottage**

6.58. Like Bryants Cottage, the site is considered to make a very small contribution to the significance of Rosemary Cottage through setting where they can be glimpsed in conjunction with one another and contribute to understanding the Grade II Listed Building’s historic context within a rural hamlet.

6.59. The immediate setting of Rosemary Cottage has changed over time, most notably in the early 20<sup>th</sup> century when its curtilage was subdivided to create new residential plots (cf. Plate 7 & Plate 8 above). Its current setting is therefore characterised by domestic built form of varying ages and styles.

6.60. With regard to views out from the principal south of Rosemary Cottage and views along Fryern Court Road where it is possible to experience the asset in conjunction with the site, it is anticipated that there will

be glimpses of the upper parts/roof of the new building containing Units 2 to 4, especially as the overgrown hedgerows along the northern boundary are to be cut and maintained. The new built form will be of high-quality construction and echo the local agricultural vernacular in terms of the slate roof and timber weatherboarding. Moreover, it will replace existing glimpses of visually unappealing Building E (which is to be demolished). Other proposals to residentially redevelop the site are not anticipated to be readily appreciable in conjunction with Rosemary Cottage.

6.61. The maintenance of the northern site boundary vegetation may also open views of the Old Farmhouse from Fryern Court Road, enabling this to be better appreciated in conjunction with Rosemary Cottage. This would enhance the setting of the cottage by enabling its historic hamlet context to be better understood.

6.62. In summary, the proposals are anticipated to cause no harm to Grade II Listed Rosemary Cottage through change to its setting, whilst enhancements are anticipated to flow from the experience of higher quality replacement built form within the site and an improved appreciation of the Old Farmhouse.

## 7. Conclusions

7.1. This Built Heritage Statement has been commissioned to assess the impact of proposals for the residential redevelopment of Burgate Cross Farm on the significance of relevant heritage assets. The assessments presented in this Report have been undertaken in line with all relevant heritage legislation, planning policy and guidance.

### **Burgate Cross Farm**

7.2. It has been concluded that the proposed scheme has the potential to cause less than substantial harm to the significance of the Grade II Listed Old Farmhouse in the following ways:

- Internal insulation concealing parts of the timber frame (very minor, less than substantial harm); and
- Residential subdivision and domestication of the wider site (very minor, less than substantial harm through change to setting).

7.3. The combined level of less than substantial harm to the asset would be low. This is justified in the context of the need to improve the thermal efficiency and sustainability of the listed building, and ensure its ongoing viability as a home.

7.4. In accordance with paragraph 208 of the NPPF and the PPG, this less than substantial harm must be weighed against the public benefits of the scheme, including heritage benefits.

7.5. The heritage benefits of the scheme alone are considered to firmly outweigh the low level of harm identified. These heritage benefits include:

- The repair and refurbishment of the Old Farmhouse to ensure its long-term conservation and ongoing viability as a home;
- Preserving and restoring the limited intrinsic significance of Building B and its contribution to the significance of the principal listed building by proposing restoration and conversion;
- Demolishing the dilapidated and visually unappealing modern structures (Buildings C, D and E);
- Cutting and maintaining overgrown vegetation to improve the public visibility and prominence of the listed building, especially from Salisbury Road; and
- Restoring and sustaining the agricultural character of the site through high-quality replacement built form and sensitive layout and landscaping.

7.6. Due to the heritage benefits outweighing the less than substantial harm, the proposals would be compliant with national planning policy and Saved Local Plan Policy DM1. Furthermore, by applying the principles of the NPPF, the scheme would be compliant with the 1990 Act.

### **Farm Cottage**

- 7.7. The historic remnants of Burgate Cross Farm, especially the Old Farmhouse, have been found to make a small contribution to the significance of Grade II Listed Farm Cottage through setting due to the known historic association and the ability to experience them in conjunction with one another in a manner that gives legibility to the historic rural setting of the cottage.
- 7.8. At most, the domestication of the site and the ability to experience this change in conjunction with Farm Cottage is anticipated to cause very minor, less than substantial harm to the significance of the Grade II Listed Building through change to its setting. However, this must be understood in the context of the baseline conditions, namely that the site has ceased to function as a working farm and the rear part of the site has most recently functioned as a commercial garage.
- 7.9. By applying paragraph 208 of the NPPF, it is clear that the heritage benefits of the scheme will firmly outweigh this less than substantial harm. In particular, the scheme will enhance the setting of Farm Cottage through the conversion/reconstruction of the historic brick barn (Building B) and the improved visibility of the Old Farmhouse in conjunction with Farm Cottage from Salisbury Road.
- 7.10. The proposals would therefore be compliant with the 1990 Act, relevant national planning policy and Saved Local Plan Policy DM1.

### **Bryants Cottage**

- 7.11. The site has been found to make a very small contribution to the significance of Grade II Listed Bryants Cottage through setting in terms of understanding the asset's historic context within a rural hamlet.
- 7.12. The proposals would preserve and enhance the appreciation of the cottage's place within the historic hamlet, especially because there will be better appreciation of the cottage in conjunction with the historic built form of Burgate Cross Farm in views along Salisbury Road. There would be no harm to the asset's significance through change to its setting, making the proposals compliant with the 1990 Act and relevant planning policy.

### **Rosemary Cottage**

- 7.13. Like Bryants Cottage, the site is considered to make a very small contribution to the significance of Rosemary Cottage through setting where they can be glimpsed in conjunction with one another and contribute to understanding the Grade II Listed Building's historic context within a rural hamlet.
- 7.14. The proposals will cause no harm to Grade II Listed Rosemary Cottage through change to its setting due to preserving this understanding of the asset's historic context, whilst enhancements are anticipated to flow from the experience of higher quality replacement built form within the site and an improved appreciation of the Old Farmhouse. The proposals would therefore be compliant with the 1990 Act and relevant planning policy.

# Appendix 1: Assessment Methodology

## Assessment of significance

In the *NPPF*, heritage significance is defined 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. For World Heritage Sites, the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance.”<sup>34</sup>*

Historic England's *GPA:2* gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset.<sup>35</sup>

In order to do this, *GPA 2* also advocates considering the four types of heritage value an asset may hold, as identified in *English Heritage’s Conservation Principles*.<sup>36</sup> These essentially cover the heritage ‘interests’ given in the glossaries of the *NPPF* and the *PPG* which are archaeological, architectural and artistic, and historic.<sup>37</sup>

The *PPG* provides further information on the interests it identifies:

- **Archaeological interest:** As defined in the *Glossary to the National Planning Policy Framework*, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- **Architectural and artistic interest:** These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.
- **Historic interest:** An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation’s history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.<sup>38</sup>

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<sup>34</sup> DLUHC, *NPPF*, Annex 2.

<sup>35</sup> Historic England, *GPA:2*.

<sup>36</sup> Historic England, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008). These

heritage values are identified as being ‘aesthetic’, ‘communal’, ‘historical’ and ‘evidential’, see *idem* pp. 28–32.

<sup>37</sup> DLUHC, *NPPF*, Annex 2; DLUHC, *PPG*, paragraph 006, reference ID: 18a-006-20190723.

<sup>38</sup> DLUHC, *PPG*, paragraph 006, reference ID: 18a-006-20190723.

Significance results from a combination of any, some, or all of the interests described above.

Historic England guidance on assessing heritage significance, *HEAN:12*, advises using the terminology of the *NPPF* and *PPG*, and thus it is that terminology which is used in this Report.<sup>39</sup>

Listed Buildings and Conservation Areas are generally designated for their special architectural and historic interest. Scheduling is predominantly, although not exclusively, associated with archaeological interest.

### Setting and significance

As defined in the *NPPF*:

***“Significance derives not only from a heritage asset’s physical presence, but also from its setting.”<sup>40</sup>***

Setting is defined 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 or may be neutral.”<sup>41</sup>***

Therefore, setting can contribute to, affect an appreciation of significance, or be neutral with regards to heritage values.

### Assessing change through alteration to setting

How setting might contribute to these values has been assessed within this Report with reference to *GPA:3*, particularly the checklist given on page 11. This advocates the clear articulation of “*what matters and why*”.<sup>42</sup>

In *GPA:3*, a stepped approach is recommended, of which Step 1 is to identify which heritage assets and their settings are affected. Step 2 is to assess whether, how and to what degree settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated. The guidance includes a (non-exhaustive) checklist of elements of the physical surroundings of an asset that might be considered when undertaking the assessment including, among other things: topography, other heritage assets, green space, functional relationships and degree of change over time. It also lists aspects associated with the experience of the asset which might be considered, including: views, intentional intervisibility, tranquillity, sense of enclosure, accessibility, rarity and land use.

Step 3 is to assess the effect of the proposed development on the significance of the asset(s). Step 4 is to explore ways to maximise enhancement and minimise harm. Step 5 is to make and document the decision and monitor outcomes.

A Court of Appeal judgement has confirmed that whilst issues of visibility are important when assessing setting, visibility does not necessarily confer a contribution to significance and factors other than visibility should also be considered, with Lindblom LJ stating at

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<sup>39</sup> Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12* (Swindon, October 2019).

<sup>40</sup> DLUHC, *NPPF*, Annex 2.

<sup>41</sup> DLUHC, *NPPF*, Annex 2.

<sup>42</sup> Historic England, *GPA:3*, pp. 8, 11.

paragraphs 25 and 26 of the judgement (referring to an earlier Court of Appeal judgement):

***Paragraph 25 – “But – again in the particular context of visual effects – I said that if “a proposed development is to affect the setting of a listed building there must be a distinct visual relationship of some kind between the two – a visual relationship which is more than remote or ephemeral, and which in some way bears on one’s experience of the listed building in its surrounding landscape or townscape” (paragraph 56)”.***

***Paragraph 26 – “This does not mean, however, that factors other than the visual and physical must be ignored when a decision-maker is considering the extent of a listed building’s setting. Generally, of course, the decision-maker will be concentrating on visual and physical considerations, as in Williams (see also, for example, the first instance judgment in R. (on the application of Miller) v North Yorkshire County Council [2009] EWHC 2172 (Admin), at paragraph 89). But it is clear from the relevant national policy and guidance to which I have referred, in particular the guidance in paragraph 18a-013-20140306 of the PPG, that the Government recognizes the potential relevance of other considerations – economic, social and historical. These other considerations may include, for example, “the historic relationship between places”. Historic England’s advice in GPA3 was broadly to the same effect.”<sup>43</sup>***

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<sup>43</sup> Catesby Estates Ltd. v. Steer [2018] EWCA Civ 1697, paras. 25 and 26.

<sup>44</sup> DLUHC, NPPF, para. 206 and fn. 72.

## **Levels of significance**

Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed Buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.

In accordance with the levels of significance articulated in the NPPF and the PPG, three levels of significance are identified:

- **Designated heritage assets of the highest significance**, as identified in paragraph 206 of the NPPF, comprising Grade I and II\* Listed Buildings, Grade I and II\* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World Heritage Sites and Registered Battlefields (and also including some Conservation Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 72 of the NPPF;<sup>44</sup>
- **Designated heritage assets of less than the highest significance**, as identified in paragraph 206 of the NPPF, comprising Grade II Listed Buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas);<sup>45</sup> and

<sup>45</sup> DLUHC, NPPF, para. 206.

- **Non-designated heritage assets.** Non-designated heritage assets are defined within the PPG as *“buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets”*.<sup>46</sup>

Additionally, it is of course possible that sites, buildings or areas have no heritage significance.

### Grading significance

There is no definitive grading system for assessing or categorising significance outside of the categories of Designated Heritage Assets and Non-Designated Heritage Assets, specifically with regards to the relative significance of different parts of an asset.

ICOMOS guidance recognises that a degree of professional judgement is required when defining significance:

***“...the value of heritage attributes is assessed in relation to statutory designations, international or national, and priorities or recommendations set out in national research agendas, and ascribed values. Professional judgement is then used to determine the importance of the resource. Whilst this method should be used as objectively as possible, qualitative***

***assessment using professional judgement is inevitably involved.”***<sup>47</sup>

This assessment of significance adopts the following grading system:

- **Highest significance:** Parts or elements of a heritage asset, or its setting, that are of particular interest and are fundamental components of its archaeological, architectural, aesthetic or historic interest, and form a significant part of the reason for designation or its identification as a heritage asset. These are the areas or elements of the asset that are most likely to warrant retention, preservation or restoration.
- **Moderate significance:** Parts or elements of the heritage asset, or its setting, that are of some interest but make only a modest contribution to the archaeological, architectural, aesthetic or historic interest of the heritage asset. These are likely to be areas or elements of the asset that might warrant retention but are capable of greater adaption and alteration due to their lesser relative significance.
- **Low or no significance:** Parts or elements of the heritage asset, or its setting, that make an insignificant, or relatively insignificant contribution to the archaeological, architectural, aesthetic or historic interest of the heritage asset. These are likely to be areas or elements of the asset that can be removed, replaced or altered due to their minimal or lack of

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<sup>46</sup> DLUHC, PPG, paragraph 039, reference ID: 18a-039-20190723.

<sup>47</sup> International Council on Monuments and Sites (ICOMOS), *Guidance on Heritage Impact Assessment for Cultural World Heritage Properties* (Paris, January 2011), paras. 4-10.

significance and are areas and elements that have potential for restoration or enhancement through new work.

### Assessment of harm

Assessment of any harm will be articulated in terms of the policy and law that the proposed development will be assessed against, such as whether a proposed development preserves or enhances the character or appearance of a Conservation Area, and articulating the scale of any harm in order to inform a balanced judgement/weighting exercise as required by the NPPF.

In accordance with key policy, the following levels of harm may potentially be identified for designated heritage assets:

- **Substantial harm or total loss.** It has been clarified in a High Court Judgement of 2013 that this would be harm that would *"have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced"*,<sup>48</sup> and
- **Less than substantial harm.** Harm of a lesser level than that defined above.

With regards to these two categories, the PPG states:

***"Within each category of harm (which category applies should be explicitly identified), the extent of***

***the harm may vary and should be clearly articulated."***<sup>49</sup>

Hence, for example, harm that is less than substantial would be further described with reference to where it lies on that spectrum or scale of harm, for example low end, middle, and upper end of the less than substantial harm spectrum/scale.

With regards to non-designated heritage assets, there is no basis in policy for describing harm to them as substantial or less than substantial, rather the NPPF requires that the scale of any harm or loss is articulated whilst having regard to the significance of the asset. Harm to such assets is therefore articulated as a level of harm to their overall significance, using descriptors such as minor, moderate and major harm.

It is also possible that development proposals will cause no harm or preserve the significance of heritage assets. Here, a High Court Judgement of 2014 is relevant. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, *"preserving"* means doing *"no harm"*.<sup>50</sup>

Preservation does not mean no change, it specifically means no harm. GPA:2 states that *"Change to heritage assets is inevitable but it is only harmful when significance is damaged"*.<sup>51</sup> Thus, change is accepted in Historic England's guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.

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<sup>48</sup> Bedford Borough Council v Secretary of State for Communities and Local Government [2013] EWHC 2847 (Admin), para. 25.

<sup>49</sup> DLUHC, PPG, paragraph 018, reference ID: 18a-018-20190723.

<sup>50</sup> R (Forge Field Society) v Sevenoaks District Council [2014] EWHC 1895 (Admin).

<sup>51</sup> Historic England, GPA:2, p. 9.

As part of this, setting may be a key consideration. When evaluating any harm to significance through changes to setting, this Report follows the methodology given in *GPA:3*, described above. Fundamental to this methodology is a consideration of “*what matters and why*”.<sup>52</sup> Of particular relevance is the checklist given on page 13 of *GPA:3*.<sup>53</sup>

It should be noted that this key document also states:

***“Setting is not itself a heritage asset, nor a heritage designation...”***<sup>54</sup>

Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage interests that contribute to this significance, through changes to setting.

With regards to changes in setting, *GPA:3* states that:

***“Conserving or enhancing heritage assets by taking their settings into account need not prevent change”.***<sup>55</sup>

Additionally, whilst the statutory duty requires that special regard should be paid to the desirability of not harming the setting of a Listed Building, that cannot mean that any harm, however minor, would necessarily require Planning Permission to be refused. This point has been clarified in the Court of Appeal.<sup>56</sup>

## Benefits

Proposed development may also result in benefits to heritage assets, and these are articulated in terms of how they enhance the heritage interests, and hence the significance, of the assets concerned.

As detailed further in **Appendix 3**, the *NPPF* (at Paragraphs 207 and 208) requires harm to a designated heritage asset to be weighed against the public benefits of the development proposals.<sup>57</sup>

Recent High Court Decisions have confirmed that enhancement to the historic environment should be considered as a public benefit under the provisions of Paragraphs 207 to 209.<sup>58</sup>

The *PPG* provides further clarity on what is meant by the term ‘public benefit’, including how these may be derived from enhancement to the historic environment (‘heritage benefits’), as follows:

***“Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed***

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<sup>52</sup> Historic England, *GPA:3*, p. 8.

<sup>53</sup> Historic England, *GPA:3*, p. 13.

<sup>54</sup> Historic England, *GPA:3*, p. 4.

<sup>55</sup> Historic England, *GPA 3*, p. 8.

<sup>56</sup> *Palmer v Herefordshire Council & Anor* [2016] EWCA Civ 1061.

<sup>57</sup> DLUHC, *NPPF*, paras. 207 and 208.

<sup>58</sup> *Including – Kay, R (on the application of) v Secretary of State for Housing Communities and Local Government & Anor* [2020] EWHC 2292 (Admin); DLUHC, *NPPF*, paras. 207 and 209.



***private dwelling which secure its future as a designated heritage asset could be a public benefit.***

***Examples of heritage benefits may include:***

- ***sustaining or enhancing the significance of a heritage asset and the contribution of its setting***
- ***reducing or removing risks to a heritage asset***
- ***securing the optimum viable use of a heritage asset in support of its long term conservation.***<sup>59</sup>

Any "*heritage benefits*" arising from the proposed development, in line with the narrative above, will be clearly articulated in order for them to be taken into account by the decision maker.

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<sup>59</sup> DLUHC, PPG, paragraph O20, reference ID: 18a-O20-20190723.

## Appendix 2: Legislative Framework

Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*, which provides statutory protection for Listed Buildings and Conservation Areas.<sup>60</sup> It does not provide statutory protection for non-designated or Locally Listed heritage assets.

Section 16 (2) of the Act relates to the consideration of applications for Listed Building Consent and states that:

***“In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”<sup>61</sup>***

Section 66(1) of the Act goes on to state that:

***“In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”<sup>62</sup>***

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<sup>60</sup> UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990.

<sup>61</sup> UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16(2).

In the 2014 Court of Appeal judgement in relation to the Barnwell Manor case, Sullivan LJ held that:

***“Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given “considerable importance and weight” when the decision-maker carries out the balancing exercise.”<sup>63</sup>***

A judgement in the Court of Appeal (‘Mordue’) has clarified that, with regards to the setting of Listed Buildings, where the principles of the NPPF are applied (in particular paragraph 134 of the 2012 version of the NPPF, the requirements of which are now given in paragraph 208 of the current, revised NPPF, see **Appendix 3**), this is in keeping with the requirements of the 1990 Act.<sup>64</sup>

In addition to the statutory obligations set out within the *Planning (Listed Buildings and Conservations Area) Act 1990*, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent,

<sup>62</sup> UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990, Section 66(1).

<sup>63</sup> Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others [2014] EWCA Civ 137. para. 24.

<sup>64</sup> Jones v Mordue [2015] EWCA Civ 1243.



are determined in accordance with the Development Plan unless material considerations indicate otherwise.<sup>65</sup>

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<sup>65</sup> UK Public General Acts, Planning and Compulsory Purchase Act 2004, Section 38(6).

## Appendix 3: National Policy Guidance

### The National Planning Policy Framework (December 2023)

National policy and guidance is set out in the Government's *National Planning Policy Framework (NPPF)* published in December 2023. This replaced and updated the previous *NPPF* (September 2023). The *NPPF* needs to be read as a whole and is intended to promote the concept of delivering sustainable development.

The *NPPF* sets out the Government's economic, environmental and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development, which should be interpreted and applied locally to meet local aspirations. The *NPPF* continues to recognise that the planning system is plan-led and that therefore Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application, including those which relate to the historic environment.

The overarching policy change applicable to the proposed development is the presumption in favour of sustainable development. This presumption in favour of sustainable development (the 'presumption') sets out the tone of the Government's overall stance and operates with and through the other policies of the *NPPF*. Its purpose is to send a strong signal to all those involved in the planning process about the need to plan positively for appropriate new development; so that both plan-making and development management are proactive and driven by a search for opportunities to deliver sustainable development, rather than barriers. Conserving historic assets in a manner appropriate to their significance forms part of this drive towards sustainable development.

The purpose of the planning system is to contribute to the achievement of sustainable development and the *NPPF* sets out three 'objectives' to facilitate sustainable development: an economic objective, a social objective, and an environmental objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and social provisions of the *NPPF*. The presumption is set out in full at paragraph 11 of the *NPPF* and reads as follows:

***"Plans and decisions should apply a presumption in favour of sustainable development.***

***For plan-making this means that:***

- a. all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;***
- b. strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:***
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting***

***the overall scale, type or distribution of development in the plan area; or***

- ii. ***any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.***

***For decision-taking this means:***

- a. ***approving development proposals that accord with an up-to-date development plan without delay; or***
- b. ***where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:***
  - i. ***the application policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or***
  - ii. ***any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.***<sup>66</sup>

However, it is important to note that footnote 7 of the NPPF applies in relation to the final bullet of paragraph 11. This provides a context for paragraph 11 and reads as follows:

***“The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 187) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 72); and areas at risk of flooding or coastal change.”***<sup>67</sup> (our emphasis)

The NPPF continues to recognise that the planning system is planned and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application.

Heritage Assets are defined in the NPPF as:

***“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).”***<sup>68</sup>

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<sup>66</sup> DLUHC, NPPF, para. 11.

<sup>67</sup> DLUHC, NPPF, para. 11, fn. 7.

<sup>68</sup> DLUHC, NPPF, Annex 2.

The NPPF goes on to define a Designated Heritage Asset as a:

***“World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation.”<sup>69</sup>***

As set out above, significance is also defined as:

***“The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance.”<sup>70</sup>***

Section 16 of the NPPF relates to ‘Conserving and enhancing the historic environment’ and states at paragraph 201 that:

***“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.”<sup>71</sup>***

Paragraph 203 goes on to state that:

***“In determining planning applications, local planning authorities should take account of:***

- a. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;***
- b. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and***
- c. the desirability of new development making a positive contribution to local character and distinctiveness.”<sup>72</sup>***

With regard to the impact of proposals on the significance of a heritage asset, paragraphs 205 and 206 are relevant and read as follows:

***“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to***

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<sup>69</sup> DLUHC, NPPF, Annex 2.

<sup>70</sup> DLUHC, NPPF, Annex 2.

<sup>71</sup> DLUHC, NPPF, para. 201.

<sup>72</sup> DLUHC, NPPF, para. 203.

**substantial harm, total loss or less than substantial harm to its significance.”<sup>73</sup>**

**“Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.**

**Substantial harm to or loss of:**

- a. grade II listed buildings, or grade II registered parks or gardens, should be exceptional;**
- b. assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.”<sup>74</sup>**

In the context of the above, it should be noted that paragraph 207 reads as follows:

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

- a. the nature of the heritage asset prevents all reasonable uses of the site; and**
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and**
- c. conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and**
- d. the harm or loss is outweighed by the benefit of bringing the site back into use.”<sup>75</sup>**

Paragraph 208 goes on to state:

**“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”<sup>76</sup>**

With regards to non-designated heritage assets, paragraph 209 of NPPF states that:

**“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will**

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<sup>73</sup> DLUHC, NPPF, para. 205.

<sup>74</sup> DLUHC, NPPF, para. 206.

<sup>75</sup> DLUHC, NPPF, para. 207.

<sup>76</sup> DLUHC, NPPF, para. 208.

***be required having regard to the scale of any harm or loss and the significance of the heritage asset.”<sup>77</sup>***

Overall, the NPPF confirms that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent it. Local Planning Authorities should approach development management decisions positively, looking for solutions rather than problems so that applications can be approved wherever it is practical to do so. Additionally, securing the optimum viable use of sites and achieving public benefits are also key material considerations for application proposals.

### **National Planning Practice Guidance**

The then Department for Communities and Local Government (now the Department for Levelling Up, Housing and Communities (DLUHC)) launched the planning practice guidance web-based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.

This also introduced the national Planning Practice Guidance (PPG) which comprised a full and consolidated review of planning practice guidance documents to be read alongside the NPPF.

The PPG has a discrete section on the subject of the Historic Environment, which confirms that the consideration of ‘significance’ in decision taking is important and states:

***“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.”<sup>78</sup>***

In terms of assessment of substantial harm, the PPG confirms that whether a proposal causes substantial harm will be a judgement for the individual decision taker having regard to the individual circumstances and the policy set out within the NPPF. It goes on to state:

***“In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.***

***While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even***

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<sup>77</sup> DLUHC, NPPF, para. 209.

<sup>78</sup> DLUHC, PPG, paragraph 007, reference ID: 18a-007-20190723.

**minor works have the potential to cause substantial harm.**<sup>79</sup> (our emphasis)

#### National Design Guide:

Section C2 relates to valuing heritage, local history and culture and states:

**"When determining how a site may be developed, it is important to understand the history of how the place has evolved. The local sense of place and identity are shaped by local history, culture and heritage, and how these have influenced the built environment and wider landscape."**<sup>80</sup>

**"Sensitive re-use or adaptation adds to the richness and variety of a scheme and to its diversity of activities and users. It helps to integrate heritage into proposals in an environmentally sustainable way."**<sup>81</sup>

It goes on to state that:

**"Well-designed places and buildings are influenced positively by:**

- **the history and heritage of the site, its surroundings and the wider area, including cultural influences;**

- **the significance and setting of heritage assets and any other specific features that merit conserving and enhancing;**
- **the local vernacular, including historical building typologies such as the terrace, town house, mews, villa or mansion block, the treatment of façades, characteristic materials and details – see Identity.**

Today's new developments extend the history of the context. The best of them will become valued as tomorrow's heritage, representing the architecture and placemaking of the early 21<sup>st</sup> century."<sup>82</sup>

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<sup>79</sup> DLUHC, PPG, paragraph 018, reference ID: 18a-018-20190723.

<sup>80</sup> DLUHC, NDG, para. 46.

<sup>81</sup> DLUHC, NDG, para. 47.

<sup>82</sup> DLUHC, NDG, paras. 48-49.

## Appendix 4: Relevant Development Plan Policies

Applications for Planning Permission and Listed Building Consent in Upper Burgate are currently considered against the policy and guidance set out within the New Forest District Local Plan 2016–2036 Part 1: Planning Strategy (adopted on 6<sup>th</sup> July 2020) and saved policies from the New Forest District (outside the National Park) Local Plan Part 2: Sites and Development Management (adopted April 2014).

The Local Plan Part 1 does not contain any policies which relate directly to the historic environment or heritage matters.

The Local Plan Part 2 contains Saved Policy DM1: ‘Heritage and Conservation’ which states:

***“a.) Development proposals and other initiatives should conserve and seek to enhance the historic environment and heritage assets, with particular regard to local character, setting, management and the historic significance and context of heritage assets. In particular:***

- All heritage assets will be protected in proportion to their significance. The more significant the heritage asset, the greater the presumption in favour of its conservation.***
- Development proposals should conserve or enhance the significance, character and appearance of heritage assets.***
- Any development that may affect archaeological remains should demonstrate the likely impact upon the remains and where appropriate include***

***mitigation measures to reduce that impact. Any information gained as a result of the investigation should be publicly available.***

- Development proposals should respect historic road, street and footpath patterns that contribute to the character and quality of an area.***

***b.) In assessing the impact of a proposal on any heritage asset, account will be taken of:***

- the impact of the proposal on the heritage asset and its significance, with regard to the nature of the significance of the heritage asset and the value that it holds for this and future generations***
- the impact of the proposal on the setting of the heritage asset***
- the impact of the proposal on public access to, and enjoyment and appreciation of, the heritage asset.***

***If there would be harm to the heritage asset, account will be taken of:***

- how any conflict between climate change objectives and the conservation of the heritage asset is addressed and mitigated***
- whether the public benefits of a proposal outweigh any harm caused to the heritage asset. Exceptions to the principle of safeguarding***



*heritage assets from inappropriate development will only be considered where substantial harm is avoided and where the public benefits of a proposed development can be clearly demonstrated to outweigh the level of harm to the significance of the heritage asset.*

*c.) Where appropriate and necessary to secure the long term future of a heritage asset, in particular where it is in a poor condition or at risk, an exception may be made to other local plan policies, providing:*

- the nature of the heritage asset means it is not suitable for all reasonable uses of the site which accord with local plan policies*
- the proposal will not materially harm the significance of the heritage asset and its setting, and is sympathetic to its conservation*
- any variance in, or departure from, other policies is minimised to that necessary to secure the heritage asset, and the benefits of securing the long term conservation of the heritage asset outweigh the disbenefits.*

*d.) The local planning authority will work with others, and in particular with local communities, to identify, record and give appropriate recognition to heritage assets not subject to a national designation, but which are of local significance.”*



## Appendix 5: Map of Designated Heritage Assets



**KEY**

 Site

**Listed Buildings**

 Grade I

 Grade II\*

 Grade II

**Appendix 5:  
Map of Designated  
Heritage Assets**

Old Farmhouse,  
Upper Burgate,  
Fordingbridge

Client: Cordage 46 Ltd

DRWG No: P23-2459 Sheet No: - REV: -

Drawn by: JT Approved by: GS

Date: 05/01/2024

Scale: 1:2,500 @ A4

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## Appendix 6: Old Farmhouse List Entry

### BURGATE CROSS FARMHOUSE

#### Official list entry

**Heritage Category:** Listed Building

**Grade:** II

**List Entry Number:** 1094895

**Date first listed:** 13-Feb-1987

**List Entry Name:** BURGATE CROSS FARMHOUSE

**Statutory Address 1:** BURGATE CROSS FARMHOUSE, A338

#### Location

**Statutory Address:** BURGATE CROSS FARMHOUSE, A338

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

**County:** Hampshire

**District:** New Forest (District Authority)

**Parish:** Fordingbridge

**National Grid Reference:** SU 15368 16315

#### Details

SU 11 NE FORDINGBRIDGE A338 BURGATE CROSS Upper Burgate  
6/96 Burgate Cross Farmhouse

GV II

Cottage. Late C18 and C19. Brick, thatch and slate roof. 1½ storey, 2 bay cottage outshot one end, 2 storey, 2 bay building at other end. Front has taller bays to LH. Lower part has central door each side 2-light camber-head casements and 2-light eyebrow dormer. 2-light casement in outshot. Ridge stack above door. LH part has four 1 and 2-light camber-head casements.

Listing NGR: SU1657315061

#### Legacy

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

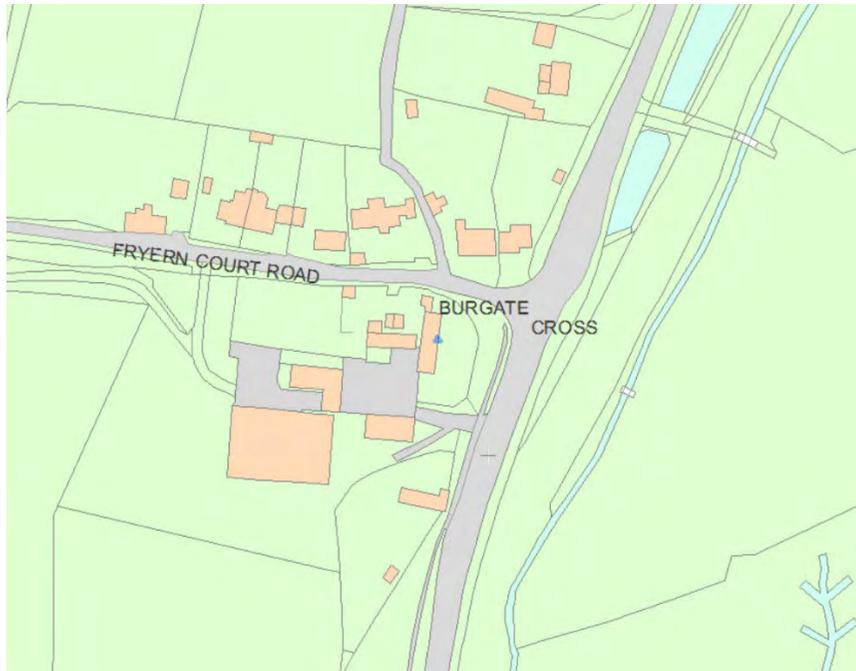
**Legacy System number:** 143931

**Legacy System:** LBS

#### Legal

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

End of official list entry





# Appendix 7: Farm Cottage

## FARM COTTAGE

### Official list entry

**Heritage Category:** Listed Building

**Grade:** II

**List Entry Number:** 1301394

**Date first listed:** 13-Feb-1987

**List Entry Name:** FARM COTTAGE

**Statutory Address 1:** FARM COTTAGE, A338

### Location

**Statutory Address:** FARM COTTAGE, A338

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

**County:** Hampshire

**District:** New Forest (District Authority)

**Parish:** Fordingbridge

**National Grid Reference:** SU 15369 16265

### Details

SU 11 NE FORDINGBRIDGE A338 BURGATE CROSS Upper Burgate  
6/97 Farm Cottage

GV II

Cottage. Mid C18, earlier core, altered C20. Brick, painted, thatch roof. 1½ storey, 4 bay, end bay outshot, end onto road. Front has outshot to road end bay, plank door and side-light on side. Plank door in far bay, and light beside. 2 & 3-light casement in other bays. Above road side of centre bay 2-light eyebrow dormer. 1st floor raised band. Roof half-hipped external stack on front in centre. Ridge stack over road end bay.

Listing NGR: SU1657315061

### Legacy

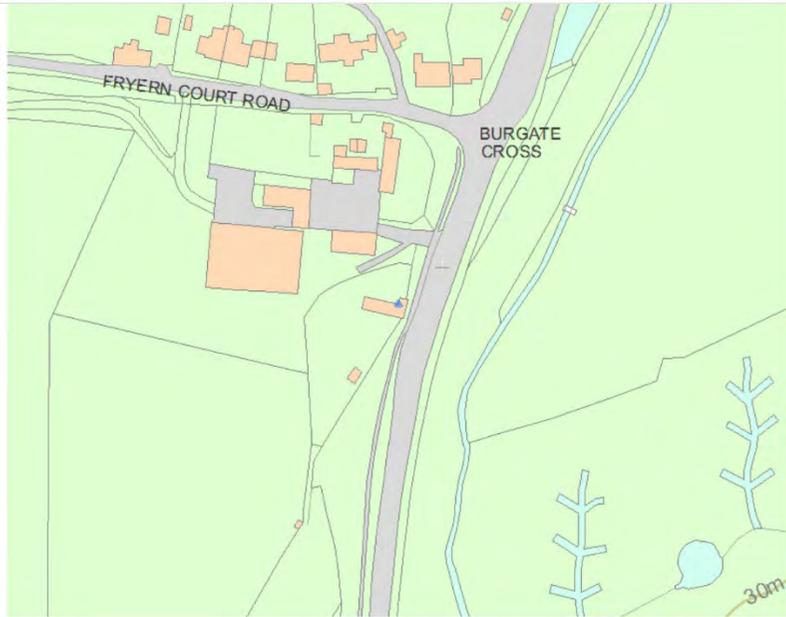
The contents of this record have been generated from a legacy data system.

**Legacy System number:** 143932

**Legacy System:** LBS

### Legal

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



**End of official list entry**



## Appendix 8: Bryants Cottage

### BRYANTS COTTAGE

#### Official list entry

**Heritage Category:** Listed Building

**Grade:** II

**List Entry Number:** 1350939

**Date first listed:** 13-Feb-1987

**List Entry Name:** BRYANTS COTTAGE

**Statutory Address 1:** BRYANTS COTTAGE, FRYERN COURT LANE

#### Location

**Statutory Address:** BRYANTS COTTAGE, FRYERN COURT LANE

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

**County:** Hampshire

**District:** New Forest (District Authority)

**Parish:** Fordingbridge

**National Grid Reference:** SU 15383 16348

#### Details

SU 11 NE FORDINGBRIDGE FRYERN COURT LANE Upper Burgate

6/95 Bryants Cottage

GV II

Cottage. C17 altered C18 and C20. Timber-frame with plaster infill in top panels, brick infill in rest, thatch roof. 1½ storey, on plinth, 3 bays (centre bay wider). Plank door at LH of RH bay. C20 2-light casement in each bay, irregular single casement either end of centre bay. Three C20 2-light eyebrow dormers. Roof half-hipped. Stack on ridge to LH of centre and projecting stack at LH.

Listing NGR: SU1538316348

#### Legacy

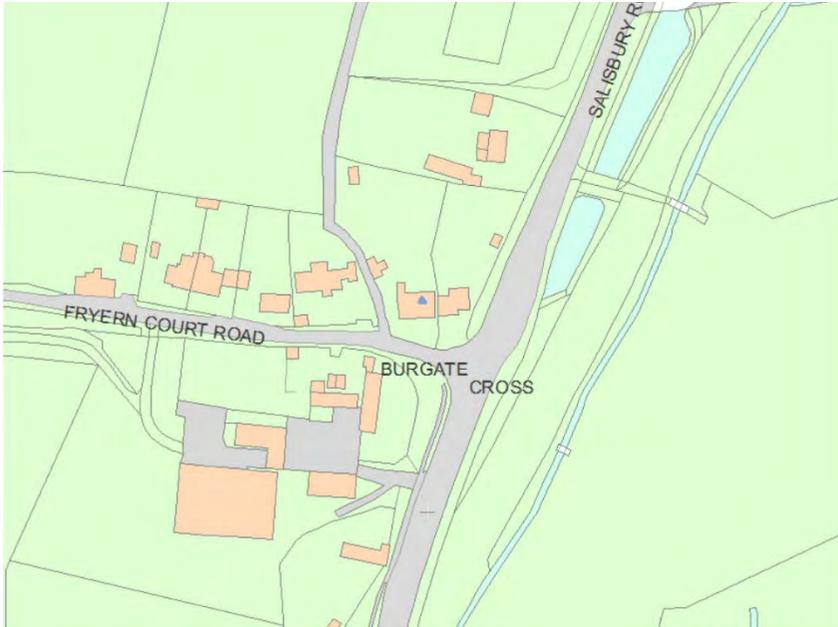
The contents of this record have been generated from a legacy data system.

**Legacy System number:** 143960

**Legacy System:** LBS

#### Legal

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



**End of official list entry**



## Appendix 9: Rosemary Cottage

### ROSEMARY COTTAGE

#### Official list entry

**Heritage Category:** Listed Building

**Grade:** II

**List Entry Number:** 1301254

**Date first listed:** 13-Feb-1987

**List Entry Name:** ROSEMARY COTTAGE

**Statutory Address 1:** ROSEMARY COTTAGE, FRYERN COURT LANE

#### Location

**Statutory Address:** ROSEMARY COTTAGE, FRYERN COURT LANE

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

**County:** Hampshire

**District:** New Forest (District Authority)

**Parish:** Fordingbridge

**National Grid Reference:** SU 15332 16348

#### Details

SU 11 NE FORDINGBRIDGE FRYERN COURT LANE Upper Burgate

6/94 Rosemary Cottage

GV II

Cottage. C17 altered and extended C18. Timber-frame with painted brick infill, weatherboarded addition, thatch roof. 1½ storey, 2 bay C17 cottage with C18 store bay added to LH, now converted to rooms. Thin C20 door under hood in LH added bay. C20 1 and 2-light leaded casements in centre bay, C19 similar in original opening, 3-light casement in RH bay. Eyebrow dormer with 2-light leaded casement above centre bay and small one beside over door. Roof has ridge piece and is whipped to RH with stack on front face and hipped to LH with stack above hip.

Listing NGR: SU1533216348

#### Legacy

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

**Legacy System number:** 143959

**Legacy System:** LBS

#### Legal

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



**End of official list entry**

Planning (Listed Buildings and Conservation Areas) Act 1990  
Town & Country Planning Act 1990 (as amended)  
Planning and Compulsory Purchase Act 2004

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