



PROOF OF EVIDENCE

Of Ruth Elizabeth Masood MRTPI IHBC

**Town and Country Planning (Inquiries Procedure)
(England) Rules 2000**

ON BEHALF OF THE LOCAL PLANNING AUTHORITY

APPEAL BY: DLP on behalf of Hallam Land Management Ltd

SITE AT: Land at Junction with Carr Road /Hollin Busk Lane
Sheffield S36 2NR

PROPOSAL: Outline application for up to 85 dwellings including open space
(amended description)

APPEAL AGAINST: Sheffield City Council

LPA REFERENCE: 17/04673/OUT

PINS REFERENCE: APP/J4423/W/21/3267168

DATE: 5th March 2020

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1.0 HERITAGE SUMMARY

- 1.1 The principal consideration of this appeal from a heritage perspective is whether the proposed development for up to 85 residential dwellings would adversely impact upon the significance of the adjacent designated heritage assets:

Appendix 1

Royd Farmhouse Grade II (NHLE No: 1286318)

The Barn and Farm Buildings which lie approx.15m NE of Royd Farmhouse Grade II (NHLE No: 1314585)

Barn approx. 30m East of No 15 The Royd Grade II (NHLE No: 1193193)

- 1.2 The impact of the proposals on the Designated Heritage Assets has been assessed based on the recommended 5 step process provided in Historic England's Good Practice Advice in Planning Note 3: The setting of Heritage Assets (CD 7.11) The British Standard BS 7913:2013 'Guide to the Conservation of Historic Buildings' (CD 7.13)
- 1.3 The outcome of this assessment shows that the proposals would cause substantial harm to the significance and therefore have an adverse impact on the group setting of the listed buildings.
- 1.4 It is considered that if the proposed development is allowed, the setting of Royd Farmhouse and The Barn and Farm Buildings to NE would be irrevocably altered in such a way that its significance would be substantially harmed due to the changes within its setting and the overdevelopment of the surrounding group of historically connected fields.
- 1.5 Any harm to a designated heritage asset requires a clear and convincing justification and must be considered when balancing harm against public benefit, as described in paragraphs 194 and 196 of the NPPF. (CD 4.1) The harm to each asset must be assessed separately but recognising the enhanced significance resulting from the group value must also be assessed and considered.

2.0 Qualifications and Experience

- 2.1 My name is Ruth Elizabeth Masood (nee Connolly). I hold a BA (Hons) in Geography from Queen's University Belfast, an MSc in European Urban Conservation from Dundee University and a Post Graduate Diploma in Urban and Regional Planning from Sheffield Hallam University.
- 2.2 I have worked in the Built Environment sphere for over 24 years; the majority as a Principal Conservation Officer within the East Midlands and South Yorkshire Region within three Local Authorities and a National Park. Prior to this I spent two years in working on behalf of the Environment and Heritage Service of Northern Ireland in a specialist Conservation Architects Practice: Consarc Design Group on their resurvey, reassessment, and designation of Listed Buildings.
- 2.3 I am currently employed as a Senior Development Officer by Sheffield City Council in their City Growth Department. I have been a full member of The Institute of Historic Building Conservation (IHBC) since 2000 and a full member of Royal Town Planning Institute since 2007.

3.0 Scope of Evidence

- 3.1 This proof is confined to addressing built heritage matters in relation to refusal reason No 1 of the Council's Decision Notice pertaining to outline planning application 17/04673/OUT as submitted by Hallam Land Management and the subject of this Public Inquiry. **(CD 1.9)**

3.2 Refusal reason 1.

'The Local Planning Authority considers that the proposed development would cause substantial harm to the setting of a collection of Grade II Listed Buildings (Royd Farm) that sit to the east of the application site. The development would not result in substantial public benefits that would outweigh such harm to these designated heritage assets. As such the proposed development is considered to be contrary to Paragraphs 194-195 of the National Planning Policy Framework and Policies BE15, BE19 and LR5(e) of Sheffield's adopted Unitary Development Plan.'

- 3.3 My involvement in this Inquiry was post issue of the decision notice by Sheffield City Council. I did not provide or contribute to the heritage consultation response concerning application reference 17/04674/OUT. I am fully conversant with the details and documents submitted as part of the proposed development application and familiar with the locality due to other planning applications and working in the Sheffield City Council boundary area since 2007. I

have revisited the site and its surrounding environs in whilst considering the details of the case and the submitted information on several occasions during 2021.

- 3.4 I have illustrated my proof with recent contextual photographs of the appeal site. As the Appellant did not provide any indicative elevational photo montages or illustrations of the proposals set within these views to support their case. I have used my best judgement (based on maps, and the indicative masterplan document **(CD 1.3a)** which I have included below for your convenience as Figure 5 to illustrate the likely effect of the proposal on the key views impacting the setting. It should be noted that these opinions by their nature are unverifiable and are to give an indication of the likely effect.
- 3.5 The evidence set out below and the subsequent evaluation I shall express will be my true independent professional opinion.

4.0 The Site: Designated Heritage Assets and their setting:

Historic England's 'Historic Environment Good Practice Advice in Planning Note 3 **(CD7.3)** The Setting of Heritage Assets' provides useful steps to follow when making assessments of the effects on setting. The four relevant steps I will use are outlined below:

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated.

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it.

Step 4: Explore ways to maximise enhancement and avoid or minimise harm.

- 4.1 Step 1: Identify which heritage assets and their settings are affected

The appeal site is located to the Western side of the formerly dispersed hamlet of Royd that extended to the east across Carr Road and is now incorporated within the Southern part of Deepcar. Deepcar lies close to Stocksbridge - a town at the edge of the urban boundary of Sheffield City Council. It is a greenfield site measuring approximately 6.2 Ha which is currently land used for grazing cattle.

4.2 The boundaries of the Designated Heritage Assets (DHAs) are clearly defined with low <1M drystone walling with dressed coping stones; a distinctive and attractive vernacular feature of the region that contribute to the character and setting of the (DHAs) forming the first edge in the layering of the setting near views, medium and long-ranging views.

4.3 The site slopes sharply from SE to NW towards an historic public green recreation space called Fox Glen, this has a dense woodland and its gradient drops steeply to a stream. The public right of way is accessed off Carr Road NE of the site and provides an elongated loop; there is no right of way onto the land that forms this site however long-distance views are afforded from here of the open countryside and clear views of the rear elevations of the (DHAs).

Due to the dense housing areas Deepcar and the proximity to Stocksbridge Fox Glen is highly valued by local residents for recreation and this is reflected in the high number of objections and local interest in the proposals. Access to the proposed development site in the hamlet of Royd is proposed from Carr Road half-way between this group of DHAs and the pedestrian entrance to Fox Glen which runs along the site's North Eastern boundary and links Deepcar in the NE to the village of Bolsterstone in the South and the hamlet of Hollin Busk lies to the South West.

4.4 There are two Grade II listed buildings adjacent to the Appeal site. Both are early designations in the area and were included in October 1978. The full listed building descriptions are attached within the appendices below. It should be noted that these were assessed independently to have significant value in their own right and designated as separate listings. The barn was not just mentioned as curtilage or included as an add-on to the farmhouse listing as can often be the case when a barn is included in the main designation. These were both noted to be of group value thus increasing their significance due to this concentration of heritage assets and their intervisibility due to their proximity.

4.5 The detached dwelling known as Royd Farmhouse and The Barn and Farm Buildings to NE together form the building complex.

This setting of the site's former agricultural usage is further appreciated with the visual connection of the open fields behind (the appeal site) as this setting forms a key element. Within the setting of Royd Farmhouse on the NW boundary are stone curtilage buildings formerly pigsties these are intact and add an interesting visual reminder of its former usage. These pigsty buildings form an important part of the boundary setting particularly when viewed from SW and NW and can be clearly seen in View 1.

I have included recent photos of these for convenience (April 2021) as set out below. All view numbers as agreed as **Figure 1 SOCG (14.05.21)**



View 1 Statement Of Common Ground Figure 1 14.05.21

- 4.6 The setting to the front elevation of the site is enhanced by the positive contribution that the row of 19th Century stone terraced houses shown at 1 The Royd (**Figure 2 SOCG 14.05.21**) adding to the concentration of historic built environment in the vicinity and sited parallel with Carr Road. These are only viewed when approaching the complex either from South or North along Carr Road and frame the view with their visible gable ends. They add to the views from the DHAs and connect Carr Road visually to The Royd road opposite.

4.7 Royd Farmhouse, Barn, and outbuildings along with Cruck Barn 30M NE of The Royd are all are considered to be sited within the historic land classification of 'assarted enclosure'.

The following extracts below from South Yorkshire Environment Characterisation Project **(CD 7.2a)** explains some of the characteristics of assarted enclosure and I will then extrapolate the points relevant to this site.

"This zone is dominated by agricultural landscapes enclosed in irregular patterns. The enclosures within this zone and those of the 'Strip Enclosure' zone form the bulk of the surviving landscape still characteristic of the nature of rural land division before the development of Parliamentary Enclosure in the late 18th century."

The field system that surrounds Royd Farm barns and outbuildings buildings is irregular in pattern in comparison to the other strip system fields seen elsewhere in the vicinity particularly on the southern side of Royd Lane and can be said to follow the characteristics set out above.

"Assart, the term used to describe woodland cleared for cultivation, has been used to describe the character of this zone, although the irregular fields of this zone are probably the result of piecemeal enclosure of moorland, as well as of woodland. Most such piecemeal enclosures date to the medieval or early post-medieval period.

A significant correlation can be seen in the distribution of surviving cruck buildings and areas characterised as piecemeal enclosure, and there is a particular correlation with the assarted enclosure zone. Cruck construction in South Yorkshire generally dates to the 14th-17th centuries (see Ryder 1979c), which corresponds well with the expected date of assarted enclosure."

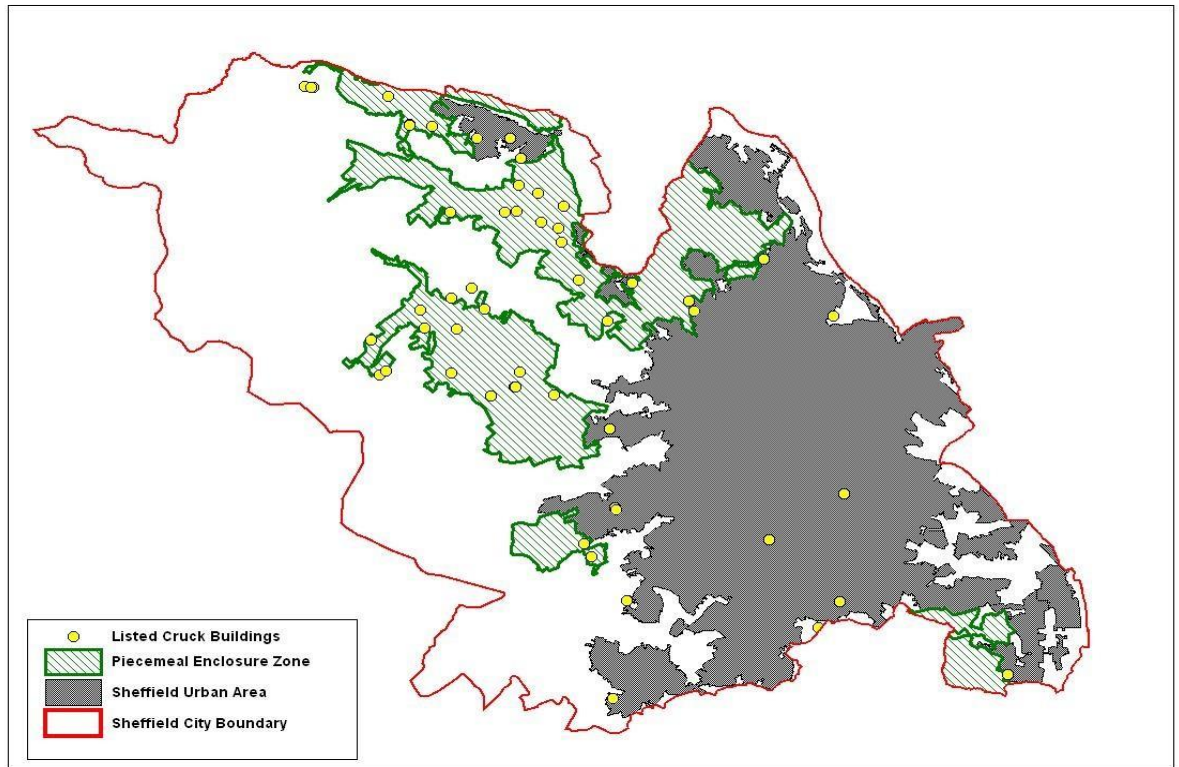


Figure 1: The distribution of listed 'Cruck Framed' timber buildings is closely related to that of land enclosed piecemeal before Parliamentary Enclosure – particularly with assarted enclosure.

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Sheffield City Council 100018816. 2007

(CD 7.2a)

- 4.8 Royd Farmhouse, Barn and outbuildings are sited within close proximity in Royd hamlet to a Listed Cruck barn; Barn approx. 30m East of No 15 The Royd Grade II (NHLE No: 1193193) this example correlates with the distribution and the relation of the assarted enclosure lands shown in the above map; together with the concentrated grouping of DHAs serves to highlight the importance of the historic landscape in this locality and its connection with the DHAs.

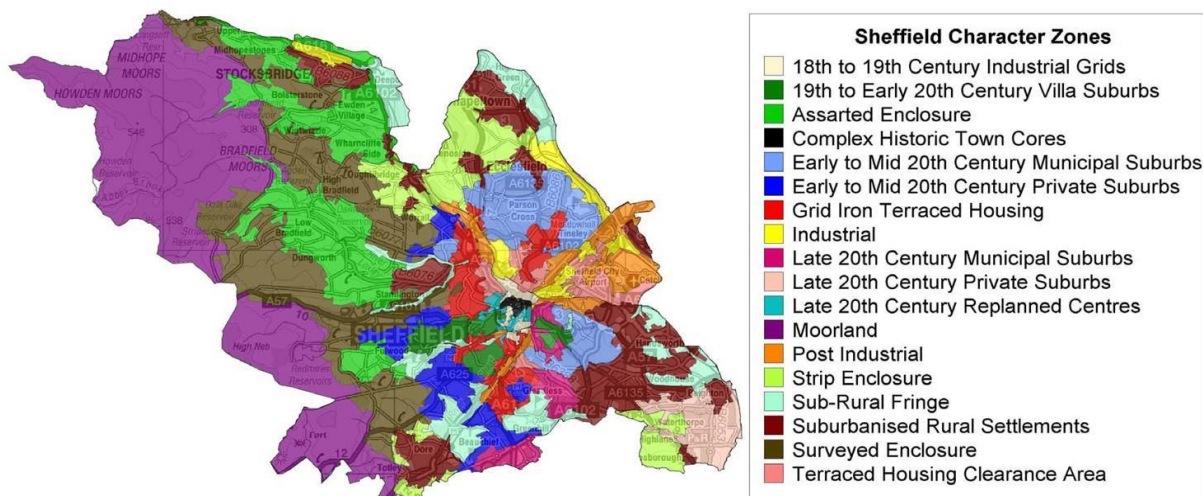
“Traces of the ancient woodlands from which much of this enclosed landscape was assarted can be seen across this zone (and the ‘Strip Enclosure’ zone, particularly to the north of the city). These woods typically survive on steep slopes where the land was impractical to clear. Where these woodlands have not been replanted during the past 150 years, they generally have many legible archaeological features relating to their management for timber, mineral extraction and charcoal burning (Jones 1989).”

4.9 The land to the NE of the site is known as Fox Glen still has surviving woodland and is set on a very steep slope giving further support to the evidence presented above to the importance and historic nature of this setting of the DHAs.

“Many elements in this zone, such as its placenames, ancient woodlands, cruck building dispersed settlement patterns all point to origins in the medieval period, or possibly earlier.”

These clearings were legally known as assarting however in the local Yorkshire dialect cleared land was known as a ‘royd’ from the old English word meaning ‘rod’ and this is further supported by this definition in the [Yorkshiredictionary.york.ac.uk](http://yorkshiredictionary.york.ac.uk). All cartographic evidence used in assessing the site location has ‘Royd’ written on the maps.

4.10 The map below shows the Sheffield Character Zones and the key shows the 3rd designation as Assarted Enclosure coloured on the map in apple green shading. If reading the map from North to South this site area is covered by the first Assarted Enclosure area marked. I have illustrated this in a larger scale in the figure below.



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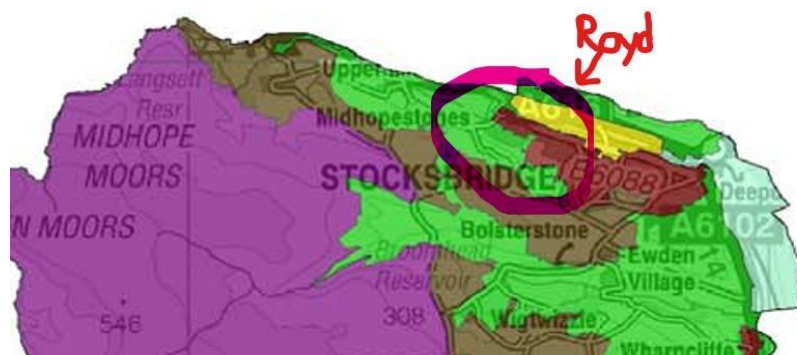


Figure 2 Sheffield Character Zones (CD7.2a)

4.11 Figure 3 below shows the hamlet of Royd on the 1782 Enclosure Map to the centre of the map (East of the plot marked 55 and NE of the plot marked 57) and the clearly marked field pattern of uneven field boundaries typical of an area of 'assarted enclosure'. This cartographic evidence is over 70 years earlier than the 1855 OS map in Figure 6 below submitted as part of **(CD 1.12 & CD 1.15)** The two figures below have been included adjacent to each other to enable a visual comparison to be made. These graphically illustrate how intact the field boundary layout pattern is and how minimally it has altered over 240 years as shown in Figure 4.



Figure 3 1782 Enclosure Map



Figure 4 Google 2021 Satellite Map of Area (Purple Line Area encloses Royd Farmhouse, Barns and Outbuildings and Royd Cottage. (Orange Line Area encloses Appeal Site)



Figure 5 Proposed Masterplan **CD 1.3a April 2021**

4.12 Referring to **CD 1.12 and CD1.15** and in particular maps submitted as ‘Figures 6 1855 OS to Figure 7 1981 OS’ it is clearly evident that the appeal site and adjacent DHAs have been consistently in agricultural use since with the same field demarcations being consistent from at least 1855 up to the current day. It is also clear that Royd was a hamlet separate from Hollin Busk to NW and Deepcar to the NE. The field boundaries remain unchanged throughout this whole timescale.

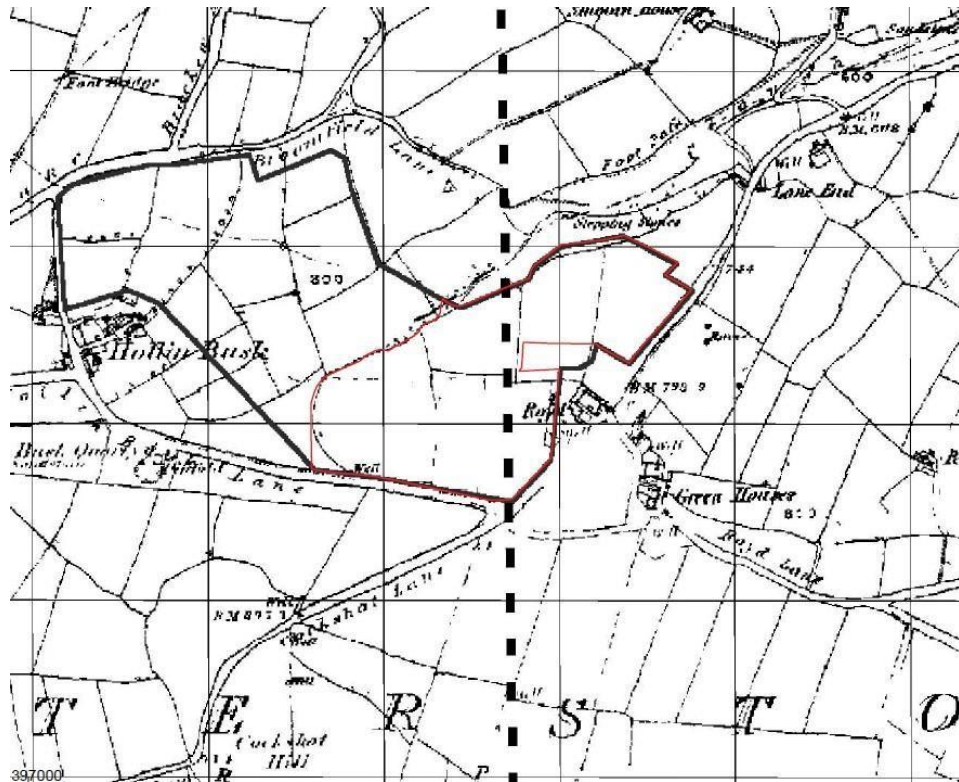


Figure 6 1855 OS

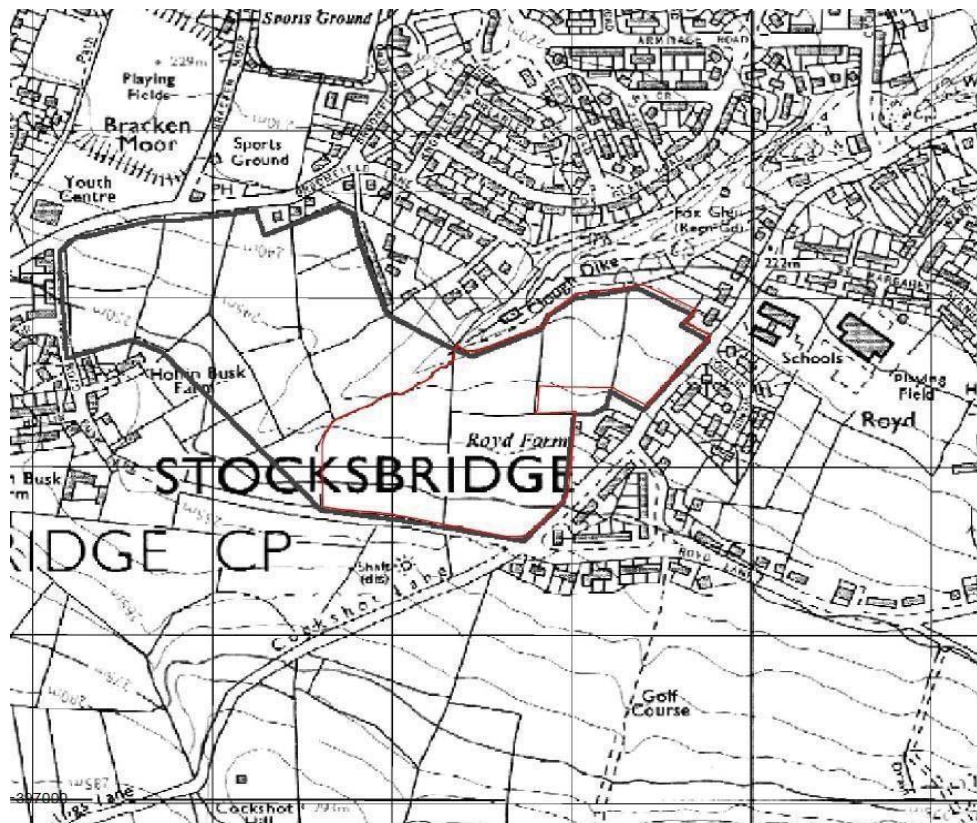


Figure 7 1981 OS

- 4.13 The above map regression shows that Hollin Busk and Royd have historically been separate entities surrounded with agricultural land. Though there is now a stronger built link between the hamlet and village on the Eastern side of Carr Road (on the former triangle of land houses built in 1970s) between Royd Lane though not the historic agricultural character to the West.
- 4.14 The DHAs significance is composed of both historic, cultural, and architectural significance. The historic interest primarily comes from the age of the buildings on the site developing from C17 Century (and probably earlier) example of a farmhouse and barn evolving during the C18 with expansion to the house, barn, and outbuildings.

This historic significance is reinforced by the layout of the site with the farmhouse sitting parallel with the barn and the associated historically associated fields behind. There is also an element of cultural significance due to the historic rural setting and the importance these buildings have in the development of Royd hamlet and its local agricultural and quarrying history. Such functions were often carried out in tandem to provide sufficient financial income and further support this element of its strong distinctive Pennine character. It is a surviving remnant of a set of agricultural buildings within their original historic agricultural land that due to pressure for housing development is becoming more of an anomaly.

There is a lesser proportion of the significance that can be attributed to its architectural significance in this case although it is a good example and worthy of listing with good examples of regional building materials and vernacular detailing to the stonework it is the historic value embedded in the connectivity between farm and land that gives the historic significance in my opinion more weight.

In the site along with the adjacent buildings represent an example of a historic field system and landscape almost unchanged in over 250 years and it is this significance of the setting that is synergistically increased as the surviving adjacent DHAs reflect an intact setting of a vernacular Pennine valley farmstead with definite origins within the 17th century (Dendrochronology timber testing would give a more exact date range). It is a good example of a complex of farm buildings built along the side of the valley that dates from the same time as the assarted landscape that forms an intrinsic part of their setting.

5.0 Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated.

- 5.1 As is commonplace with most historical vernacular rural farm complex settings the buildings were built into the most sheltered area of a site and not designed to make an architectural impact. Part of their special interest lies in this simplicity and their former agricultural use and setting. The functionality of the buildings formerly in agricultural use requiring proximity to livestock, feed and crops built in local materials with an intrinsic connection with the historic field system to the rear. These fields fill the width of the existing buildings and the former paddock to the west now the site of Royd Cottage.

As discussed above in more detail this can be evaluated as follows: the group of buildings are composed of a mixture of elements; the predominate element of their significance is characterised within their historic and cultural interest with a lesser proportion being attributable to their architectural significance. It is by virtue of this unchanged appearance and lack of 'aggrandisement' that makes these buildings of special interest and worthy of listing. This rural setting also plays a key element contributing to this significance more so than any other building typology.

The setting of these assets and the assets are clear examples of local distinctiveness that have survived avoiding the vagaries of 'improvements' by previous occupiers and reflect the lack of 'economic heyday' that often financially supported such add-ons.

This site is encircled by a shelter belt of trees to protect the properties from prevailing winds coming across the moors. There are long distance views of the roof pitches, eaves, and elevations particularly from the South, and West the high stone wall to window ratios of historic properties naturally reduces this impact and level of visibility.

- 5.2 I have included the photographs below to illustrate how seamless and intrinsic the current physical and visual connection is between the buildings and the historic field system. The photos below illustrate how important this open space is surrounding the buildings and positively contributing to their setting. These panoramic setting are not just formed from one viewpoint but from within all the gardens. There are two main views of the appeal site from the DHAs these are composed of near green fields and longer distance views of high ground to the rear of Royd Farmhouse as shown below. The view is terminated some distance away by a tree belt to the West adjacent to Underbank Reservoir.



View 4 Statement Of Common Ground Figure 1 14.05.21



View 15 Statement Of Common Ground Figure 1 14.05.21

Uninterrupted view towards Fox Glen



View 4 Statement Of Common Ground Figure 1 14.05.21

Multi Layered Long distance Views from within Royd Farmhouse
Garden looking NE towards Hunsett Moor



View 15 Statement Of Common Ground Figure 1 14.05.21

Multi Layered Long Views from within Barn Garden NE towards Hunsett



View 15 Statement Of Common Ground Figure 1 14.05.21

Multi layered view looking NW to Fox Glen and NE to Hunsett Moor

- 5.3 Although Mr Ares' proof of evidence will be covering the wider general landscape setting issues, it is relevant to highlight the contribution that the wider setting views contribute to the significance of the assets in the above photos. The long-range views create a frame affording a depth of view and perspective that contribute positively to the setting due to the differing topography and open nature of the fields in as the historic built form nestles into the valley side a characteristic of this Upper Pennine Dark Peak Area. The photos below show that is not a singular viewpoint that will be negatively impacted but over 180 degrees.
- All these views make a positive contribution and form a key element of their historic building setting apart from Royd Cottage; the modern house within the setting of the DHAs.



View 15 Statement Of Common Ground Figure 1 14.05.21

Visible Orientation and form of farm complex within Setting



View 5 Statement Of Common Ground Figure 1 14.05.21

Pigsty and stone walls right of centre forming a transition zone between former Farmyard and Historic Field Setting



View 6 Statement Of Common Ground Figure 1 14.05.21

Flat open fields forming foreground view of the rear elevations from Hollin Busk.



View 14 Statement Of Common Ground Figure 1 14.05.21

Fields visible from Fox Glen forming the foreground setting.

- 5.4 In conclusion the agricultural setting within the hamlet of Royd makes a very substantial historic and cultural contribution to the significance of the assets and it is this fundamental element that will no longer be able to be appreciated if the proposed development is allowed.

6.0 Step 3: Assess the Effect of the Proposed development whether it is beneficial or harmful on that significance or the ability to appreciate it.

- 6.1 The proposed development would occupy the 5 historic agricultural fields to the South and West of Royd Farmhouse and barns. The application seeks permission for up to 85 units of 2 ½ storey houses mainly detached as indicated in the Masterplan. **(CD1.3a)** These are suburban in layout with gardens, associated roads, and ancillary development. These dwellings would extend from the North West boundary across approximately 4 of the 5 currently open fields and completely subsume the setting of the heritage assets.
- 6.2 Due to the sloping topography of the site the proposed development will be more visible than on a level site. A long consistent open view is afforded of the site the whole length of Hollin Busk Road. The proposed development will have a suburbanising effect on the locality, joining Hollin Busk to Royd hamlet and NE to Deepcar.

- 6.3 The eradication of the agricultural character will impact adversely on the setting as it will obliterate the visual, historic, functional, and proprietary links to the heritage assets. These buildings would no longer be a feature in the landscape and would lose much of their original significance. Their relationship to their surroundings would be radically and irreversibly changed having remained constant since built, the properties will become encircled in a development lacking in any distinction or ability to enable the viewer to read the palimpsest of the agricultural landscape and the integral historic buildings within it. The interest contained within the fabric of the buildings will remain – but little else.
- 6.4 The development effectively takes away the agricultural setting of the buildings. That setting has previously been shown to contribute very significantly to the significance of the heritage asset. The setting is the *raison d'être* of the buildings. Consequently, the development would have a severe adverse impact on the significance of the assets individually and as a group.
- 6.5 The appellants' conclusion (**CD 1.12 & CD 1.15**) considers that the low density of the proposed scheme would not form a dense block as experienced from the heritage assets. However, that is to focus on a matter of degree rather than the fundamental change in the character of the setting of the assets. When examining the residential character versus openness, the reality is that long distance views from the heritage assets through the proposed built form are unlikely to be possible. The proposed development represents a very substantial reduction in the openness of the current setting.
- 6.6 My approach to the analysis of heritage impact is based on established best practice. I have extracted the relevant sections that I wish to examine and will set out my counterarguments below. Firstly, the Annex 2 Glossary of the NPPF (**CD 4.1**) provides a useful definition of setting which reads:
- '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.'*
- 6.7 The British Standard 'Guide to the Conservation of Historic Buildings' (BS 7913:2013) (CD 7.13) provides advice on how to evaluate the impact of change on the historic environment. Para 5.6.5 states that 'Magnitude of Impact' can be plotted against the 'Value' of the heritage asset to reach a conclusion on the degree of effect. The BS 7913 document provides an example of such a table which is reproduced below.

Figure 2 Magnitude of Impact plotted against value

VALUE	Very High	Neutral	Slight	Moderate/ Large	Large/Very Large	Very Large
	High	Neutral	Slight	Slight/ Moderate	Moderate/ Large	Large/Very Large
	Medium	Neutral	Neutral/ Slight	Slight	Moderate	Moderate/ Large
	Low	Neutral	Neutral/ Slight	Neutral/ Slight	Slight	Slight/ Moderate
	Negligible	Neutral	Neutral	Neutral/ Slight	Neutral/ Slight	Slight
		No change	Negligible	Minor	Moderate	Major
MAGNITUDE OF IMPACT						

6.8 I have used the above table to ensure a degree of consistency in my approach.

6.9 In the analysis that follows I will look at each heritage asset in turn, explain the role of setting to its significance, the effect of the proposal on that significance and using the table from the British Standards document (above) I will assess the Magnitude of Impact. From this I will conclude whether the effect on setting is 'positive', 'neutral' or 'negative' where the effect is negative, I will conclude whether the harm to the significance of the asset is substantial or less than substantial.

6.10 Royd Farmhouse

The list description of Royd Farmhouse identifies the property as being C17 and C18th with possibly earlier fabric and partially timber framed as one of the principal reasons for listing. It is clearly a rural building, and identifiably a farm building. The architectural detailing outlined in the description particularly highlights the remaining early fabric particularly the stonework detailing.

The listing also includes group value as one of the principal reasons for listing with the adjacent Barn and outbuildings. The principal elevation of the farmhouse and the barns are visible from the roadside. The farmhouse is read against a clear sky providing a blank backdrop and a feeling of space to the rear of this building. The hierarchy of the house and outbuildings on the field boundary give a sense of transition from the enclosed space to the open field setting. The effect of a clear sky behind is a positive factor and the absence of visible development behind is a positive aspect of the setting and reinforces its significance. This allows the viewer the opportunity to appreciate the subtle vernacular architectural details of the stonework, locally distinctive stone slate roof and tooling on the stone elevations and the two historical stages to the property: the C17 century section to the left and C18 to the right.

6.11 As a Grade II listed building of national interest. Royd Farmhouse is of High Value. The change to the setting of 85 dwellings located immediately behind it will be Major. Using the table from the British Standard document the Impact of Magnitude will be Very Large.

This is the greatest amount of change possible. Whilst the building is a simple yet robust composition the effect on setting will be negative. The architectural significance of the main element of the Royd Farmhouse is appreciable from Carr Road and the views of the collection of buildings are almost 360 degrees from highways and public rights of ways.

The evidence presented earlier in this document shows the importance of the long-ranging views from the property as an integral part of experiencing it.

Further, I have described how the agricultural setting of the farm buildings are an integral part of their significance. The historic fields surround the building and explain it. They are eradicated by the appeal proposals. Their agricultural use is lost, as is their appearance, function, and character. I consider the harm to its setting to be of high level Even though I acknowledge the harm in this case to be indirect, i.e., through development in the setting, given the importance of that setting I consider the result to the significance of the building to be Substantial Harm.

As illustrated earlier in this document the impact of the proposed development will change the setting of this DHA particularly when approached from either end of Carr Road the proposal will become the dominant form and subjugate this historic building causing harm.

6.12 Barns and Farm buildings 15M NE of Royd Farm

The list description of The Barn and Farm buildings identifies the barn as being built in 1790 (marked on Lintel) as one of the principal reasons for listing. The listing also includes group value as one of the principal reasons for listing with the adjacent farmhouse. The principal elevation of the barn is visible from the roadside. The barn is set slightly back from the farmhouse and although large in scale; the farmhouse is still subservient in siting. The building is read against a clear sky providing a blank backdrop and a feeling of space to this building this is reinforced by the courtyard to the front of the property.

6.13 The visual connection between the buildings has been retained after their conversion to residential to the front the areas still retain their openness and are divided only by low stone walls. The effect of a clear sky behind is positive as is the absence of visible development is a positive aspect of the setting and reinforces its significance and connection with the DHAs. This allows the viewer the opportunity to appreciate the subtle architectural vernacular details

of the stonework, stone slate roof and tooling of the large segmentally headed former cart entrance and date stone on the front elevation.

As a Grade II listed building of national interest. The barn NE of Royd Farm is of High Value. The change to the setting of 85 dwellings located immediately behind it will be Major. Using the table from the British Standard document the Impact of Magnitude will be Very Large. This is the greatest amount of change possible. Whilst the building is a simple yet robust composition its former usage and hierarchical connection with the farmhouse is still evident the effect on setting will be negative.

In effect, the analysis above applies also to the barn buildings. Although not a farmhouse, their functional links to the surrounding land are clear, and their design and appearance reflects that I consider the result to the significance of the building to be Substantial Harm.

As illustrated earlier in this document the impact of the proposed development will change the setting of this DHA particularly when approached from either end of Carr Road the proposal will become the dominant form and subjugate this historic building causing harm

- 6.14 Overall it is considered that the proposed development will result in substantial harm to the significance of Royd Farm and Barns. The cumulative impact of two high value buildings with equal proposed impact upon their significance being substantial harm; makes the assignment of such a high test much easier to justify

7.0 Step 4: Explore ways to maximise, enhance or avoid or minimise harm

The revised Masterplan (**CD 1.3 a**) document has an indicative sustainable drainage system to the rear of the DHAs it is an attempt to distance the development from the garden of Royd Farmhouse it does not mitigate the substantial harm caused by the development that will encircle the properties it serves to create a small space behind the garden but doesn't remove the proposed encroaching development or mitigate the loss of long-distance views.

- 7.1 The appellants also indicate planting along the boundaries this is an alien feature in the area as the majority of fields are separated by low stone walls and wire fencing and sporadic trees and hedging not trying to mask large scale housing developments. The rear gardens also propose timber fencing this is also an alien feature in the locality and suburban in finish.
- 7.2 The appellants propose a play area to the South West which will be visible from Hollin Busk Lane this too will introduce an alien, incongruous and suburban feature into the landscape and therefore none of the proposed measures mitigate the substantial harm to the setting of the DHAs.

8.0 Site Planning History relevant to the setting

- 8.1 The information set out below was not mentioned in the planning application or in the Appellant's **(CD 1:12 & CD 1:15)** and I draw attention to the information to emphasise and reinforce the importance of the open space that has already been acknowledged by the Planning Inspectorate in a previous appeal.
- 8.2 The owners of the current Royd Cottage set within this curtilage previously owned Royd Farm and own the site which is subject to this public inquiry. Permission had been refused on this site for a dwelling before the 1999 permission **(CD 7.19a & CD 7.19b)** Permission was granted as part of (99-0765P 99/01313/Ful) for one dwelling. This subsequent dwelling has negatively altered the setting of the listed buildings but has left the agricultural setting intact.
- 8.3 Subsequently another application was submitted for second dwelling 08/02296/Ful within the garden of Royd Cottage. **(CD 5.22, 5.22a, 5.22b)** This was refused and subsequently appealed against the full details can be found in APP/J4423/A/09 (CD No) this appeal was dismissed, the inspector made two pertinent points that give weight to the argument against the proposed development and are relevant to this inquiry. Mr Ares will address the wider landscape issues however it does highlight the weight given to the value of the green open space within the curtilage of a non designated building.

Reason 6: *"I consider that the area has a strong green character that contributes to the pleasant open appearance of the locality. The proposal would have a detrimental impact on the green open area as it would result in the subdivision of the curtilage to provide an additional dwelling thereby reducing the amount of open space."*

Reason 7: went on to outline: *"The openness of the large garden of Royd Cottage affords views across the appeal site to the areas of open land which lie beyond. It brings a feeling of space into Carr Road. The proposal would extend the built form into this area so would lead to the erosion of its green character."*

9.0 National Legislation, National and Local Plan Policy

9.1 The Planning (Listed Buildings and Conservation Areas) Act 1990 (section 66(1)) places a statutory obligation on the Council in respect of listed buildings to pay ‘special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses’. Para. 193 of the NPPF (February 2019) states that when considering the impact of proposed development on designated heritage assets “great weight” should be given to the asset’s conservation:

‘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 substantial harm, total loss or less than substantial harm to its significance.’

9.2 The Court of Appeal decision in the case of **Barnwell Manor Wind Energy Ltd vs. East Northamptonshire DC and Others [2014] EWCA Civ137 (CD5.6)** emphasised that in enacting section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. Parliament’s intention was that “decision makers should give “considerable importance and weight” to the desirability of preserving the setting of listed buildings” when carrying out the balancing exercise.

9.3 National Planning Policy Framework 2019 (NPPF) **(CD 4.1)** The NPPF uses the following definitions within Section 16 – Conserving and Enhancing the Historic Environment.

9.3.1 Setting of a heritage asset: *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.”*

9.3.2 Significance (for heritage policy): 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.

9.4 The following paragraphs are of relevance to this proposal:

9.4.1 Paragraph 190 states: *“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 assessment into account when*

considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal."

9.4.2 Paragraph 192 states: *"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."

9.4.3 Paragraph 194 states: *"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.*

9.4.4 Paragraph 195 states: Substantial harm to or loss of:

Grade II listed buildings, or Grade II registered parks or gardens, should be exceptional; 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.*

9.4.5 Paragraph 196 states: *"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."*

9.4.6 Paragraph 200 states: *"Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.*

9.5 Planning Practice Guidance, July 2019 – Enhancing and conserving the Historic Environment (PPG) **(CD 4.4)**

9.5.1 Paragraph 013 states: *“All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset’s curtilage may not have the same extent. The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations.*

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

9.5.2 Paragraph 018 states: *“What matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset’s physical presence, but also from its setting.”*

Proposed development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework (paragraphs 194-196) apply. Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.

Whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. 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.

9.6 Sheffield UDP Local Plan Policies (CD 3.3 & 3.4)

Saved UDP Policies BE15 and BE19 require the character, appearance and setting of listed buildings to be preserved or enhanced. Development that harms the character and appearance of listed buildings and their setting should not be permitted. **(CD 3.3)**

In open space areas LR5 (e) adds a further level of protection to the setting of listed buildings; “development won’t be acceptable where it would harm open space which forms the setting for a listed building or other historic building or is needed to maintain an important view or vista.” **(CD 3.4)**

These local policies don’t fully reflect the Frameworks approach to assessing the potential harm a development may have on the significance of a designated asset (including its setting). The Council will however argue that collectively these policies retain substantial weight, as the protection and enhancement of the historic environment is an integral part of the environmental objective of sustainable development (Paragraph 8 c. of the Framework), and the policies align with Chapter 16 of the Framework.

10.0 CONCLUSION

- 10.1 It is my professional opinion that the proposal fails to meet the policy tests outlined in the grounds of refusal and my proof has analysed these in relation to heritage harm. The evidence set out above has shown that the significance of Royd Farmhouse, Barn and Outbuildings is substantially enhanced by its setting of a historic field pattern, which forms a key element of their setting. The buildings are inextricably linked to these fields and are experienced and appreciated within them. In addition, the setting adds to all the significance of the assets, which forms a group of greater value than the sum of its parts.
- 10.2 It has also been shown that the proposed development would eradicate the agricultural setting of these buildings. This would effectively absorb a once rural agricultural group of buildings within a residential development and into the increasingly extensive built environment of Hollin Busk/Royd and Deepcar. It would change the historic form and pattern of the hamlet, and creep towards Hollin Busk and the former quarry sites on the south side of Hollin Busk Lane. The change to the setting caused by the proposed development is considered to be detrimental to the full understanding and appreciation of the significance of the Grade II listed buildings.
- 10.3 In terms of NPPF 193, great weight must be given to the conservation of the assets.

10.4 As PPG 2019 para 18 states: *“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 constitutes 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.”*

I consider there to be substantial harm to the significance of asset. The setting, and the contribution it makes to the significance of the asset, is a key element of the asset’s special architectural and historic interest. The fundamental change to that setting, and the eradication of its agricultural and rural character, together with the impact of the appreciation and experience of the asset, means that this key element is seriously and permanently affected.

10.5 When assessing whether the proposed development complies with Local Plan policy BE15 it is evident that the scheme would not conserve and enhance the heritage assets. The development would not protect the contribution that the asset makes to the character of the landscape. It would not sustain the historic quality, sense of place or environmental quality required.

10.6 The proposed development would also not comply with BE19 as it would not conserve and enhance the significance of two grade II listed buildings including its setting.

10.7 When assessing whether the proposed development complies with Local Plan policy LE5 (e) it is clear that the scheme will substantially harm the open space which forms the setting for the Listed Buildings.

10.8 The proposed scheme for up to 85 houses is not considered to comply with NPPF 193, consequently, the development is considered to cause substantial harm to the setting of a heritage asset and its setting and should be assessed under NPPF 195.

I have addressed the reason for Refusal 1. Here I have explained that the effect on the significance of a wide range of heritage assets is adverse. The harm is substantial. My colleague Mr Chapman explains in his proof how the public benefits of the scheme do not provide the ‘clear and convincing justification’ for this harm as required by paragraph 194 of the NPPF.

10.9 In summary Para 195 NPPF is engaged due to the conclusions relating to substantial harm. Especially where the setting forms such a key element of the setting in relation to such a special remnant of local vernacular history that is acknowledged as being of national importance through its listed status within a sensitive verdant location. The proposed indicative Masterplan drawing (**CD 1.3a**) shows the development to be potentially overbearing in scale and height, suburban in appearance, layout, and orientation with no sensitivity to its location in its design development.

There will be a dramatic reduction to the visible skyline potentially visible from the primary elevations and the existence of 85 dwellings will ultimately change the current tranquil nature of the setting permanently with an increase in domestic noise, smells and traffic movements and the loss of an important piece of an historic field system connected with these heritage assets lost forever.

10.11 The negative impact on the rural greenfield context, heritage settings, and views. The high level of intervisibility and co visibility as the setting is viewed from multiple vantage points. Further research and re-examination of the grading is recommended as the listings could be further enriched to include any extra historical information and further research to assess their grading and it is suggested that the owners of all the DHAs request further assessment from Historic England.

Appendices

APPENDIX 1; Listings as Historic England Schedule

Royd Farmhouse

Statutory Address:
ROYD FARMHOUSE, CARR ROAD

District: Sheffield (Metropolitan Authority)
Parish: Stocksbridge
National Grid Reference: SK 27835 97426
Details; SK29NE STOCKSBRIDGE CARR ROAD (west side)

4/164 Royd Farmhouse 16/10/78 GV II

Farmhouse. C17 and C18, possibly earlier core. Possibly partly timber- framed. Coursed, squared sandstone, later work more regular. Stone slate roof. Twin gabled front to 2 adjoining parallel ranges each 2 rooms deep. 2 storeys, 2 windows to first floor.

C17 part to left : quoins, squarefaced window surround to each floor, lower one with 2 sashes divided by wood mullion, upper window 3-light casement. C18 part to right : plinth, tooled quoins. Panelled door to left in bonded ashlar surround. To right a large 2-light mullion window to each floor, both in square-faced surrounds with wood casements. Ashlar ridge stack with band and cornice. Rear : C17 part has a casement in early deeply chamfered surround, to its right an inserted doorway through a former 2light double-chamfered mullion window opening. Square-faced window surround to first floor. Left return : to right a section of altered walling indicates a removed lateral stack. Right return : to right, square-faced surrounds to a window on each floor recessed mullions. To left of windows a chamfered, quoined doorway. Matching end stack to rear. Interior : interconnecting doorway to rear of house retains heavy oak chamfered frame with flat- pointed lintel set within matching gritstone surround (mostly obscured). Ground floor ceiling of C17 part has stop-chamfered spine beams jointed into matching transverse beam. Stop-chamfered common joists. In the chamber above a heavy plank and muntin partition with contemporary door opening to right is set beneath a deeply cambered tie beam to a closed central truss. Wind braces to single purlins, original rafters, C18 part : unusual voussoired arched fireplace to ground floor front room. Kitchen at rear retains well preserved range of 3 dressed ashlar fireplace surrounds. The extent of former or existing timber framing within the C17 part is at present unclear.

Listing NGR: SK2783597426

The Barn and Farm Buildings

Statutory Address:
BARN AND FARM BUILDINGS APPROXIMATELY 15 METRES TO NORTH EAST OF ROYD FARMHOUSE, CARR ROAD

District: Sheffield (Metropolitan Authority)
Parish: Stocksbridge
National Grid Reference: SK 27839 97451
Details SK29NE STOCKSBRIDGE CARR ROAD (west side)

4/165 Barn and farm buildings approximately 15 metres s 16.10.78 to north east of Royd Farmhouse.

GV II

Barn and farmbuildings now undergoing conversion to 3 dwellings. Dated IGM 1790, on lintel. Coursed, squared gritstone, stone slate roof, lower part C20 cement-tiled. L-shaped range with extended wing projecting from front right of barn. 2 storeys. Barn : quoins. Large segmental-arched cart entrance in quoined reveals now with C20 glazing. To right a lower archway with boarded garage doors. To left, door in bonded ashlar surround with dated lintel, a small window to its right. 2 windows to first floor both with C20 glazing. Range of buildings projecting from right : quoins. Two cowhouse doors to right in bonded surrounds, both blocked and one now a window. Central stone steps ascend to left. Arched-headed lintel to C20 panelled door beneath landing. C20 glazed doors above. 2 window openings to first floor. Lower extension set back to right : 2 segmental-arched cartshed openings with quoined reveals and monolithic central pillar. Quoined door surround to left. 2 square openings to loft and another small opening to right. Short extension to rear right corner of range not of special interest. Included partly for group considerations.

Listing NGR: SK2783997451

The Cruck Barn

Statutory Address:

BARN APPROXIMATELY 30 METRES TO EAST OF NUMBER 15, THE ROYD

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

District:

Sheffield (Metropolitan Authority) Parish:

Stocksbridge

National Grid Reference:

SK 27941 97356

Details

SK29NE STOCKSBRIDGE THE ROYD, (east side)

4/182 Barn approximately 50 metres to east of No 15 (formerly listed as Cruck barn at The Royd)

II

Barn. Probably C17. Cruck-framed, coursed, hammer-dressed gritstone, stone slate roof replaced by corrugated iron sheets to rear. 3 bays, right bay a cowhouse with hayloft over and front outshut. Cart entrance to left with wood lintel, square window opening to right. Doorway to right of outshut with quoin reveals and deep stone lintel. Interior: 2 cruck pairs now buttressed by an axial stone wall in the central bay. Cruck blades set on padstones. Wall tie beams, single purlins, one truss with upper tie beam and saddle at apex, the other truss with crossing apex square set ridge. Roof over cowhouse bay largely altered.

Listing NGR: SK2794197356