

Torpoint Neighbourhood Plan Allocations – Northern Fringe Torpoint Cornwall

*Historic Environment
Desk-based Assessment*



Report prepared for:
Torpoint Town Council

CA Project: AN0433

CA Report: AN0433_01

January 2022



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SUMMARY

Project Name: Torpoint Neighbourhood Plan Allocations – Northern Fringe

Location: Torpoint, Cornwall

NGR: 242622 55764

Cotswold Archaeology was commissioned in September 2021 by Torpoint Town Council to produce a heritage desk-based assessment in relation to the 'Northern Fringe' allocation site in the draft Torpoint Neighbourhood Plan. The 'Northern Fringe' is an area of open land on the northern edge of the built-up area of Torpoint in Cornwall. The Site is formed of three parcels of land, defined to the east by the A374 (Antony Road), to the north and west by open agricultural land and to the south by existing development off Trevithick Avenue. The draft allocation identifies the Site for a mixture of housing, community uses, retail and open space.

The purpose of the report is to understand and assess the historic environment of the Site in order to determine the potential impact of proposals for redevelopment on the archaeological and built heritage resource within the Site and its environs.

The assessment has identified a low potential for significant archaeological remains to be present within the Site. Where these do exist, they are most likely to be associated with medieval or post-medieval farming activity, though there is limited evidence for possible Bronze Age activity in the area of the former Borough Farm. Any adverse effects on the buried archaeological resource would be permanent and irreversible in nature, however, any archaeological features present within the Site are unlikely to comprise remains of high significance, and would therefore not require preservation *in situ*.

There are no heritage designations which cover the Site itself nor is it within a protected landscape. There are a number of heritage assets and protected or valued landscapes within its surroundings, most notably the historic estate at Antony including the Grade II* Registered Park and Garden. The heritage assets are principally grouped to the north of the A374, comprising the Grade I listed Antony House and associated Grade II* registered park and garden, as well as a host of other garden features, many of which are also listed. An additional group of assets at Maryfield have an historic relationship with the Antony estate. The significance of these assets is explored in terms of the contribution that setting makes to them. As allocated, mixed-use development of the Site, if carefully designed and situated, would not impact on the form and character of the wider surroundings of the heritage assets, and the limited ways in which they contribute to their overlapping, group and individual significances.



 Site



0 500 m

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PROJECT TITLE
Torpoint Neighbourhood Plan Allocations
Northern Fringe, Torpoint, Cornwall

FIGURE TITLE
Site Location Plan

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CHECKED BY ZA **DATE** 08/11/2021
APPROVED BY DC **SCALE @ A4** 1:20,000

FIGURE NO.

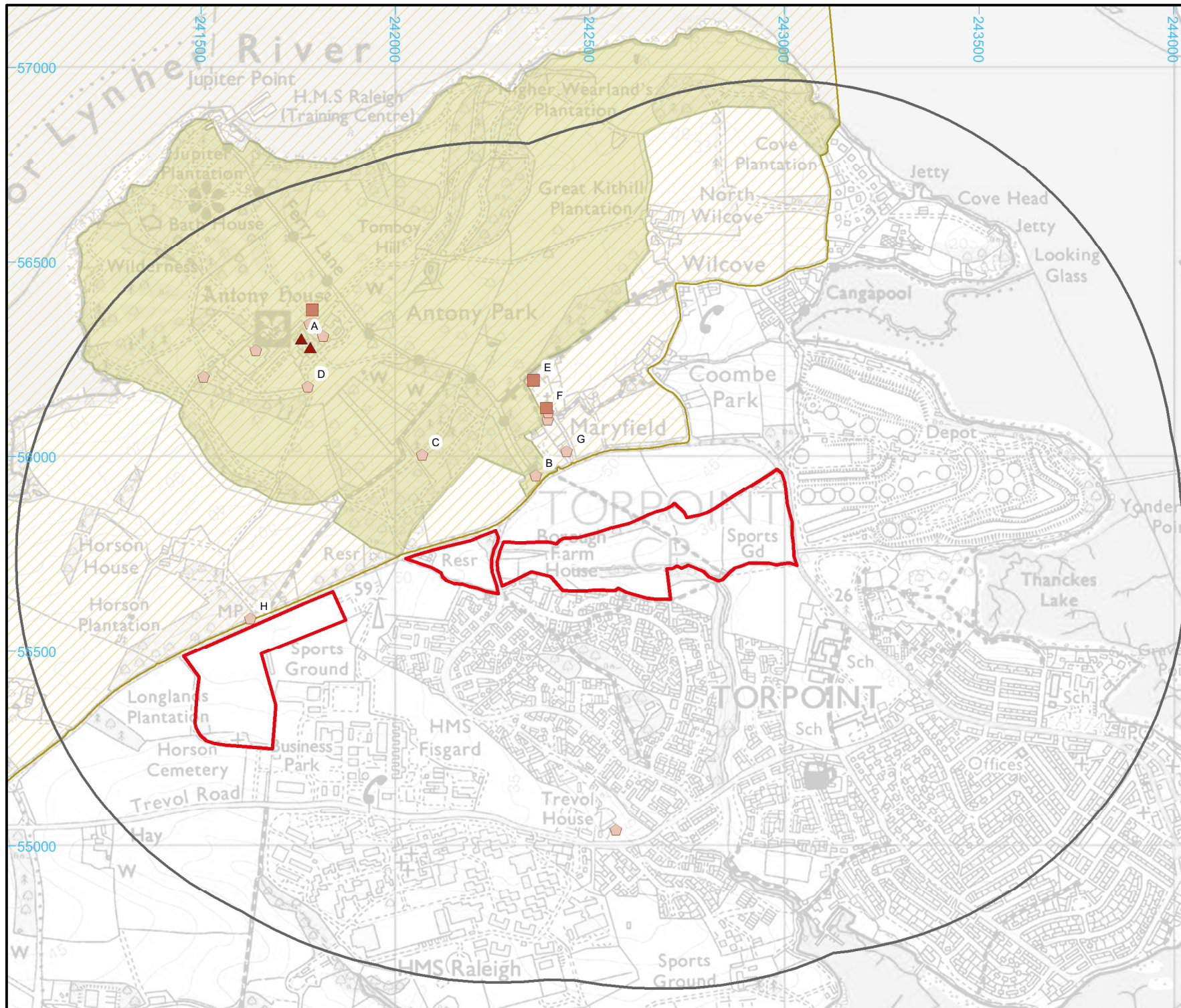
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1. INTRODUCTION

- 1.1. In September 2021, Cotswold Archaeology was commissioned by Torpoint Town Council to produce a heritage desk-based assessment in relation to the 'Northern Fringe' allocation site in the draft Torpoint Neighbourhood Plan. The 'Northern Fringe' is an area of open land on the northern edge of the built-up area of Torpoint in Cornwall (NGR 242622 55764; Fig. 1; hereafter 'the Site'). The Site is formed of three parcels of land (Fig. 1, 1 - 3).
- 1.2. There are no heritage designations which cover the Site itself nor is it within a protected landscape, though there are a number of heritage assets and protected or valued landscapes within its surroundings (Fig. 2), most notably the historic estate at Antony. The boundary of the Tamar Valley Area of Outstanding Natural Beauty (AONB) also lies to the north of the Site, defined by the A374, Antony Road.
- 1.3. The draft allocation identifies the Site for a mixture of housing, community uses, retail and open space on greenfield land on the 'Northern Fringe' of Torpoint, on land owned by Cornwall Council and the Antony estate. The main part of the Site (Fig. 1, 1) is bound to the west by Goad Avenue, to the north by open agricultural land associated with the Antony estate, to the east by the A374 and to the south by existing residential development along Trevithick Avenue. Another parcel of land to the west of Goad Avenue (2), defined to the south by Horson Field sports ground and to the north by the A374 and presently occupied by a reservoir and associated filter beds together with an open pasture and small area of woodland, is also being considered as part of the allocation. Land further to the west (3), beyond the cemetery and adjoining Trevol Business Park is proposed to provide an extension to the cemetery and consolidation of the existing and new playing fields.

Objectives and professional standards

- 1.4. The assessment has been commissioned to understand the composition and development of the historic environment within the Site and wider landscape, in order to inform plans for allocation of the Site within the Torpoint Neighbourhood Plan. A determination of the significance of any heritage assets located within the Site or within its environs is presented. Any potential development effects upon the significance of these heritage assets (both adverse and/or beneficial) are then described. This is in compliance with the requirements of Paragraph 194 of the National Planning Framework (NPPF).



- Study Area
- Site boundary
- Antony Park and Garden
- Grade I Listed Building
- Grade II* Listed Building
- Grade II Listed Building
- Tamar Valley AONB



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PROJECT TITLE
Torpoint Neighbourhood Plan Allocations
Northern Fringe, Torpoint, Cornwall

FIGURE TITLE
Designations within the environs
of the Site

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- 1.5. Cotswold Archaeology (CA) is a Registered Organisation with the Chartered Institute for Archaeologists (CIfA). This report has been prepared in accordance with appropriate standards and guidance, including the ‘Standard and Guidance for Historic Environment Desk-Based Assessment’ published by CIfA in 2014 and updated in 2020. This states that, insofar as they relate to the determination of planning applications, heritage desk-based assessments should:

‘...enable reasoned proposals and decisions to be made [as to] whether to mitigate, offset or accept without further intervention [any identified heritage] impact’ (CIfA 2020, 4).

- 1.6. The ‘Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment’ (Historic England 2015), further clarifies that a desk-based assessment should:

‘...determine, as far as is reasonably possible from existing records, the nature, extent and significance of the historic environment within a specified area, and the impact of the proposed development on the significance of the historic environment, or will identify the need for further evaluation’ (Historic England 2015, 3).

Statute, policy and guidance context

- 1.7. The Site is located on the eastern edge of Cornwall, with Cornwall Council (CC) as the local planning authority. The Cornwall Local Plan was formally adopted in November 2016 to provide the planning policy framework for the area. The Local Plan is supported by a suite of Development Plan Documents (DPDs), Supplementary Planning Documents (SPDs) and other guidance including the Chief Planning Officer’s Advice Notes which cover ‘Good Design in Cornwall’, ‘Town Renewal and Priorities Assessment’ and ‘Coastal Change’. Cornwall Council are also in the process of adopting an SPD on the Cornwall Historic Environment which is currently in draft format (CC 2016).
- 1.8. The Torpoint Neighbourhood Development Plan Steering Group and Torpoint Town Council (TTC) are progressing work towards the next submission stage of the Torpoint Neighbourhood Plan. Informed by the award-winning ‘A Vision for Torpoint’ (Clifton Emery Design, *et. al.* 2016), the first draft was submitted to Cornwall Council and the supporting statutory planning authorities for consultation. The current draft follows on from the initial feedback and will once again be put out for consultation.

1.9. This assessment has been undertaken within the key statute, policy and guidance context presented within Table 1.1. The applicable provisions contained within these statute, policy and guidance documents are referred to, and discussed, as relevant, throughout the text. Fuller detail is provided in Appendix 1.

Statute	Description
Planning (Listed Buildings and Conservation Areas) Act (1990)	Act of Parliament placing a duty upon the Local Planning Authority (or, as the case may be, the Secretary of State) to afford due consideration to the preservation of Listed Buildings and their settings (under Section 66(1)), and Conservation Areas (under Section 72(2)), in determining planning applications.
National Heritage Act 1983 (amended 2002)	One of four Acts of Parliament providing for the protection and management of the historic environment, including the establishment of the Historic Monuments & Buildings Commission, now Historic England.
Conservation Principles (Historic England 2008)	Guidance for assessing heritage significance, with reference to contributing heritage values, in particular: <i>evidential</i> (archaeological), <i>historical</i> (illustrative and associative), <i>aesthetic</i> , and <i>communal</i> .
National Planning Policy Framework (2021)	Provides the English government's national planning policies and describes how these are expected to be applied within the planning system. Heritage is subject of Chapter 16 (page 55).
National Planning Practice Guidance (updated July 2019)	Guidance supporting the National Planning Policy Framework (2021).
Good Practice Advice in Planning Note 2 (GPA2): Managing Significance in Decision-Taking in the Historic Environment (Historic England 2015)	Provides useful information on assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.
Historic England Advice Note 12 (HEAN12): Statements of Heritage Significance (2019a)	Provides guidance on the NPPF (2021) requirement for applicants for heritage and other consents to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for change to heritage assets.
Cornwall Local Plan (2016)	Comprises the local development plan (local plan), as required to be compiled, published and maintained by the local authority, consistent with the requirements of the NPPF (2021). Intended to be the primary planning policy document against which planning proposals within that local authority jurisdiction are assessed. Where the development plan is found to be inadequate, primacy reverts to the NPPF (2021).
Torpoint Neighbourhood Plan 2010-2030 (Jillings Heynes Planning and Clifton Emery Design, n.d.)	Sets out the community of Torpoint's vision for their neighbourhood aimed at shaping the development and growth of the local area. When adopted, the Neighbourhood Plan will set planning policies that form part of the development plan used in determining planning applications.
Cornwall Historic Environment SPD (Format Draft, November 2016) (Cornwall Council)	Guidance on dealing with the historic environment of Cornwall to wherever possible enhance and make significance more widely known, and inform sustainable and positive change through understanding of a place's character.

Table 1.1 Key statute, policy and guidance

2. METHODOLOGY

Data collection, analysis and presentation

- 2.1. This assessment has been informed by available historic environment information. The data examined is considered a proportionate level of information sufficient to understand the composition and development of the historic environment, in order to understand any potential development effects. This approach is in accordance with the provisions of the NPPF (2021) and the guidance issued by ClfA (2020). The data has been collected from a wide variety of sources, summarised in Table 2.1.

Source	Data
National Heritage List for England (NHLE)	Current information relating to designated heritage assets, and heritage assets considered to be 'at risk'.
Cornwall Historic Environment Record (CHER)	Heritage sites and events records, Historic Landscape Characterisation (HLC) data, and other spatial data supplied in digital format (shapefiles) and hardcopy.
Published and grey literature, online sources	Historic documentation, publications, grey literature, and other materials specific to the locality.
Cornwall and Isles of Scilly Urban Survey for Torpoint (Cornwall Council 2005)	Evidence base and character assessment aimed at contributing positively to successful and sustainable regeneration through identifying the quality and distinctive character of the historic environment.
Aerial and satellite imagery	Online aerial and satellite photography collections including Britain from Above, Cambridge Air Photographs, National Collection of Aerial Photography and Google Earth.
Genealogist, Envirocheck, National Library of Scotland & other cartographic websites	Historic (Ordnance Survey and Tithe) mapping in digital format.
National Trust Heritage Records Online (https://heritagerecords.nationaltrust.org.uk/)	Archaeological and historic building database, holding information on over 88,000 archaeological sites and historic buildings situated upon, or adjacent to, National Trust owned land.
A Vision for Torpoint: Connecting a Cornish town with its community, waterfront and hinterland (Torpoint Town Council 2016)	Framework to guide and give focus to future change within Torpoint. Includes a series of prospective proposals which, if implemented, will contribute towards stimulating positive change.

Table 2.1 Key data sources

- 2.2. Prior to obtaining data from these sources, an initial analysis was undertaken to identify a relevant and proportionate study area. On this basis a 1km study area, measured from the boundaries of the Site, was considered sufficient to capture the relevant HER data pertaining to the Site. This is felt to provide the necessary context for understanding archaeological potential and heritage significance in respect of the

Site. All of the spatial data held by the HER – the primary historic data repository – for the land within the study area, was requested. The records were analysed and further refined in order to narrow the research focus onto those of relevance to the present assessment. Not all HER records are therefore referred to, discussed or illustrated further within the body of this report, only those that are relevant. These are listed in a cross-referenced gazetteer provided at the end of this report (Appendix 2) and are illustrated on the figures accompanying this report.

- 2.3. Site visits were undertaken as part of this assessment on 21 September and 20 October 2021. The primary objectives of the site visit were to assess the Site's historic landscape context and identify archaeological potential. The site visit allowed for the identification of any previously unknown heritage assets within the Site, and assessment of their nature, condition, significance and potential susceptibility to impact. The wider landscape was examined, as relevant, from accessible public rights of way.

Archaeological Assessment and previous investigations

- 2.4. The archaeological assessment, undertaken in line with 'Standard and Guidance for Historic Environment Desk-Based Assessment' (ClfA 2020), seeks to understand the origin, extent and significance of any recorded or potential remains which may be present within the Site. The archaeological and historic baseline information for the wider study area and landscape has been informed by the historic characterisation for regeneration project by Cornwall and Scilly Urban Survey (CSUS) of Torpoint from 2005 (CC 2005). There have been very few previous archaeological investigations carried out within the Study area, and none within the Site. Previous investigations have principally included landscape assessments. Where relevant, the results of these investigations are referenced throughout the report.

The Setting of Heritage Assets

- 2.5. The primary function of this report is to understand the historic environment of the Site and its surroundings in order to conduct an assessment of potential impacts of the proposed allocation(s) on the significance of susceptible heritage assets. To achieve this, a brief contextual overview of the Site is presented. The composition of the historic environment will then be examined, including a summary of the nearby heritage assets and their special interest, identifying any contribution, positive or negative, made by their setting(s). This allows for an understanding of how the

proposals may affect their significance. The five-step assessment methodology advocated by Historic England and set out in the Second Edition of GPA3 (Historic England 2017), has been adhered to in undertaking this setting assessment (Appendix 1).

Assessment of heritage significance

- 2.6. The significance of known and potential heritage assets within the Site, and any beyond the Site which may be affected by the proposed development, has been assessed and described, in accordance with Paragraph 194 of the NPPF (2021), the guidance issued by ClfA (2020), 'Historic Environment Good Practice Advice in Planning Note 2' (Historic England 2015) and 'Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets' (Historic England 2019). Determination of significance has been undertaken according to the industry-standard guidance on assessing heritage value provided within 'Conservation Principles' (English Heritage 2008). This approach considers heritage significance to derive from a combination of discrete heritage values, principal amongst which are: i) evidential (archaeological) value, ii) historic (illustrative and associative) value, iii) aesthetic value, iv) communal value, amongst others. Further detail of this approach, including the detailed definition of those aforementioned values, as set out, and advocated, by Historic England, is provided in Appendix 1 of this report.
- 2.7. At this stage, the report is intended to set out the broad heritage constraints and opportunities of the Site. Any development of the Site will require a detailed assessment of potential development effects.

Limitations of the assessment

- 2.8. This assessment is principally based upon a desk-based assessment and site visits, supplemented by secondary information derived from a variety of sources, only some of which have been directly examined for the purpose of this assessment. The assumption is made that this data, as well as that derived from other secondary sources is reasonably accurate. The data sources utilised are felt to be sufficiently informative as to allow a full and robust assessment of the historic environment and understanding of heritage significance.
- 2.9. Site visits and a walkover survey was conducted within the Site and its environs as available from public rights of way in September and October 2021. The weather conditions were dry and clear for the first visit, and more mixed for the second visit,

with some rain. Sufficient access from public rights of way was afforded to the designated heritage assets to enable an understanding of their settings.

3. ARCHAEOLOGICAL AND HISTORICAL BACKGROUND

Landscape context

- 3.1.** Torpoint lies in the south-eastern corner of Cornwall on the Rame Peninsula, which itself is bounded to the north by the tidal River Lynher (also known as the St Germans River) and to the south by the coast of the English Channel. Torpoint is separated from the dockyard at Devonport and town of Plymouth to the east by the Hamoaze and River Tamar which separates the counties of Devon and Cornwall. The Site lies in the historic parish of Antony, and is still closely associated with the Antony estate as major landowners, and encompassing the historic village of West Antony c. 1.6m west of the Site's western-most point. Today, the Site forms part of the open land at the northern extent of the town's built-up area, in the northern part of the civil parish of Torpoint, created in 1875 and defined by the A374 (Antony Road).
- 3.2.** The Cornish Killas National Character Area (NCA) forms the main body of the Cornish landmass around the granite outcrops of Bodmin Moor, Hensbarrow, Carnmenellis, West Penwith and The Lizard (Natural England 2014). The south coast is defined by gently rolling scenery, sheltered coves, headlands and estuaries and the topography on the Rame Peninsula affords views long southwards over the Hamoaze to the wooded ridge of the Mount Edgcumbe estate. The area contains a high percentage of landscapes protected as Areas of Outstanding Natural Beauty (AONB), including the Tamar Valley AONB whose boundary lies to the north of the A374 and Rame Head on the southern edge of the Rame Peninsula, and managed parkland of designed landscapes as at Antony and Mount Edgcumbe. In heritage terms, the main interest of the 'landscape of distinctive heritage' which is protected by the Tamar Valley AONB relates to the exceptional cultural significance of the Cornish mining landscape which is also a World Heritage Site, the boundaries of which lies over 8km to the north.
- 3.3.** The topography within the Site varies across the three parcels of land. At the far western end (Fig. 1, **3**), the Site is a gently sloping L-shaped arable field. The triangular parcel of land, presently pasture, to the north of Horson Field (**2**) has a more noticeable topographic variation across it, with its highest point being on the southern edge. Within the larger, eastern part of the Site (**3**), the topography follows the descending southern slope of a wooded river valley used for pasture (Photo 1).

The land rises in the far eastern part of the Site with its highest point in the north-east corner, adjoining the A374, presently in use as a recreation ground (Photo 2).



Photo 1 View north-east across the lower part of the Site from PROW 639/2/2



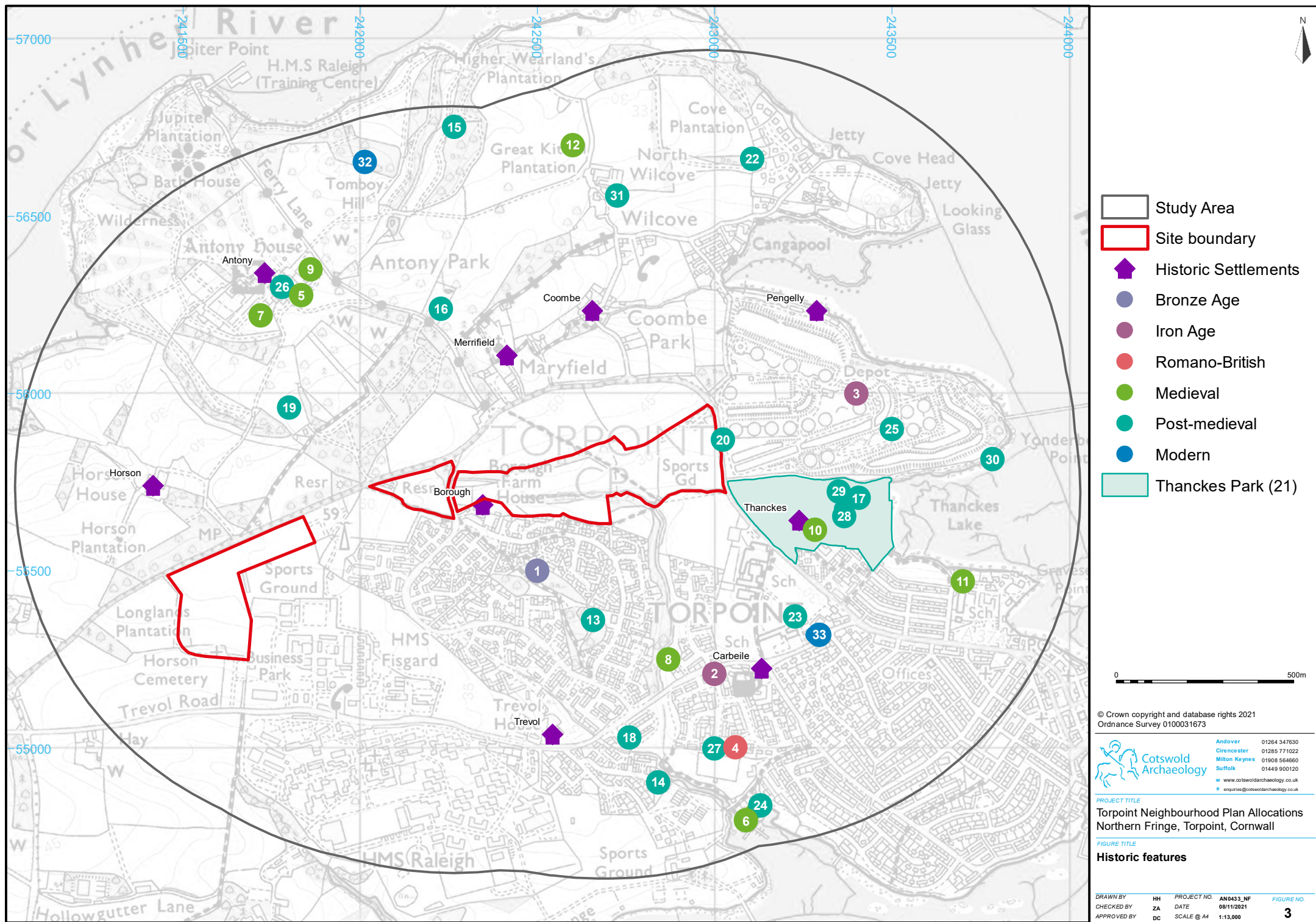
Photo 2 View north-east across the recreation grounds in the eastern part of the Site from PROW 639/1/2

Historical Context

- 3.4. Evidence for Prehistoric activity within 1km of the Site is scarce, primarily implied by documentary sources and/or place-names with no known extant remains. Borough Hilltop (Fig. 3, 1) is suspected to be the site of a Bronze Age barrow, while the name

‘Carbeile’ suggests the site of a ‘round’ (a late prehistoric/Roman period enclosed settlement) nearby (2), and, to the east, ‘Yonderberry’ suggests the site of a cliff castle (3). A coin of Ptolemy IV (reign: 180–145 BC) was found near Carbeile (4), suggesting possible Romano-British activity in the area.

- 3.5. There is ample evidence for occupation in the medieval period, with recorded settlements at East Antony (corresponding with Antony House today), Horson, Merrifield, Coombe, Pengelly, Borough, Thanckes, Carbeile and Trevol (Fig. 3). Antony is recorded in the Domesday Book with a population of 31 households; the manor being held by Emmenhald from Tavistock Abbey (Open Domesday n.d.). Chapels have been recorded at Carbeile in 1381 (6) and at Antony in 1375 (5). It is unclear whether the chapel at Antony was on the site of the present house or possibly at Maryfield, the name first appearing as “Marifield” in 1412. Thanckes Park (10) is also recorded as the site of a medieval manor house.
- 3.1. The dispersed settlement pattern in the medieval period suggests an economy based on agriculture and small-scale industrial activities, with a number of post-medieval quarries being recorded in the landscape (Fig. 3, 13 – 17, 32) and a kiln on the south side of Trevol Road (18). Two pounds are recorded, in Antony Park (7) and at Trevol (8). The term for an animal pound is derived from the Anglo-Saxon word ‘pund’ meaning enclosure, and is used to describe areas for confining stock. The earliest documentary references to pounds date from the 12th century, and they continued to be constructed and used throughout the medieval and post-medieval periods, finally falling into disuse in the late-19th or early-20th century. They were usually located in villages or towns but also lie in more open locations, particularly on the edge of old woodlands and commons (Historic England 2018).
- 3.2. A fortified house or fort known as Beggars Fort (Fig. 3, 12) is depicted on a map of 1591, presumed to have been planned or constructed in response to threat from the Spanish Armada (Davis 2017). The HER records its position as situated east of Antony House towards Great Kithill, but other interpretations suggest it may have been sited south of Antony House and inland of an inlet which is probably Thanckes Lake, or more likely on the flat-topped hill to the west of Maryfield (*ibid*).



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- 3.3. The area is shown on early-16th century maps. Such maps were created in response to the threat of invasion which became probable in 1538 after a peace treaty was signed by Francis I of France and Charles V, Holy Roman Emperor and King of Spain. The 1539-40 map¹ shows medieval Plymouth and suggests that some minor 'fortifications' had been established by that date at Davenport. Across the Hamoaze, settlement is indicated at Carbeile and/or Trevol with a larger settlement to the west, possibly indicating St Johns. Proposals for a dockyard in the Hamoaze were first proposed by Sir Francis Drake in the late-16th century², resulting in Plymouth's Royal Naval Dockyard, begun in 1691, which had a major influence on the development of Torpoint and its environs.
- 3.4. The threat of invasion and military have had a long-standing influence on the area, with a Civil War camp being recorded on a 1643 map at Thanckes (Fig. 3, **25**). A Civil War era pair of cuff links (**30**) and buckle (**29**) were also recovered nearby, together with a musket ball (**28**). A cannon ball was also found in Antony Park (**26**) and gunflints have been located at Carbeile (**27**).
- 3.5. The Carew family, originally from Pembrokeshire, acquired property at Antony in the early-15th century. The Carews had been actors in the Civil War, costing the lives of Sir Alexander (MP) and his half-brother John Carew (MP) who has served on Cromwell's side (Bowden 2011). Antony House (Fig. 2, **A**) was built in 1718-29 for Sir William Carew, the fifth Baronet, to replace an earlier house on the site, parts of which survive in the stables and service buildings at the eastern end of the present house (Fig. 3, **9**). Sir William also began to remodel the gardens in c. 1710 under the supervision of Humphry Bowen of Lambeth. In 1771-2, Antony devolved to Reginald Pole (1753-1835), a descendent through the female line of Sir John Carew, third Baronet. Reginald adopted the name Pole-Carew and made improvements to the estate and pleasure grounds throughout the later part of the 18th century, including commissioning Humphry Repton in 1792 to produce a Red Book for the gardens. Repton's plans were partly implemented with Pole-Carew continuing to develop the estate according to his own plan up until his death in 1835. A map held by Utrecht University entitled 'The environs of Plymouth, Devonport and Stonehouse' by John Cooke from 1830³, shows the extent of the formal gardens to the north-west of the

¹ <https://britishlibrary.georeferencer.com/maps/d345797b-b6f5-50ab-954d-46150cc1c513/>

² <https://www.bl.uk/onlinegallery/onlineex/kinggeorge/g/003ktop00000011u07600000.html>

³ <https://uu.georeferencer.com/maps/a23d7fc3-45c9-55a9-ab86-3c4d7c14b7fe/>

house. At this time they were fairly contained and the parkland had not yet been established.

- 3.6. By 1830, the turnpike road connecting Liskerd and Torpoint had been built as granted under a 1761 Act of Parliament, improving the existing road *'leading from the village of Crafhole, by the guide post, through church town of Anthony and thence to Bullan's Gate through a lane called Thanks Lane to Tor Point Passage, thru parishes of Sheviock and Anthony'* (Rosevear 2021). Two cast-iron milestone markers survive at Horson (Fig. 2, **H**) and at Thanckes (Fig. 3, **20**).
- 3.7. Cooke's 1830 map shows the turnpike road continuing around to Torpoint, passing Thanckes Park. As mentioned above, Torpoint had developed in direct relation to the Royal Naval Dockyard, and as early as 1730 there was a ferry providing direct connections across the Hamoaze (CC 2005). Large houses had been established in the 1720s at Gravesend Point and Thanckes House was rebuilt with a Georgian designed landscape park (Fig. 3, **21**). Recognising potential to capitalise on the Navy's activity at Plymouth, Reginald Pole-Carew of Antony had plans drawn up for a new town at 'Torpoint Field' in 1774 (Fig. 4). A small settlement had grown up from the 1690s at 'Tarr Point', but remained small, situated at the southern-most tip around a quay. In 1774 the town comprised two ropewalks, a store, tar house, hemp house, spinning house and ropemakers house, and limekiln (Torpoint Archives 2009). A Ballast Pound was established at Torpoint by the Navy in c. 1783 (NHLE 1329162 and 1007261), and the first official horse and carriage ferry began running from 1791. This, coupled with the new turnpike road, facilitated a stagecoach service from Torpoint, serviced by several inns in the lower part of the town.
- 3.8. The town grew steadily as planned extensions were completed to the west in the 1820s and from later in the 19th century with extensive areas of late-Victorian and Edwardian artisan terraces to the north-west. By the mid-19th century, the town had at least three nonconformist chapels, in addition to St James Church (chapel of ease), a National School, and a Mechanic's Institute (all outside of the study area). The "new" parish of Torpoint had been created in 1872.



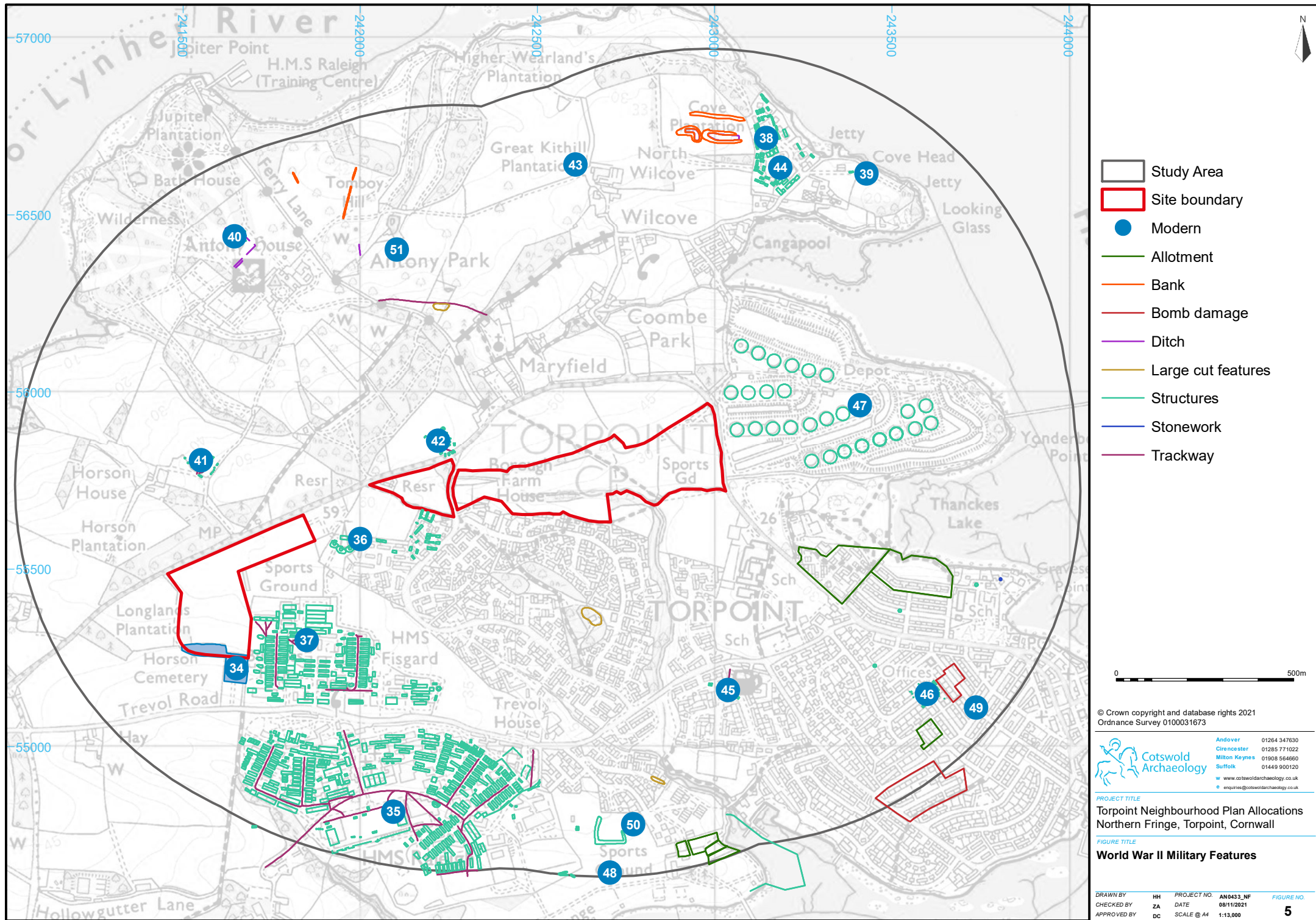
Fig. 4 Plan of Torpoint, c. 1774

- 3.9.** The early 6-inch Ordnance Survey maps (not reproduced) show the parkland at Antony had expanded and contracted variously over time, at one point encompassing a larger area to the north-east around Culver Cove Plantation, suspected to be the site of a former dovecote (Fig. 3, **22**). A standing stone is also shown on the map, to the south-west of the house (**19**). The OS maps also evidence the steady growth of Torpoint throughout the twentieth century, including extensive post-war development to the north-west of the planned town elements, and situated between the 20th century military installations to the east and west and Antony to the north. This late-20th century development forms the southern boundary of the Site today.
- 3.10.** The 1908 OS Map (not reproduced) identifies a waterworks on the north side of Trevol Road, near what was then the north-west edge of the town (Fig. 3, **33**). The water works appear to have survived into the 1950s, at which time it was supplemented (or superseded) by the Borough Water Works in the triangular parcel of land forming the central part of the Site (Fig. 1, **2**). Much of the land between Torpoint and Antony remained agricultural well into the post-medieval and modern periods, evidenced by the dispersed pattern of farms, such as that at North Wilcove (Fig. 3, **31**). A 19th century apiary (**23**) is also documented at 'Carbeal' by a group of three fields identified on the Tithe Map as 'Bee Park', in the ownership of William Henry Pole-

Carew. Other features include a windmill in Thanckes Park **(11)** and a 19th century tidal mill at Carbeile **(24)**, suggesting other rural industrial activities.

- 3.11.** As early as 1905, the Admiralty had proposed the building of a boys training school at Trevol, to the west of Torpoint. HMS Implacable had arrived at Devonport in 1842, and from 1855 became the Royal Navy's first training ship. In 1871 HMS Lion was added as a second training ship, and the installation was renamed. Lion was anchored off Torpoint⁴ for a number of years (Moseley 2020), leading to the creation of the recreation fields between 1894 and 1907, with a gymnasium, pavilion and other structures along the northern edge of the field.
- 3.12.** In 1940 the Admiralty purchased 150 acres of land to the south-west of the Site from the Antony estate to build the Royal Naval Artificer Training Establishment (RNATE), later known as HMS Fisgard (Fig. 5, **37**). An anti-aircraft battery and associated accommodation blocks have been identified on aerial photos to the north-east of HMS Fisgard **(36)**. HMS Raleigh **(35)** is a Royal Navy Training Centre on the south side of Trevol Road. The HER records that it was originally set up during WWII (MCO42380), but also suggests it may have been established earlier c. 1928 (MCO55630) when Horson Cemetery **(34)** was first laid out on the north side of Trevol Road.
- 3.13.** Owing to its proximity to Plymouth and Davenport, Torpoint was subject to air raids which caused extensive damage in the town, at HMS Fisgard, HMS Raleigh, near Maryfield (Fig. 5, **51**) and at the Royal Naval Fuel Storage Depot at Thanckes **(47)**, which had been set up sometime before WWII with a long jetty built out into the Hamoaze (Torpoint Archives 2005). Smaller installations and/or camps have been recorded near Wilcove **(38 and 39)**, to the north of the Site and east of Antony; and a number of barrage balloon sites **(40-46)**, water tanks **(49 and 50)** and another fuel store at Trevol **(48)** have also been recorded in the study area.
- 3.14.** Horson Cemetery was extended south to Trevol Road after 1972, and is the final resting place of 74 'lost souls' from World War II. A small mortuary chapel sits on the north side of the cemetery. A civilian cemetery has been established c. 400m to the north-east, accessed off Antony Road, with the two cemeteries 'bookending' the western-most part of the proposed Allocation Site (Fig. 1, **3**).

⁴ <http://www.olddevonport.uk/Royal%20Navy%20in%20Old%20Devonport-Training%20Ships-HMS%20Implacable%20later%20HMS%20Lion.htm>



Development of the Site

- 3.15. Historically, the Site formed part of the hinterland between Antony and Torpoint. In the later 19th century, the triangle of land west of Goad Avenue (formerly Borough Lane) comprised an open field edged to the south by a line of trees extending south-eastwards from the parkland of Antony (Fig. 6, 2). The eastern part of the triangular field, corresponding with a small copse, is defined by a low stone wall. The wall follows the western side of Goad Avenue southwards, and continues eastwards surrounding the fields at least as far as the junction with Pengelly Hill. The wall appears to be part of the designed experience of the parkscape of Antony House, of which this parcel of land appears to relate, and may be 18th or 19th century in date. The 25-inch Ordnance Survey map from 1881-90 (not reproduced) shows a quarry in the north-eastern corner of the Site, at the junction of Goad Avenue with Antony Road, in the area now corresponding with woodland copse. The quarry may have had some relationship with Borough Farm. Subsequent OS maps show that the quarry was later a pond in the mid-20th century, at the same time as the Borough Water Works were established in the far western corner, north of the Sports Ground. The pond was later infilled and is no longer extant.

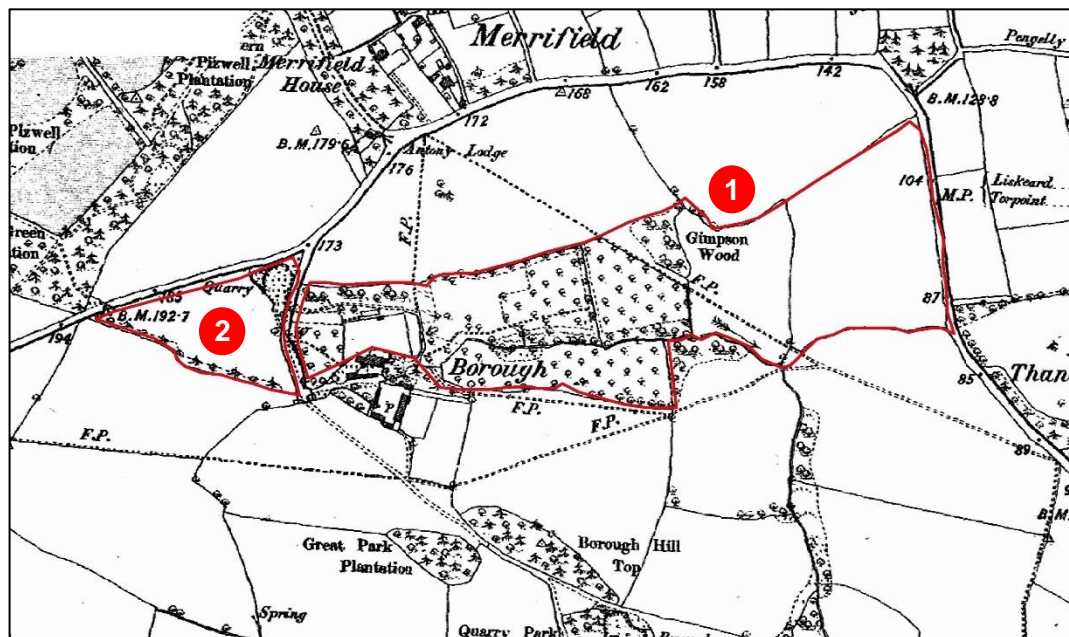


Fig. 6 1888 OS 6-inch Map (eastern part of the Site)

- 3.16. East of Goad Avenue (Fig. 6, 3), Gimpson Wood and orchards surrounded Borough Farm to the north-east. The northern boundary of the Site was planted much like the southern edge of the western triangle, obscuring the valley and Borough Farm from view from Antony Road. A historic footpath crossed the open fields from the main

entrance drive, connecting Antony House with Thanckes Park to the south-east and onwards towards Carbeale at the mouth of the estuary. The footpath still survives today in large part, crossing the Site, but it no longer connects directly with Thanckes (being diverted around the northern edge of the playing fields). A number of the former orchards south-west of Gimpson Wood were given over to pastures in the later 20th century, though much of the landscape structure survives, with retained wooded field borders and other small plantations which have sprung up in the valley. Many of the earlier field boundaries in the wider landscape had also been lost by the turn of the 20th century. Borough Farm was converted to a housing development in the later 20th century in association with the wider residential development of the area.

- 3.17. The far eastern part of the Site (Fig. 6, 1), known as Defiance Fields, were established as a recreation field for the HMS Lion training facility, and had been established by c. 1905, with a number of buildings along the northern part of the playing field.
- 3.18. The far western part of the Site, presently bookended by Horson Cemetery and Torpoint Cemetery, was in use as agricultural land (Fig. 7, 3) until the creation first of Horson Cemetery in the early-20th century, and creation of the Torpoint Cemetery in the later 20th century.

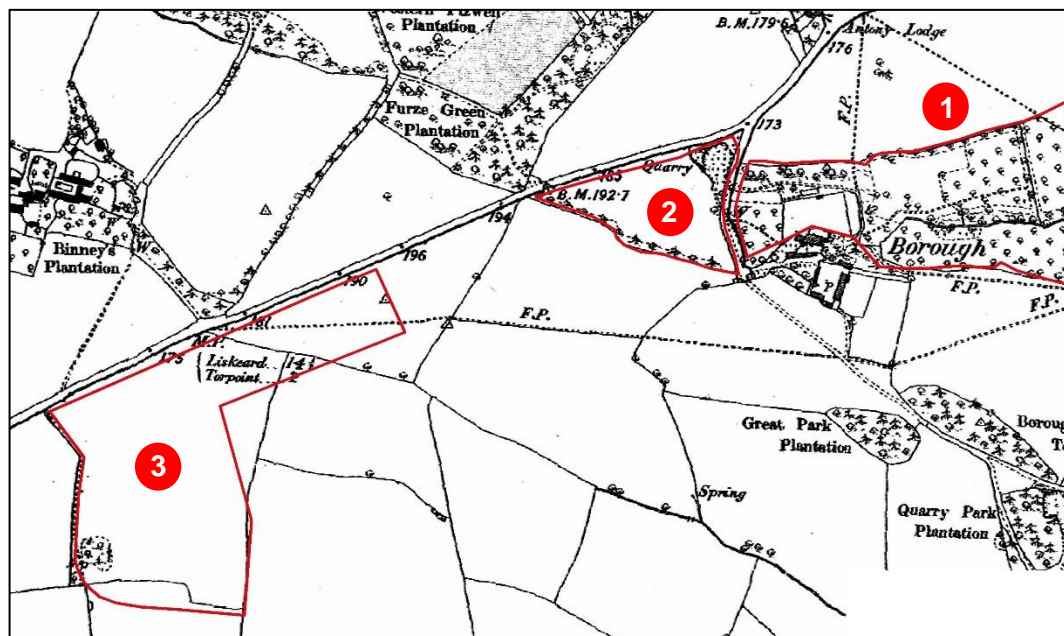


Fig. 7 1888 OS 6-inch Map (western part of the Site)

4. ARCHAEOLOGICAL SIGNIFICANCE & POTENTIAL EFFECTS

Previous impacts

- 4.1. Previous impacts within the Site are likely to be associated with 18th and 19th century agricultural activity surrounding Borough Farm and the Antony estate, quarrying in the mid-20th century and manipulation of the ground associated with the filter beds, and levelling and creation of the recreation ground (Fig. 8). Throughout the later 19th and early-20th centuries the area around Borough Farm was planted as orchards which may also have caused below-ground impacts through root activity.

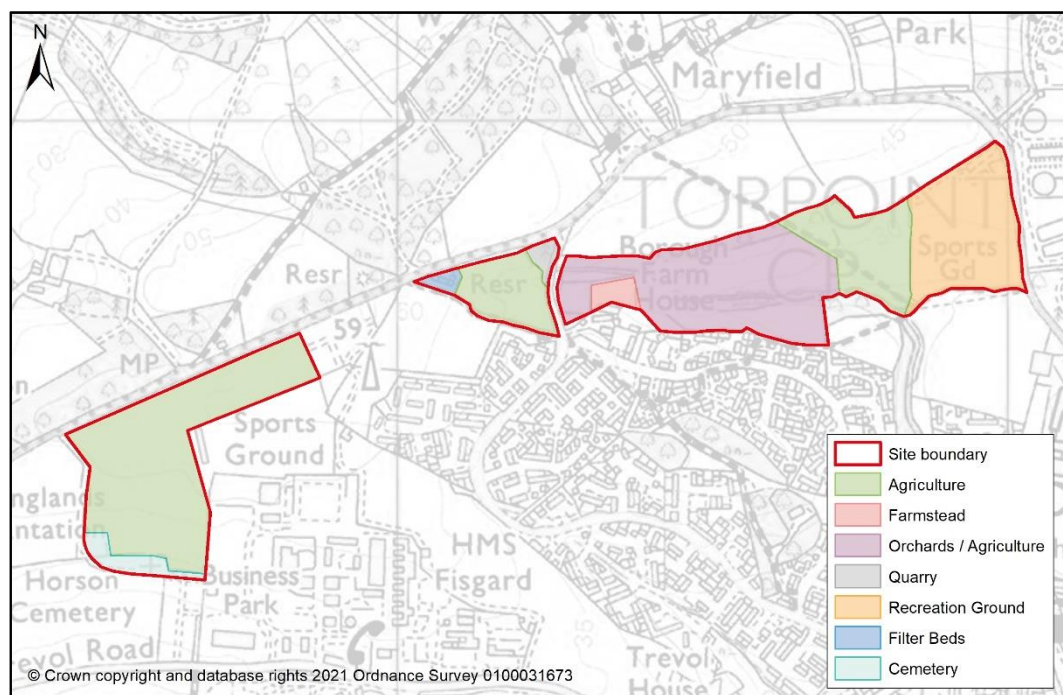


Fig. 8 Previous Impacts within the Site

The significance of known and potential archaeological remains within the Site

- 4.2. This assessment has identified that no designated archaeological remains are located within the Site; no *designated* archaeological remains will therefore be adversely physically affected by development within the Site. Additionally, no known non-designated archaeological remains have been identified within the Site.
- 4.3. Potential non-designated archaeological remains identified within the Site primarily comprise remains of medieval or post-medieval activity associated with the farmed landscape. As evidenced by nearby recorded findspots and monuments, the Site lies within a broader landscape occupied by prehistoric communities. The recorded evidence within the study area does not suggest high potential for extensive remains

to be present, although a small potential exists for residual evidence of Bronze Age activity. While any such evidence may be considered of evidential value, for its potential to inform our understanding of respective populations, activity and occupation, past impacts may have limited this significance through partial or complete truncation. Therefore, it is considered unlikely that the presence of such features would preclude development at the Site.

- 4.4. The Site was farmed during the medieval and post-medieval periods, with some of the former farmland given over to recreational use and use as water filtration beds. The medieval and onward agricultural activity could potentially have impacted earlier deposits in upper soil horizons. Whilst the potential for the presence of features associated with the former agricultural landscape, such as plough marks, stock enclosures, enclosure boundaries or other activity, cannot be ruled out, these would be of limited evidential (archaeological) value, given that such landscapes are well understood and limited new detail could be added to this knowledge from the Site.

Potential development effects

- 4.5. No significant known archaeological remains have been identified within the Site, and there is considered to be a low potential for any significant unknown archaeological remains to survive buried within the Site. It is anticipated that no significant archaeological remains will therefore be truncated by development of the Site.
- 4.6. Any physical development effects upon less significant non-designated archaeological remains identified within the Site would primarily result from groundworks associated with construction. Such groundworks might include:
- pre-construction impacts associated with demolition and ground investigation works;
 - ground reduction;
 - construction ground works, including excavation of building foundations, service trenches and stripping for roads/car parks/pedestrian access;
 - excavation of new site drainage channels (including soakaways); and/or
 - landscaping and planting.
- 4.7. The abovementioned groundworks and excavations in relation to the proposed development could result in the disturbance to, or loss of, any buried archaeological features that may be present within their footprint, in turn resulting in the total or partial

loss of significance of these assets. Any adverse effects on buried archaeological resource would be permanent and irreversible in nature. However, as stated, any archaeological features present within the Site are unlikely to comprise remains of highest significance (i.e. equivalent to Scheduled Monuments). It is therefore considered that the potential archaeological resource within the Site would not require preservation in situ, nor would it likely influence development design.

5. SETTINGS ASSESSMENT

Introduction

- 5.1. This section considers potential non-physical effects upon the significance of susceptible heritage assets within the Site environs. Non-physical effects are those that derive from changes to the setting of heritage assets as a result of new development. All heritage assets included within the settings assessment are summarised in the gazetteer in Appendix 2. Those assets identified as potentially susceptible to non-physical impact, and thus subject to more detailed assessment, are discussed in greater detail within the remainder of this section.
- 5.2. The Site visit, and study area walkover, identified that there would be no non-physical impact upon the significance of the large majority of the heritage assets within the environs of the Site as a result of the ways in which they are experienced and a combination of factors such as surrounding topographic and environmental conditions, built form, vegetation cover, and lines of sight. The unaffected assets generally comprise the non-designated features associated with the former Thanckes House (Fig. 3, **21**) and its designed gardens which is presently a public park to the east of the Site, as well as the Grade II listed milestone marker on Antony Road to the north of the Site (Fig. 2, **H**).
- 5.3. With respect to Antony House, only the gardens, parkland and garden features with relevance to the designed entrance approach and south-east front, including the Lodge (Fig. 2, **B**), clarevoie (**C**) and screen wall (**D**) will be discussed in depth. Otherwise, all of the assets, as ancillary service buildings and/or garden buildings, derive their significance from their relationship with the House, gardens and estate. The setting of the vast majority of these features would not be altered, and would be preserved, as would the assets' key contributing values and views. The proposals do have the potential to impact on the experience of the designated parkland, principally from outside of it, and will therefore be discussed below, with reference made where necessary to any of the individual features which directly relate to it and/or may be affected.
- 5.4. There are no other discernible (non-visual) historical or landscape associations between any of these assets and the Site. As such, the proposals will not result in any non-physical harm to the significance of these assets, and they have not been assessed in any further detail.

Antony House, gardens and parkland

- 5.5. As noted above, Antony House was built between 1718 and 1724 for Sir William Carew to replace an earlier house on the Site, parts of which survive in the stables and service buildings at the eastern end of the present house (National Trust 2006). The house sits amongst c. 130ha of grounds, comprising 30ha of gardens and pleasure grounds and c. 100ha of parkland and plantations through which passes a circuit of drives and rides. The grounds include a host of subsidiary and garden features, including a kitchen garden, dovecotes, garden seats and sculptures; a number of which are also independently listed.
- 5.6. Until the late-18th century, the land comprising the park was in intensive agricultural use and confined largely to the north-west side of the house. The present park was developed by Reginald Pole-Carew in the late-18th and early-19th centuries, partly following advice given by Humphrey Repton between 1792 and 1808-09 (National Trust 2006). Alterations were made to the gardens under William Henry Pole Carew (1811-88) and, after 1888, under his son Sir Reginald Pole-Carew, including new formal garden elements to the north, suspected to be the design of H Inigo Triggs (1876-1923). From c. 1924 John Carew-Pole developed the pleasure grounds at Antony. Following World War II, Philip Tilden (1887-1957) was commissioned to simplify the late-19th century formal gardens. More recently, the gardens have been further ornamented under Sir Richard Carew Pole, including the 'Water Cone' sculpture by William Pye (National Trust 2006).
- 5.7. The designed landscape responds to the undulating topography, with a number of designed vistas northwards towards the Lynher River and expansive views across parkland and over the Tamar to Brunel's railway bridge (NNHLE 1159292) (and now also the more modern Tamar Bridge; Fig. 9). To the north of the house, 'The Wilderness' was created in the second half of the 18th century as a compromise of ideas formed by Humphry Repton and the Reginald Pole-Carew (Antony Woodland Garden 2021). The ornamental gardens and pleasure grounds are principally located to the north-west and west of the house, while the park is situated principally to the north-east and east, separated from the pleasure grounds by the main entrance drive (Ferry Lane). There is a further area of park and paddocks to the south-east of the house, terminated by Pizwell Plantation. The gardens and parkland were considerably modified by planting of trees in the first half of the 20th century and further woodland gardens to the north-west of the house.

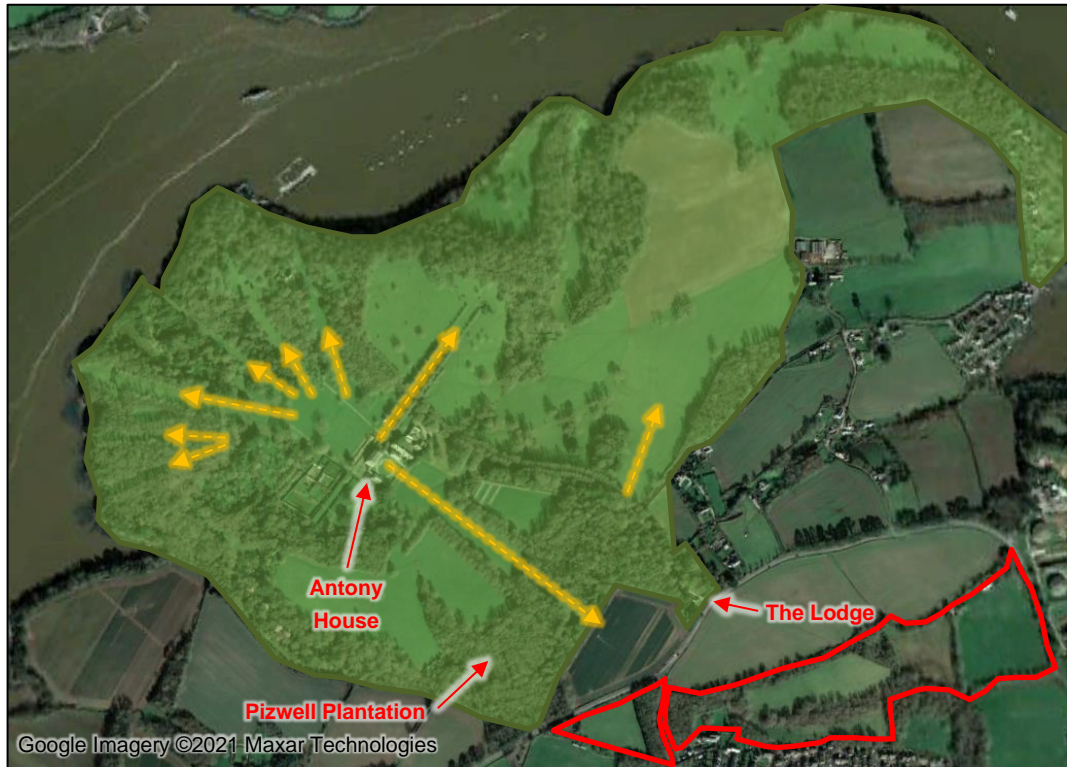


Fig. 9 Parkland around Antony House, with designed views and vistas indicated by yellow arrows

- 5.8. The position of the entrance corresponds to that suggested by Humphry Repton in his Red Book for Antony House, produced in 1792. The drive is also a public road, Ferry Lane, leading to the former public ferry across the river. Marking the entrance to the estate, the small lodge is attributed to Repton's son, John Adey (1775-1860), and forms part of the picturesque approach; in which the drive swings around to the west to approach the south front of Antony House. The forecourt is laid out with a central circular lawn, enclosed by a symmetrical pair of arcaded two-storey brick pavilions and single-storey arcades and a tall wall enlivened with piers topped by ball finials and a central gate, all part of the original 18th century design attributed to James Gibbs (Photo 3). Immediately in front of the forecourt, another drive connects to service yards to the east and continues south-westwards past the house through West Down Wood before turning south/south-east to connect with the entrance to Horson House (formerly Horson Farm). An 18th century wall to the south-west of the forecourt (NHLE 1311044) screens the Cork Oak Lawn and gardens beyond from the approach and south lawns.



Photo 3 South front of Antony House



Photo 4 View from the entrance to the forecourt with the clairevoie visible in the distance

- 5.9. The majority of the designed, and fortuitous or borrowed views are directed northwards from the house or southwards towards the house from the pleasure grounds. There is only one designed view southwards, directed across the south

lawns by a wide avenue of horse chestnuts ascending the north-west-facing slope for c. 200m (Photo 4). This view is aligned with the main entrance across the forecourt and extending into the house itself (Photo 5). The list description notes that the chestnut avenue was planted by Sir Reginald Pole-Carew in the early-20th century as part of a projected south approach which was ultimately abandoned after the First World War. The late-19th century wrought-iron screen, or clairovoie, was moved into this position in 1948 and 'closes' the vista on the skyline.



Photo 5 Axial view from the entrance hall through the porch and along the designed vista

Physical Surrounds – ‘What Matters and Why’

- 5.10. To the north the estate is surrounded by the tidal foreshore of the Lynher and Tamar Valleys. To the east and west it is surrounded by agricultural land with post-medieval origins, populated with farms (Horsons Farm, North Wilcove or Home Farm, South Wilcove) and the small hamlets of Maryfield, Coombe Park and Wilcove. The land around Maryfield and Coombe Park to the south-east, and including the Site to the

south (Fig. 1, 1), has a surviving medieval character, associated with farming settlements documented before the 17th century. There are extensive areas of military land to the south-east, associated with Thanckes Park, and to the south as part of HMS Raleigh on the edge of Torpoint.

- 5.11. To the south, the parkland touches the A374 at two points, at Repton's main entrance (Ferry Lane) adjacent to The Lodge (Photo 6) and at the access to Westdown Cottage (Photo 7), with a large post-medieval field between. Although it does not fall within the designated area, 19th century maps suggest the field between the two entrances was historically part of the parkland, which was also more extensive to the north-east at that time (as evidenced by reference to a dovecote in Culver Cove Plantation beyond the registered area). Whereas The Lodge presents the formal entrance, the access to Westdown Cottage has an understated character.



Photo 6 Access to West Down Cottage, where the parkland meets Antony Road

- 5.12. The western part of the Site (Fig. 1, 2) lies directly south of the A374, separated from it for c. 200m by a concrete post fence giving way at the far eastern end to a low stone boundary wall defining the edge of a copse. In the western corner of the plot is a water filtration building set behind a tree and hedge-lined boundary. The centre part of the plot has been planted with two rows of trees along Antony Road, but these are

still small, affording views over and between the trees of the pasture within (Photo 8). The Site forms an immediate part of the setting of the parkland and Antony estate in this location.



Photo 7 View south-west on Antony Road close to the main entrance



Photo 8 Pasture immediately adjoining the south

Experience – ‘What Matters and Why’

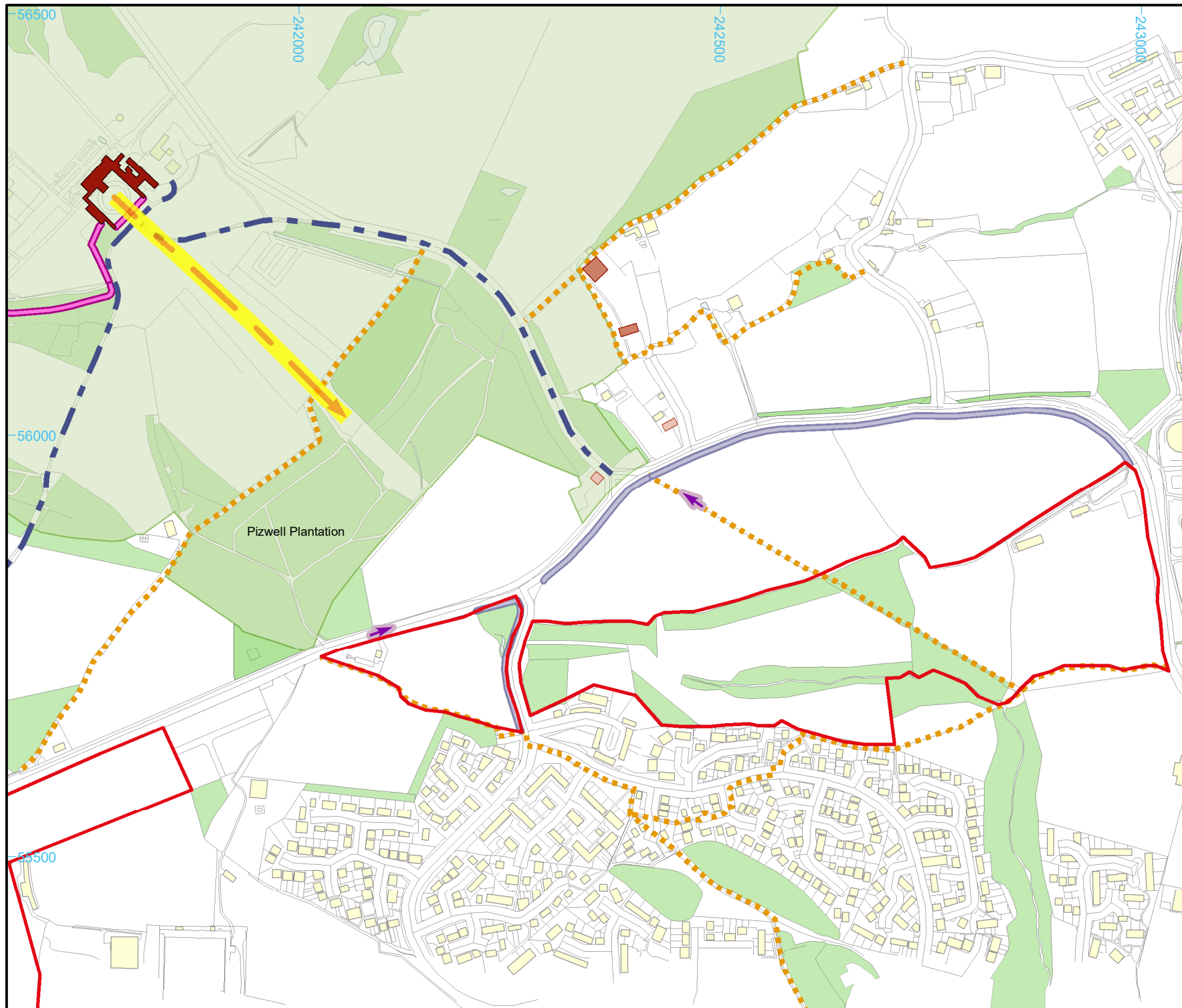
- 5.13. At the centre of the designed landscape, Antony House lies on the northern slope of a plateau following the line of the A374. The A374 represents the highest point in the

landscape with extensive views afforded south and eastwards over Torpoint and across the Hamoaze, with distant views of Mount Edgecumbe. Views to the north, towards Antony, are roughly level with the A374 for a short distance and terminated by the plantations which characterise the south-eastern edges of the parkland (Photo 9).



Photo 9 View north-east on Antony Road

- 5.14. The *best* experience of the assets is from within the park and gardens – from Ferry Lane, the main entrance drive approaching Antony House, within the pleasure grounds to the north and along the walks and rides within the woodlands. This experience is best to the north of the house, where the appreciation of and interaction of the different features is most effective, and the sense of seclusion is enhanced by the topography falling away from Antony Road. Many of these features are part of Repton's original design and best represent the picturesque, or Cornish gardenesque, design and experience of the grounds.



- Site boundary
- Antony Park and Garden
- Grade I Listed Building
- Grade II* Listed Building
- Grade II Listed Building
- Historic approaches
- Designed Views
- Significant Views
- Boundary walls
- Public Rights of Way
- Screen walls
- Woodland

0 200m

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PROJECT TITLE
Torpoint Neighbourhood Plan Allocations
Northern Fringe, Torpoint, Cornwall

FIGURE TITLE
The setting of heritage assets

DRAWN BY	HH	PROJECT NO.	AN0433_NF	FIGURE NO.
CHECKED BY	ZA	DATE	08/11/2021	10
APPROVED BY	DC	SCALE @ A4	1:6,000	

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- 5.15. From the most significant areas to the south of the house, principally being Ferry Road, the historic carriage drive, forecourt and sweeping lawns, and from the rooms of the house itself, the available views southwards feature the *clairevoie* which terminates the designed view and the treed horizon (see Photo 4 above). These belie little of the wider surroundings beyond the grounds, and obscure the A374 from view entirely. From the broader parkland to the south, the walks (including public footpath 601/4/1) through Pizwell Plantation cross the avenue of horse chestnuts affording views southwards from a higher point in the landscape. Whilst it provides a level of awareness of the parkland's surroundings, it principally serves to direct the views southwards towards the principal south front and formal forecourt of Antony House. The views southwards are not an integral part of the experience of the designed landscape, unlike to the north/north-east where the 'background landscape' of the Tamar valley is expertly incorporated into the composition of the garden, and contribute directly to its significance.
- 5.16. The Antony Estate is *most commonly* experienced travelling along the A374 (generally at speed). The surroundings to the south serve principally enhance the experience of the picturesque approach to the house and grounds. Such areas are transitional, incorporating designed elements such as the specimen trees along Antony Road and the low stone boundary wall on its southern edge, to frame and 'improve' views principally of and towards the house, and enhance the experience of entering or leaving the estate. The only designed landscape element which is overtly visible in the wider landscape is the double avenue of horse chestnuts, which can be experienced along the A374 and from the junction with Goad Avenue (Photo 10), which the Site straddles.
- 5.17. The open and agricultural character of the landscape to the south enhances the awareness of the wealth and status of the owners and reinforces its sense of seclusion and separation. It shares an historical association and common ownership of the Antony estate, who are understood to have been undertaking planting schemes intended to restore aspects of the historic landscape beyond the parkland for a number of years. In this way, the fields immediately to the south of the A374, including the western part of the Site (Fig. 1, 2 & 3) make a contribution to the significance of the registered area and Antony House. In its undeveloped state, the Site meaningfully extends the sense of separation and affords appreciation of the designed landscapes. The larger, eastern part of the Site (1) is generally neutral in terms of the contribution

that setting makes to the significance of the designed landscape, situated beyond the tree-lined field boundaries, albeit historically more open, with little visual or experiential influence on the heritage assets at Antony House (Photo 11).



Photo 10 View north on Goad Avenue

- 5.18. Aside from the entrance drive, the closest proximity of the parkland to the Site is at the western part of the Pizwell Plantation. This corresponds with the access to Westdown Cottage, though the informal entrance reveals very little legibility of its relationship to the wider designed landscapes around Antony from the road/public realm. Immediately to the south, is Horson Field, with a public right of way defining its shared edge with the western portion of the Site which sits in the triangle of land between Goad Avenue and Antony Road. The public footpath does not connect directly with the parkland here, but rather c. 400m to the west near the entrance to Horson House (formerly farm) which was also part of the historic carriage drive. Together with this small part of the parkland, the trees on the edge of the Site (Fig. 1, 2) provides a spatial and framing device approaching Antony from the west (see Photo 9 above), and are commonly experienced by both vehicles and pedestrians using the public right of ways. This undeveloped nature of this part of the Site and its character more generally makes a more direct contribution to the legibility of the parkland in this location and thus modestly informs its significance.

-
- 5.19. While there are no direct views of the assets from within the Site, they are commonly experienced from the public right of way (639/1/2) which crosses through the Site north-westerly to meet the A357 at the entrance to the Antony Estate (Photo 11). In views towards the assets, the spire of Maryfield Church, Firleigh and Laun (all discussed below) and The Lodge of Antony House form a group in this important view. The presence of the parkland and designed qualities of its surroundings which form the setting of these assets are also discernible from the specimen trees (Scots Pine) which are prominent on the skyline and from the low stone boundary wall which sits on the south side of Antony Road. The position of the boundary wall appears to be a deliberate design device, obscuring the road from view and ‘framing’ the parkland, and making use of ‘borrowed landscape’ views.
- 5.20. Although there has been considerable amalgamation of the fields from the 19th century, much of the landscape structure survives from the period before the creation of the turnpike in 1761. Consequently, these assets have been experienced in this way for a considerable amount of time, and it is an integral and designed part of the experience of them along the historic route. The historic association and relationship of the Maryfield assets with the Antony Estate is legible and they have a high degree of aesthetic amenity value. By its nature, the view is not static, with the scene being revealed as one ascends with the topography.
- 5.21. The Site forms part of this transitory experience of these assets, but more closely associated with the southern parts of the footpath (Photo 12). Within the Site (Fig. 1, 1), the footpath crosses through clumps of woodland and has a more enclosed character with glimpses to the adjacent fields. Historic maps suggest that the footpath was historically more open, but as it is experienced today there is an important spatial quality where the footpath emerges from Gimpson Wood on the edge of the open fields, where the view first begins to unfold with only the spire of Maryfield Church and the specimen trees visible as a feature in the landscape (see Photo 19 below). The inverse views from the higher parts of the path looking south-easterly afford long-ranging views of Plymouth, the Hamoaze and Mount Edgecumbe (NHLE 1000134⁵) in the distance over tracts of agricultural land and tree belts (Photo 12). This sense of separation is an important aspect of the setting of Antony House.

⁵ <https://historicengland.org.uk/listing/the-list/list-entry/1000134>



Photo 11 Panoramic view from the public footpath at the northern edge of the Site, looking north towards Antony and Maryfield



Photo 12 Panoramic view from the top of the public footpath over the fields and surroundings to the south of Antony

Potential Development effects

- 5.22. Allocation of the Site has the potential to alter the surroundings of the assets at Antony. For the most part, there would be sufficient distance and experiential separation between any new development within the eastern portions of the Site and the assets at Antony. From within the parkland, views of the surrounding landscape to the south of Antony, including the Site, are generally blocked by topography and vegetation, and there would be little, if any, visual impact on appreciation of the assets' significance. Impacts may also arise from other experiential factors such as, undue increases in traffic, noise and activity levels and lighting (whether temporary flood lighting or more permanent streetlighting), all of which could detract from the present tranquillity and sense of seclusion which is integral to the experience and understanding of the estate. Such impacts could be avoided and/or adequately minimised through careful design measures and protection of the landscape buffers.
- 5.23. Owing to its proximity, the western portions of the Site, in particular the triangular parcel of land to the north of Horson Field (Fig. 1, 2), have a greater potential for impact on the significance of the assets. This could arise through forms of development which would erode the sense of separation and relative 'isolation' of the Antony estate, particularly as it is appreciated along the A374. There has previously been an application (under reference 03/00251/OUT) for affordable housing in part of this Site, being the western tip of the triangular parcel of land associated with the Borough Filter Beds. Whilst no particular heritage issues appear to have been raised in refusing the proposals in 2003, the application does not appear to have been informed by sufficient information to understand the potential impacts on heritage assets.
- 5.24. Further to the west, beyond Torpoint Cemetery and contiguous with Horson Cemetery, the field set aside for open and community spaces (Fig. 1, 3) is unlikely to impact on appreciation of the heritage assets, subject to consideration of the experiential effects of noise, activity, lighting, etc. and any potential visual effects of car parking which could form an incongruous part of the setting of the heritage assets and therefore affect their appreciation.
- 5.25. Allocation of the Site is unlikely to pose any threat of substantial harm to the significance of the assets at Antony. There is the potential for a small amount of harm, less than substantial, to the significance of the Grade II* Registered Park and Garden

through incongruous forms of development within the triangular parcel of land which forms part of the experience of approaching the estate, but this could be avoided and/or adequately minimised through control of the use in this part of the Site, as well as careful design measures and retention of the established landscape buffers.

Maryfield

- 5.26. The small unspoilt hamlet of Maryfield lies on the eastern edge of the Antony estate, accessed from a narrow lane off of the A374 (Photo 13), with alternative accesses from the main entrance drive to Antony (Ferry Lane) and from Wilcove via Wilcove Lane. Over time, there have been various spellings of the name, including 'Merrifield' (or 'Merifield') in the later 19th century, which gave way to the more modern spelling 'Maryfield' in the mid-20th century.



Photo 13 View north on the lane approaching Maryfield Church and the entrance to Maryfield House from the A374

- 5.27. Fronting onto Antony Road, the Grade II listed Firleigh and Laun (Photo 14; Fig. 2, **G**) have late-17th century origins as a single dwelling, and therefore probably pre-date Antony Road. The original house was substantially rebuilt and divided into two dwellings in the mid-19th century with later 20th century alterations.



Photo 14 Firleigh and Laun, seen from the A374 (Antony Road)



Photo 15 Maryfield House, seen from Wilcove Lane

- 5.28. The Grade II* Maryfield House (Photo 15; Fig. 2, **E**) was built as a school shortly after 1847, commissioned from noted Victorian architect William White (1825–1900) by William Henry Pole-Carew. It is said to have been built in commemoration of the birth of the Pole-Carew's first child (The Wow House Company, n.d.) and was also used as a church and vicarage from 1849 (Harris and Harris 2005), with a detached Coach

House to the north-east. Maryfield Cottage and the coach house are now entirely residential.

- 5.29. Outside of the 1km study area, the 13th century church of St James (NHLE 1140708, not covered in the gazetteer at Appendix 2⁶) in the village of Antony c. 3km to the south-west had long been the parish church and the resting place of the Carew family. Pole-Carew chose William White again in the commission for the estate church, dedicated to St Philip and St James, which was built at Maryfield in 1863-65; by which time White was an established architect working in the Gothic Revival style. White was also subsequently involved in building the chancel, lady chapel and vestry for the chapel of ease in Torpoint, also St James' Church, in 1885 (NHLE 1309738, not covered in the gazetteer at Appendix 2⁷).
- 5.30. The estate church was opened at Maryfield in 1866, although the steeple, built to White's original designs, was not completed until 1871 (Photo 16; Fig. 2, **F**). It is said to have formed a prominent new feature in the landscape, with the church and school being a new focus for the people of nearby Wilcove, c. 600m to the east (Harris and Harris 2005). Historic maps and early-20th century photographs⁸ show that it was built with a row of thatched cottages standing in front, where the allotments are today. It was listed at Grade II* in January of 1968.
- 5.31. The cross in the churchyard (NHLE 1159530) and the boundary wall enclosing the churchyard and garden of Maryfield House (NHLE 1140714) are also separately listed at Grade II. They are also the work of William White, c. 1870, contemporary with the steeple.

⁶ <https://historicengland.org.uk/listing/the-list/list-entry/1140708>

⁷ <https://historicengland.org.uk/listing/the-list/list-entry/1309738>

⁸ <https://www.british-towns.net/england/far-southwestern/cornwall/caradon/torpoint/album/maryfield-church>

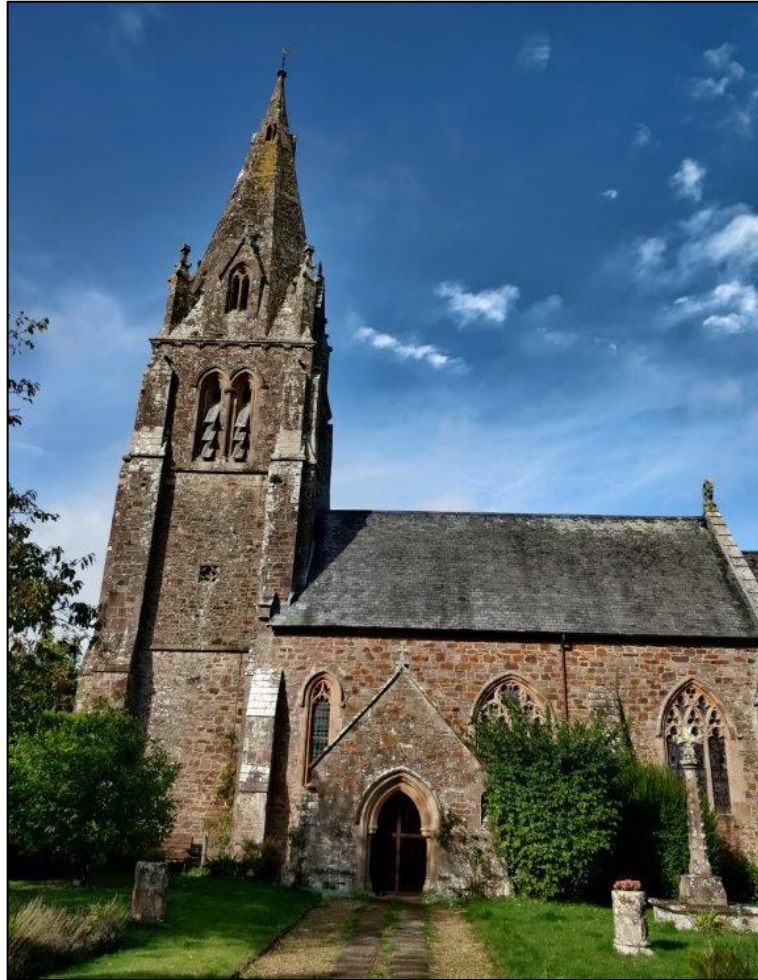


Photo 16 Maryfield Church, Antony Estate

Physical Surrounds – ‘What Matters and Why’

- 5.32. Maryfield is surrounded to the north and west by the parkland of Antony House and open to the east onto agricultural land; while to the south it is strongly defined by the A374 (Fig. 11). The Site lies beyond the agricultural fields immediately south of the A374, on lower ground and behind well-established vegetation.
- 5.33. Firleigh and Laun address the main road close to The Lodge of Antony House, and sit amongst well-defined private gardens. The building has an identifiably domestic typology, traditional form and a vernacular appearance, all of which contribute directly to its heritage significance. Backing onto these are allotment gardens and to the west is an unlisted 19th century or earlier dwelling known as Maryfield Cottage (formerly Merrifield House). Contextually, its situation in the rural area and polite domestic character forms part of its significance. In origin it pre-dates development of the turnpike in the later 18th century, but may have always been positioned close to the road which ran through Antony parish to Pengeley (and formed the basis of the

turnpike). Owing to the extensive remodelling in the 19th century, it is difficult to know what character it would have originally had in terms of how it related to and was perceived within the landscape. Since the mid-19th century, it has a somewhat understated, but polite character of fairly large rural workers cottages, probably associated with the Antony estate. It enjoys a prime position on the edge of the small hamlet, facing southwards with wide views. This is the way in which it is fundamentally perceived and understood within its setting and within the broader landscape.



Fig. 11 Aerial showing the hamlet of Maryfield and public rights of way (in yellow)

- 5.34. Maryfield House sits immediately on the edge of the small rural lane (Wilcove Lane) amongst polite landscaped grounds, enclosed by stone walls which also define the public footpath on the eastern edge of a large pasture. The church sits at the southern end of the garden of Maryfield House, adjoined to the east by the vehicle access to the house. The church has a small enclosed churchyard to the south fronting onto the informal pedestrianised 'lane' which bisects the small hamlet (Photo 17), extending east to meet South Wilcove House and its former farm buildings. South

Wilcove House stands in its own garden to the east, beyond the open fields and buffered by the outbuildings.



Photo 15 View east along the footpath to the south of Maryfield Church

Experience – ‘What Matters and Why’

- 5.35. Maryfield Church provides an anchor at the centre of the hamlet, although it is generally experienced in a disjointed way. Maryfield House and the church retain strong legibility of their historic relationship, and tend to principally address the Antony Estate, whereas the other assets address the road and/or the nearby settlements.
- 5.36. Owing largely to the topography which falls away gently to the north from Antony Road and to the east from the access to Antony House (Ferry Lane), the inner pedestrian lane and the associated assets being the Church and Maryfield House are experientially separate from the Site. Both the church and Maryfield House are, however, prominent in views south across the park of Antony House and from the entrance drive (Ferry Lane; Photo 18). The secluded, rural character of their immediate settings and the quality of the surrounding built form adds greatly to the appreciation of their heritage significance, which is interrupted only by the noise of traffic on the A374.



Photo 18 View of Maryfield Church from the main drive of Antony Estate (Ferry Road)

- 5.37. Only the Grade II listed cottages Firleigh and Laun, fronting directly onto the A374 (Antony Road), would have potential sight lines to the allocation Site. As typologically domestic, the building has no known inherent relationship with the countryside, such as a farmhouse might have for example. The most important experience of the asset lies within its relationship to its private gardens, and more broadly in terms of its situation along Antony Road and wider relationships with the core of Maryfield to the north and the Antony estate.
- 5.38. It is best appreciated firstly from within its private gardens, where the surviving historic features and character of the building can be appreciated. Whilst ‘facing’ the rear elevations, the gardens to the north retain their historic forms and character, unencumbered by the modern features such as parking, particularly at Laun, and the road noise, which characterise the southern part of the gardens. It is most commonly experienced from Antony Road with the context of nearby buildings and elements of the designed parkland at Antony with which it has been experienced since at least the 19th century. The wider agricultural landscape reinforces its shared rural context and historic origins as a small, isolated settlement. The proximity to Antony and relationship with Maryfield implies an historic association as part of the wider estate, perhaps as some form of staff accommodation. In this limited way, the open character of the surroundings contributes to its significance. Owing to the effects of distance and topography, as well as intervening vegetation and the vehicular activity of the

A374, the Site (Fig. 1, 1) is visually and experientially buffered in terms of the setting of Firleigh and Laun and only makes a minor contribution to its significance in terms of the established landscape buffer on its northern edge.

- 5.39.** As discussed above, the Maryfield assets are commonly experienced from the public right of way (639/1/2) which crosses through the Site north-westerly to meet the A357 at the entrance to the Antony Estate (Photo 12). In views towards the assets, the spire of Maryfield Church, Firleigh and Laun and The Lodge of Antony House form an important group. These views contribute positively to the significance of Maryfield Church, in particular, in terms of the designed impact of the spire within the landscape (Photo 19).



Photo 19 View north on the public footpath approaching Maryfield and the Antony Estate

Potential development effects

- 5.40.** There would be sufficient distance and experiential separation between any new development and the group of assets at Maryfield, such that their settings would not be impacted. Only Maryfield Church derives a level of significance directly from its wider surroundings, particularly in terms of the role that the spire plays within the landscape. Allocation of the Site would inevitably change the nature of the experience along the lower part of the footpath, though this presently has little legibility in terms

of its relationship with Antony until beyond Gimpson Wood. Within the Site, the visual and experiential effects of development would be discernible along this part of the historic route, albeit within trees (assuming the landscape structure would be retained in any future development). For the most part, provided that the important spatial experience associated with Gimpson Wood in the northern part of the Site was protected, the experience of development behind the viewer at this point would not have a detrimental effect on this aspect of the Church's significance. Any potential impacts would affect only one minor aspect of its significance, as derived from its setting and appreciated in this limited way along the historic route and would likely be limited.

- 5.41. Allocation of the Site is therefore unlikely to pose threat of substantial harm to the significance of the assets at Maryfield. Assuming that development followed a standard two-storey residential format, there is unlikely to be any harm to the assets at Maryfield arising from allocation of the Site, with any potential impacts avoided and/or adequately minimised through careful design measures and protection of the landscape buffers.

Summary

- 5.42. As allocated, mixed-use development of the Site, if carefully designed and situated, would not impact on the form and character of the wider surroundings of the heritage assets, and the limited ways in which they contribute to their overlapping, group and individual significances. Some forms of development towards the western end of the Site (in the triangular parcel of land west of Goad Avenue; Fig. 1, 2), could occasion a small amount of harm to the significance of the Registered Park and Garden through erosion of the agricultural 'buffer' which presently creates a meaningful separation between the Antony Estate and the built-up area of Torpoint in this location.
- 5.43. The eastern end of the Site (Fig. 1, 1), being visually buffered and experientially distinct from the heritage assets to the north, is likely to be less sensitive to development than the triangular parcel to the west of Goad Avenue. The line of the public right of way and experience of moving along it should be protected as this represents an historic approach to the Antony Estate; views from it contribute to the legibility of the designed landscape and the significance of the assets at Maryfield and Antony more generally.

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- 5.44. The parcel of land at the far western end of the Site (Fig. 1, 3) has been set aside for an extension to the cemetery and various playing fields. Where aspects such as lighting and parking are carefully considered, these uses are unlikely to affect the ways in which the relevant assets at Antony are experienced. This part of the Site has a more peripheral relationship to the registered area and is not as intrinsically related to the ways in which it is experienced in the landscape, particularly in terms of designed features beyond the registered area. This would effectively be intensification of the existing cemetery use which presents little (if any) impact on the heritage assets at present. The introduction of the playing fields would be largely new (albeit some exist at Horson Field nearby), and would inevitably change the character of the landscape as part of managed and manicured playing fields, features which already have some precedent within the otherwise agricultural hinterland, and which would not influence the vital perception of separation which contributes to the significance of the Grade II* Registered Park and Garden at Antony.
- 5.45. In heritage terms, the application would be considered under Paragraphs 199-202 of the NPPF, which weighs the level of harm against the public benefits of the scheme, giving 'great weight' to the conservation of significance. The weight given will be especially high in terms of Maryfield Church and Antony Park and Garden, proportionate to their 'more than special interest' as recognised in their individual Grade II* listings. Schemes which conserve the identified significant landscape elements and designed features, can be presented positively with likely minimal harm (if any) to the designated heritage assets, and with the 'public benefit' of housing.
- 5.46. Policy 24 of the Cornwall Local Plan: Strategic Policies (CC 2016) broadly follows the NPPF in setting out that development proposals will be permitted where they would sustain the cultural value of Cornwall through protecting, conserving and, where appropriate, enhancing the significance of heritage assets. As with national policy, local Policy 24 requires clear and convincing justification for any residual harm that cannot be mitigated, which will be weighed against the public benefits of the scheme.
- 5.47. Reinforced by the Historic Environment SPD and informed by Historic England guidance and advice, Policy 24 also sets out that *'All development proposals should be informed by proportionate historic environment assessments and evaluations... identifying the significance of all heritage assets that would be affected by the proposals and the nature and degree of any effects and demonstrating how, in order*

of preference, any harm will be avoided, minimised or mitigated.' Any forthcoming application for development of the Site (or parts thereof) should therefore include a detailed heritage impact assessment, clearly identifying any impacts arising from the specific scheme(s) on the significance of the heritage assets.

In order for site specific policy TOR/SS1 Northern Fringe to address the heritage sensitivities, the draft policy could clearly identify measures for the protection of the heritage assets; for instance, it might set out that development proposals will be expected to:

- Protect the experience of approaching the Antony estate and significant views of it and Maryfield Church from the historic footpaths and public right of ways;
- Protect views southwards from Repton's entrance to the estate at The Lodge;
- Provide uses in the triangular parcel of land to the north-east of Horson Field which would be compatible with appreciation of the significance of the Registered Park and Garden of Antony House; and
- Be mindful of potential experiential impacts of proposals (such as lighting, noise, traffic generation and parking) within the setting of the heritage assets, and in particular how these may be perceived from within the Registered Park and Garden of Antony House.

6. CONCLUSIONS

- 6.1. This heritage appraisal has been prepared to inform the promotion of the Site for allocation as part of the Torpoint Neighbourhood Plan. The aim of this appraisal was to identify any constraints with regard to the historic environment resource, including potential for impacts on archaeological remains within the Site and within the setting of nearby heritage assets.
- 6.2. The Site, identified as 'S1199 Land North of Torpoint', was put forward in the 2012 'Call for Sites' and assessed as part of the Strategic Housing Land Availability Assessment (SHLAA) 2012-2015, at which time no fundamental or 'in-principle' concerns were raised in respect of heritage.

Archaeological remains

- 6.3. The appraisal has identified that there is a potential for the presence of medieval and post-medieval agricultural activity within the Site, especially associated with agricultural practices from the 18th, 19th and early-20th centuries. There is also a low potential for prehistoric remains associated with Bronze Age habitation which is suggested to have existed in the area of 'Borough'.
- 6.4. Future development within the Site would likely result in the disturbance to, or loss of, these archaeological features, which may survive in areas unaffected by previous development. Any archaeological features present within the Site would be unlikely to comprise remains of the highest significance and would not require preservation *in situ*, nor would they influence development design. However, as the presence and/or absence, extent and significance of any archaeological remains within the Site is not sufficiently understood, to fulfil the requirements of paragraph 189 of the NPPF, a programme of further investigations may be required by the archaeological advisors to the LPA before any determination of a planning application can be made.

Built heritage

- 6.5. The Site forms part of the rural surroundings on the northern edge of Torpoint, and lies within the setting of Antony House and gardens and assets in the nearby hamlet of Maryfield. The above assessment concludes that, if carefully designed and situated, mixed-use development of the Site would not impact on the form and character of the wider surroundings of the heritage assets, and the limited ways in which they contribute to their overlapping, group and individual significances. Some

forms of development towards the western end of the Site (in the triangular parcel of land west of Goad Avenue), could occasion a small amount of harm to the significance of the registered park and garden through erosion of the agricultural 'buffer' which presently creates a meaningful separation between the Antony estate and the built-up area of Torpoint.

- 6.6. As there is the potential for development within portions of the Site to introduce change within the immediate surrounds of Antony parkland, and alter the way in which it is experienced and understood, these sensitivities will need to be considered as part of preparation of development proposals. It may also be possible to identify mitigation measures to remove or reduce impacts of proposals, including appropriate landscaping, layout, retention of hedgerow boundaries/vegetation, and scale and design detail.

Summary

- 6.7. In summary, there are no prohibitive heritage concerns on the Site, though further measures may need to be taken to ensure compliance with the national and local planning policy. The identified sensitivities should inform the development of any proposal plans and more detailed assessments are likely to be required to inform any future planning application(s) for development within the Site.

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1720 General Plan of the Ports of Homouse and Plymouth (viewed at <https://www.bl.uk/onlinegallery/onlineex/kinggeorge/g/003ktop00000011u07600000.html>)

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APPENDIX 1: HERITAGE STATUTE POLICY & GUIDANCE

Heritage Statute: Scheduled Monuments

Scheduled Monuments are subject to the provisions of the Ancient Monuments and Archaeological Areas Act 1979. The Act sets out the controls of works affecting Scheduled Monuments and other related matters. Contrary to the requirements of the Planning Act 1990 regarding Listed buildings, the 1979 Act does not include provision for the ‘setting’ of Scheduled Monuments.

Heritage Statute: Listed Buildings

Listed buildings are buildings of ‘special architectural or historic interest’ and are subject to the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 (‘the Act’). Under Section 7 of the Act ‘no person shall execute or cause to be executed any works for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest, unless the works are authorised.’ Such works are authorised under Listed Building Consent. Under Section 66 of the Act ‘In considering whether to grant planning permission 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 feature of special architectural or historic interest which it possesses’.

Note on the extent of a Listed Building

Under Section 1(5) of the Act, a structure may be deemed part of a Listed Building if it is:

- (a) fixed to the building, or
- (b) within the curtilage of the building, which, although not fixed to the building, forms part of the land and has done so since before 1st July 1948

The inclusion of a structure deemed to be within the ‘curtilage’ of a building thus means that it is subject to the same statutory controls as the principal Listed Building. Inclusion within this duty is not, however, an automatic indicator of ‘heritage significance’ both as defined within the NPPF (2021) and within Conservation Principles (see Section 2 above). In such cases, the significance of the structure needs to be assessed both in its own right and in the contribution it makes to the significance and character of the principal Listed Building. The practical effect of the inclusion in the listing of ancillary structures is limited by the requirement that Listed Building Consent is only needed for works to the ‘Listed Building’ (to include the

building in the list and all the ancillary items) where they affect the special character of the Listed building as a whole.

Guidance is provided by Historic England on '[Listed Buildings and Curtilage: Historic England Advice Note 10](#)' (Historic England 2018).

Heritage Statue: Conservation Areas

Conservation Areas are designated by the local planning authority under Section 69(1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'), which requires that '*Every local planning authority shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*'. Section 72 of the Act requires that '*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area*'.

The requirements of the Act only apply to land within a Conservation Area; not to land outside it. This has been clarified in various Appeal Decisions (for example APP/F1610/A/14/2213318 Land south of Cirencester Road, Fairford, Paragraph 65: '*The Section 72 duty only applies to buildings or land in a Conservation Area, and so does not apply in this case as the site lies outside the Conservation Area.*').

The NPPF (2021) also clarifies in [Paragraph 207](#) that '*Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance*'. Thus land or buildings may be a part of a Conservation Area, but may not necessarily be of architectural or historical significance. Similarly, not all elements of the setting of a Conservation Area will necessarily contribute to its significance, or to an equal degree.

National heritage policy: the National Planning Policy Framework

Heritage assets and heritage significance

Heritage assets comprise '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' (the NPPF (2021), Annex 2). Designated heritage assets include World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields and Conservation Areas (designated under the relevant legislation; NPPF (2021), Annex 2). The NPPF (2021), Annex 2, states that the significance of a heritage asset may be archaeological, architectural, artistic or historic. Historic England's 'Conservation Principles' looks at significance as a series of 'values' which include 'evidential', 'historical', 'aesthetic' and 'communal'.

The July 2019 revision of the Planning Practice Guidance (PPG) expanded on the definition of non-designated heritage assets. It states that *‘Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.’* It goes on to refer to local/neighbourhood plans, conservation area appraisals/reviews, and importantly, the local Historic Environment Record (HER) as examples of where these assets may be identified, but specifically notes that such identification should be *made ‘based on sound evidence’*, with this information *‘accessible to the public to provide greater clarity and certainly for developers and decision makers’*.

This defines *non-designated heritage assets* as those which have been specially defined as such through the local HER or other source made accessible to the public by the plan-making body. Where HERs or equivalent lists do not specifically refer to an asset as a *non-designated heritage asset*, it is assumed that it has not met criteria for the plan-making body to define it as such, and will be referred to as a *heritage asset* for the purpose of this report.

The assessment of *non-designated heritage assets* and *heritage assets* will be equivalent in this report, in line with industry standards and guidance on assessing significance and impact. They may not, however, carry equivalent weight in planning as set out within the provisions of the NPPF, should there be any effect to significance.

The setting of heritage assets

The ‘setting’ of a heritage asset comprises ‘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’ (NPPF (2021), Annex 2). Thus it is important to note that ‘setting’ is not a heritage asset: it may contribute to the value of a heritage asset.

Guidance on assessing the effects of change upon the setting and significance of heritage assets is provided in ‘Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets’, which has been utilised for the present assessment (see below).

Levels of information to support planning applications

Paragraph 194 of the NPPF (2021) identifies that ‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets

affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance'.

Designated heritage assets

Paragraph 189 of the NPPF (2021) explains that heritage assets 'are an irreplaceable resource and should be conserved in a manner appropriate to their significance'. Paragraph 193 notes that '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'. Paragraph 200 goes on to note that 'substantial harm to or loss of a grade II listed building...should be exceptional and substantial harm to or loss of designated heritage 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'.

Paragraph 202 clarifies that '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'.

Development Plan

The Site is located within the administrative boundary of Cornwall Council. The Cornwall Local Plan: Strategic Policies sets out the local policy framework for Cornwall up to 2030. Relevant policies relating to the historic environment comprise:

Policy 24: Historic Environment

Development proposals will be permitted where they would sustain the cultural distinctiveness and significance of Cornwall's historic rural, urban and coastal environment by protecting, conserving and where appropriate enhancing the significance of designated and non-designated assets and their settings.

Development proposals will be expected to:

- sustain designated heritage assets;
- take opportunities to better reveal their significance;

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- maintain the special character and appearance of Conservation Areas, especially those positive elements in any Conservation Area Appraisal;
 - conserve and, where appropriate, enhance the design, character, appearance and historic significance of historic parks and gardens;
 - conserve and, where appropriate, enhance other historic landscapes and townscapes, including registered battlefields, including the industrial mining heritage;
 - protect the historic maritime environment, including the significant ports, harbours and quays.

Development within the Site (WHS) and its setting should accord with the WHS Management Plan. Proposals that would result in harm to the authenticity and integrity of the Outstanding Universal Value, should be wholly exceptional. If the impact of the proposal is neutral, either on the significance or setting, then opportunities to enhance or better reveal their significance should be taken.

All development proposals should be informed by proportionate historic environment assessments and evaluations (such as heritage impact assessments, desk-based appraisals, field evaluation and historic building reports) identifying the significance of all heritage assets that would be affected by the proposals and the nature and degree of any effects and demonstrating how, in order of preference, any harm will be avoided, minimised or mitigated.

Great weight will be given to the conservation of the Cornwall's heritage assets. Where development is proposed that would lead to substantial harm to assets of the highest significance, including undesignated archaeology of national importance, this will only be justified in wholly exceptional circumstances, and substantial harm to all other nationally designated assets will only be justified in exceptional circumstances.

Any harm to the significance of a designated or non-designated heritage asset must be justified. Proposals causing harm will be weighed against the substantial public, not private, benefits of the proposal and whether it has been demonstrated that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and whether the works proposed are the minimum required to secure the long term use of the asset.

In those exceptional circumstances where harm to any heritage assets can be fully justified, and development would result in the partial or total loss of the asset and/or its setting, the applicant will be required to secure a programme of recording and analysis of that asset, and

archaeological excavation where relevant, and ensure the publication of that record to an appropriate standard in a public archive.

Proposals that will help to secure a sustainable future for the Cornwall's heritage assets, especially those identified as being at greatest risk of loss or decay, will be supported.

Good Practice Advice 1-3

Historic England has issued three Good Practice Advice notes ('GPA1-3') which support the NPPF. The GPAs note that they do not constitute a statement of Government policy, nor do they seek to prescribe a single methodology: their purpose is to assist local authorities, planners, heritage consultants, and other stakeholders in the implementation of policy set out in the NPPF. This report has been produced in the context of this advice, particularly 'GPA2 – Managing Significance in Decision-Taking in the Historic Environment' and 'GPA3 – The Setting of Heritage Assets'.

GPA2 - Managing Significance in Decision-Taking in the Historic Environment

GPA2 sets out the requirement for assessing 'heritage significance' as part of the application process. Paragraph 8 notes 'understanding the nature of the significance is important to understanding the need for and best means of conservation.' This includes assessing the extent and level of significance, including the contribution made by its 'setting' (see GPA3 below). GPA2 notes that 'a desk-based assessment will determine, as far as is reasonably possible from existing records, the nature, extent and significance of the historic environment within a specified area, and the impact of the proposed development on the significance of the historic environment, or will identify the need for further evaluation to do so' (Page 3).

GPA3 – The Setting of Heritage Assets

The NPPF (Annex 2: Glossary) defines the setting of a heritage asset as 'the surroundings in which a heritage asset is experienced...'. Step 1 of the settings assessment requires heritage assets which may be affected by development to be identified. Historic England notes that for the purposes of Step 1 this process will comprise heritage assets 'where that experience is capable of being affected by a proposed development (in any way)...'.

Step 2 of the settings process 'assess[es] 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', with regard to its physical surrounds; relationship with its surroundings and patterns of use; experiential effects such as noises or smells; and the way views allow the significance of the asset to be appreciated. Step 3 requires 'assessing the effect of the

proposed development on the significance of the asset(s)' – specifically to 'assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it', with regard to the location and siting of the development, its form and appearance, its permanence, and wider effects.

Step 4 of GPA3 provides commentary on 'ways to maximise enhancement and avoid or minimise harm'. It notes (Paragraph 37) that 'Maximum advantage can be secured if any effects on the significance of a heritage asset arising from development liable to affect its setting are considered from the project's inception.' It goes on to note (Paragraph 39) that 'good design may reduce or remove the harm, or provide enhancement'.

Heritage significance

Discussion of heritage significance within this assessment report makes reference to several key documents. With regard to Listed buildings and Conservation Areas it primarily discusses 'architectural and historic interest', which comprises the special interest for which they are designated.

The NPPF provides a definition of 'significance' for heritage policy (Annex 2). This states that heritage significance comprises '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'. This also clarifies that for World Heritage Sites 'the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance'.

Regarding 'levels' of significance the NPPF (2021) provides a distinction between: designated heritage assets of the highest significance; designated heritage assets not of the highest significance; and non-designated heritage assets.

Historic England's 'Conservation Principles' expresses 'heritage significance' as comprising a combination of one or more of: evidential value; historical value; aesthetic value; and communal value:

- Evidential value – the elements of a historic asset that can provide evidence about past human activity, including physical remains, historic fabric, documentary/pictorial records. This evidence can provide information on the origin of the asset, what it was used for, and how it changed over time.
- Historical value (illustrative) – how a historic asset may illustrate its past life, including changing uses of the asset over time.

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- Historical value (associative) – how a historic asset may be associated with a notable family, person, event, or moment, including changing uses of the asset over time.
 - Aesthetic value – the way in which people draw sensory and intellectual stimulation from a historic asset. This may include its form, external appearance, and its setting, and may change over time.
 - Communal value – the meaning of a historic asset to the people who relate to it. This may be a collective experience, or a memory, and can be commemorative or symbolic to individuals or groups, such as memorable events, attitudes, and periods of history. This includes social values, which relates to the role of the historic asset as a place of social interactive, distinctiveness, coherence, economic, or spiritual / religious value.

Effects upon heritage assets

Heritage benefit

The NPPF clarifies that change in the setting of heritage assets may lead to heritage benefit. Paragraph 206 of the NPPF (2021) notes that ‘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’.

GPA3 notes that ‘good design may reduce or remove the harm, or provide enhancement’ (Paragraph 28). Historic England’s ‘Conservation Principles’ states that ‘Change to a significant place is inevitable, if only as a result of the passage of time, but can be neutral or beneficial in its effects on heritage values. It is only harmful if (and to the extent that) significance is reduced’ (Paragraph 84).

Specific heritage benefits may be presented through activities such as repair or restoration, as set out in Conservation Principles.

Heritage harm to designated heritage assets

The NPPF (2021) does not define what constitutes ‘substantial harm’. The High Court of Justice does provide a definition of this level of harm, as set out by Mr Justice Jay in *Bedford Borough Council v SoS for CLG and Nuon UK Ltd*. Paragraph 25 clarifies that, with regard to ‘substantial harm’: ‘Plainly in the context of physical harm, this would apply in the case of demolition or destruction, being a case of total loss. It would also apply to a case of serious damage to the structure of the building. In the context of non-physical or indirect harm, the yardstick was effectively the same. One was looking for an impact which would have such a

serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced’.

Effects upon non-designated heritage assets

The NPPF (2021) paragraph 203 guides 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 affect directly or indirectly non-designated heritage assets, a balanced judgment will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.

APPENDIX 2: GAZETTEER OF SELECTED RECORDED HERITAGE ASSETS

Ref	Description	Grade/Period	NGR	NHLE ref. HER ref. <i>National Trust HR ref.</i>
Designated Heritage Assets (Fig. 2)				
A	Antony House	I	241760 56303	1311081 MCO10712
B	Entrance lodge and gateway	II	242361 55953	1159504
C	Clairvoie about 500m south-east of Antony House	II	242069 56005	1140712
D	Screen wall and piers 40m South of Antony House	II	241776 56181	1311044 <i>MNA182125/MNA182125</i>
E	Maryfield House	II*	242356 56196	1159513 MCO53182
F	Church of St Philip and St James, Maryfield	II*	242389 56125	1329073 MCO10051
G	Firleigh and Laun	II	242441 56014	1159542
H	Milestone at SX 416 555 – An early C19 cast iron milestone, survives on the north side of the A387, SE of Horson - LISKEARD 14 - TORPOINT 2.	II	241628 55585	1329106 MCO54122
-	Garden and Parkland at Antony House – late-18th century planned by Humphrey Repton.	II*	242022 56470	1000647 MCO13216 <i>90412*1/MNA103296</i>
-	18th century Dovecot about 60m north of Antony House (also known as Culver House)	II*	241788 56377	1140711 MCO10503 <i>90419/MNA101596</i>
-	Stable Block to the north-east of Antony House. Associated 18th century barn and 19th century horse engine house	II	241816 56310	1159417 MCO9781 <i>90416*0/MNA100898</i>
-	Forecourt buildings, walls and piers, and sundial, attached to south-east of Antony House	I	241783 56280	329109 <i>MNA182126/MNA182126</i>
-	Wall, Piers and Gates attached to north-east of Antony House, Anthony	II	241781 56343	1140710 <i>MNA182124/MNA182124</i>
-	Kitchen Garden Walls, gardener's cottage and offices and tool shed about 100m south-west of Antony House	II	241643 56274	1311026 MCO56185
-	Archway about 70m south-west of the kitchen garden walls	II	241509 56207	1329110
-	Cross in the Churchyard, 10m south of Maryfield Church	II	242393 56113	1159530
-	Gates, piers and walls surrounding churchyard to the south-east and west of Maryfield Church	II	242392 56094	1140714
-	Trevol House	II	242567 55041	1309674

Ref	Description	Grade/Period	NGR	NHLE ref. HER ref. <i>National Trust HR ref.</i>
Historic Features (Fig. 3)				
1	Borough Hilltop, bronze age barrow	Bronze Age	242500 55500	MCO2143
2	Carbeile - The place-name Carbeile possibly suggests the site of a round but there are no remains.	Iron Age / Romano-British	243000 55210	MCO7699
3	Yonderberry Iron Age cliff castle, Romano-British cliff castle	Iron Age / Romano-British	243400 56000	MCO6593
4	A coin of Ptolemy IV was found near Carbeile.	Romano-British	243000 55000	MCO337
5	Site of an early chapel, Antony – There was a "Chapel of Antoni" (or 'Antone') mentioned in 1375 which was dedicated to the Virgin Mary.	Medieval	241780 56300	MCO9781 90426*0/MNA104225
6	Medieval chapel at Carbeile, recorded in 1381.	Medieval	243110 54820	MCO9847
7	Site of pound in Antony Park - The 18th century Manor map shows a pound to the SW of the house. No remains are now extant.	Medieval/ Post-medieval	241720 56220	MCO23244 90425*0/MNA102460
8	Medieval Pound at Trevol Grove/Quarry Park Bottom	Medieval	242870 55250	MCO23252
9	Bakehouse and Brewhouse at Antony House - The bakehouse and brewhouse are probably the "early seventeenth century building" beside the stables mentioned in the property book. Along with the stables (90416), they comprise the only surviving features of the earlier house - the home of Richard Carew.	Medieval/ Post-medieval	241860 56350	MCO23241 90417*0/MNA101147
10	Site of a medieval manor house and post-medieval house at Thanckes Park.	Medieval	243283 55616	MCO11324
11	A windmill in Thanckes Park is shown on the Tithe Map of 1841.	Medieval/ Post-medieval	243700 55470	MCO23250
12	Beggars Fort in Antony Park, shown on a map of 1591.	Medieval	242600 56700	MCO23248
13	Borough Quarry	Post-medieval	242657 55362	MCO45274
14	Trevol Quarry	Post-medieval	242841 54904	MCO44793
15	Quarry at Antony	Post-medieval	242266 56751	MCO59098
16	Quarry at Antony	Post-medieval	242228 56239	MCO45261
17	Quarry at Thanckes Park	Post-medieval	243360 55675	MCO59102
18	Kiln on south side of Trevol Road	Post-medieval	242760 55030	MCO23262

Ref	Description	Grade/Period	NGR	NHLE ref. HER ref. National Trust HR ref.
19	Site of standing stone in Antony Park - A stone is shown in the middle of field no. 7895 on OS plan SX 4155. It is not clear whether this is still extant or not. It is not certain if this was a prehistoric standing stone such as those which occur on Dartmoor or simply a sheep rubbing-post, another common local feature.	Post-medieval	241800 55960	90428*0/MNA103741
20	A cast iron milepost on the east side of the A374, at Horson, Torpoint. Liskeard 15½ - Torpoint 1.	Post-medieval	243020 055860	MCO54203
21	Thanckes Park – Georgian designed ornamental landscape associated with 18th century Thanckes House and walled garden	Post-medieval	243271 55634	MCO56265 MCO59591
-	Late-19th and early-20th century land reclamation. The head of Thanckes Lake has been reclaimed from intertidal mudflats or saltmarsh. The area was shown as part of the grounds surrounding Thanckes House on 19th century maps. Further reclamation has been undertaken in the late-20th century.	Post-medieval	243360 55628	MCO59103
-	Late-19th century quay at Thanckes Lake, shown on the first and second edition OS maps.	Post-medieval	243559 55761	MCO59109
22	Dovecote in Culver Cove Plantation	Post-medieval	243106 56662	MCO10529
23	Apiary at Carbeal	Post-medieval	243228 55371	MCO56181
24	Tide Mill at Carbeile, recorded as extant in 1832. The mill faces the sea, formerly with a mill pond on the landward side. Disused from about 1905, now used as a boat repair yard; and a quay has been built out on the water side.	Post-medieval	243129 54839	1329160 MCO54703
25	Civil War camp at Thanckes, recorded on a map of 1643.	Post-medieval	243500 55900	MCO23254
26	Cannonballs found in Antony Park	Post-medieval	241780 56300	MCO166
27	Gunflints, part of the G Walford Collection	Post-medieval	243000 55000	MCO62601
28	Cast lead musket ball	Post-medieval	243366 55680	PAS 723474
29	Cast copper alloy trapezoidal knee buckle	Post-medieval	243351 55724	PAS 723463
30	Stamped pair of silver cuff links 1662-1700	Post-medieval	243784 55815	PAS 630773
31	North Wilcove farm buildings	Post-medieval	242726 56558	MCO59100
32	Modern Quarry in Antony Park	Modern	242014 56652	MCO59099

Ref	Description	Grade/Period	NGR	NHLE ref. HER ref. <i>National Trust HR ref.</i>
33	Torpoint Waterworks	Modern	243280 55320	MCO29387
World War II Military Features (Fig. 5)				
34	Horson Cemetery (WWII) and mortuary chapel on the north side	Modern	241590 55233	MCO55630 MCO55631
35	HMS Raleigh is a Royal Navy Training Centre, originally set up during WWII.	WWII	242094 54816	MCO42380
36	Modern anti-aircraft battery to the north-east of HMS Fisgard.	WWII	242000 55585	MCO45273
37	HMS Fisgard - This was a Royal Naval Artificer Training Establishment opened in 1940, it was bombed during the Blitz and decommissioned in 1984.	WWI	241850 55300	MCO42381
38	The Cove - Modern military camp	WWII	243146 56716	MCO45266
39	Whitehall – Modern military camp	WWII	243429 56616	MCO45269
40	Antony Park – barrage balloon site	WWII	241646 56439	MCO45254
41	Binneys Plantation – barrage balloon site	WWII	241551 55807	MCO45257
42	Maryfield – barrage balloon site	WWI	242220 55862	MCO45270
43	North Wilcove – barrage balloon site	WWII	242608 56641	MCO45263
44	The Cove – barrage balloon site	WWII	243185 56633	MCO45268
45	Carbeile – barrage balloon site	WWII	243038 55159	MCO45275
46	Torpoint – barrage balloon site	WWII	243599 55148	MCO45277
47	Thanckes – modern fuel store	WWI	243410 55962	MCO42385
48	Trevol – modern fuel store	WWII	242705 54644	MCO44795
49	Thanckes – modern water tank	WWII	243738 55109	MCO45276
50	Trevol – modern water tank	WWII	242771 54780	MCO44794
51	Hollow, possible bomb crater in Antony Park	WWI	242104 56401	MCO45260

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