

Site Address: 8 South Street, Emsworth, PO10 7EH

Proposal: Listed building application for change of use from Class E (Estate Agency office) to C3 (Dwelling) and minor alterations, including replacement windows, addition of kitchen, bathroom and en-suite shower room.

Application Type: Listed Building Consent

Application No: APP/22/01149 Expiry Date: 08/02/2023

Applicant: Mr D Hazle

Agent: Mr R Lilley Case Officer: Lesley Wells
Lilley Architecture

Ward: Emsworth

Recommendation: **GRANT LISTED BUILDING CONSENT**

1 Site Description

8 South Street, Emsworth, PO10 7EH

2 Planning History

93/53177/002 - A: Take out existing 1st floor windows & replace with new of
ident type & constr
uction B: Form int timber framed vestibule to ent C:
Remove stone cladding from
ex chimne, PERM,
APP/10/00763 - Listed Building Consent to replace 3No. first floor windows. ,
PERM,22/03/2011
APP/22/00416 - Listed Building Consent for replacement signage to windows,
elevations and canopy., DEL,
APP/22/01148 - Change of use from Class E (Estate Agency office) to C3 (Dwelling)
and minor alterations, including replacement windows, addition of kitchen, bathroom
and en-suite shower room., DEL,

3 Proposal

Listed building application for change of use from Class E (Estate Agency office) to C3 (Dwelling) and minor alterations, including replacement windows, addition of kitchen, bathroom and en-suite shower room.

4 Policy Considerations

National Planning Policy Framework
Havant Borough Council Borough Design Guide SPD December 2011
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS11	(Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS12	(Chichester Harbour Area of Outstanding Natural Beauty (AONB))
CS16	(High Quality Design)
CS20	(Transport and Access Strategy)

Havant Borough Local Plan (Allocations) July 2014

DM20 (Historic Assets)

AL1 (Presumption in Favour of Sustainable Development)

Emsworth Neighbourhood Plan Post Examination Version 2020

ENP_W3 (Change of Use Applications)

ENP_H1 (Design & Heritage)

ENP_D1 (General Design Policy)

Listed Building Grade II

Conservation Area: Emsworth

5 Statutory and Non Statutory Consultations

Conservation Officer - 1st Comment - Holding Objection

No. 8 South Street is a, semi-detached, Grade II listed building located in the Emsworth Conservation Area. South Street extends from the Market Square down to the harbour's edge and is characterised by former fisherman's cottages and some historic public houses.

The official listing dates the building back to the early C19, however it is thought locally to be earlier than that. It has a stucco frontage, with a yellow / cream paint finish and a clay tile with 2no. external stacks. The front elevation features 2no. sash windows at first floor with black painted reveals, whilst the ground floor includes a centralised door with a sash bow windows either side, framed with white painted pilasters. The two-storey rear extension is thought to be a Victorian addition.

The side elevation is of exposed brick and the rear elevation includes a small dormer window extension within the catslide clay roof. Internally, there are two equal sized room towards the front and a larger room to the rear and a central staircase. Upstairs there are three rooms and further staircase and room leading to the attic space which has been converted to living accommodation. There is an outbuilding and garden at the rear.

Proposal

Change of use from Class E (Estate Agency office) to C3 (Dwelling) and minor alterations, including replacement windows, addition of kitchen, bathroom and en-suite shower room

AND..

Listed building application for change of use from Class E (Estate Agency office) to C3 (Dwelling) and minor alterations, including replacement windows, addition of kitchen, bathroom and en-suite shower room.

Legislative and Policy Context

When assessing the proposal, the following legislation and policy context is taken in consideration.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires planning authorities, when considering whether to grant planning permission for development which affects a listed building or its setting, to have special regard to the desirability of preserving the building or its setting or any features of special

architectural or historic interest which it possesses.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires planning authorities, when considering whether to grant planning permission for development which affects a Conservation Area, to have special regard to the desirability of preserving or enhancing the character and appearance of that area.

The revised National Planning Policy Framework (NPPF) was published in February 2019 and sets down the policies that the Council must take into account when determining planning applications. The 'Historic Environment Good Practice Advice in Planning Note 2', states at paragraph 4:

'The significance of a heritage asset is the sum of its archaeological, architectural, historic, and artistic interest' and provides at paragraphs 8, 9 and 10 that in order for the Local Planning Authority to make decisions in line with legal requirements, the objectives of the development plan; and, the policy requirements of the NPPF, great importance is placed on understanding the nature, extent and level of the significance of the heritage asset.

The revised NPPF (February 2019) sets out in Chapter 16, the core principles relating to development affecting Heritage Assets that local planning authorities should consider in making planning decisions in the following paragraphs:

'184. Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

189. 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. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

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

191. Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

192. In determining applications, local planning authorities should take account of:

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

Considering potential impacts

193. 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.

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

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

With regards to local planning policy, the following are relevant:

Policy CS11 of the Core Strategy states that planning permission will be granted for development that:

Protects and where appropriate enhances the borough's statutory and non-statutory heritage designations by appropriately managing development in or adjacent to conservation areas, listed buildings, scheduled ancient monuments, historic parks and gardens, archaeological sites, buildings of local historic or architectural interest.

Policy CP16 (1a) of the Core Strategy states 'Planning permission will be granted for development that is designed to a high standard, which helps to create places where people want to live, work and relax. All development should demonstrate that its design:

Identifies and responds positively to existing features of natural, historic or local character within or close to the proposed development site'.

Policy DM20 of the Allocations Plan states that planning permission will be granted for development proposals that conserves and enhances the historic assets of Havant. It also states that application which affect, or have the potential to affect, heritage assets are expected to provide a Heritage Statement that:

1. Describe the significance of the asset and its setting, using appropriate expertise and where necessary original survey, at a level of detail proportionate to its significance and sufficient to understand the potential impact of the proposal.
2. Sets out the impact of the development on the heritage assets and mitigation that is proportionate to the impact and the significance of the heritage asset, including

where possible positive opportunities to conserve and enjoy heritage assets.

Emsworth Neighbourhood Plan

The Emsworth Neighbourhood Plan has now been adopted and has relevant policies which are applicable to this application:

Policy H1 – Design and Heritage

Policy H2 – Heritage Appraisals

Assessment

The heritage asset has had a range of uses, originating as a public house for fisherman / smugglers from C18, owned by the saffron Brewery until 1904 when it ceased to operate. The building was then used a private residence with the front left room being let out as a sweet shop. In the early 60's the right hand, front room was used as an estate agent's office. This operation has now ceased, and the building is vacant.

In terms of historical significance therefore, the building has played an important part within the historic setting of Emsworth. Its architectural significance is represented predominantly in the frontage which signifies it previous commercial uses.

The proposal to change the use of the building to fully residential would in principle, be of negligible harm, as no major structural changes are proposed. The room layout on each floor would remain as existing and only internal cosmetic alterations are to be included. The replacement dormer window on the rear facing roof slope would be of a similar design and scale to the existing and would cause no further harm.

One point of concern however is the proposal to change the existing, ground floor bow windows to sash windows and the inclusion of a Georgian style pediment over the front door. The existing windows appear to original, and if not, certain historic replacement with single glazing and delicate glazing bar detailing. Given that these would have been the style of windows present when the building was in use as a pub, sweet shop and estate agents, they make a valuable contribution to the historical significance of the building and it would be harmful to the heritage asset to see these removed. Also, the inclusion of the Georgian style pediment would be an overly ornate feature for a simple vernacular building and not wholly within the characteristics of traditional cottages in South Street.

If the bow windows can be retained and the Georgina style pediment removed from the plans, the overall scheme could be supported from a heritage perspective.

Conclusion

HOLDING OBJECTION

Councillor Julie Thain-Smith - No Comment

Councillor Lulu Bowerman - No Comment

Councillor R Kennett - No Comment

6 **Community Involvement**

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 13

Number of site notices: 1

Statutory advertisement: 23/12/2022

Number of representations received: 0

Comment	Officer Comment
No comments.	

7 **Planning Considerations**

7.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

(i) Principle of development

(ii) Impact upon the character and appearance of the Conservation Area and the setting of Listed Buildings

(i) Principle of development

7.2 The application site is situated within an urban area where further development is considered acceptable subject to the usual development control criteria.

(ii) Impact upon the character and appearance of the Conservation Area and the setting of Listed Buildings

7.3 8 South Street is a Grade II listed building that falls within the Emsworth Conservation Area where special regard must be given to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses and to preserving or enhancing the character and appearance of the area under the Planning (Listed Building and Conservation Area) Act 1990.

7.4 The Council's Conservation Officer (CO) has been consulted over the proposal and found that "... to change the use of the building to fully residential would in principle, be of negligible harm, as no major structural changes are proposed. The room layout on each floor would remain as existing and only internal cosmetic alterations are to be included. The replacement dormer window on the rear facing roof slope would be of a similar design and scale to the existing and would cause no further harm.". The only point of concern raised initially was "...the proposal to change the existing, ground floor bow windows to sash windows and the inclusion of a Georgian style pediment over the front door." as the windows "... make a valuable contribution to the historical significance of the building and it would be harmful to the heritage asset to see these removed. Also, the inclusion of the Georgian style pediment would be an overly ornate feature for a simple vernacular building and not wholly within the characteristics of

traditional cottages in South Street." The CO raised a holding objection in respect of these matters.

- 7.5 Following discussions with the agent, these changes have been removed from the scheme and the holding objection of the CO withdrawn, subject to a condition regarding full scale plans relating to the new casement window in the dormer extension. Therefore, the proposal would preserve the building and its setting and the character and appearance of the area, as required by Sections 66 and 72 of the Planning (Listed Building and Conservation Areas) Act 1990. If permission is granted, the condition of the CO is recommended.
- 7.6 With regard to the impact of the change of use from commercial to residential, the Town Centre benefits from a number of residential units at ground and first floor to the south and north of the application site, which contribute to the character and appearance of the area. The proposed change of use, with the limited changes to the building, would not materially impact on the character and appearance of the area, whilst securing an appropriate alternative use for the listed building.

8 Conclusion

- 8.1 The proposed works and change of use to the listed building would be keeping with its character and appearance and would preserve the Emsworth Conservation Area and is therefore considered to be appropriate and recommended for approval.

9 RECOMMENDATION:

That the Head of Planning be authorised to **GRANT LISTED BUILDING CONSENT** for application APP/22/01149 subject to the following conditions

- 1 The works to which this Listed Building Consent relate must be begun within a period of 3 years beginning with the date on which this consent is granted.
Reason: To comply with Section 51 of the Planning and Compulsory Purchase Act 2004.
- 3 The external materials used shall match, in type, colour and texture, those of the existing building so far as practicable.
Reason: In the interests of the amenities of the area and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.
- 4 Prior to installation, a full scale or 1:5 scale plan of the new casement window in the dormer extension shall be submitted to Local Planning Authority for approved. The casement window shall be installed in accordance with the approved plan.
Reason: In order to safeguard the building's special architectural and historic interest having due regard to Havant Borough Local Plan (Core Strategy) 2011 policy CS11, Havant Borough Local Plan (Allocations) 2014 policy DM20 and the National Planning Policy Framework.