

Site Address:	North Street House, 6 North Street, Emsworth, PO10 7DD		
Proposal:	Listed Building Consent for proposed conversion of 2.5-storey surgery [Class E(e)] building to hotel (Class C1); replacement of single-storey surgery [Class E(e)] building with two-story café [Class E(b)].		
Application Type:	Listed Building Consent		
Application No:	APP/23/00250	Expiry Date:	16/05/2023
Applicant:	A Last BG Doodles Holdings Ltd		
Agent:	Mr Robert Tutton Robert Tutton Town Planning Consultants	Case Officer:	Tina Pickup
Ward:	Emsworth		

Recommendation: GRANT LISTED BUILDING CONSENT

1 Site Description

- 1.1 The application site relates to 6 North Street, Emsworth and its curtilage, which is currently vacant and was formerly in use as a doctors surgery, an 'E' use under the 2020 Use Classes Order. It is located on the corner of High Street with Havant Road, on the south west corner of the Emsworth roundabout. There are currently two vehicular access points: one is taken from Havant Road to a car park at the rear, which is enclosed by high brick walls. The other is a dropped kerb serving two parking spaces in front of the entrance to the building, off North Street. The red lined application site also includes a gated pedestrian access alley off West Street.
- 1.2 The principal building on the site is a 2 1/2 storey Grade II Listed Building, the details of which state: *House. Late C18. Stucco, with a tile roof. Symmetrical front (east) of 2 storeys and attic, 3 windows. Hipped roof, with coved and moulded plaster eaves. Sashes in reveals. Doorcase with pediment and Doric fluted 1/2 columns, and 1/2-glazed door. The north side brick wall is bowed, with a sash window.* This building fronts the High Street but is set back between 2 and 4m with front hard surfaced fore court enclosed by low wall and railings. The building has had a number of more modern extensions over the years, including a part flat roofed, part pitched roof, single storey link extension attached to the south elevation that provided the pedestrian entrance to the doctors surgery. There is a further single storey extension to the rear that extends to the rear elevation of 1 West Street. There is a lawned garden with couple of trees, sited to the north of the building, enclosed by a high brick wall to Havant Road.
- 1.3 The building has been vacant since September 2020 and is currently fenced off with heras fencing and rapidly falling into a state of disrepair.
- 1.4 To the immediate south is a three storey art deco style building (Central Buildings) comprising retail units at ground floor with residential flats above. Notably this building is set much further forward than the application site, right up to the back edge of the pavement; and fills its plot width. As a result the flank elevation of number 4, which comprises a windowless plain brick wall, abuts the application site with a dominant presence. Opposite the site to the east, is the more modern development of the co-op with residential flats of Warwick Court.

- 1.4 The site lies within Emsworth Conservation Area, the Chichester Harbour AONB, and the Emsworth District Centre and within the Secondary Frontage Area (policy AL3) as defined by the adopted policies map. The site lies outside any current or future flood zone.

2 Planning History

99/51772/012 - Single storey extension to rear to provide 2 additional surgery rooms., PERM,30/07/1999

99/51772/013 - Single storey extension to rear to provide 2 additional surgery rooms., PERM,30/07/1999

APP/20/01115 - Works to convert existing doctors surgery (E) to offices (E) plus erection of a two storey building comprising a retail unit at ground floor and one residential dwelling (C3) following demolition of existing single storey extension. Associated parking and hard and soft landscaping. Request to discharge conditions 3, 4, and 5 (10/11/2021)., PERM,16/04/2021

APP/20/01116 - Listed Building Consent for internal and external alteration and repair works to allow conversion to offices; including associated demolition of existing single storey extensions and hard and soft landscaping. Request to discharge conditions 3 and 4 (16/11/2021)., PERM,28/04/2021

APP/21/00905 - Works to convert the existing doctor's surgery to offices (both Use Class E) following demolition of existing outbuilding, plus erection of two storey building comprised of a clinic (Use Class E), utilising existing access off Havant Road, with associated hard and soft landscaping., UNK,

APP/21/00906 - Listed building consent for works to convert the existing doctor's surgery to offices (both Use Class E) following demolition of existing outbuilding, plus erection of two storey building comprised of a clinic (Use Class E), utilising existing access off Havant Road, with associated hard and soft landscaping., UNK,

APP/21/01327 - Variation of Condition 2 of Planning Permission APP/20/01115 relating to revised schedule of permitted drawings. Conditions 8, 9 and 10 relate to residential development and should be removed., UNK,

APP/22/00029 - Works to convert the doctor's surgery (E) to offices (E) plus the erection of a two storey building comprising a commercial unit (E) following the demolition of the existing single storey extension. With associated parking and hard and soft landscaping, including provision of one additional parking space., WD,01/06/2022

APP/22/00030 - Listed Building Consent for Works to convert the doctor's surgery (E) to offices (E) plus the erection of a two storey building comprising a commercial unit (E) following the demolition of the existing single storey extension. With associated parking and hard and soft landscaping, including provision of one additional parking space., WD,01/06/2022

APP/23/00250 - Listed Building Consent for proposed conversion of 2.5-storey surgery [Class E(e)] building to hotel (Class C1); replacement of single-storey surgery [Class E(e)] building with two-story café [Class E(b)]. , DEL,

Other current application:

APP/23/00249 - Proposed conversion of 2.5-storey surgery [Class E(e)] building to hotel (Class C1); replacement of single-storey surgery [Class E(e)] building with two-storey café [Class E(b)].

3 Proposal

- 3.1 Listed Building Consent for proposed conversion of 2.5-storey surgery [Class E(e)] building to hotel (Class C1); replacement of single-storey surgery [Class E(e)] building with two-story café [Class E(b)].
- 3.2 This Listed Building application accompanies current application APP/23/00249 for the similar change of use of the Listed Building to a 10 bed hotel, with associated demolition of existing side extension and replacement with detached two storey cafe. The internal and external works enabling this development require Listed Building Consent.

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)
CS16 (High Quality Design)

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_H1 (Design & Heritage)
ENP_D1 (General Design Policy)
ENP_D2 (Height, Mass & Materials)
ENP_D3 (Layout, Form & Density)

Listed Building Grade: II
Conservation Area: Emsworth

5 Statutory and Non Statutory Consultations

Conservation Officer

Site

North Street House is located on the corner junction of Havant Road and the High Street, adjacent to the roundabout which separates the High Street from North Street in Emsworth town centre. The site is located within the boundary of the Emsworth Conservation Area and comprises a detached 2 ½ storey building of late C18 construction. The building is Grade II listed, first being listed in 1952. The listing description is as follows:

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'House, late C18. Stucco, with a tile roof. Symmetrical front (east) of 2 storeys and attic, 3 windows, Hipped roof, with coved and molded plaster eaves. Sashes in reveals. Doorcase with pediment and Doric fluted ½ columns and ½ glazed door. The north side brick wall is bowed, with a sash window'.

The front / principal elevation faces onto North Street. A substantial brick wall extends around the north boundary of the site to a car park at the rear which is accessed from Havant Road. The building itself has had a number of extensions and additions over the years. To the south of the main listed building is a single storey link extension which is attached to the adjacent building. This comprises a 3-storey art deco style development (Central Buildings) with commercial units on the ground floor and residential accommodation on the floors above. The application site was previously in use as the Emsworth Doctor's surgery however, this has relocated hence the proposal to find a new use for the listed building and redevelop part of the site.

Legislative and Policy Context:

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

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("1990 Act") requires local planning authorities to have special regard to the desirability of preserving a listed building, its setting or any features of special architectural or historic interest when considering whether to grant listed building consent.

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 need for the decision taker to attach considerable or special weight to the desirability of preserving the setting of listed buildings has been reinforced through two recent high court decisions of: Barnwell Manor Wind Energy Limited vs. East Northamptonshire District Council et al (2014); and North Norfolk District Council vs. DCLG and Mack (2014). The above statute and its subsequent and consistent interpretation in recent high court decision emphasises the need for the policies of the NPPF to be implemented whilst always having regard to the need to give special or greater weight to the preservation of the setting of a listed building.

see full response for relevant NPPF & Local Plan policy discussion

Assessment

These applications follow previous approvals for a change of use of the main listed building to offices and the erection of a 2-storey building comprising a GF retail unit and a first-floor residential unit in 2020. The scheme has now changed in that the change of use proposed is for a hotel. A two-storey extension is also proposed however, this would be a commercial use on both floors instead of residential at first floor.

Conversion of listed building from doctors' surgery to hotel

Various alterations are proposed including:

Internal:

- Creation of new stud walls to facilitate ensuite bathrooms and doorways where existing partitions are situated.
- Removal of non-original partitions
- Change of layout – rooms 7 and 8 – moving of main wall and creation of two ensuites
- Replacement of dormer windows with like for like single glazed, timber windows
- Installation of secondary glazing to existing historic windows

External:

- Demolition of side and rear single structures
- New stone paving laid to forecourt
- New ramp at rear of building

The proposals for the listed building are broadly the same as the existing 2020 permission. Some room layouts will be altered with new studwork however, some of the more unsympathetic alterations where large openings have been made for the previous medical use, will be reversed and doors reinstated. A first-floor wall will be moved to make way for the ensuite bathrooms in Rooms 7 and 8 which would result in the loss of a set of double doors leading to an existing office space. These wooden doors appear to be historic in character. However, the remaining historic fixtures and fittings (i.e., doors, staircases, skirtings, cornicing, internal chimney stacks etc) are being retained as the proposed use does not require the removal of these. The existing loft space will be retained, and it is proposed that dormer windows are replaced as these are in poor repair. The proposal is to replace these like for like with timber frames and single glazing.

The other existing historic windows are being shown as being retained but with secondary glazing proposed. Unfortunately, the style of secondary glazing proposed is not suitable as it comprises central opening casement style screen which would detract from the original design on the windows.

A condition will be included to request details of a more appropriate style of secondary glazing.

The existing garden to the north of the listed building would be retained and the car parking for the hotel use would be contained within the existing car park. This is welcomed as this would retain the small amount of verdant setting to the listed building.

Whilst a small amount of historic building fabric will be removed, this is balanced against the removal of previous unsympathetic alterations and partitioning. Overall, the impact on the heritage asset, as a result of the proposed change of use, would be negligible. The proposed use would bring the building back into use and protect its longevity for future generations.

Two-storey extension to Central Buildings

- Erection of a two-storey, pitched roof extension to the north flank of Central Buildings, finished in painted white render with a clay tiled roof, grey painted timber windows and a traditional style, glazed shop front on the ground floor.
- The use of both floors to be for a sit in café (Class E)
- Frontage enclosed with black metal railings to match the listed building

The proposal for the two-storey building is almost identical to the approved scheme in 2020. It was concluded at that time that this proposed building comprises a high-quality design which complements the traditional style of the listed building and does not detract from its architectural significance or the context of this part of the conservation area. The proposal to enclose the front seating area with matching railings is supported. The building would feature timber framed, grey painted windows and be finished with a white painted render which would be appropriate to the historic context.

Overall, the proposed new building and its use, would not result in harm to the adjacent listed building. The proposal would remove an existing unsympathetic building form and replace with this with a well designed, high-quality building which would enhance the conservation area. As such, the proposal would meet the test of Section 72 of the TCPA which is to preserve or enhance the character of the conservation area.

Conclusion

In summary, it is considered that the proposals would not be harmful to the significance of the designated heritage asset and would preserve and enhance the special qualities of the conservation area, meeting the tests set out in Sections 66 and 72 of the T&CPA 1990 (Listed Buildings and Conservation Areas).

NO OBJECTION subject to the following conditions:

1. Details and / or samples of all new external materials (including railings) to be submitted prior to commencement
2. Details of all new windows and external doors to be provided and agreed prior to above ground construction. Details to include:
 - a) a 1:20 plan, section and elevation shown in relation to the opening into which it is to be set,
 - b) full size glazing bar section,
 - c) the method of opening and external finishes.All work shall be carried out in full accordance with such approval and be retained thereafter.
3. Schedule of works detailing the removal of the existing extension and repair to south elevation of listed building to be provided and agreed prior to commencement of development
4. Detailed shopfront design to be provided and agreed including materials and window / door details at 1:20
5. Details of the siting and design of any proposed external meter boxes / metal ducting / flues shall be provided and agreed prior to commencement of development
6. Details of new extract vents for ensuite toilets on the main listed building shall be provided and agreed prior to commencement of development
7. Notwithstanding the plans submitted, details of all new secondary glazing (including method of opening) shall be provided and agreed prior to commencement of development.

Historic England

Historic England provides advice when our engagement can add most value. In this case we are not offering advice. This should not be interpreted as comment on the merits of the application.

We suggest that you seek the views of your specialist conservation and archaeological advisers.

National Amenity Societies

None received

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: 46

Number of site notices: 1

Statutory advertisement: 12/05/2023

Number of representations received: 0

Comment	Officer Comment
None received	

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 Listed Building and character of Conservation Area

(i) Principle of development

7.2 The application site is located within the defined urban area, therefore development is considered acceptable in principle subject to development management criteria. Since the site lies within a Conservation Area and affects a Listed Building, Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 is relevant to the determination of this application requiring special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest, as well as the desirability of preserving or enhancing the character or appearance of a conservation area.

(ii) Impact upon Listed Building and character of Conservation Area

7.3 The impact of the proposals on the character and appearance of the Listed Building has been carefully assessed by the Councils Conservation Officer. There is no objection to the demolition and removal of the single storey side extension as this is of no architectural merit and its removal would allow the original architectural and historical significance of the symmetrical front of North Street House to be more clearly viewed and appreciated. The making good and infilling of openings in the south elevation would reinstate the integrity of the original building.

7.4 Internally the alterations largely include the removal of previous non-original partitions and the addition of new stud walls to facilitate en-suite bathrooms. As noted in the Conservation Officers comments above there would be the loss of a first floor wall and doors between proposed rooms 7 and 8, but on balance the Conservation Officer is of the view that this would result in negligible harm. The benefits of bringing the building back into active use to prevent its further deterioration, and removal of previous unsympathetic alterations is considered to outweigh the negligible harm from loss of one wall and set of doors.

7.5 The windows in the existing dormers in the roof space would be replaced with like for like single glazed windows (the loft space does not become habitable rooms so single glazing is appropriate); but it is proposed to add secondary glazing to other windows. The Conservation Officer is of the opinion that whilst the principle of adding internal secondary glazing is acceptable, the specific details provided are inappropriate as the glazing bars would interrupt with the original sash windows. The agent has agreed to provide alternative secondary glazing, the details of which can be conditioned.

7.6 Overall the proposed works are considered unobtrusive and generally focus on restoration and removal of previous unsympathetic alterations. They would enable an alternative use of the site to help secure the buildings long term maintenance. With appropriate conditions controlling the exact details of the demolition and repair works, materials etc, then the Conservation Officer raises no objection to the proposal.

- 7.7 The impact on the setting of the Listed Building from the proposed new detached building within the grounds, and the impact on character the Conservation Area has already been assessed and found to be acceptable as part of the considerations of the planning application APP/23/00249.
- 7.8 Overall it is considered that the proposed demolition, internal and external works would restore the original layout of the building and resultant historic significance of the building, whilst minimising any further loss of historic fabric, and can be supported. A heritage statement has been submitted as part of the application which covers the requirements of policy DM20 of the HBLP (Allocations). The proposal is therefore considered to be acceptable, meeting the requirements of Policies CS11 and CS16 of the HBLP (Core Strategy), DM20 of the HBLP (Allocations), and Policy H1 of the Emsworth Neighbourhood Plan, as well as the statutory duty set out in Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. It is noted no letters of objection were received in respect of the Listed Building application.

8 Conclusion

- 8.1 The conservation officer is of the opinion that the proposal preserves the character of this Grade II Listed Building and the character and appearance of Emsworth Conservation Area in accordance with Section 66 and 72 and Policies CS11 and DM20. It is therefore considered to be acceptable and is recommended for listed building consent to be granted, subject to conditions.

9 RECOMMENDATION:

That the Executive Head of Place be authorised to **GRANT LISTED BUILDING CONSENT** for application APP/23/00250 subject to the following conditions:

- 1 The works must be begun not later than the expiration of three years beginning with the date of this consent.

Reason: To comply with the requirements of Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 No development shall commence on site, including any demolition, until a schedule of works detailing a method statement and full extent of the removal of the existing extension to the south side has been submitted to and approved in writing by the Local Planning Authority. The details shall include and specify the exact method of repair, including materials, colour, texture, profile and style to be used to make good all openings, joins and surfaces in the Listed Building, both external and internal. All new works and making good of the retained fabric whether internal or external shall be finished to match the adjacent work.
The development shall thereafter only be carried out in full accordance with the approved details.

Reason: To protect the historic integrity and fabric of the Listed Building, having due regard to policy DM20 of the Havant Borough Local Plan (Allocations) 2014; and policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 3 No development shall commence on site, including any demolition, until details have been submitted to and approved in writing by the Local Planning Authority to show:-
- a) details of all new windows and external doors, including
 - i) a 1:20 plan, section and elevation shown in relation to the opening into which it is to be set;
 - ii) full size glazing bar section
 - iii) the method of opening and external finishes
 - b) details of all new secondary glazing (including method of opening)
 - c) details of new extract vents for ensuite toilets
 - d) the means of upgrading the existing doors and frames to meet the prescribed fire safety standards and/or
 - e) the design and construction of any new fire doors
 - f) the design, location and method of fixing any new fire prevention/detection systems e.g. smoke detectors, alarms.
- The development shall thereafter only be carried out in full accordance with the approved details.

Reason: To safeguard the architectural and historic character of the listed building or to ensure the detailing and materials maintain the architectural interest of the Listed Building, having due regard to policy DM20 of the Havant Borough Local Plan (Allocations) 2014; and policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 4 Prior to the erection of any external meter boxes, metal ducting and/or flues, the precise details of their siting, size and design, and external finish shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To safeguard the architectural and historic character of the listed building and to ensure the detailing and materials maintain the architectural interest of the Listed Building, having due regard to policy DM20 of the Havant Borough Local Plan (Allocations) 2014; and policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.