

6 NORTH STREET, EMSWORTH,
HAMPSHIRE, PO10 7DD

BUILT HERITAGE STATEMENT



PREPARED BY PEGASUS GROUP ON
BEHALF OF CORDAGE 14 LTD

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CONTENTS:

1.	INTRODUCTION	1
2.	PROPOSED DEVELOPMENT	3
3.	METHODOLOGY	9
4.	PLANNING POLICY FRAMEWORK	15
5.	THE HISTORIC ENVIRONMENT	27
6.	CONCLUSIONS	58

APPENDICES:

APPENDIX 1: 6 NORTH STREET LIST ENTRY

APPENDIX 2: EMSWORTH CONSERVATION AREA MAP

APPENDIX 3: MAP OF DESIGNATED HERITAGE ASSETS

PLATES:

PLATE 1: SITE LOCATION PLAN.	1
PLATE 2: NUMBERED PLAN OF RELEVANT EXISTING GROUND-FLOOR ROOMS WITHIN 6 NORTH STREET.	5
PLATE 3: NUMBERED PLAN OF EXISTING FIRST-FLOOR ROOMS WITHIN 6 NORTH STREET.	6
PLATE 4: EXTRACT OF PROPOSED FLOOR PLANS – OFFICE (DRAWING NO. 10.01, A).	7
PLATE 5: PROPOSED WEST-FACING VIEW FROM NORTH STREET (EXTRACT OF DRAWING NO. DRAWING NO. 10.03, REV. B).	8
PLATE 6: 6 NORTH STREET, PRINCIPAL EAST ELEVATION.	27
PLATE 7: EXTRACT OF THE 1838 TITHE MAP FOR WARBLINGTON PARISH. SOURCE: THE GENEALOGIST.	28
PLATE 8: FIRST EDITION (1866) ORDNANCE SURVEY MAP.	28
PLATE 9: 1898 ORDNANCE SURVEY MAP.	29
PLATE 10: 1909 ORDNANCE SURVEY MAP.	29
PLATE 11: DETAIL OF 1928 AERIAL PHOTOGRAPH OF EMSWORTH.	30
PLATE 12: 1952–53 ORDNANCE SURVEY MAP.	30
PLATE 13: 1999 SATELLITE IMAGE OF 6 NORTH STREET.	31
PLATE 14: EAST ELEVATION.	32
PLATE 15: DETAIL OF SINGLE-STOREY EXTENSION TO THE PRINCIPAL EAST FAÇADE.	32
PLATE 16: DETAIL OF PEDIMENTED DOORWAY.	32
PLATE 17: DETAIL OF THE JOIN BETWEEN THE TWO-STOREY EAST FAÇADE AND THE SINGLE-STOREY EXTENSION.	33
PLATE 18: NORTH ELEVATION.	34
PLATE 19: SINGLE-STOREY EXTENSION AT THE WEST END OF THE NORTH ELEVATION AND GROUND-FLOOR WINDOW WITH CONCRETE LINTEL.	34
PLATE 20: BREAK IN BRICKWORK AT THE CENTRE OF THE NORTH ELEVATION.	34
PLATE 21: EAST-FACING VIEW TO THE REAR (WEST) ELEVATION OF THE NORTH RANGE.	35
PLATE 22: REAR (WEST) ELEVATION.	35
PLATE 23: MAIN STAIRCASE (ROOM 4).	36
PLATE 24: DETAIL OF STAIRCASE HANDRAIL.	36

PLATE 25: FIREPLACE, ROOM 13.	37
PLATE 26: FIREPLACE, ROOM 15.	37
PLATE 27: ARCHITRAVE DETAILING IN ROOM 1 (FORMER ENTRANCE HALL).	38
PLATE 28: MOULDED CORBEL, ROOM 14.	38
PLATE 29: DECORATIVE CORNICE, ROOM 3A.	39
PLATE 30: PANELLED PLASTER CEILING, ROOM 12.	39
PLATE 31: DOOR TO ROOM 15 (LABELLED 24) FROM ROOM 11.	39
PLATE 32: WINDOW ABOVE THE MAIN STAIRCASE (ROOM 10).	40
PLATE 33: VIEW FROM THE WINDOW OF ROOM 13, ACROSS NORTH STREET TO MODERN DEVELOPMENT ON THE OPPOSITE SIDE OF THE ROAD.	41
PLATE 34: VIEW FROM THE NORTH WINDOW OF ROOM 15, ACROSS THE PRIVATE GARDEN AREA AND MODERN A259.	42
PLATE 35: MOULDED CORNICE ABOVE THE PARTITION WALL BETWEEN ROOMS 1 AND 3B.	44
PLATE 36: PARTITION WALL AND OPENING BETWEEN ROOMS 1 AND 3B (VIEWED FROM WITHIN ROOM 1).	45
PLATE 37: GENERAL VIEW OF ROOM 8.	46
PLATE 38: GENERAL VIEW OF ROOM 9.	46
PLATE 39: VIEW ALONG THE CORRIDOR (ROOM 7) OUTSIDE ROOMS 8 AND 9.	47
PLATE 40: MAP SHOWING THE LOCATION OF THE APPLICATION SITE (OUTLINED IN RED) IN RELATION TO THE EMSWORTH CONSERVATION AREA (SHADED GREEN).	51
PLATE 41: SOUTH-FACING VIEW TOWARDS THE EMSWORTH CONSERVATION AREA FROM THE ROUNDABOUT JUNCTION OF NORTH STREET AND THE A259.	53
PLATE 42: NORTH-FACING VIEW FROM HIGH STREET TOWARDS THE APPLICATION SITE (LOCATION OUTLINED IN RED).	54

1. Introduction

- 1.1 Pegasus Group have been commissioned by Cordage 14 Ltd to prepare a Built Heritage Statement to consider the proposed conversion of an existing doctors' surgery to offices and the erection of an adjacent building to accommodate 1no. retail unit and 2no. residential flats at 6 North Street, Emsworth, as shown on the Site Location Plan provided at [Plate 1](#).

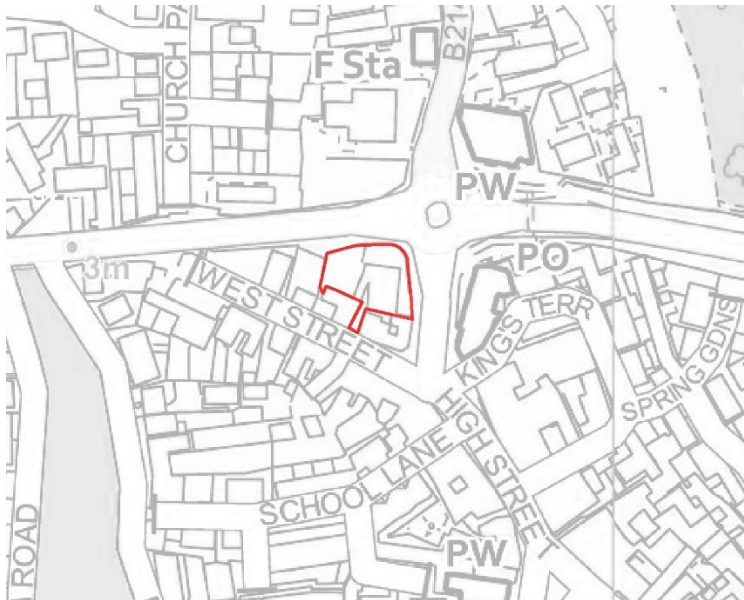


Plate 1: Site Location Plan.

- 1.2 6 North Street (hereafter also referred to as the 'application site') is a Grade II Listed building located within the Emsworth Conservation Area. There are no other designated heritage assets that immediately neighbour the application site.

- 1.3 This Built Heritage Statement provides information with regards to the significance of the historic environment to fulfil the requirement given in paragraph 189 of the Government's National Planning Policy Framework (the NPPF¹) which requires:

*"an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting."*²

- 1.4 In order to inform an assessment of the acceptability of the scheme in relation to impacts to the historic environment, following paragraphs 193 to 197 of the NPPF, any harm to the historic environment resulting from the proposed development is also described, including impacts to significance through changes to setting.

- 1.5 As required by paragraph 189 of the NPPF, the detail and assessment in this Report is considered to be *"proportionate to the asset's importance"*.³

¹ Ministry of Housing, Communities and Local Government (MHCLG), *National Planning Policy Framework (NPPF)* (London, February 2019).

² MHCLG, *NPPF*, paragraph 189.

³ MHCLG, *NPPF*, paragraph 189.

Planning History

- 1.6 A review of the recent planning history records held online by Havant Borough Council has indicated several previous applications which relate to the application site.
- 1.7 In 1991, Listed Building Consent and Planning Permission were granted for a rear porch extension with minor internal alterations to provide access to the upper flat of 6 North Street (LPA refs. 91/51772/007 and 91/51772/008). The same applications were resubmitted and were again granted Listed Building Consent and Planning Permission in 1999 (LPA refs. 99/51772/010 and 99/51772/011).
- 1.8 In 1999, Listed Building Consent and Planning Permission were granted for erection of a single storey extension to the rear of 6 North Street to provide two additional surgery rooms (LPA refs. 99/51772/012 and 99/51772/013).
- 1.9 The associated documents for these planning applications are currently not available through the online planning portal.

2. Proposed Development

- 2.1 The application seeks Listed Building Consent and Full Planning Permission to demolish part of Grade II Listed 6 North Street, convert the building from a doctors' surgery to offices, and erect a new building to the south comprising a ground-floor retail unit with residential flats above.
- 2.2 The new building will present as north flank extension to 1–4 West Street (more commonly known as the Central Buildings), which is a three-storey Art Deco style block.
- 2.3 For ease of reference, numbered plans of the relevant rooms within 6 North Street are presented below (Plate 3 & Plate 4) with these room numbers being used in the discussions that follow.
- 2.4 The full schedule of works is as follows:

Externally

- **Demolition of the single-storey structures adjoining the south flank of 6 North Street and sympathetic infill of the openings in the historic south elevation wall;**
- **Demolition of the single-storey rear extension to 6 North Street;**
- **Erection of a three-storey extension to the north flank elevation of the Central Buildings, constructed of painted brick with a natural slate roof, lead covered dormers, grey aluminium**

windows and traditional style shop frontage;

- **Erection of a bin and cycle store in the alleyway to the south-west of the Listed building; and**
- **Associated hard and soft landscaping, including new paving to replace existing tarmac and concrete, the extension of the gravelled yard area to the rear (in the location of the former rear extension), and the erection of timber close boundary fencing to the rear of the new building.**

Internally – General

- **Removal of modern medical fixtures and fittings, and removal of modern washing facilities from core rooms; and**
- **General sympathetic repairs to existing features, including repairs to the damaged moulded plaster ceilings at first-floor level.**

Internally – Ground Floor

- **Removal of the modern internal partition between Room 1 and the original front entrance;**
- **Widening of the existing opening between Room 1 and Room 3a/3b and the insertion of a glazed partition;**
- **Removal of the modern partition between Rooms 3a and 3b; and**

- **Removal of the modern partition between Rooms 7 and 8.**

Internally – First Floor

- **Removal of the modern radiator obstructing the fireplace in Room 13;**
- **Removal of the modern partition between the main stairwell (Room 10) and historic landing (Room 11);**
- **Removal of the modern partition between Rooms 11 and 14 and the insertion of a glazed partition; and**
- **Removal of the modern internal partitions between Rooms 16, 17 and 18.**

Internally – Loft Space

- **Minor removal of walling to facilitate ease of circulation.**

- **Proposed Site Plan (drawing no. 10.00. A)**
- **Proposed Floor Plans – Office (drawing no. 10.01, A)**
- **Floor Plans – Proposed Building (drawing no. 10.02, A)**
- **Proposed Roof Plan and Elevations – New Building (drawing no. 10.03, B)**
- **Proposed Landscaping Plan (drawing no. 10.04, A)**

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

- **Site Location Plan (drawing no. 00.00, A)**
- **Existing Topo Survey (drawing no. 00.01, A)**
- **Existing Building Survey Floor Plans (drawing no. 00.02, A)**
- **Existing Building Survey Elevations (drawing no. 00.03, A)**

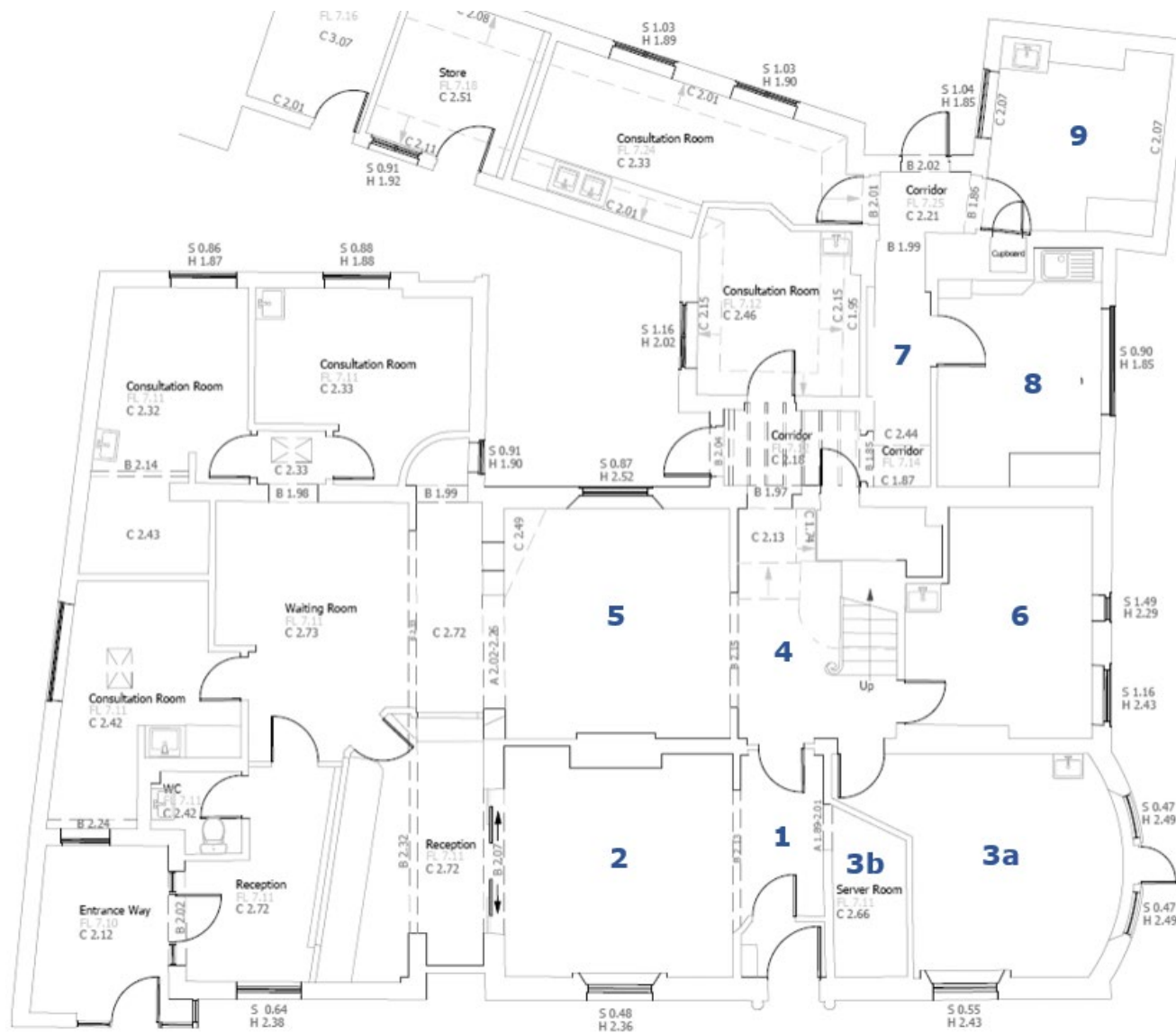


Plate 2: Numbered plan of relevant existing ground-floor rooms within 6 North Street.

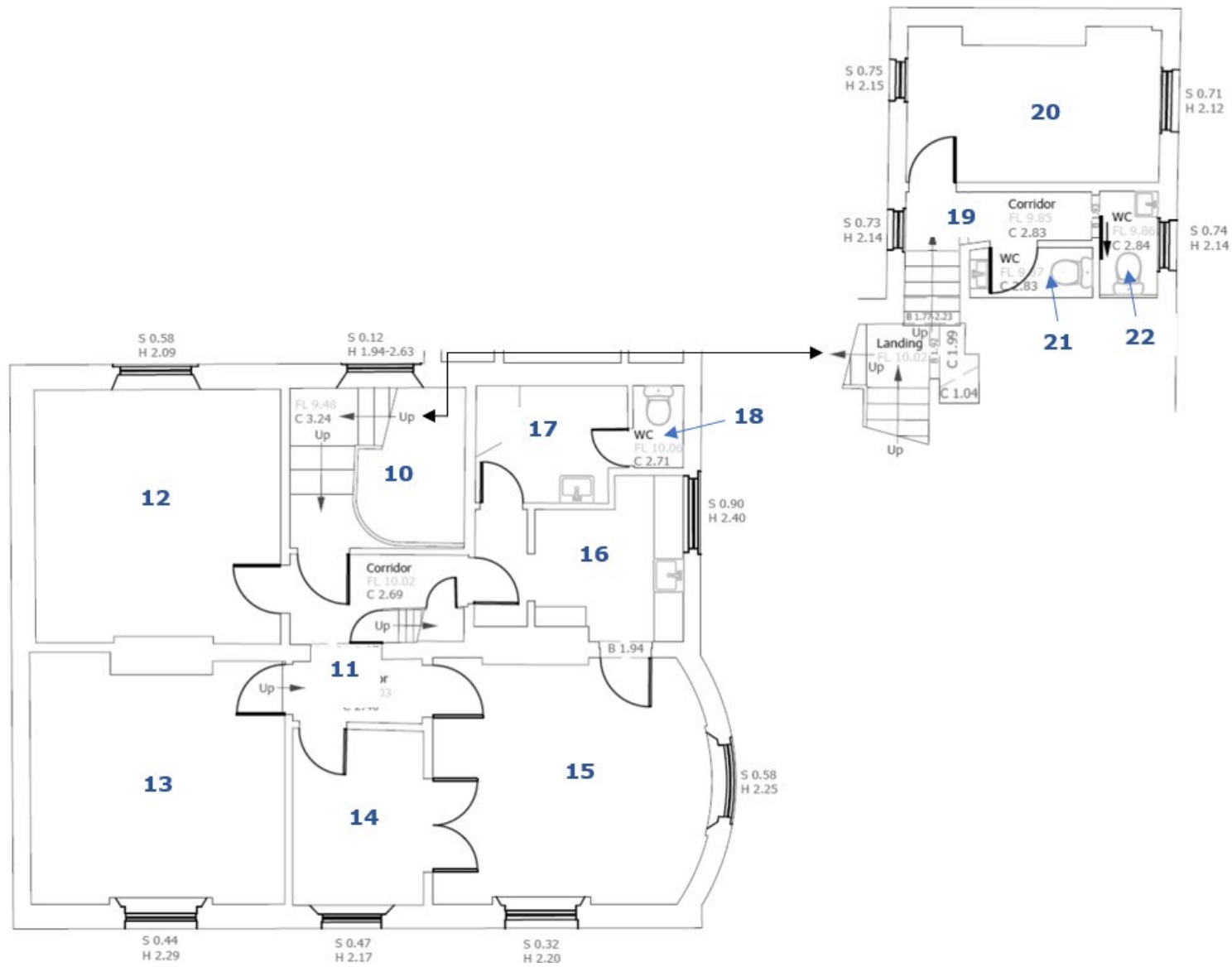


Plate 3: Numbered plan of existing first-floor rooms within 6 North Street.

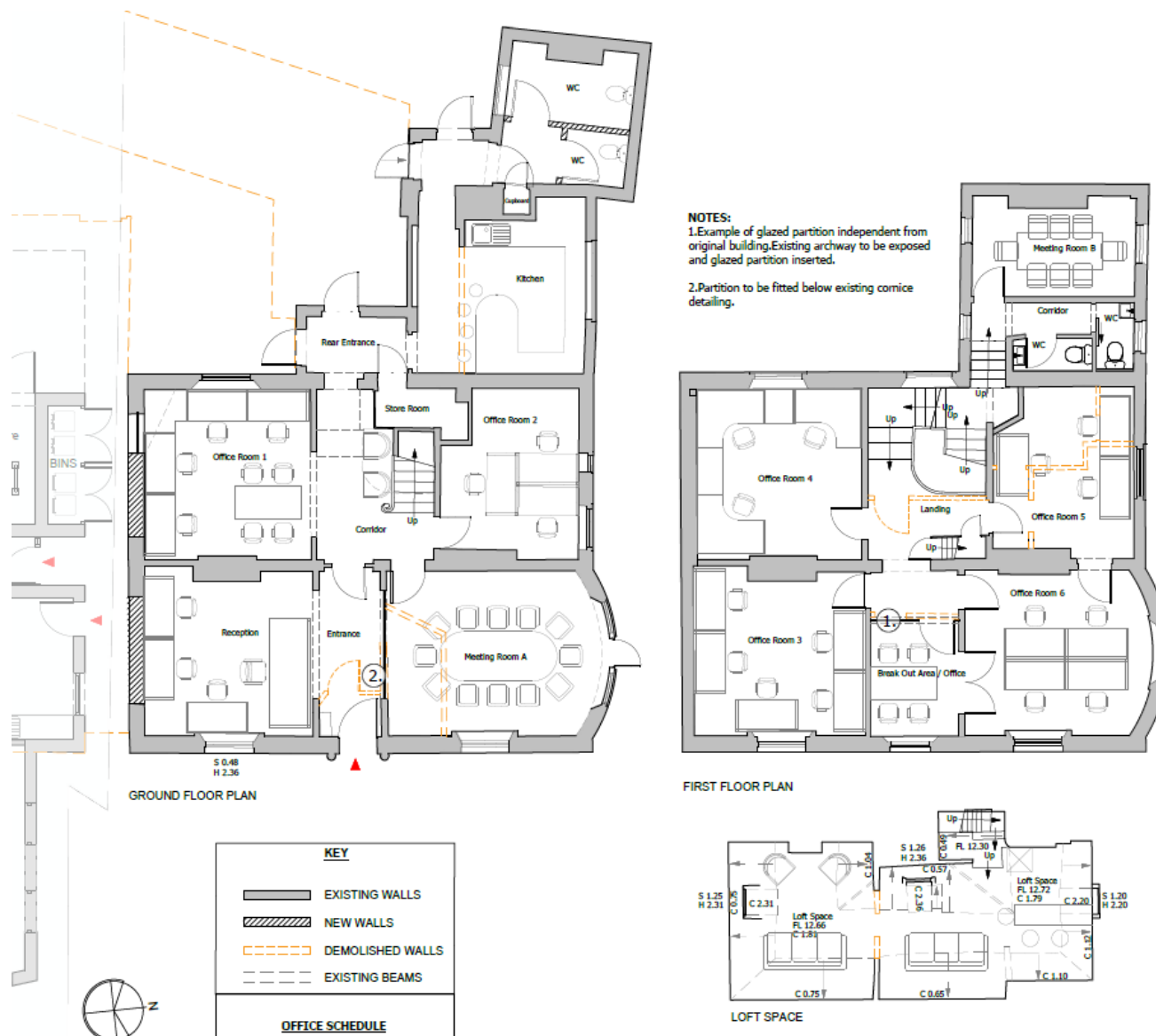


Plate 4: Extract of Proposed Floor Plans – Office (drawing no. 10.01, A).



STREET SCENE - HIGH STREET - 1:200

Plate 5: Proposed west-facing view from North Street (extract of drawing no. drawing no. 10.03, rev. B).

3. Methodology

3.1 The aims of this Built Heritage Statement are to assess the significance of the heritage resource within the site, to assess any contribution that the site makes to the heritage significance of the identified heritage assets, and to identify any harm or benefit to them which may result from the implementation of the development proposals, along with the level of any harm caused, if relevant. This assessment considers built heritage.

Sources

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

- **The National Heritage List for England for information on designated heritage assets;**
- **The Hampshire Historic Environment Record (HER), via Heritage Gateway, for information on the recorded heritage resource and previous archaeological works;**
- **The Emsworth Conservation Area Character Appraisal, Management Plan and Map, as prepared by Havant Borough Council;**
- **The Havant Borough Council Townscape, Landscape and Seascape Character**

Assessment;⁴

- **The Havant Borough Core Strategy;**
- **The post-examination version of the Emsworth Neighbourhood Plan;**
- **Historic maps available online; and**
- **Aerial photographs and satellite imagery available online.**

3.3 Heritage assets in the wider area were assessed as deemed appropriate (see Section 5).

Site Visit

3.4 A site visit was undertaken by a Heritage Consultant from Pegasus Group on 6th November 2020, during which the site and its surrounds were assessed. Selected heritage assets were assessed from publicly accessible areas.

3.5 The visibility on this day was clear. Surrounding vegetation was in partial leaf at the time of the site visit, and thus the potential screening that this affords was also considered when assessing potential intervisibility between the site and surrounding areas.

⁴ Kirkham Landscape Planning Consultants, *Havant Borough Council Townscape, Landscape and Seascape Character Assessment, Volume 1: Character Assessment* (February 2007).

Assessment of significance

3.6 In the NPPF, heritage significance is defined as:

*"The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance."*⁵

3.7 Historic England's *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2*⁶ (hereafter GPA 2) gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset.

3.8 In order to do this, GPA 2 also advocates considering the four types of heritage value an asset may hold, as identified in English Heritage's *Conservation Principles*.⁷ These essentially cover the heritage 'interests' given in the glossary of the NPPF⁸ and the online Planning Practice Guidance on the Historic

Environment⁹ (hereafter 'PPG') which are **archaeological**, **architectural and artistic** and **historic**.

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

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

⁵ MHCLG, *NPPF*, p. 71.

⁶ Historic England, *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2* (2nd edition, Swindon, July 2015).

⁷ English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008). These

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

⁸ MHCLG, *NPPF*, p. 71.

⁹ Ministry of Housing Communities and Local Government (MHCLG), *Planning Practice Guidance: Historic Environment (PPG)* (revised edition, 23rd July 2019), <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

collective experience of a place and can symbolise wider values such as faith and cultural identity.”¹⁰

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

3.11 The most-recently issued guidance on assessing heritage significance, Historic England’s *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12*,¹¹ advises using the terminology of the NPPF and PPG, and thus it is that terminology which is used in this Report.

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

Setting and significance

3.13 As defined in the NPPF:

“Significance derives not only from a heritage asset’s physical presence, but also from its setting.”¹²

3.14 Setting is defined as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change

as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”¹³

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

Assessing change through alteration to setting

3.16 How setting might contribute to these values has been assessed within this Report with reference to *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3*¹⁴ (henceforth referred to as ‘GPA 3’), particularly the checklist given on page 11. This advocates the clear articulation of “what matters and why”.¹⁵

3.17 In GPA 3, a stepped approach is recommended, of which Step 1 is to identify which heritage assets and their settings are affected. Step 2 is to assess whether, how and to what degree settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated. The guidance includes a (non-exhaustive) checklist of elements of the physical surroundings of an asset that might be considered when undertaking the assessment including, among other things:

¹⁰ MHCLG, *PPG*, paragraph 006, reference ID: 18a-006-20190723.

¹¹ Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12* (Swindon, October 2019).

¹² MHCLG, *NPPF*, p. 71.

¹³ MHCLG, *NPPF*, p. 71.

¹⁴ Historic England, *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3* (2nd edition, Swindon, December 2017).

¹⁵ Historic England, *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3* (2nd edition, Swindon, December 2017), p. 8.

topography, other heritage assets, green space, functional relationships and degree of change over time. It also lists aspects associated with the experience of the asset which might be considered, including: views, intentional intervisibility, tranquillity, sense of enclosure, accessibility, rarity and land use.

- 3.18 Step 3 is to assess the effect of the proposed development on the significance of the asset(s). Step 4 is to explore ways to maximise enhancement and minimise harm. Step 5 is to make and document the decision and monitor outcomes.
- 3.19 A Court of Appeal judgement has confirmed that whilst issues of visibility are important when assessing setting, visibility does not necessarily confer a contribution to significance and also that factors other than visibility should also be considered, with Lindblom LJ stating at paragraphs 25 and 26 of the judgement (referring to an earlier Court of Appeal judgement)¹⁶:

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

Paragraph 26 – "This does not mean, however, that factors other than the visual and physical must be ignored when a decision-maker is considering the extent of a listed building's setting. Generally, of

course, the decision-maker will be concentrating on visual and physical considerations, as in Williams (see also, for example, the first instance judgment in R. (on the application of Miller) v North Yorkshire County Council [2009] EWHC 2172 (Admin), at paragraph 89). But it is clear from the relevant national policy and guidance to which I have referred, in particular the guidance in paragraph 18a-013-20140306 of the PPG, that the Government recognizes the potential relevance of other considerations – economic, social and historical. These other considerations may include, for example, "the historic relationship between places". Historic England's advice in GPA3 was broadly to the same effect."

Levels of significance

- 3.20 Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed Buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.
- 3.21 In accordance with the levels of significance articulated in the NPPF and the PPG, three levels of significance are identified:
- **Designated heritage assets of the highest significance**, as identified in paragraph 194 of the NPPF, comprising Grade I and II* Listed buildings, Grade I and II* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World

¹⁶ *Catesby Estates Ltd. V. Steer* [2018] EWCA Civ 1697, para. 25 and 26.

Heritage Sites and Registered Battlefields (and also including some Conservation Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 63 of the NPPF;

- **Designated heritage assets of less than the highest significance**, as identified in paragraph 194 of the NPPF, comprising Grade II Listed buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas); and
- **Non-designated heritage assets.** Non-designated heritage assets are defined within the PPG as "buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets".¹⁷

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

Assessment of harm

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

judgement/weighing exercise as required by the NPPF.

3.24 In order to relate to key policy, the following levels of harm may potentially be identified for designated heritage assets:

- **Substantial harm or total loss.** *It has been clarified in a High Court Judgement of 2013 that this would be harm that would "have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced";¹⁸ and*
- **Less than substantial harm.** *Harm of a lesser level than that defined above.*

3.25 With regards to these two categories, the PPG states:

"Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated."¹⁹

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

3.27 With regards to non-designated heritage assets, there is no basis in policy for describing harm to them as substantial or less than substantial, rather the NPPF requires that the scale of any harm or loss is articulated. As such, harm to such assets is

¹⁷ MHCLG, PPG, paragraph 039, reference ID: 18a-039-20190723.

¹⁸ *Bedford Borough Council v Secretary of State for Communities and Local Government* [2013] EWHC 2847 (Admin), para. 25.

¹⁹ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

articulated as a level of harm to their overall significance, with levels such as negligible, minor, moderate and major harm identified.

- 3.28 It is also possible that development proposals will cause ***no harm or preserve*** the significance of heritage assets. A High Court Judgement of 2014 is relevant to this. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, 'preserving' means doing 'no harm'.²⁰
- 3.29 Preservation does not mean no change; it specifically means no harm. GPA 2 states that "*Change to heritage assets is inevitable but it is only harmful when significance is damaged*".²¹ Thus, change is accepted in Historic England's guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.
- 3.30 As part of this, setting may be a key consideration. For an evaluation of any harm to significance through changes to setting, this assessment follows the methodology given in GPA 3, described above. Again, fundamental to the methodology set out in this document is stating "what matters and why". Of particular relevance is the checklist given on page 13 of GPA 3.

²⁰ *R (Forge Field Society) v Sevenoaks District Council* [2014] EWHC 1895 (Admin).

²¹ Historic England, GPA 2, p. 9.

- 3.31 It should be noted that this key document also states that:

*"Setting is not itself a heritage asset, nor a heritage designation..."*²²

- 3.32 Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage values that contribute to this significance, through changes to setting.
- 3.33 With regards to changes in setting, GPA 3 states that:

*"Conserving or enhancing heritage assets by taking their settings into account need not prevent change".*²³

- 3.34 Additionally, it is also important to note that, as clarified in the Court of Appeal, whilst the statutory duty requires that special regard should be paid to the desirability of not harming the setting of a Listed Building, that cannot mean that any harm, however minor, would necessarily require Planning Permission to be refused.²⁴

Benefits

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

²² Historic England, GPA 3, p. 4.

²³ Historic England, GPA 3., p. 8.

²⁴ *Palmer v Herefordshire Council & Anor* [2016] EWCA Civ 1061.

4. Planning Policy Framework

- 4.1 This section of the Report sets out the legislation and planning policy considerations and guidance contained within both national and local planning guidance which specifically relate to the site, with a focus on those policies relating to the protection of the historic environment.

Legislation

- 4.2 Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*,²⁵ which provides statutory protection for Listed Buildings and Conservation Areas.
- 4.3 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

*"In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."*²⁶

- 4.4 In the 2014 Court of Appeal judgement in relation to the

Barnwell Manor case, Sullivan LJ held that:

*"Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given "considerable importance and weight" when the decision-maker carries out the balancing exercise."*²⁷

- 4.5 A judgement in the Court of Appeal ('Mordue') has clarified that, with regards to the setting of Listed Buildings, where the principles of the NPPF are applied (in particular paragraph 134 of the 2012 draft of the NPPF, the requirements of which are now given in paragraph 196 of the revised NPPF, see below), this is in keeping with the requirements of the 1990 Act.²⁸
- 4.6 With regards to development within Conservation Areas, Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

"In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability

²⁵ UK Public General Acts, *Planning (Listed Buildings and Conservation Areas) Act 1990*.

²⁶ *Planning (Listed Buildings and Conservation Areas) Act 1990*, Section 66(1).

²⁷ *Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others* [2014] EWCA Civ 137. para. 24.

²⁸ *Jones v Mordue* [2015] EWCA Civ 1243.

of preserving or enhancing the character or appearance of that area.”

- 4.7 Unlike Section 66(1), Section 72(1) of the Act does not make reference to the setting of a Conservation Area. This makes it plain that it is the character and appearance of the designated Conservation Area that is the focus of special attention.
- 4.8 In addition to the statutory obligations set out within the Planning (Listed Buildings and Conservations Area) Act 1990, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.²⁹

National Planning Policy Guidance

The National Planning Policy Framework (February 2019)

- 4.9 National policy and guidance is set out in the Government’s National Planning Policy Framework (NPPF) published in February 2019. This replaced and updated the previous NPPF 2018 which in turn had amended and superseded the 2012 version. The NPPF needs to be read as a whole and is intended to promote the concept of delivering sustainable development.
- 4.10 The NPPF sets out the Government’s economic, environmental and social planning policies for England. Taken together, these

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

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

²⁹ UK Public General Acts, *Planning and Compulsory Purchase Act 2004*, Section 38(6).

objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and social provisions of the NPPF. The presumption is set out in full at paragraph 11 of the NPPF and reads as follows:

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

For plan-making this means that:

- a. plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;*
- b. strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:*
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or*
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

For decision-taking this means:

- a. approving development proposals that accord with an up-to-date development plan without delay; or*
- b. where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - i. the application policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole."³⁰*

4.13 However, it is important to note that footnote 6 of the NPPF applies in relation to the final bullet of paragraph 11. This provides a context for paragraph 11 and reads as follows:

"The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in

³⁰ MHCLG, NPPF, para. 11.

footnote 63); and areas at risk of flooding or coastal change.”³¹ (our emphasis)

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

4.15 Heritage Assets are defined in the NPPF as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).”³²

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

“World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation.”³³ (our emphasis)

4.17 As set out above, significance is also defined as:

“The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting. For World Heritage Sites, the cultural value

described within each site’s Statement of Outstanding Universal Value forms part of its significance.”³⁴

4.18 Section 16 of the NPPF relates to ‘Conserving and enhancing the historic environment’ and states at paragraph 190 that:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.”³⁵

4.19 Paragraph 192 goes on to state that:

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

- a. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- b. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*

³¹ MHCLG, *NPPF*, para. 11, fn. 6.

³² MHCLG, *NPPF*, p. 67.

³³ MHCLG, *NPPF*, p. 66.

³⁴ MHCLG, *NPPF*, p. 71.

³⁵ MHCLG, *NPPF*, para. 190.

- c. *the desirability of new development making a positive contribution to local character and distinctiveness.*³⁶

4.20 With regard to the impact of proposals on the significance of a heritage asset, paragraphs 193 and 194 are relevant and read as follows:

*"When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."*³⁷

"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.*³⁸

4.21 Section b) of paragraph 194, which describes assets of the

³⁶ MHCLG, *NPPF*, para. 192.

³⁷ MHCLG, *NPPF*, para. 193.

highest significance, also includes footnote 63 of the *NPPF*, which states that non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments should be considered subject to the policies for designated heritage assets.

4.22 In the context of the above, it should be noted that paragraph 195 reads as follows:

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

- a. *the nature of the heritage asset prevents all reasonable uses of the site; and*
- b. *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c. *conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d. *the harm or loss is outweighed by the benefit of bringing the site back into use."*³⁹

4.23 Paragraph 196 goes on to state:

³⁸ MHCLG, *NPPF*, para. 194.

³⁹ MHCLG, *NPPF*, para. 195.

*"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."*⁴⁰

- 4.24 The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 200 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."*⁴¹

- 4.25 Paragraph 201 goes on to recognise that *"not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance"*⁴² and with regard to the potential harm from a proposed development states:

"Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation

⁴⁰ MHCLG, *NPPF*, para. 196.

⁴¹ MHCLG, *NPPF*, para. 200.

⁴² MHCLG, *NPPF*, para. 201.

*Area or World Heritage Site as a whole."*⁴³ (our emphasis)

- 4.26 With regards to non-designated heritage assets, paragraph 197 of NPPF states that:

*"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."*⁴⁴

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

National Planning Practice Guidance

- 4.28 The then Department for Communities and Local Government (now the Ministry for Housing, Communities and Local

⁴³ Ibid.

⁴⁴ MHCLG, *NPPF*, para. 197.

Government (MHCLG)) launched the planning practice guidance web-based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.

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

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

*"Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals."*⁴⁵

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

"In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important

consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

*While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm."*⁴⁶ (our emphasis)

Local Planning Policy

- 4.32 Planning applications within Emsworth are currently considered against the policy and guidance set out within the Havant Borough Core Strategy, which was adopted in March 2011.
- 4.33 Policy CS11 'Protecting and Enhancing the Special Environment and Heritage of Havant Borough' states:

"Planning permission will be granted for development that:

1. Ensures the key landscape and built form principles set out in the Havant Borough Townscape, Landscape and Seascape Character Assessment are protected and where possible enhanced by

⁴⁵ MHCLG, PPG, paragraph 007, reference ID: 18a-007-20190723.

⁴⁶ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

partnership working with developers, groups and the wider community.

2. Protects and where possible enhances the borough's statutory and non-statutory designated landscape, habitats and features of biological, hydrological or geological interest. Protection and enhancement will be achieved by appropriate adaptation and mitigation measures including wardening, education and information and the creation of new habitats, water bodies/courses planting of new trees and woodland.

3. Has particular regard to the following hierarchy of nature conservation designations within the borough (as identified on the Proposals Map): (i) Special Protection Areas (SPA), Special Areas of Conservation (SAC) and Ramsar [International]. (ii) Sites of Special Scientific Interest (SSSI) and National Nature Reserves [National]. (iii) Sites of Importance for Nature Conservation (SINC), Local Nature Reserves (LNR), other Ancient Woodland not identified in (ii) above [Local].

4. 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.

5. Supports an ongoing programme of survey of habitats and species and designation of Sites of Importance for Nature Conservation.

6. Incorporates partnership working with conservation organisations to improve public understanding of biodiversity and to manage public

access to designated sites, particularly on the coast, to reduce harm to nature conservation interests.

7. Incorporates partnership working with landowners and developers to ensure land management practices restore, enhance and where appropriate create new valued landscapes, habitats and their soil structure, particularly the ancient woodland remnants of the Forest of Bere and coastal salt marsh.

8. Protects wildlife habitats and wildlife corridors to prevent the fragmentation of existing habitats and to allow species, for example Brent Geese, to respond to the impacts of climate change by making provision for habitat adaptation e.g. coastal managed realignment and species migration.

9. Maintains undeveloped gaps between the settlements of Emsworth/Havant; Havant/Waterlooville; Havant/Portsmouth; Emsworth/Westbourne and Leigh Park/Rowlands Castle as shown on the Proposals Map.

10. Protects the best and most versatile agricultural land that has the greatest potential for local food security.

11. Responds to the emerging evidence from the Solent Disturbance and Mitigation Project, the published recommendations, and future related research." (*our emphasis*)

Local Plan Policies with regards to the NPPF and the 1990 Act

4.34 With regard to Local Plan policies, paragraph 213 of NPPF states that:

"...existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due

*weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)."*⁴⁷

- 4.35 In this context, where local plan policy was adopted well before the NPPF, and does not allow for the weighing of harm against public benefit for designated heritage assets (as set out within paragraph 196 of the NPPF) or a balanced judgement with regards to harm to non-designated heritage assets (see NPPF paragraph 197) then local planning policies would be considered to be overly restrictive compared to the NPPF, thus limiting the weight they may be given in the decision-making process.
- 4.36 In this case, although elements of Policy CS11 are of relevance, the Local Plan was adopted prior to the inception of the NPPF, and the weight that can be attributed to it will be determined by its consistency with the policy guidance set out within the NPPF. Since the above Policy CS11 does not allow for a balanced judgement to be undertaken by the decision maker, the policy is not considered to reflect the guidance within the NPPF and therefore considered to be out of date. Thus, the weight which can be attached to it in the decision-making process is limited.
- 4.37 Havant Borough Council have recently recognised that the adopted Local Plan is out of date and not compliant with the

⁴⁷ MHCLG, *NPPF*, p. 213.

⁴⁸ Havant Borough Council, *Local Development Scheme* (November 2020), para. 5.

NPPF.⁴⁸

Emerging Policy

- 4.38 The production of a new Havant Borough Local Plan has been underway since 2016. It is anticipated that this will be submitted for examination at the beginning of 2021.
- 4.39 A post-examination version of the Emsworth Neighbourhood Plan has been published, with a local referendum due to take place in 2021. The Neighbourhood Plan includes two policies that directly relate to heritage:

"POLICY H1

Design & Heritage

*Any new development or alteration to an existing structure that affects, or has the potential to affect a heritage asset (whether designated or undesignated) will be required in its design, scale and materials to conserve or enhance the significance of the heritage asset, the wider historic character of Emsworth, and to have regard to the design guidance within this neighbourhood plan."*⁴⁹

...

"POLICY H2

Buildings of Local Historic Interest

⁴⁹ Emsworth Forum, *Emsworth Neighbourhood Plan 2019–2036* (2020 post-examination version), p. 44.

a) The following properties are identified as Buildings of Local Historic Interest. They should be conserved for their strong local historic and architectural interest and contribution to local character:

—Emsworth Community Centre

—10 North Street (Fire Station, Old Town Hall & Museum Building)

— The Old Post Office

— St James Church

b) Proposals for the change of use of the identified buildings to uses other than for public and community purposes (Use Class D1) will not be supported unless it can be demonstrated that the existing community use is no longer viable. Proposals for the introduction of alternative or additional uses into the identified buildings which would be complementary to the community use concerned will be supported where they enhance the vitality and the availability of amenities in the neighbourhood area.”⁵⁰

4.40 Policy H1 states that any proposed development that has the potential to affect a heritage asset should have regard to the design guidance within the Emsworth Neighbourhood Plan.

These design policies are as follows:

"POLICY D1

General Design Policy

⁵⁰ Ibid., p. 45.

a) All new developments and redevelopment proposals across the neighbourhood area should be of high quality, in accordance with the other policies and the other provisions contained within this neighbourhood plan.

b) The impact of any development, along with any required landscape mitigation measures, should be specified in a Design & Access Statement. The scope and length of the statement should be appropriate to the proposal concerned and be submitted with the application.

c) Development proposals should have regard to the Design Checklist in this plan. Applicants should use their Design & Access Statement to demonstrate how the checklist has influenced the proposal.

"POLICY D2

Height, Mass & Materials

a) All new buildings should enhance the character of the area and be appropriate in height, mass and materials. In most cases, this will mean buildings constructed or clad in materials typical for the area with any pitched roofs being of slate or tile.

b) Other than in exceptional circumstances, new buildings should be no more than three storeys in height, including the use of the roof to provide for up to four floors of useable space.

c) Proposals for the use of upper floors above retail or commercial premises and for the use of upper floors for residential development in new developments will be supported where, as appropriate to the nature of the development

concerned, they are to a high design standard and respect the scale of neighbouring buildings.

"POLICY D3

Layout, Form & Density

a) The layout, form and density of new developments should reflect the historic urban grain of the historic parts of the neighbourhood area and its specific characteristics, unless site specific conditions suggest otherwise.

b) Development proposals should make the most efficient use of land and be developed at the optimum density. The optimum density should result from a design-led approach to determine the capacity of the site, with particular consideration given to:

— the site context

—its connectivity and accessibility to surrounding areas by walking, cycling and public transport.

c) Proposed residential development that does not demonstrably optimise the density of the site will not be supported.

"POLICY D4

Design of Public Spaces & External Areas

a) Emsworth public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces.

b) Development should make the public realm comprehensible at a human scale, using gateways,

focal points, and landmarks as appropriate to help people find their way, particularly towards the waterfront and other key features such as public footpaths, walking trails, green spaces and recreational spaces.

c) Landscape treatment, street furniture and infrastructure should be of the highest quality, have a clear purpose, maintain uncluttered spaces, and should contribute to the easy movement of people through the space.

d) Opportunities for the integration of high quality public art should be considered, and opportunities for greening (such as through planting of trees and other soft landscaping wherever possible) should be maximised. The heritage values of the place should inform treatment of the public realm, where appropriate.

"POLICY D5

Integration & Strong Connections

a) All redevelopment proposals need to demonstrate how they will relate to the wider Emsworth context, with specific reference to clear and convenient connections with the town centre, the creation of public access leading to the waterfront and with adjacent areas.

b) Developments should create welcoming and inclusive neighbourhoods, promote active travel, enable the successful integration of the built form within its surrounding area, and deliver wider benefits to residents, such as access to shared amenity space and high-quality public realm.

"POLICY D6

Resource Efficiency

a) To help achieve both the sustainability goals of the neighbourhood plan and the wider objectives of local, national, and international planning policy (such as the Climate Act 2008) all developments in Emsworth should minimise the carbon footprint of the neighbourhood area through the promotion of good design. This will particularly apply for developments on sites on or adjacent to the Emsworth waterfront and in areas adjacent to the open countryside.

b) Applicants should give consideration to the following issues during the preparation of development proposals:

— High levels of energy conservation in the construction and use of new buildings

— Integration of rainwater capture and grey water recycling technologies in new buildings.

— The use of local building materials

— The minimisation of the amount of impermeable ground cover to reduce water run-off speeds

— The use of sustainable on-site energy sources, where applicable, including solar, wind, ground-source heat pumps, biomass

— The use of local forms of power to minimise power loss through the national grid

— The promotion of low CO2 transport options through the provision of electric car charging points

—The inclusion of solar panels on roofs that can maximise the capture of solar energy will be supported, subject to the appropriate level of heritage and conservation assessment.

"POLICY D7

Mitigate Light Pollution

a) In any new development, light pollution shall be minimised by use of the lowest light levels compatible with safety, fittings that emit no upward light, low reflectance ground surfaces and use of spillover lighting where possible. This will particularly apply for developments on sites on or adjacent to the Emsworth waterfront and in areas adjacent to the open countryside.

b) Lamp columns and other street furniture related to lighting shall be designed to respond in an appropriate manner to the heritage and conservation context of Emsworth.

c) The use of movement responsive lighting will be encouraged to minimise any unnecessary light pollution."⁵¹

⁵¹ Ibid., 63–68.

5. The Historic Environment

6 North Street (North Street House)

- 5.1 6 North Street (Listed as North Street House) is a former dwelling of late 18th-century origin. It currently serves as a doctors' surgery. The building is Grade II Listed and was first added to the National List on 16th May 1952 with the following description:

"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 ½ columns, and ½-glazed door. The north side brick wall is bowed, with a sash window."

- 5.2 A full copy of the List Entry is included at Appendix 1.

APPENDIX 1: 6 NORTH STREET LIST ENTRY

- 5.3 The building stands at the southernmost end of North Street, on the west side of the road. It is link-connected to an Art Deco style brick and render building of three storeys on its south side (known as the Central Buildings). A large roundabout junction is located to the north and is separated from the Listed building by a tall brick wall which curves around the curtilage boundary. On the opposite side of the road, there is modern mixed retail and residential development of two to three storeys.



Plate 6: 6 North Street, principal east elevation.

Historic maps and aerial photographs

- 5.4 The 1838 tithe map and apportionment for the parish of Warblington records 6 North Street as plot 436 and describes it as an orchard and house (Plate 7). The orchard plot extended to the north, almost as far as the church of St James. At that time, the house and wider plot were owned and occupied by Susannah Lewington. The map shows the house occupying an irregular footprint which corresponds with the core plan of the building as it stands today. Susannah Lewington also owned plot 444 to the south, which is recorded as being occupied by cottages and gardens.



*Plate 7: Extract of the 1838 tithe map for Warblington parish.
Source: The Genealogist.*

- 5.5 The First Edition (1866) Ordnance Survey map (Plate 8) shows no apparent change to the plan of 6 North Street, although the bowed wall of the north elevation is not illustrated (nor is it illustrated on successive Ordnance Survey maps). A footpath is shown running from North Street to the east elevation of the building and connecting to a terrace and garden area to the north. There was a further garden area to the rear and some structures to the south. The wider plot had been substantially truncated by this year and much of the orchard planting appears to have been removed.



*Plate 8: First Edition (1866) Ordnance Survey map.
Site location shaded red. Source: Promap.*

- 5.6 The Second Edition (1883) Ordnance Survey map illustrates no change to 6 North Street or its immediate surrounds.
- 5.7 Conversely, the 1898 Ordnance Survey map records that the building had been extended on its south elevation (Plate 9), replacing earlier structures in this location.

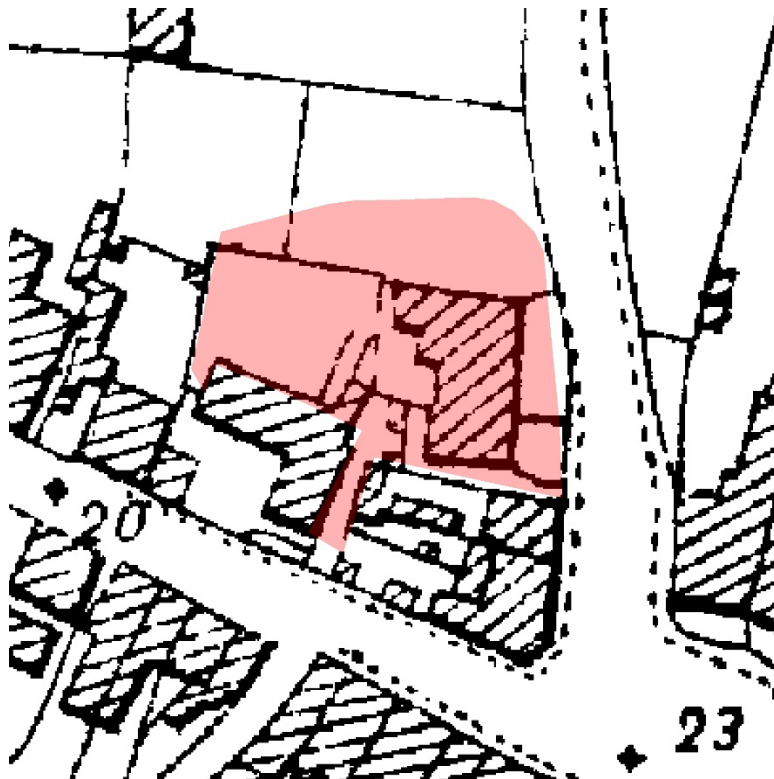


*Plate 9: 1898 Ordnance Survey map.
Site location shaded red. Source: Promap.*

- 5.8 The subsequent 1909 Ordnance Survey map shows no change to the footprint of the 6 North Street (Plate 10). An outbuilding with a square footprint had been erected immediately west of the house in the neighbouring plot. More generally, this map shows increasing built development in the vicinity, especially to the north where a hospital and fire station had been established.

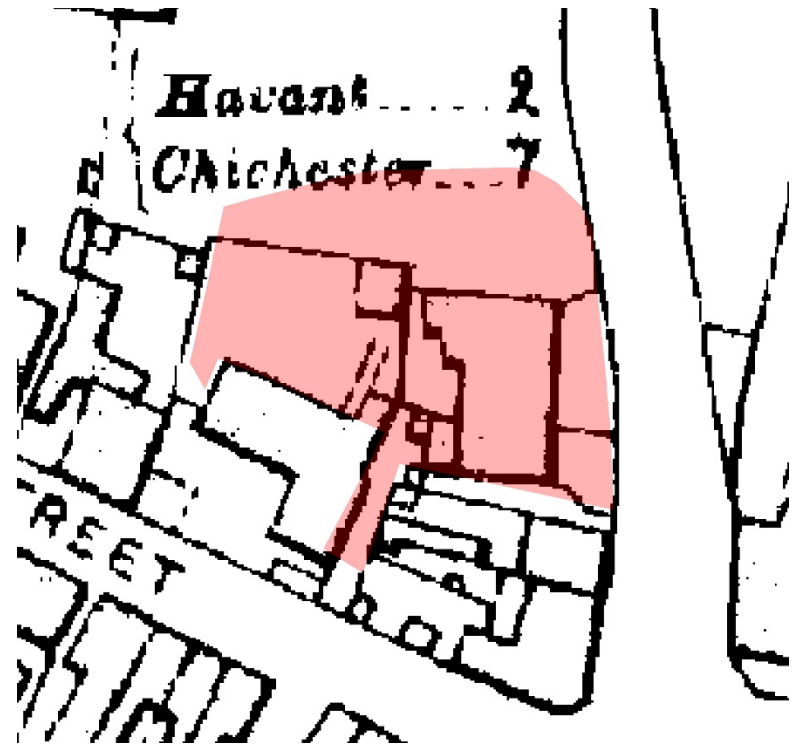


*Plate 10: 1909 Ordnance Survey map.
Site location shaded red. Source: Promap.*

5.9 The house can be glimpsed in an aerial photograph taken from the south in 1928 (Plate 11). At ground floor level, the façade appears a darker colour, perhaps due to climbing vegetation. The roof of the south flank extension can only be glimpsed, although it is visibly of a single storey. The outbuilding in the neighbouring plot to the rear can also be seen.

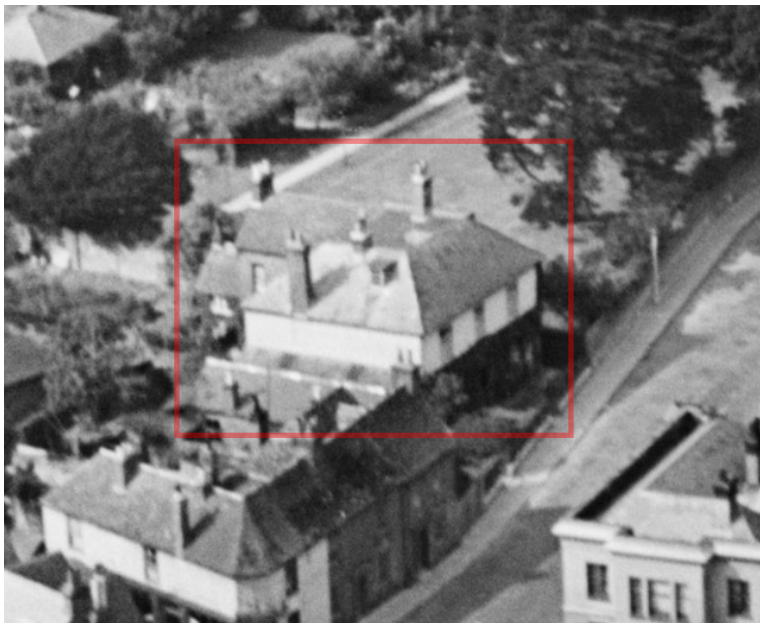


Plate 11: Detail of 1928 aerial photograph of Emsworth.

6 North Street is outlined in red.

Source: Britain from Above, ref. EPW023062.

5.10 No perceptible changes to 6 North Street are recorded by the 1932 Ordnance Survey map.

5.11 By 1952–53, the rear elevation of 6 North Street had been reconfigured (Plate 12), resulting in the demolition of the outbuilding first shown on the 1909 Ordnance Survey map and also visible in the 1928 aerial photograph. The south elevation had also been reconfigured with a larger connecting extension.

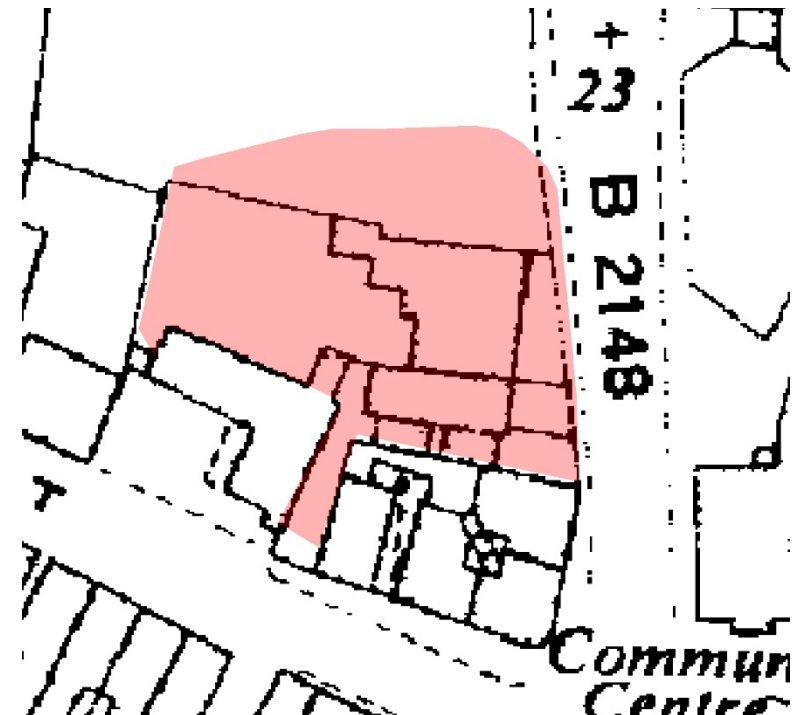


*Plate 12: 1952–53 Ordnance Survey map.
Site location shaded red. Source: Promap.*

- 5.12 The 1969 Ordnance Survey map is the first cartographic source to label 6 North Street as a surgery, although there had been no change to the footprint since the 1952–53 map was drawn.
- 5.13 In the late 20th century, a single-storey range was added along the rear (west) elevation of the building and is clearly shown on a satellite image taken in 1999 (Plate 13). Planning history records for the application site (outlined in Section 1 of this report) confirm that this addition was made in 1999 (LPA refs. 99/51772/012 and 99/51772/013).



Plate 13: 1999 satellite image of 6 North Street.

Source: Google Earth Pro.

Fabric analysis - exterior

- 5.14 North Street House is a two-and-a-half storey building comprising two main floors and an attic space lit by dormer windows. The main roof is hipped and covered with plain tiles. Later extensions to the building are variably gabled, hipped and flat roofed. There are three brick chimney stacks: two are centrally positioned on the ridges of the main hipped roof while the third is located on the gable end to the rear.
- 5.15 The principal elevation of the building is the east façade which fronts onto North Street (Plate 14 & Plate 15). A small, paved yard area with a low brick wall and metal railings separates this elevation from the highway. The historic element of the frontage possesses two storeys and extends across three bays. At its centre is a pedimented doorway supported by neo-classical Doric half-columns, while the inner doorframe is ornamented with coffering (Plate 16). The remainder of the elevation is white rendered and fenestrated with five symmetrically arranged timber-framed sash windows. The sash windows are a six-over-six design, typical of Georgian architecture.
- 5.16 Immediately south of the two-storey frontage is a single-storey link extension which is both flat-roofed and gabled, and carries signage for Emsworth Surgery. The gabled segment is constructed of brick laid in stretcher bond and painted white, with a brick segmental arch containing a modern casement window (Plate 15 & Plate 17).



Plate 14: East elevation.



Plate 15: Detail of single-storey extension to the principal east façade.



Plate 16: Detail of pedimented doorway.



Plate 17: Detail of the join between the two-storey east façade and the single-storey extension.

- 5.17 The north elevation of North Street House is not rendered and the brickwork is exposed (Plate 18 & Plate 19). The eastern brickwork is laid in an irregular combination of Flemish bond and double Flemish bond. There is a dentil brick corbel table above. The easternmost bay is bowed.
- 5.18 There is a building break at the centre of the north elevation (after the easternmost two bays, Plate 20). Brickwork to the west of this brick is broadly laid in Sussex bond (Flemish garden wall bond), albeit with some irregularities. There appears to be a further building break at the westernmost end of the north elevation, indicating a slight extension to the two-storey range and the addition of the single-storey brick extension which possesses a plain clay tile roof and moulded finial (Plate 19). The bricks are laid in an irregular arrangement of stretchers and headers. There is a visible scar on the west gable of the two-storey range (Plate 21), indicating that the present single-storey extension replaced a previous single-storey structure that once abutted the gable elevation in a slightly different position.
- 5.19 Windows across the north elevation are timber-framed and a mixture of types (sash and casement) and sizes. There is a single dormer window at roof level of the easternmost bay. The fenestration across this elevation has been successively reconfigured, as evidenced by later brick infill and the modern concrete lintel above one of the ground-floor casement windows.



Plate 18: North elevation.



Plate 19: Single-storey extension at the west end of the north elevation and ground-floor window with concrete lintel.



Plate 20: Break in brickwork at the centre of the north elevation.



Plate 21: East-facing view to the rear (west) elevation of the north range.

Scars in the brickwork of the two-storey gable wall are clearly visible.

- 5.20 The rear (west elevation) of 6 North Street is partly obscured by the single-storey range added in 1999 (Plate 22). This is constructed of brick laid in stretcher bond and possesses a concrete tile roof.



Plate 22: Rear (west) elevation.

Fabric analysis – interior

- 5.21 Generally, the interior of 6 North Street has been stripped of original domestic fixtures and fittings, and modernised to serve its current function as a doctors' surgery.
- 5.22 Relevant rooms within the building have been numbered on the plans presented in Section 2 above (Plate 2 & Plate 3), and these numbers will be used in the text below for ease of reference.

- 5.23 Notable surviving features, which are considered to possess historic and architectural interest, comprise the main staircase; two fireplace surrounds at first-floor level; original architraves, cornices, skirtings and panelled ceilings; several internal doors; and several original sash windows.
- 5.24 The main staircase is of timber construction with moulded string and pendant drop, simply moulded balusters, and a voluted terminus to the handrail.



Plate 23: Main staircase (Room 4).



Plate 24: Detail of staircase handrail.

- 5.25 There are no extant fireplace surrounds at ground-floor level and the fireplace openings have been filled. Within Room 13, the fireplace is largely obscured by a modern radiator, however a painted timber surround with fluting and bull's eye mouldings is in evidence. Within Room 15, there is a covered fireplace opening with a highly decorated cast iron panel and moulded timber surround.



Plate 25: Fireplace, Room 13.

The lower parts of the surround are obscured by a radiator.



Plate 26: Fireplace, Room 15.

- 5.26 There are several examples of moulded and painted architrave detailing at ground and first-floor levels, with a propensity for fluted decoration.



Plate 27: Architrave detailing in Room 1 (former entrance hall).



Plate 28: Moulded corbel, Room 14.

The wall behind (left of frame) is a modern partition.

- 5.27 There is a variety of plaster decoration within the historic core of the building, including floral and strap cornice work, and panelled ceilings at first-floor level. Many of the historic plaster ceilings are bowed and cracked, and require repair.



Plate 29: Decorative cornice, Room 3a.



Plate 30: Panelled plaster ceiling, Room 12.

The ceiling is cracked and visibly bowing.

- 5.28 Many of the painted, four-panel internal doors appear to be contemporary, or near-contemporary, with the earliest fabric of the building, although in some cases the handles have been replaced.



Plate 31: Door to Room 15 (labelled 24) from Room 11.

The original keyhole and a decorative metalwork figure are present, however the door handle is a modern replacement.

- 5.29 Among all the historic timber-framed windows that are still extant, the large sash and lunette window with soffit panelling is of particular interest. This window is located above the main staircase and is a prominent feature.



Plate 32: Window above the main staircase (Room 10).

- 5.30 Regarding the internal layout, this has been variously altered at ground and first-floor level. Later extensions to the side and rear have necessitated the creation of new openings in the once external walls of the historic core. Two large sections of internal wall have been removed at ground-floor level to create large waiting room and office areas. In addition to this, there has been modern sub-division to create storerooms and WCs. Overall, elements of the original domestic layout of the building are still legible, albeit partially eroded by modernisation.

Summary

- 5.31 Based on a combined study of historic maps, aerial photographs and extant fabric, the earliest element of 6 North Street is the two-and-a-half-storey core which is rectangular in plan, possesses a hipped roof, and includes the principal east façade and bowed north flank.
- 5.32 Prior to 1838, the building was extended to the rear, principally with the addition of a two-storey gabled extension along the north flank. This is verified by breaks in the brickwork and original roof structure along the north elevation.
- 5.33 The south flank elevation was extended between 1883 and 1898.
- 5.34 At some point between 1932 and 1952, the two-storey north range was extended to the west so it abutted an existing single-storey outbuilding in the neighbouring plot. This outbuilding was first recorded on the 1909 Ordnance Survey map (it can also be glimpsed in the 1928 aerial photograph) and its former roofline

is visible as scars in the brickwork of the west gable elevation. Subsequently, this outbuilding was demolished and replaced with the present-day single-storey extension.

5.35 Also between 1932 and 1952, the late 19th-century extension to the south flank elevation was remodelled and extended to the rear. It is possible that the gabled segment is a late 19th-century survival, although the casement window is modern and the interior has been modernised. The original function of this structure is no longer legible.

5.36 The single-storey brick range to the rear of 6 North Street is a 1999 addition.

Approaches and views

5.37 The principal frontage of North Street House can be approached from the north and south via North Street. In addition to this, there is a rear approach off the A259 (Havant Road) via a yard area which currently serves as a car park.

5.38 The Listed building is best viewed from North Street, immediately to the east, as it is from this location that the principal east façade can be best appreciated. There are glimpsed, long-range views to this same elevation from the A259 to the east, although such views are dominated by the overbearing three-storey side elevation of the Central Buildings (located immediately south of the application site in the neighbouring plot). From the roundabout junction and the section of North Street to the north, there are glimpsed views to the unrendered north elevation of the building. From the A259

to the west and the private car park, there are views to the altered rear elevation of the Listed building.

5.39 Primary views out from the building are from the windows of the principal east elevation, which are directed across North Street to modern development on the opposite side of the road (Plate 33), and from the north elevation, which take in the garden area and (from the upper storeys) the A259 and built form beyond (Plate 34).



Plate 33: View from the window of Room 13, across North Street to modern development on the opposite side of the road.



Plate 34: View from the north window of Room 15, across the private garden area and modern A259.

Statement of significance

- 5.40 The Grade II Listing of the building highlights that it is a heritage asset of less than the highest significance as defined by the NPPF. This significance is further cemented by its inclusion within the boundaries of the Emsworth Conservation Area.
- 5.41 The heritage significance of the Listed building is principally embodied in its physical fabric. More specifically, it is the principal east façade which possesses the greatest historic and architectural interest, being a good example of a late Georgian residential frontage with symmetrically arranged fenestration and some high-quality architectural detailing in the form of a pedimented doorway supported by neo-classical Doric columns.
- 5.42 The single-storey pitched element of the extension to the south of the historic east frontage makes a neutral contribution to the heritage significance of the Listed building. Although it may be a remnant of the late 19th-century side extension, it is of no special historic or architectural interest, especially as the brickwork is laid in stretcher bond, the front window has been replaced, and it has been thoroughly modernised internally. In its present state, it is unclear what function this structure originally served. The flat-roofed elements either side are modern additions that detract from the heritage significance of the Listed building. In particular, the narrow flat-roofed connecting extension between the gabled element and the two-storey frontage is incongruous with the aesthetic of the late Georgian façade and undermines the original appearance of the

building as a detached dwelling.

- 5.43 The north elevation of the Listed building is of historic and architectural interest, with this special interest being principally derived from the bowed easternmost bay. The two-storey gabled range was evidently an early addition to the building and possesses historic interest in terms of illustrating the evolution of the house around the turn of the 19th century. The modifications to the fenestration along the north elevation somewhat undermine the historic and architectural interest of this elevation, especially where the concrete lintel and modern casement windows have been inserted. The single-storey brick extension is sympathetic to the host building, but as a mid-20th-century addition it is of no special historic or architectural interest in its own right.
- 5.44 The rear elevation of the building has been much altered, with the later single-storey extensions obscuring much of the earliest core fabric. While the 1999 brick extension is sympathetic to the host building, it makes no contribution to the historic and architectural interest, nor the overall heritage significance, of the Listed building. It obscures visibility of the historic fabric to the rear, such as the grand staircase window, and undermines the appreciation of the original plan of the property.
- 5.45 There are relatively few surviving historic fixtures and fittings, however those that have been identified in the preceding discussion make a positive contribution to the historic and architectural interest of the Listed building. Elements of the

historic layout of the building are intact and make some contribution to the heritage significance of the Listed building in terms of illustrating the historic circulation of the building when it was in domestic use.

- 5.46 The setting of 6 North Street also contributes to the significance of the Listed building, although the significance derived from the setting is less than that from its historic fabric. The principal elements of the physical surrounds and experience of the asset (its 'setting') which are considered to contribute to its heritage significance comprise the paved area with low brick boundary wall and metal railings to the front and the garden to the side (north). These elements illustrate the original domestic function and curtilage of the building, although the garden and yard areas have been considerably truncated since the 19th century. The present yard area has been gravelled to serve as a car park and makes a neutral contribution through setting.
- 5.47 The tall brick boundary wall to the north of the building makes some contribution to the heritage significance of the Listed building through setting. The southernmost section, specifically, may correspond with part of the early curtilage boundary. Beyond this, there is a perceptible break in the brickwork, with the curved section being part of the modern boundary erected after the A259 was created. This later section does, however, appear to have been built from earlier reused bricks.
- 5.48 North Street also makes a positive contribution through setting, being the main historic thoroughfare past the Listed building and

the road from which it was designed to be (and still is) best appreciated.

- 5.49 Conversely, it must be recognised that the setting of the Listed building has changed considerably since the 19th century. The laying of the A259 immediately to the north of the Listed building has introduced heavy traffic and modern highway equipment to the immediate vicinity of the Listed building and can be clearly heard and seen from within the building. There has also been modern built development immediately to the south and east, and there is ongoing construction work to the north, all of which contributes to the overwhelmingly modern character of the building's surrounds. The large, three-storey expanse of brickwork that forms the north façade of the Central Buildings (south of the application site) currently detracts from the Listed building.

Assessment of potential heritage harm

- 5.50 In terms of impacts to the physical fabric of the Listed building, the single-storey extension to the south of the historic frontage and the single-storey extension to the rear are proposed for demolition. As outlined above, the pitched element of the side extension is a heavily remodelled and modernised structure of probable late 19th-century date that makes a neutral contribution to the overall heritage significance of the Listed building. Its removal will therefore cause no harm to the heritage significance of the Listed building. The rear extension is considered to detract from the historic and architectural

interest of the Listed building, therefore the benefits of its removal are discussed in the following section.

- 5.51 The internal layout of the historic core of Listed building will be retained as far as possible, although there has been modern sub-division and removal of partitions which reduces the legibility of the historic layout and circulation.
- 5.52 It is proposed that an existing opening between Rooms 1 and 3b be widened to improve access to Room 3a and a transparent glazed partition be installed. The existing opening does not possess a door and appears to have been remodelled, presumably when Room 3b was created as a modern storeroom. The cornice above would be retained. Therefore, the loss of historic fabric would be minimal (Plate 35 & Plate 36).



Plate 35: Moulded cornice above the partition wall between Rooms 1 and 3b.



Plate 36: Partition wall and opening between Rooms 1 and 3b (viewed from within Room 1).

- 5.53 Rooms 7 to 9 are part of the later extension to the historic core and, internally, have been considerably modernised (Plate 37 to Plate 39). It is proposed that the existing partition between Rooms 7 and 8 be removed to create a kitchen area. Based on the modern opening between the rooms and the relative thinness of the wall, it appears that this is a modern partition. It is possible that this space formerly served as a kitchen, being an ancillary range set to the rear of the house.
- 5.54 It is proposed that Room 9 be partitioned to create two WCs. As discussed above, this element of the building appears to have been added between 1932 and 1952 (replacing an earlier outbuilding), therefore the proposed partitions will not undermine the ability to experience the original layout of the Listed building.



Plate 37: General view of Room 8.

The window is modern and is supported by a concrete lintel (visible externally).



Plate 38: General view of Room 9.



Plate 39: View along the corridor (Room 7) outside Rooms 8 and 9.

- 5.55 At first-floor level, a transparent glazed partition will replace the modern plasterboard partition between Rooms 11 and 14 (see Plate 28, above). This will be semi-permanent installation and it will be fixed in a manner that requires no intrusive works into the surrounding historic fabric. The use of transparent glass will ensure that the historic openness between Rooms 11 and 14 can be experienced while maintaining a practical division of space.
- 5.56 Those internal features that possess the most historic and architectural interest will be preserved, namely the main staircase, fireplaces and doors.
- 5.57 Regarding the proposed new built form to the south of 6 North Street, this will be detached from 6 North Street and the height, scale and fenestration have been carefully chosen to reference and respect the Listed building. For example, dormer windows are proposed, and the windows have been aligned to correspond with the fenestration of the Listed building. The proposed building will be the same height as the building it adjoins (Central Buildings), however the roof will descend on the northern side so the eaves are in line with those of the Listed building. This will ensure that the new built form respects the height of the Listed building and does not visually dominate. This can be contrasted with the present north flank elevation of the Central Buildings: a large, three-storey expanse of brickwork which is incongruous with the frontage of the Listed building.
- 5.58 In addition to this, the proposed built form will not obstruct any key views to the Listed building, specifically the key view to its

historic east façade from the immediate vicinity. The new built form will slightly intervene in existing long-range glimpses to the frontage of 6 North Street when looking north along the High Street (see Plate 39, below); however, such views are incidental and do not enable the special historic and architectural interest of the Listed building to be best appreciated.

- 5.59 To summarise, it is anticipated that the proposed demolition of the side pitched extension and the rear extension will cause no harm to Grade II Listed 6 North Street through change to its physical fabric.
- 5.60 Regarding the proposed new-build element, it is anticipated that the north flank extension to the Central Buildings will cause no harm to the heritage significance of 6 North Street through change to its setting, especially as the current setting of the Listed building is overwhelmingly modern and bears little resemblance to the historic experience. The historic and architectural interest of the principal east façade of the Listed building will still be readily appreciable.
- 5.61 Regarding internal changes to the historic core, it is anticipated that the proposals will cause a negligible amount of less than substantial harm to the heritage significance of the Listed building, with this very low level of harm principally arising from the widening of the opening between the former entrance hall (Room 1) and Room 3a/3b.
- 5.62 As per paragraph 196 of the NPPF, a balanced judgement is required where a development proposal will cause less than

substantial harm to the significance of a designated heritage asset, with this harm being weighed against the public benefits of the proposal. Paragraph 20 of the PPG clarifies that public benefits include heritage benefits.

- 5.63 The anticipated heritage benefits of the proposals are set out in the following section.

Assessment of potential heritage benefits

- 5.64 The removal of the incongruous flat-roof side extensions will partly restore the historic plan of the Listed building as well as restoring its appearance as a detached late Georgian property in the key view to its frontage from North Street.
- 5.65 The frontage of the Listed building will be further enhanced by the replacement of modern tarmac and concrete with paving slabs (to complement those that are still extant).
- 5.66 The historic south elevation external walls will be reinstated at ground-floor level and appropriately painted.
- 5.67 The removal of the 1999 extension to the rear will further restore the historic plan of the building and will enable the historic and architectural interest of the original rear elevation – including the grand staircase window – to be fully appreciated in views from the private yard.
- 5.68 The proposed internal alterations will result in the removal of many modern internal partitions which currently disrupt the historic circulation and layout of the building. At ground-floor level, this will comprise the reinstatement of Room 3 as a single

room through the removal of the partition between Rooms 3a and 3b, and the removal of the modern partition and doorway between Room 1 and the front door. At first-floor level, the historic landing area will be restored by removing the modern partition between the staircase (Room 10) and corridor (Room 11). As noted above, the modern partition between Rooms 11 and 14 will be removed and replaced with a semi-permanent, visually permeable glass screen. Furthermore, the modern partitions between Rooms 16, 17 and 18 will be removed, thus reinstating this as a single room. These changes will enhance the historic interest of the building.

- 5.69 Within Room 13, visibility of the historic fireplace will be restored by repositioning the obstructing radiator unit. In doing so, it will be possible to better appreciate the historic interest of this feature.
- 5.70 A general programme of sympathetic repairs will be carried out, including repairs to the cracked and bulging moulded plaster ceilings at first-floor level. The internal character of the building will be further enhanced by the removal of all modern health equipment and washing facilities within the core rooms.
- 5.71 In addition to this, there is anticipated to be an enhancement to the significance of 6 North Street through positive change to its setting, with this resulting from the amelioration of the incongruous wall to the south.

Summary impact assessment

- 5.72 On balance, the heritage benefits of the scheme are anticipated to outweigh the negligible, less than substantial harm that would arise from minor internal alterations. The conversion of the building from a surgery to an office will ensure its repair and long-term use and maintenance.

Emsworth Conservation Area

- 5.73 The Emsworth Conservation Area is centred on the old town and port of Emsworth, located at the head of the north-west channel of Chichester Harbour. Its boundary covers an area of approximately 30.25 ha.
- 5.74 Emsworth is a settlement of medieval origin and retains much of its medieval layout and street patterns. It prospered from the 13th century onwards as an important fishing and trading port. Economic prosperity in the 18th century was accompanied by a boom of rebuilding activity within the old town. Fishing activity began to decline from the late 19th century. The modern expansion of the town can be attributed to its proximity to important centres, specifically Portsmouth.
- 5.75 The local topography is shaped by the flat coastal plain at the head of the Emsworth Channel. The majority of the Conservation Area is located on a peninsular with Chichester Harbour to the south and two mill ponds (creeks) to the east and west. Its northern boundary is marked by the main road between

Chichester and Havant (the A259).

- 5.76 The Conservation Area can be approached by boat from the harbour to the south, and by road from the north, east and west, with the A259 being the main highway approach. There are also promenade approaches from the west and east.
- 5.77 Key views within, towards and out from the Conservation Area are identified on the Emsworth Conservation Area Map, reproduced at Appendix 2 below.

APPENDIX 2: EMSWORTH CONSERVATION AREA MAP

Statement of significance

- 5.78 The Emsworth Conservation Area Character Appraisal and Management Plan were adopted in March 2010. Together, these documents outline the historic development of the town and describe those elements that contribute to its special character and appearance (special interest), and hence the heritage significance of the Conservation Area.
- 5.79 Those elements of the Conservation Area which principally contribute to its special interest and significance can be summarised as follows:
- **The irregular street layout, which is centred on the 13th-century marketplace (St Peter's Square), is illustrative of the medieval origins of the town and contributes to the historic interest of the Conservation Area.**
 - **The historic buildings within the old town, many of them Listed, contribute to the**

architectural and historic interest of the Conservation Area. Most are Georgian in style and illustrate the prosperity of the harbour town during the 18th century.

- **The vernacular style and domestic scale of most built form within the Conservation Area contributes to its historic and architectural interest. Common materials include red stock brick (sometimes rendered and painted), pale yellow (or white) brick, rubble masonry, flint masonry, plain clay tiles, and Welsh slate tiles.**
- **Boundary walling, often of flint, stone or brick, contributes to the sense of enclosure and demarcation within the Conservation Area.**
- **There is potential for important buried Romano-British and medieval remains, which contribute to the archaeological interest of the Conservation Area.**

- 5.80 The setting of the Conservation Area also contributes to its overall heritage significance, although it should be noted that there is no statutory protection for the settings of Conservation Areas.
- 5.81 Chichester Harbour (an Area of Outstanding Natural Beauty) is the most important element of setting since it facilitates, and forms the backdrop to, many of the key views towards and out from the Conservation Area. Such views enable the historic and architectural interest of the Conservation Area to be appreciated.
- 5.82 The section of North Street beyond the Conservation Area boundary also contributes through setting, being the location of

four buildings of 'Local Interest' and illustrative of the 19th-century growth of the town.

- 5.83 Conversely, the modern A259, which marks the northern boundary of the Conservation Area, can be regarded as a negative element of the Conservation Area's setting.

The contribution of the application site

- 5.84 The application site is located within the northernmost part of the Conservation Area. 6 North Street is an important element of the historic built environment, with the core of the building being a good example of a late Georgian former dwelling that is illustrative of the town's prosperity during the 18th century. As such, it contributes to the historic and architectural interest of the Conservation Area.
- 5.85 Specifically, it is the principal east façade which makes the greatest contribution to the character and appearance of the Conservation Area, although this elevation has been marred by the incongruous flat-roofed, single-storey extension to the south. The pitched element of this south extension makes a neutral contribution to the character and appearance of the Conservation Area, being of probable late 19th-century date but of no special historic or architectural interest.



Plate 40: Map showing the location of the application site (outlined in red) in relation to the Emsworth Conservation Area (shaded green).

- 5.86 The north elevation, specifically the prominent bowed wall, positively contributes to the character and appearance of the Conservation Area as a turn-of-the-19th-century element of built form constructed in the local vernacular that is visible when approaching the Conservation Area from the north. The later alterations and extensions to this range make a neutral contribution.
- 5.87 The 1999 extension to the rear can only be glimpsed from the A259, although from the private yard area it is clearly visible. While generally sympathetic to the host building in terms of the use of materials, it does obstruct visibility of the historic fabric of the Listed building and is a negligibly detracts from the character and appearance of the Conservation Area.
- 5.88 The front paved area with low brick wall and railings, the tall brick boundary wall, and the garden area all make positive contributions to the character and appearance of the Conservation Area. The gravelled car park to the rear currently facilitates the use of the surgery and makes a neutral contribution.
- 5.89 The application site is clearly visible when approaching the Conservation Area from the north via the A259 and North Street. The wider tableau is overwhelmingly modern in character, being dominated by modern built form, namely the three-storey structure immediately south of the application site and the three-storey block opposite. In particular, it is the large expanse of brickwork on the north flank of the building immediately south of the application site that detracts from the view into the Conservation Area from this location. Beyond, there are only long-range glimpses to 18th-century buildings located on the west side of the High Street.
- 5.90 The application site is also visible in north-facing views out from the Conservation Area along High Street/North Street, although it is largely obscured by the intervening three-storey building immediately south of the application site. Beyond, there are glimpses to the A259 and ongoing construction work further north.



Plate 41: South-facing view towards the Emsworth Conservation Area from the roundabout junction of North Street and the A259.

The location of the application site is outlined in red.



Plate 42: North-facing view from High Street towards the application site (location outlined in red).

Assessment of potential heritage harm

5.91 When considering potential impacts of the proposed development on the character and appearance of the Conservation Area, it is important to recognise that the Conservation Area covers a large area, and includes a wide variety of areas of differing characters. The site itself represents an extremely small portion of the total area covered by the Conservation Area and, as noted in the NPPF at paragraph 201, it is necessary to consider the relevant significance of the element which has the potential to be affected and its contribution to the significance of the designation as a whole, i.e. would the application proposals undermine the significance of the Conservation Area as a whole?

5.92 The adopted Management Plan for Emsworth Conservation Area includes the following design guidance with regard to alterations, extensions and new buildings:

"Any proposed changes to a building in the conservation area should be sympathetic to the original design, scale and materials of the building, particularly if a listed building or identified as a building of local interest. Unsympathetic extensions can change the form and character of a building significantly, therefore the original architectural characteristics of buildings (in particular original windows and roof coverings) should be respected and retained – and reinstated wherever the opportunity arises when improvements are necessary. Owners should always use the appropriate professional advice (registered architects or chartered surveyors) in order to ensure the best benefit from their building proposals."

The design of any new buildings will also need to be sensitive to the scale and character of the site and the area and show imagination – building upon the existing urban form, details and materials. It is important to respect and maintain the building lines particularly within the medieval street pattern and elsewhere within the Conservation Area."

5.93 The post-examination Emsworth Neighbourhood Plan sets out that new buildings should be no more than three storeys in height, and layout, form and density should respond to the site context. More specifically, Policy D3 states:

"The layout, form and density of new developments should reflect the historic urban grain of the historic parts of the neighbourhood area and its specific characteristics, unless site specific conditions suggest otherwise." (our emphasis)

5.94 The proposed development will introduce new built form to the northern part of the Emsworth Conservation Area, specifically through the addition of a north flank extension to the three-storey block (Central Buildings) which stands immediately south of the application site.

5.95 As noted above, the existing north flank elevation of the Central Buildings presents as a large, visually unappealing expanse of brickwork which dominates views into the Conservation Area from the north. The overwhelming experience of the Conservation Area from this direction is of modern development.

5.96 The proposed extension is sympathetic to the Central Buildings in terms of scale, density and massing, while seeking to soften the existing detracting dominant elevation and act as a

architectural bridge between the differing styles and aesthetics of the Art Deco style building on one side and the late Georgian façade on the other. The extension will be of a high-quality construction, being faced in brick and painted white, and roofed with natural slate. The proposed shop front will be of a traditional design and windows will be high-quality aluminium framed units to blend with the adjoining Central Buildings.

- 5.97 When looking into the Conservation Area from the north, the extension will present as a two-storey building with pitched roof and dormer windows. It will not obstruct existing views to 6 North Street or glimpsed views to the historic buildings along the High Street in the distance.
- 5.98 When looking to the east elevation of the new extension from the immediate frontage on North Street, the building will appear as a sympathetic addition to the Central Buildings. The declination of the roofline towards the Listed building and the insertion of dormer windows will ensure that the new building is congruous with the Georgian façade in terms of scale and fenestration without lapsing into pastiche.
- 5.99 As per the preceding impact assessment for 6 North Street, the new built form will slightly intervene in existing long-range glimpses to the frontage of 6 North Street when looking north along the High Street. However, such views are incidental rather than key and do not make a positive contribution to the character and appearance of the Conservation Area.
- 5.100 The single-storey pitched structure that forms the southern

frontage of the application site has been judged to make a neutral contribution to the character and appearance of the Conservation Area, therefore its removal will cause no harm to the heritage significance of the asset.

- 5.101 Other elements of the application site that positively contribute to the character and appearance of the Conservation Area will be preserved, such as the front boundary railings, the brick boundary wall and the garden area.
- 5.102 It is anticipated that the proposals will cause no harm to the special character and appearance of the Emsworth Conservation Area, especially as the proposed extension respects the individual site context and the individual character of this part of the Conservation Area.

Assessment of potential heritage benefits

- 5.103 As noted above, the proposed extension will soften the visually domineering and detracting north flank of the Central Buildings and serve as an architectural bridge between the Art Deco style block and the late Georgian frontage of 6 North Street by referencing both existing buildings in terms of scale, height and fenestration.
- 5.104 For these reasons, it is anticipated that the proposed extension will enhance views into the Emsworth Conservation Area from the north. While these are not key views to the Conservation Area, this approach from the north is a busy and important modern gateway to the heritage asset.

- 5.105 As per the previous assessment of 6 North Street, the removal of the incongruous flat-roofed side extension to the frontage of the late Georgian building will restore its historic appearance as a detached dwelling in immediate views within the Conservation Area. The replacement of modern tarmac and concrete with paving slabs and granite setts will further enhance these views. Together, these changes will enhance the character and appearance of the Conservation Area.
- 5.106 Similarly, the removal of the single-storey rear extension (added in 1999) will enable the historic plan of the building to be better appreciated and open-up views to the historic fabric of the rear elevation.

Summary impact assessment

- 5.107 It is anticipated that the proposals will result in an enhancement to the character and appearance, and hence the heritage significance, of the Emsworth Conservation Area, specifically by enhancing views into the Conservation Area from the north and by restoring the historic experience of 6 North Street as a detached late Georgian property.

Other heritage assets

- 5.108 Other heritage assets in the vicinity of the application site have been assessed in accordance with Historic England guidance GPA 3 (see Methodology section above).
- 5.109 Development proposals may adversely impact heritage assets where they remove a feature that contributes to the significance of a heritage asset or where they interfere with an element of a heritage asset's setting that contributes to its significance, such as interrupting a key relationship or a designed view.
- 5.110 Consideration was made as to whether any heritage assets include the application site as part of their setting, and therefore may potentially be affected by the proposed development.
- 5.111 Following a site inspection and desk-based research, it has been concluded that the proposals would cause no harm to the significance of any other heritage asset through change to their respective settings.
- 5.112 A map showing the location of all designated heritage assets in the vicinity of the application site is included at Appendix 3.

APPENDIX 3: MAP OF DESIGNATED HERITAGE ASSETS

6. Conclusions

- 6.1 This Built Heritage Statement has been commissioned by Cordage 14 Ltd to consider the proposed conversion of Grade II Listed 6 North Street from a surgery to offices, and the erection of an adjacent three-storey extension to the Central Buildings, all located within the Emsworth Conservation Area.
- 6.2 Following a site inspection and desk-based research, it has been concluded that the proposals would cause negligible, less than substantial harm to the heritage significance of Grade II Listed 6 North Street through change to its physical fabric. This very low level of harm is anticipated to arise specifically from the widening of an existing opening at ground-floor level (between Rooms 1 and 3a/3b). Consequently, paragraph 196 of the NPPF is engaged and a balanced judgement is required with regards to the weighing of this less than substantial harm against the public benefits of the proposals. Paragraph 20 of the PPG clarifies that public benefits include heritage benefits.
- 6.3 It has been established that the proposals would enhance the special historic and architectural interest of the Listed building by restoring its historic plan through the removal of later accretions; by improving the appearance of its frontage through the replacement of visually unappealing tarmac and concrete with sympathetic paving slabs; by restoring elements of its internal layout through the removal of modern partitions; by restoring visibility of one of the historic fireplace surrounds; and through a programme of sympathetic repair works. These heritage benefits are considered to outweigh the negligible, less than substantial harm that has been identified.
- 6.4 Regarding the Emsworth Conservation Area, the specific part of the Conservation Area in which the application site is located is overwhelmingly modern in character. The proposals are anticipated to result in an enhancement to the character and appearance of the Conservation Area by improving views into the Conservation Area from the north. Specifically, the proposals will soften the appearance of the north flank elevation of the Central Buildings and the proposed extension will sympathetically blend the host Art Deco style building with the neighbouring late Georgian façade of 6 North Street, while restoring the appearance of 6 North Street as a detached late Georgian property with a more visually appealing frontage.
- 6.5 In conclusion, the proposals are considered to be compliant with relevant heritage policies within the NPPF, the Havant Borough Core Strategy, and the post-examination version of the Emsworth Neighbourhood Plan, as well as being in line with guidance contained within the adopted Conservation Area appraisal and management documents.

Sources

Legislation and Policy Guidance

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

Havant Borough Council, *Emsworth Conservation Area Character Appraisal* (March 2010).

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Historic England, *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2* (2nd edition, Swindon, July 2015).

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

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UK Public General Acts, *Ancient Monuments and Archaeological Areas Act 1979*.

UK Public General Acts, *Planning (Listed Buildings and Conservation Areas) Act 1990*.

UK Public General Acts, *Planning and Compulsory Purchase Act 2004*.

Court and Appeal Decisions

Catesby Estates Ltd. V. Steer [2018] EWCA Civ 1697.

Bedford Borough Council v Secretary of State for Communities and Local Government [2013] EWHC 2847 (Admin).

R (Forge Field Society) v Sevenoaks District Council [2014] EWHC 1895 (Admin).

Palmer v Herefordshire Council & Anor [2016] EWCA Civ 1061.

Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others [2014] EWCA Civ 137.

Jones v Mordue [2015] EWCA Civ 1243.

Cartographic Sources

1838 Tithe map and apportionment for the parish of Warblington.

1866 First Edition Ordnance Survey map (1:2,500).

1883 Second Edition Ordnance Survey map (1:2,500).

1898 Ordnance Survey map (1:2,500).

1909 Ordnance Survey map (1:2,500).

1932 Ordnance Survey map (1:2,500).

1952–53 Ordnance Survey map (1:2,500).

1969 Ordnance Survey map (1:2,500).

1974 Ordnance Survey map (1:2,500).

1979–80 Ordnance Survey map (1:1,250).

Aerial Photography References

1928 St Peter's Square and the High Street, Emsworth. Britain from Above, ref. EPW023062.

Appendix 1: 6 North Street List Entry

Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1303480

Date first listed: 16-May-1952

Statutory Address: NORTH STREET HOUSE, 6, NORTH STREET



Location

Statutory Address: NORTH STREET HOUSE, 6, NORTH STREET

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

County: Hampshire

District: Havant (District Authority)

National Grid Reference: SU 74904 05864

Details

SU 7405 HAVANT NORTH STREET Emsworth 16.5.52 11/25 No. 6 (North Street House) II

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 ½ columns, and ½-glazed door. The north side brick wall is bowed, with a sash window.

Listing NGR: SU7373608059

Legacy

The contents of this record have been generated from a legacy data system. Legacy System number: 135436

Legacy System: LBS

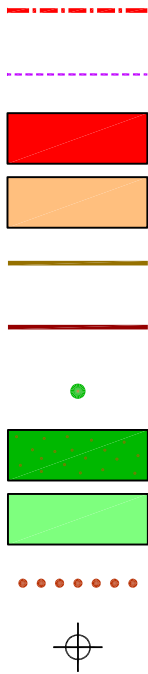
Legal

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

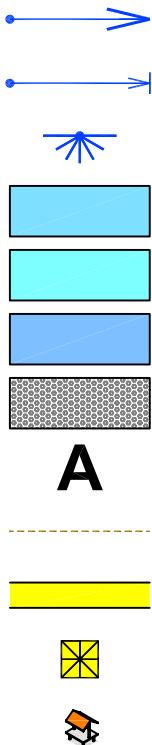
Appendix 2: Emsworth Conservation Area Map

EMSWORTH CHARACTER APPRAISAL

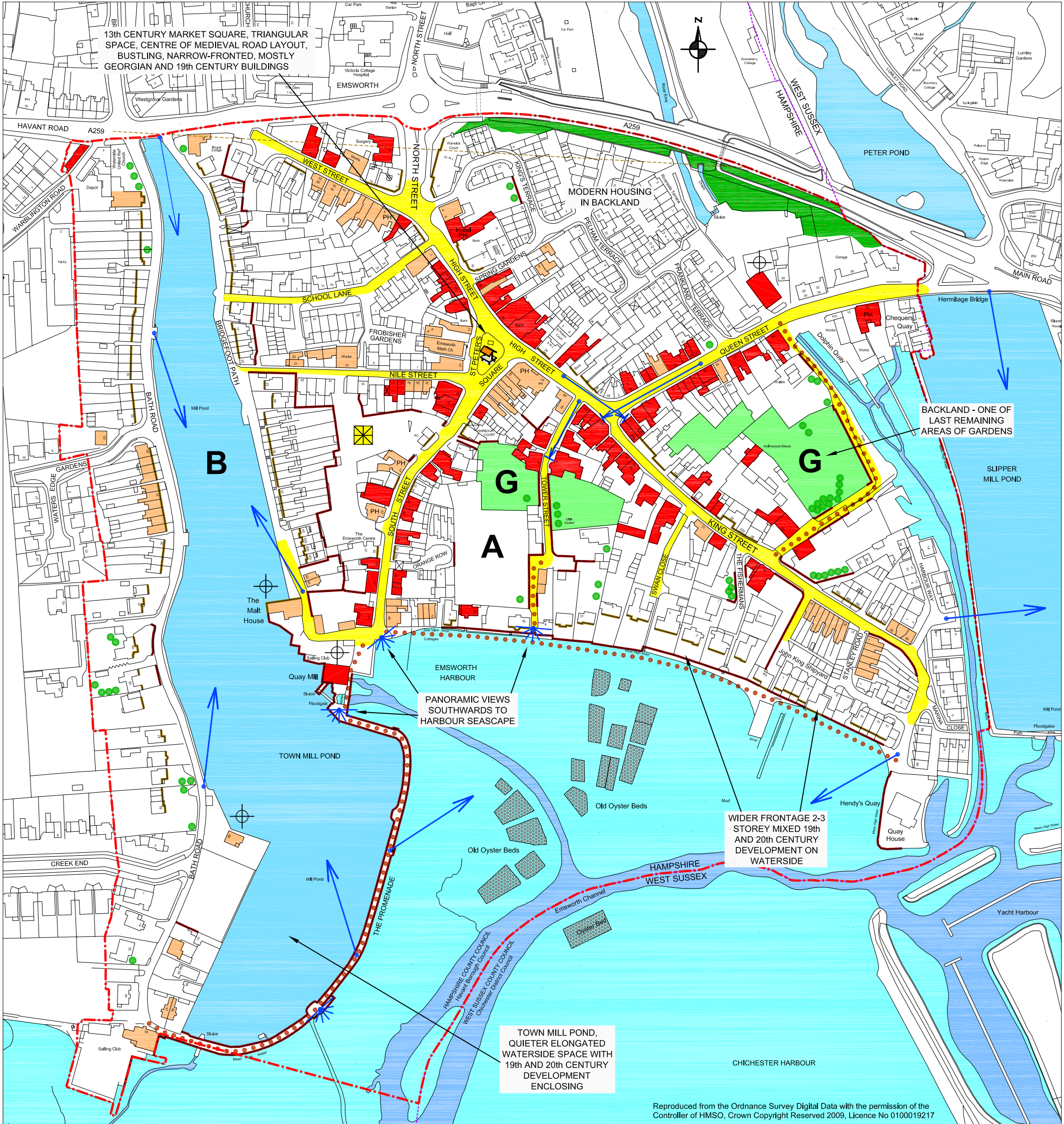
KEY:-



- CONSERVATION AREA BOUNDARY
- COUNTY BOUNDARY
- LISTED BUILDINGS
- BUILDINGS OF LOCAL INTEREST(POSITIVE CONTRIBUTION)
- IMPORTANT WALLS (BUILDINGS)
- IMPORTANT WALLS (OTHER)
- IMPORTANT TREE (SINGLE)
- IMPORTANT TREES (GROUPS)
- IMPORTANT OPEN SPACES
- FOOTPATH
- LANDMARK



- IMPORTANT VIEW
- TERMINATED VIEW
- PANORAMIC VIEW
- WATER FEATURE - NON-TIDAL
- WATER FEATURE - INTERTIDAL
- WATER FEATURE - LOW TIDE
- OLD OYSTER BEDS
- CHARACTER SUB-AREA
- ALIGNMENT OF ROMAN ROAD
- MEDIEVAL STREET PATTERN
- AREA WITH DEVELOPMENT POTENTIAL
- MARKET SQUARE



Appendix 3: Map of Designated Heritage Assets



KEY

Site

Emsworth Conservation Area

Listed Buildings

▲ Grade I

▲ Grade II*

▲ Grade II

Appendix 3: Map of Designated Heritage Assets

6 North Street,
Emsworth, Hampshire

Client: Cordage 14 Ltd

DRWG No: P20-3044 Sheet No: - REV: -

Drawn by: JT Approved by: GS

Date: 20/11/2020

Scale: 1:3,000 @ A4



DESIGN



ENVIRONMENT



PLANNING



ECONOMICS



HERITAGE

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