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25 January 2017

Section 55 Town and Country Planning Act 1990

Heritage Assessment

Construction of 2x 3 bedroom houses to the rear of the existing building (alternative scheme)

The Town Brewery Emsworth

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## 1. Introduction

1.1. This statement has been prepared to support the following development:

Construction of 2x 3 bedroom houses to the rear of the existing building (alternative scheme)

1.2. The site relates to a two-part three storey building located on the corner of West Street and High Street and comprising a Public House (with permission to change use to Class A1, or A2) with accommodation above.

1.3. Planning permission ref APP/16/00093 was granted in April 2016 for External alterations in connection with proposed change of ground floor A4 use to flexible A1/ A2/A3 /A4/A5 use including rear extension. Conversion of first and second floors to form 2 x two bed apartments and rear extension to form 1 x two bed apartment with associated parking and external works.

1.4. The proposed alterations, whilst acceptable, are considered by the applicant an unsympathetic response to this building.

1.5. This application therefore seeks an alternative scheme comprising the construction of 2x 3 bedroom houses to the rear of the existing building.

1.6. The site is within the Emsworth Conservation Area and is identified as a building of local importance.

1.7. The applicants say that the proposed development more sympathetically relates to the character and appearance of the existing building and would preserve the wider character and appearance of the Conservation Area.

## 2. Conservation Area Appraisal.

2.1. The Conservation Area Appraisal states:

Entrance from the west (Havant Road) A259: Travelling east along this primary east - west route (part of the old Roman road) the approach is long and straight with primarily large, detached housing on either side. The first marker is the Town Mill Pond which comes right up to the road on the south-side and then

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high mostly modern brick walls flank the approach to the roundabout junction at the head of the old town with North Street. Straight ahead the aspect is less urban with trees either side. Turning right into the old town, the entrance to High Street is relatively wide with modern retail development either side, only then does the aspect provide clues as to what is to come.

Nile Street, School Lane and West Street: These are three small streets, all situated on the west side of the town centre. Historically, Nile Street is a relatively new street, built at the later part of the 18th century between St Peter's Square and the Mill Pond. It is straight and narrow with a mixed character of older and modern town houses, one remaining works building and with smaller cottages towards its west end at Bridgefoot Path. During the 19th century, historic maps show the evolution of School Lane to the north, from a path to a named road. No 12 is The Old School House which dates from the 1840s. West Street on the other hand was part of the old road system, being the western approach to the old town, only superseded in the 1974 by the construction of the short by-pass from Bridgefoot to Hermitage. The truncated western end where it meets the bypass is not a particularly happy connection, even allowing for the surrounding walls. It has a number of historic shops on the south-side towards its junction with High Street and two listed houses on the north-side, No 3, an Early 18th century house and No 5, the impressive three storey, stuccoed Kepple House dating from the Late 18th century (Q).

## 3. Policy Framework

### National Policy

3.1. The National Planning Policy Framework (NPPF) became the primary national planning policy guidance on 27 March 2012. It replaced the previous PPS/PPG system of guidance documents and deleted a significant proportion of planning policy including the Regional Spatial Strategies (RSS). The NPPF includes transitional arrangements for Local Authorities to either prepare a plan that would be NPPF compliant or adapt an existing post 2004 plan to be compliant.

### Implementation of the NPPF

3.2. Paras 214 to 216 of Appendix 1 give relevant advice stating:

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214. For 12 months from the day of publication, decision-takers may continue to give full weight to relevant policies adopted since 2004 even if there is a limited degree of conflict with this Framework.

215. In other cases and following this 12-month period, due weight should be given to relevant policies in existing plans 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).

216. From the day of publication, decision-takers may also give weight to relevant policies in emerging plans according to:

●the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
●the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
●the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

**Heritage**

3.3. The site is within a Conservation Area. Section 12 of the NPPF is relevant and the pertinent paragraphs are set out below:

126
Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:

the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
the desirability of new development making a positive contribution to local character and distinctiveness; and

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opportunities to draw on the contribution made by the historic environment to the character of a place.

127
When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

128
In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

129
Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

131
In determining planning applications, local planning authorities should take account of:

the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and



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the desirability of new development making a positive contribution to local character and distinctiveness.

132
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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

133
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 loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

the nature of the heritage asset prevents all reasonable uses of the site; and

no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

the harm or loss is outweighed by the benefit of bringing the site back into use.

134
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 securing its optimum viable use.

137
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



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setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

138
Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. 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 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

**Local Policy**

3.4. The relevant policy is set out below:

Policy CS11 Protecting and Enhancing the Special Environment and Heritage of Havant Borough

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 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

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(LNR), other Ancient Woodland not identified in (ii) above [Local].

4. Protects and where appropriate enhances the borough's statutory and nonstatutory 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.

**4. Heritage Appraisal**

4.1. The key test in this case is whether the proposed development would sustain or enhance the character and appearance of the conservation area and this building of local note.

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4.2. The existing rear elevation comprises a sequence of ad-hoc extensions which obscure the original rear elevation. The approved development sought to continue this pattern of development. This was deemed acceptable and would meet the preserve test.

4.3. This scheme seeks to work with the architecture of the existing original building by revealing the original rear elevation and setting new development away from the building to reflect old and new. The proposed houses seek to maintain the gables roof forms found on the front of the existing building and would connect to the main structure by a modern linkway.

4.4. Having regard to the appearance of the building it is submitted that this is wholly sympathetic to the character and appearance of the Conservation Area and maintains as much of the existing building as possible.

4.5. Further, following the prior approval notification it is submitted that this development would sustain the character and appearance of the wider area whilst ensuring the continued economic life of the building.

4.6. As such this development would comply with the requirements of the NPPF and the Core Strategy.

**5. Conclusion**

5.1. In light of the above it is requested that planning permission be granted for the proposed development.

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