Site Address: 1 Queen Street & 2 King Street, Emsworth, PO10 7BJ
Proposal: Listed building consent for demolition of outbuilding and erection of rear extension and outbuilding, removal and replacement of roof including raising flat roof link, internal alterations to ground and first floors together with door and window alterations.

Application No:	APP/21/00782	Expiry Date:	22/09/2021
Applicant:	Mr A Zavos		
Agent:	Helyer Davies Architects Ltd	Case Officer:	Graham Speller
Ward:	Emsworth		
Site Visit Date:	27/08/2021		

Recommendation: **GRANT LISTED BUILDING CONSENT**

1 Site Description

1.1 The application site comprises a listed Grade II detached dwelling and is located on a prominent corner location within the Emsworth Conservation Area.

1.2 The main façade of the property, which is two storey with attic accommodation, is to Queen Street. The King Street elevation is double gabled.

1.3 The property used to form two separate residences although the house has long since been converted into one residence.

2 Planning History

04/69607/000 – Demolition of outbuilding (No.2) and utility/scullery (No.1), new ridge roof to each; roller shutter door adjacent to King Street providing vehicular access. Refused 6/9/2004. Dismissed on Appeal 3/6/2005.
04/69607/001 - - Listed building consent for demolition and alterations to two listed buildings; roller shutter door to King Street providing access to hard standing. Refused 6/9/2004. Dismissed on Appeal 3/6/2005.
APP/21/00781 - Demolition of outbuilding and erection of rear extension and outbuilding, removal and replacement of roof including flat roof link, internal alterations to ground and first floors together with door and window alterations., Under consideration,

3 Proposal

3.1 Listed building consent for demolition of outbuilding and erection of rear extension and outbuilding, removal and replacement of roof including raising flat roof link, internal alterations to ground and first floors together with door and window alterations.

3.2 The proposal comprises the following:

•Demolition of existing utility room and erection of new single storey rear extension
•Demolition of and rebuilding part of outbuilding
•Remodelling the ground floor rear section of the house (1 King Street)
•Removal of later addition 2no. Staircases to the second floor.
•Proposed staircase to second floor
•Enlargement of existing link section between roof spaces.

•Introduction of 4.no rooflight to the second floor.

Also:

Replacement guttering (with cast iron)
External render to be repaired and painted
New gate access from King Street
Replacement window on rear elevation at first floor level
Removal of chimney stack in rear section of house but retention of external stack

4 Policy Considerations

National Planning Policy Framework 2021
Havant Borough Council Borough Design Guide SPD December 2011

Havant Borough Local Plan (Core Strategy) March 2011

CS11	(Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS16	(High Quality Design)

Havant Borough Local Plan (Allocations) July 2014

DM20	(Historic Assets)

Submission Version Havant Local Plan

E1*	(High quality design)
E13	(Historic environment and heritage asset)

Emsworth Neighbourhood Plan 2019-2036

ENP_H2	(Buildings of Local Historic Interest)
ENP_H1	(Design & Heritage)
ENP_D1	(General Design Policy)

Listed Building Grade: Grade 2
Conservation Area: Emsworth

5 Statutory and Non Statutory Consultations

Chichester Harbour Conservancy
No comments received.

Conservation Officer
The application site which comprises a two storey, detached dwelling, is located on a prominent corner location of Queen Street and King Street in Emsworth Town Centre. The site is within the conservation area boundary. The main frontage faces onto Queen Street, but there is also an entrance on King Street as the property used to form two separate residences. As such, the property has two separate listings (both Grade II). One is for No 1 Queen Street and the other is for No. 2 King Street, which sits at the rear of No. 1 Queen Street, although the house has long since been converted into one residence. Both houses date from the late C18 however, the front half of the property retains a more original layout and features from this period, including a traditional Georgina frontage and original sash windows.

Internally the house has been altered from its original form, with the presence of unoriginal stud walling, a modern staircase, modern brick-built fireplaces, modern panelling, cornicing etc. Some historic windows remain but some have been replaced with modern timber versions. A half height cellar space has been added within the past 50years, along with a loft conversion of both sections of the rooms has been party carried out, with a flat roof link inserted to link the two internal section of loft space. The loft spaces include modern insulation, chipboard and some replacement rafters and chimney brickwork and cement pointing.

There is a small courtyard garden to the rear with an outbuilding which extends along the east elevation of the outside space. This forms the boundary with No. 4 King Street and is accessed from a gate on King Street. The rear elevation shows the markings of previous extensions which have since been removed. Historical maps show that the outbuilding was built after the main properties in the 1890s.

Legislative and Policy Context

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

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

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

The revised NPPF (July 2021) sets out in Chapter 16, the core principles relating to development affecting Heritage Assets that local planning authorities should consider in making planning decisions in the following paragraphs:

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

194. 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.

195. 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.

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

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

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

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

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

199. 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.

200. 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.

Historic England Advice

In addition to the advice laid out in the NPPF, Historic England has published planning advice in the form of Good Practice Advice Notes (GPA's) and Historic England Advice Notes (HEANs). Most relevant to this application will be GPA2 – Managing Significance in Decision Taking in the Historic Environment.

GPA2 states at paragraph 4 - 'The significance of a heritage asset is the sum of its archaeological, architectural, historic, and artistic interest'. It also advises that an assessment of significance is required as part of the application process including the understanding of the nature of the significance, the extent of that significance and level of significance. Paragraph 11 states 'to accord with the NPPF, the application will need to undertake an assessment of significance to inform the application process an extent necessary to understand the potential impact (positive or negative) of the proposal and the level of thoroughness proportionate to the relative importance of the asset whose fabric or setting affected'.

Assessment:
The application includes a Heritage Statement which sets out the significance of the heritage assets and the impact of the proposed developments.

Ground Floor

The proposed internal alterations would reconfigure the rear section of the ground floor

to achieve a modern open plan kitchen area. The existing double doors onto the courtyard area would be widened slightly to allow for additional glazing. The existing lean-to extension would be demolished and a slightly larger sized extension, in matching materials, would be constructed in its place, albeit closer to the south elevation which infills a gap in between the existing extension and the boundary wall.

In the front living room, a large, modern brick inglenook style fireplace has been built. This is clearly a later addition to the room given the modern brickwork it is constructed from. This would be removed as part of the proposal. This would not harm the significance of the heritage asset.

Overall., the proposed changes to the GF would involve a minimal level of intervention and only a small degree of historic masonry would be removed from the rear wall to allow a widening of the rear doors. The rear extension is not part of the original building and its removal would not result in harm to the heritage asset.

With regards to the outbuilding, the planning history shows that there was an application in 2004 which was refused. This was for the demolition of this outbuilding and the creation of a new vehicular parking space in its place and a roller shutter door. The proposal was subject to a planning appeal which was dismissed. The Planning Inspector in their decision, concluded that the loss of the outbuilding and the introduction of the shutter door would be harmful to the conservation area.

The proposal now is to demolish the outbuilding (the rear wall of which forms the boundary with No. 4 King Street) and rebuild this to half the length of the existing, at the same height. This will create a larger garden space. Matching materials are proposed.

The outbuilding is currently in very poor repair. As shown from historic maps, it is a later addition to the King Street part of the house as demonstrated on historic maps provided in the heritage statement. The proposed rebuild would be identical to the existing outbuilding and the view from King Street will be identical to what it is now. As such, it is not considered to result in harm to the heritage asset. Materials should be reused if possible, such a roof tiles which are still in good condition.

First Floor

The first floor of the property has also undergone widespread alterations to the layout, including some internal timber framing, the addition of wooden staircases to the loft area and modern panelling to the front two bedrooms. One of the front bedrooms also includes a large brick fireplace which has been concealed with panelling. This is all proposed to be removed. A new staircase is proposed to be built to access the converted loft space. Further investigations have been carried out to the ceiling section where the new staircase is proposed to the second floor. From this it appears that no lath and plaster remain and that modern joists have been inserted into this ceiling area. As such, the loss of historic fabric would not occur to make way for the new staircase.

Overall, the proposed changes at first floor would involve a minimal level of intervention, with mainly modern additions being removed.

Second Floor

The loft space comprises the two separate loft spaces which have already been partially converted into living accommodation. A modern, narrow flat roof link section has been added at some point which provides an internal walkway between the two loft spaces. This features 2no. side facing windows. The front loft features some historic wooden beams, yet the chimney stacks have been rebuilt using modern bricks. The

rear part of the loft space includes modern roof rafters, purlins and insultation. The chimney stack in this section has also been rebuilt.

The proposal is to further convert these spaces into living accommodation including a bedroom and ensuite bathroom. To access this, a new staircase is proposed in the rear roof section. To enable sufficient head height for this, it is proposed to raise the height of the link section by 200mm and widen it by 1m to the north. This would include a new, glazed roof lantern. 4no. new rooflight windows are proposed within the facing roof slopes. The chimney stack in in the rear section, north elevation is proposed to be removed (and at first floor), but the external stack would remain in situ and supported from within.

The widening of the roof link section has been a subject of concern as this would have resulted in the loss of some remaining historic roof structure sections in the front part of the roof. However, following these concerns, the agent has submitted amended plans which reduce the width of this widening by 1m and further explanation of which rafters / purlins will be retained / lost.

The justification provided is that the two existing staircases care too narrow / steep for frequent use to access the loft space. As such if it is to be used for bedroom accommodation, a new staircase is required. Unless the link section is made larger, there will not be sufficient head height for this new staircase.

Now that the widening of the link section has been reduced, the loss of the historic fabric would be fairly minimal, and the two roof areas would still be read separately to demonstrate that the building was formerly two houses. Whilst it is on balance, overall, it is considered the level of the harm to the heritage asset will be at the lower end of less than substantial.

A total of 4no. new roof lights are proposed for the roof. These would be on the inner facing roof slopes and not highly visible due to the roof comprising of a dual pitch arrangement. Careful attention needs to be given so that the roof lights (which should be of a conservation style) do not harm any historic parts of the roof structure. I would prefer to see a section plan submitted with the application to show how these windows will sit within the roof slopes (this can be requested as a condition).

Summary

The proposal includes several elements to all levels of the house. However, the house has undergone several alterations, some of which are harmful to its significance. The proposals would on the whole, preserve what significance is left of the building (other than the small roof section) whilst removing some of the inappropriate changes. Overall, there is no objection raised to the planning or the listed building application, subject to a number of suggested conditions.

Conclusion – No objection

Councillor Julie Thain-Smith
No comments received.

Councillor Lulu Bowerman
No comments received.

Councillor R Kennett
No comments received.

National Amenity Societies - Historic Environment Advice

No comments received.

6 Community Involvement

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

Number of neighbour notification letters sent: 18

Number of site notices: At least one site notice exists

Statutory advertisement: 06/08/2021

Number of representations received: 0

7 Planning Considerations

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

(i) Principle of development
(ii) Impact upon the heritage asset

(i) Principle of development

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

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

(ii) Impact upon the heritage asset

7.4 Policy CS11 of the Core Strategy states that planning permission will be granted for development that:
"Protects and where appropriate enhances the borough's statutory and non-statutory heritage designations by appropriately managing development in or adjacent to conservation areas, listed buildings, scheduled ancient monuments, historic parks and gardens, archaeological sites, buildings of local historic or architectural interest".

7.5 Policy CP16 states that "Planning permission will be granted for development that is designed to a high standard, which helps to create places where people want to live, work and relax."

7.6 Policy DM20 of the Allocations Plan states that planning permission will be granted for development proposals that conserves and enhances the historic assets of Havant.

7.7 Emerging Policy E13 from the Draft Local Plan 2036 provides similar advice to Policy CS11 but also adds that where harm cannot be avoided, mitigation may be proportionate to the impact and the significance of the heritage assets and fully incorporated into the development proposals.

7.8 The Emsworth Neighbourhood Plan has now been formally adopted by the Council.

7.9 Policy H1 of the Neighbourhood Plan states, inter alia, that any new development or alteration that affects or has the potential to affect a heritage asset will be required to conserve or enhance the significance of the heritage asset.

7.10 In terms of the impact of the proposals on the heritage assets, the conservation officer has provided comprehensive comments, and for brevity, will not be repeated but are set out within the consultation response set out above.

7.11 In conclusion, the conservation officer considers that the proposals would on the whole, preserve what significance is left of the building whilst removing some of the inappropriate changes.

7.12 The proposal is therefore considered to be acceptable, meeting the requirements of Policies CS11, CS16 and DM20 of the HBLP (Core strategy) - the works are considered to preserve the building and its setting and any features of special architectural or historic interest which it possesses, and as such meet the statutory test set out under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

8 Conclusion

8.1 The conservation officer is of the opinion that the proposal preserves the character of this Grade II Listed Building in accordance with Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Policies CS11 & CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Policy DM20 of the Havant Borough Local Plan (Allocations) 2014, Policies E1 & E13 of the Submission Version Havant Local Plan and Policies D1, H1 & H2 of the Emsworth Neighbourhood Plan 2019-2036.

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9 RECOMMENDATION:

That the Head of Planning be authorised to **GRANT LISTED BUILDING CONSENT** for application APP/21/00782 subject to the following conditions:

1 The works must be begun not later than the expiration of three years beginning with the date of this consent.
Reason: To comply with the requirements of Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2 The development hereby permitted shall be carried out in accordance with the following approved plans:

20205-01 - EXISTING PLANS WITH LOCATION

20205-02 Rev A - PROPOSED PLANS

SECOND FLOOR LINK DIAGRAMS

Reason: - To ensure provision of a satisfactory development.

3 No work shall commence until a full specification/webpage link of all materials (including external finishes/colours) have been submitted to and approved in writing by the local planning authority and thereafter carried out in full accordance with such approval. Only the materials so approved shall be used, in accordance with any terms of such approval.

Reason: To ensure the appearance of the development is satisfactory and in order to safeguard the building's special architectural and historic interest and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011, policy DM20 of the Adopted Allocations Plan 2014, policy E13 of the Submission version of the Havant Local Plan, policies H1 & H2 of the Emsworth Neighbourhood Plan and the National Planning Policy Framework 2021.

4 No work shall commence until details of all new windows (including roof lights) and glazing bar details if applicable to a full scale or 1:5 plan have been submitted to and approved in writing by the local planning authority. Only the details so approved shall be carried out, in accordance with any terms of such approval.

Reason: To ensure the appearance of the development is satisfactory and in order to safeguard the building's special architectural and historic interest and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011, policy DM20 of the Adopted Allocations Plan 2014, policy E13 of the Submission version of the Havant Local Plan, policies H1 & H2 of the Emsworth Neighbourhood Plan and the National Planning Policy Framework 2021.

5 No work shall commence until a section plan showing the location of roof light windows within the existing roof structure has been submitted to and approved in writing by the local planning authority. Only the details so approved shall be carried out, in accordance with any terms of such approval.

Reason: To ensure the appearance of the development is satisfactory and in order to safeguard the building's special architectural and historic interest and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011, policy DM20 of the Adopted Allocations Plan 2014, policy E13 of the Submission version of the Havant Local Plan, policies H1 & H2 of the Emsworth Neighbourhood Plan and the National Planning Policy Framework 2021.