

Heritage Statement

Town Brewery, Emsworth

Proposed alterations and extensions in association with change of use at ground floor and the formation of three apartments



on behalf of Town Brewery Emsworth Ltd



January 2016



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1 Introduction and site information

Introduction

This Heritage Statement has been prepared on behalf of Town Brewery Emsworth Ltd to assess the impact of the proposed alterations to the Town Brewery Public House, 2-4 West Street, Emsworth on surrounding heritage assets.

The Town Brewery is identified as a 'building of interest' in the Emsworth Conservation Area Character Appraisal. The adjoining 1 High Street is a Grade II listed building. The local area, including the application site is located within the Emsworth Conservation Area.

This Statement includes a Significance Assessment which identifies the relative value of heritage assets affected and an Impact Assessment which considers the potential impact of the proposed development on the significance of the heritage assets identified, and the contribution made by their setting.

This approach to impact-assessment is required in order to satisfy the provisions of Sections 16(2), 66(1) and 72(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 and the National Planning Policy Framework (NPPF) where the impact of development on heritage assets is being considered (Paragraphs 128-135).

Structure of Heritage Statement

The Statement has been structured as follows:

Chapter 2 provides a summary of relevant national and local heritage policy;

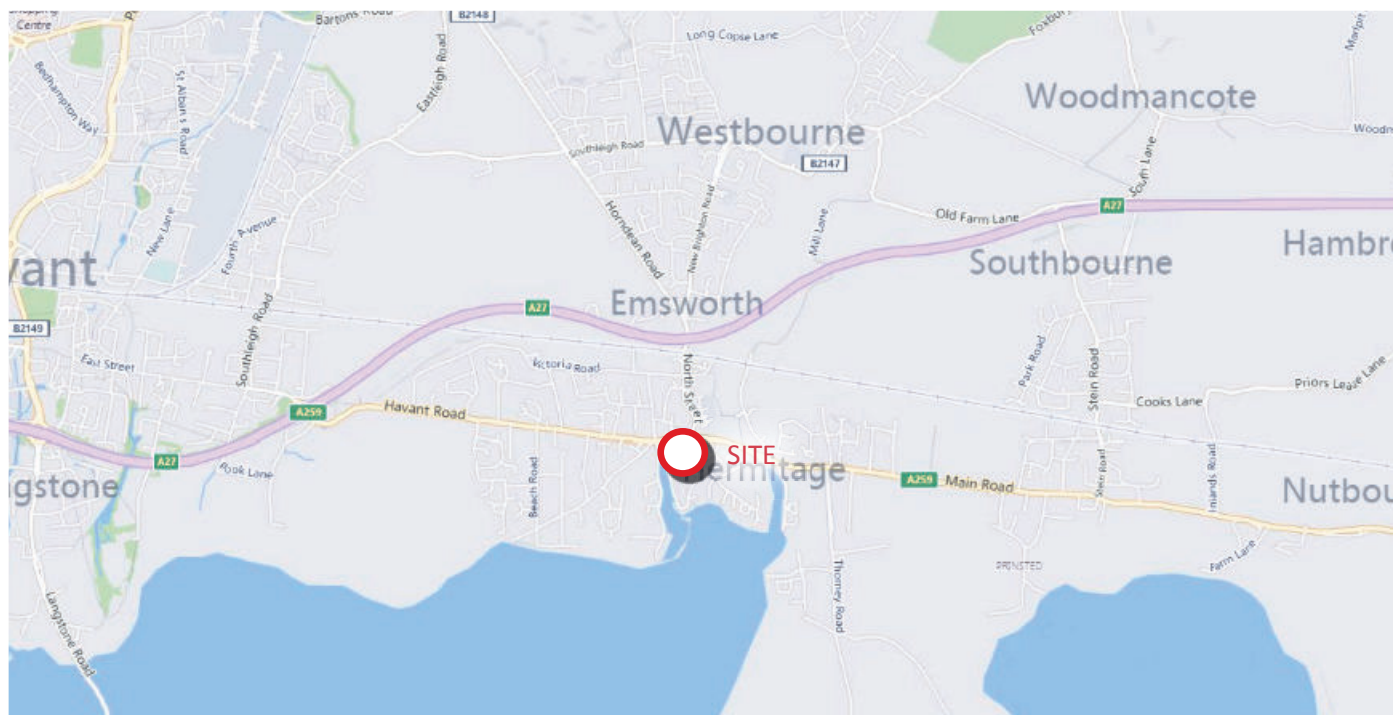
Chapter 3 presents the relevant and identified heritage assets which may be impacted as a result of the proposed development;

Chapter 4 presents the current proposals;

Chapter 5 provides an impact assessment of the proposed development in relation to the identified heritage assets;

Chapter 6 summarises the impacts identified.

The document has been prepared by Kate Hannelly BSc MSc (Senior Heritage & Design Consultant).



Site location



2 Heritage policy and guidance summary

Legislation

The primary legislation relating to listed buildings and Conservation Areas is set out in the Planning (Listed Buildings & Conservation Areas) Act 1990.

Section 16(2) states *“In considering whether to grant listed building consent for any works the local planning authority or 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.”*

Section 66(1) reads: *“In considering whether to grant planning permission 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.”*

In relation to conservation areas, Section 72(1) reads: *“Special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”*

National Planning Policy Framework

The National Planning Policy Framework (NPPF) was published on 27th March 2012. The over-arching aim of the policy, expressed in the Ministerial foreword, is that *“our historic environments... can better be cherished if their spirit of place thrives, rather than withers.”*

The NPPF directs local planning authorities to require an applicant to *“describe the significance of any heritage assets affected, including any contribution made by their setting”* and the level of detailed assessment should be *“proportionate to the assets’ importance”* (Paragraph 128).

This gives rise to the need for a Significance Assessment which identifies and then sets out the relative nature and value of affected heritage assets. It also stresses the importance of proportionality both in the extent to which assessments are carried out and in the recognising the relative merits of the assets. Planning Authorities should then *“take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid conflict between the heritage asset’s conservation and any aspect of the proposal”* (Paragraph 129). This paragraph results in the need for an analysis of the impact of a proposed development on the asset’s relative significance, in the form of a Heritage Impact Assessment.

Paragraph 132 of the NPPF states that *“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.”

In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 133 states the following:

“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.”*

The NPPF therefore requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development.

In the case of proposals which would result in *“less than substantial harm”*, paragraph 134 provides the following:

“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.”

It is also possible for proposals, where suitably designed, to result in no harm to the significance of heritage assets.

In the case of non-designated heritage assets, Paragraph 135 requires a Local Planning Authority to make a *“balanced judgement”* having regard to the scale of any harm or loss and the significance of the heritage asset.

The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to judge the impact of development proposals in that context.

National Planning Policy Guidance (NPPG)

The National Planning Practice Guidance (NPPG) was published in March 2014 as a companion to the NPPF, replacing a large number of foregoing Circulars and other supplementary guidance. In respect of heritage decision-making, the NPPG stresses the importance of determining applications on the basis of significance, and explains how the tests of harm and impact within the NPPF are to be interpreted.

In particular, the NPPG notes the following in relation to the evaluation of harm: *“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.”* (Ref ID: 18a-017-20140306)

This guidance therefore provides assistance in defining where levels of harm should be set, tending to emphasise substantial harm as a *“high test”*.

English Heritage ‘Conservation Principles: Policies and Guidance’ 2008.

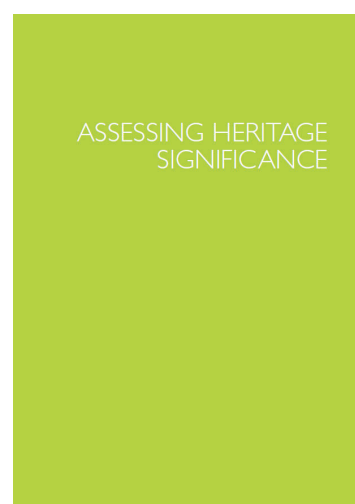
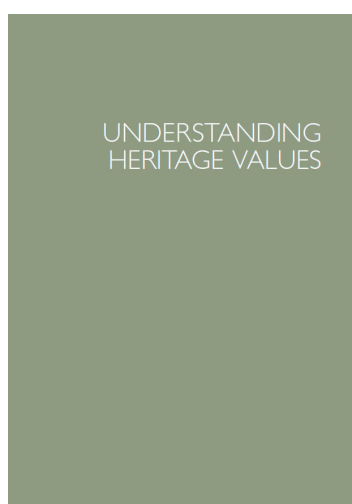
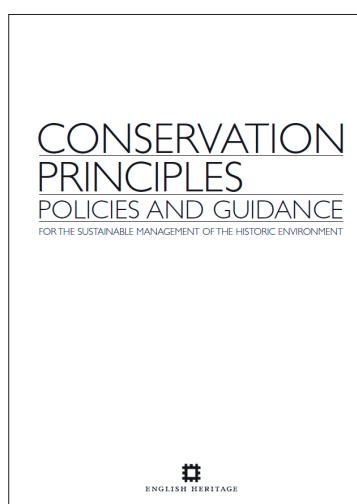
Historic England (formerly English Heritage) sets out in this document a logical approach to making decisions and offering guidance about all aspects of England’s historic environment. It advises that the contribution made by setting and context should be considered when assessing heritage significance.

“Setting’ is an established concept that relates to the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape. Definition of the setting of a significant place will normally be guided by the extent to which material change within it could affect (enhance or diminish) the place’s significance” (page 39).

Historic England: Historic Environment Good Practice Advice in Planning Note 2 (March 2015)

This advice note, “Managing Significance in Decision-Taking in the Historic Environment”, sets out clear information to assist all relevant stake holders in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guidance (PPG).

“These include; assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness” (page 1).



Historic England Conservation Principles: Policies and Guidance 2008

Historic England: Historic Environment Good Practice Advice in Planning Note 3 (March 2015)

This document replaces Historic England's previous document 'The Setting of Heritage Assets' and presents guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas and landscapes.

Section 12 (page 7) provides detailed advice on assessing the implications of development proposals and recommends the following broad approach to assessment, undertaken as a series of steps that apply equally to complex or more straightforward cases:

- *"Step 1 - identify which heritage assets and their settings are affected;*
- *Step 2 - assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);*
- *Step 3 - assess the effects of the proposed development, whether beneficial or harmful, on that significance;*
- *Step 4 - explore the way maximizing enhancement and avoiding or minimizing harm;*
- *Step 5 - make and document the decision and monitor outcomes."*

We have applied this methodology in undertaking the assessments within this document.

English Heritage: Seeing the History in the view (June 2012)

This document explains how the heritage significance of views can be assessed in a systematic and consistent way. It highlights a ten step process, split into two phases, to identify and assess the significance and impact on specific and formal views.

Phase A:

- Step 1 – Establishing reasons for identifying a particular view as important;
- Step 2 – Identifying which heritage assets in a view merit consideration;
- Step 3 – Assessing the significance of individual heritage assets;
- Step 4 – Assessing the overall heritage significance in a view;
- Step 5 – How can heritage significance be sustained

Phase B:

- Step 6 – Identifying the importance of the assets and the view
- Step 7 - Assessing the magnitude of impact on individual heritage assets
- Step 8 - Assessing the magnitude of the cumulative impact of proposals on heritage
- Step 9 – Determining the overall impact
- Step 10 – identifying ways of mitigating the impact of development.



Historic England *Seeing the History in the View* (2012)

Havant Borough Council Core Strategy (2011)

The main policies which relate to the proposed development in relation to heritage and design are Policies Policy CS11 - Protecting and enhancing the special environment and heritage of Havant Borough, CS16 - High Quality design.

Part 4 of policy CS11 states that permission will be granted for development which:

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

Policy CS16 goes on to state 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. All development should demonstrate that its design:

Responds to, draws inspiration from and respects local context and:

- a) Identifies and responds positively to existing features of natural, historic or local character within or close to the proposed development site;*
- b) Integrates with existing local landscape features, promotes wildlife and biodiversity and/or applies characteristics of the local area into the design of a scheme wherever possible to create variety and interest;*
- c) Uses the characteristics of the locality to help inform the design of the new development including heights, massing, existing buildings lines, plot widths and depths, materials and proportions of windows and doors;*
- d) Is well connected to and integrates with the immediate local area and the wider area by linking to existing pedestrian and cycle routes and encouraging people to use public transport where possible; and*
- e) The development does not cause unacceptable harm to the amenity of neighbours through smell, the loss of privacy, outlook, noise and overlooking.”*

3 Heritage Assets

A heritage asset is defined within 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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).”*

The significance and settings of the heritage assets within the proposed site and their relationship to the site requires assessment in order to provide a context for, and to determine the impact of, current development proposals. ‘Significance’ for built assets can be assessed using the criteria set out in the national Statutory Listing guidance.

These criteria tend to be those which lead to an asset being designated for its national importance, ‘value’ on the other hand, is focused on a more local level and can be assessed using the guidance in Historic England’s [Conservation Principles](#) (2008).

In assessing the significance of an historic building or site, it is important to realise that heritage assets may be affected either by direct physical intervention or by harmful intervention in their setting, or both. Such interventions can be either harmful, beneficial or neutral in effect.

Definition of Setting

The NPPF defines the setting of a heritage asset 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”* (page 56).

The contribution of setting to the special interest of a heritage asset is often expressed via views of the asset itself or views of its surroundings, either from or through the asset. Historic England highlights in its *‘Historic Environment Good Practice Advice in Planning Note 3: The setting of Heritage Assets’* which types of views contribute more to the understanding of the significance of a heritage asset, and are listed below:

- *“those where relationships between the asset and other historic assets or places or natural features are particularly relevant;*
- *those with historical associations, including viewing points;*
- *those where the composition within the view was a fundamental aspect of the design of the heritage asset; and*
- *those between heritage assets and natural or topographic features, or phenomena such as solar and lunar events.”* (Note 3: The setting of Heritage Assets)

Our assessment will consider the extent to which the proposed development will result in a change within the setting of the identified assets and whether this change would be harmful to the assets identified, or would preserve their setting.

There are a limited number of heritage assets in the local surrounding area. The location and significance of many of them results in them having no perceptible relationship with the application site. For this reason, only the heritage assets which may be considered to be affected by the proposed development have been assessed further.

In the case of this application, the following designated heritage assets may be affected by the current proposals:

- 1 High Street - Grade II listed building
- Emsworth Conservation Area

The following non-designated assets may be affected:

- Town Brewery, 2-4 West Street - building of local interest

Methodology

The overall aim of this Heritage Statement is to identify and assess any impacts that the proposed development may cause to the value or significance of surrounding heritage assets.

The impact is determined by considering the sensitivity of the receptors identified and the magnitude of change to its setting and overall significance. Table 1 below sets out the definition of the level of significance/value that will be assigned to each receptor identified.

Value	Examples
High	World Heritage Sites, Scheduled Monuments of exceptional quality, or assets of acknowledged international importance or can contribute to international research objectives. Grade I and Grade II* Listed Buildings and built heritage of exceptional quality. Grade I and Grade II* Registered Parks and Gardens and historic landscapes and townscapes of international sensitivity, or extremely well preserved historic landscapes and townscapes with exceptional coherence, integrity, time-depth, or other critical factor(s).
Good	Scheduled Monuments, or assets of national quality and importance or that can contribute to national research objectives. Grade II* and Grade II Listed Buildings, Conservation Areas with very strong character and integrity, other built heritage that can be shown to have exceptional qualities in their fabric or historical association. Grade II* and II Registered Parks and Gardens, Registered Battlefields and historic landscapes and townscapes of outstanding interest, quality and importance, or well preserved and exhibiting considerable coherence, integrity time-depth or other critical factor(s).
Medium/ Moderate	Grade II Listed Buildings, Conservation Areas, Locally listed buildings and undesignated assets that can be shown to have good qualities in their fabric or historical association. Grade II Registered Parks and Gardens, Registered Battlefields, undesignated special historic landscapes and townscapes with reasonable coherence, integrity, time-depth or other critical factor(s).
Low	Assets compromised by poor preservation and/or poor survival of contextual associations but with potential to contribute to local research objectives. Historic buildings or structures of modest quality in their fabric or historical association. Historic landscapes and townscapes with limited sensitivity or whose sensitivity is limited by poor preservation, historic integrity and/or poor survival of contextual associations.
Negligible/ None	Assets with no surviving cultural heritage interest. Buildings of no architectural or historical note. Landscapes and townscapes with no surviving legibility and/or contextual associations, or with no historic interest.

Table 1 - Assessing heritage significance/ value

Once the value of an asset has been assessed, the next stage is to determine the 'magnitude' of the impact brought about by the development proposals. This impact could be a direct physical impact on the assets itself or an impact on its wider setting, or both. Table 2 sets out the levels of impact that may occur and whether they can be considered negative or positive.

Magnitude of Impact	Typical Criteria Descriptors
Very High	Negative: Impacts will destroy cultural heritage assets resulting in their total loss or almost complete destruction. Positive: The proposals would remove or successfully mitigate existing and significant damaging and discordant impacts on assets; allow for the substantial restoration or enhancement of characteristic features.
High	Negative: Impacts will damage cultural heritage assets; result in the loss of the asset's quality and integrity; cause severe damage to key characteristic features or elements; almost complete loss of setting and/or context of the asset. The assets integrity or setting is almost wholly destroyed or is severely compromised, such that the resource can no longer be appreciated or understood. Positive: The proposals would remove or successfully mitigate existing damaging and discordant impacts on assets; allow for the restoration or enhancement of characteristic features; allow the substantial re-establishment of the integrity, understanding and setting for an area or group of features; halt rapid degradation and/or erosion of the heritage resource, safeguarding substantial elements of the heritage resource.
Medium	Negative: Moderate impact on the asset, but only partially affecting the integrity; partial loss of, or damage to, key characteristics, features or elements; substantially intrusive into the setting and/or would adversely impact upon the context of the asset; loss of the asset for community appreciation. The assets integrity or setting is damaged but not destroyed so understanding and appreciation is compromised. Positive: Benefit to, or partial restoration of, key characteristics, features or elements; improvement of asset quality; degradation of the asset would be halted; the setting and/or context of the asset would be enhanced and understanding and appreciation is substantially improved; the asset would be brought into community use.
Minor	Negative: Some measurable change in assets quality or vulnerability; minor loss of or alteration to, one (or maybe more) key characteristics, features or elements; change to the setting would not be overly intrusive or overly diminish the context; community use or understanding would be reduced. The assets integrity or setting is damaged but understanding and appreciation would only be diminished not compromised. Positive: Minor benefit to, or partial restoration of, one (maybe more) key characteristics, features or elements; some beneficial impact on asset or a stabilisation of negative impacts; slight improvements to the context or setting of the site; community use or understanding and appreciation would be enhanced.
Negligible/ Nil	No discernible change in baseline conditions.

Table 2 - Assessing magnitude of impact

Town Brewery - Building of Local Interest

The Town Brewery is located on the south side of West Street. West Street was historically part of the old Roman road system, and was the original western approach to the old town until it was replaced by the by-pass from Bridgefoot to Hermitage in 1974. A licence has been held on this site since 1847, although the existing building is a replacement of earlier structures.

The existing building, constructed circa 1912 in mock Tudor style, is three storeys in height, with the third attic floor, located behind the three pitched gables at roof level. The building is rendered to the front, with the first floor slightly jettied over a recessed ground floor shopfront. The ground floor has glazing the full width with brick infill below it. The rear of the property has had a number of extensions carried out to increase the footprint of the building at ground floor level. These extensions are a mixture of brick outbuildings which are of a modest quality and a number of timber buildings which are of no significance. The buildings are not extensively maintained and do not appear to be in full use. Their current appearance has a detrimental impact on the local area.



Front elevation of Town Brewery



Town Brewery c1925



Rear elevation of Town Brewery