

Dolphin Quay, Queen Street, Emsworth, Hampshire

Chapter 16 of the National Planning Policy Framework (NPPF) relates to conserving and enhancing the historic environment. Paragraph 189 requires an applicant to describe the significance of any heritage assets affected by a development proposal. This statement is in accordance with this guidance.

Site and surroundings

Comprises a paved area located on the south side of Queen Street, close to the water and between newly constructed dwellings and 23 Queen Street (listed building).



Figure 1. The application site

Relevant legislation

Section 16 of The Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities, in determining applications, to have special regard to the desirability of preserving a listed building or its setting or any

features of special architectural or historic interest which it possesses. Listed Building Consent is required for the demolition or alteration of a listed building in any manner which would affect its character as a building of special architectural or historic interest.

Section 72 of the Act requires that, with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Pre-application

Early last year a pre-application proposal for the proposed kiosk/café was submitted. A response was received on 1 June 2021 (LPA Ref: GEN/21/00356). In respect of the built heritage the following comments were made:

The Council's Conservation Officer has been consulted who has advised as follows: I know this site well and have watched the development being built out over the past year. That area of land proposed for the structure was permitted to be a public amenity space with views on the harbour. I can see the positives in providing a different solution for the parcel of land which still provides a public amenity benefit. However, the CGI images show the structure in the context of the modern buildings at the rear and not within the context of the more traditional buildings which it would sit directly adjacent to. It would be closer to two heritage assets – the Flour Mill and Dolphin House and is certainly more modern in appearance. That in itself does not necessarily mean that it would not be supported but I am keen to see how it would work in the context of the listed building / traditional style new buildings, rather than the modern buildings at the rear of the site.

An application for the site, should set out, in a Heritage Statement how the proposal would work in the context of the listed building/traditional style new buildings. Or alternatively consideration given to a more traditional style structure.

Planning history

A planning application (LPA Ref: APP/22/00232) was submitted earlier this year for a kiosk to be used as a café and take away facility including be external seating for patrons. The design was to be contemporary with crisp lines that would tie in well with the two new adjacent waterfront residential units. The roof was shown to be ridged and clad in Zinc and the external walls were to be glazing and timber boarding.

Following concerns from various consultees including Southern Water and the Council's Conservation Planner this application was withdrawn.

The concerns of the Council's Conservation Planner were about the size, design and relationship of the proposed kiosk to the nearby listed building (Dolphin House). It was felt that the contemporary design proposed would not befit this part of the conservation area and therefore the proposal would fail to preserve or enhance the character or appearance of the area.

Proposal

The current proposal is to site a much smaller structure on the eastern part of the site. A traditional style converted trailer horse box would be utilised for the catering use with associated tables and chairs.

It is anticipated that this would be a very popular and much used facility on the edge of the town frequented by walkers and passers-by around this corner of the harbour. It should be noted that the height of the existing flood defence sea wall prohibits views of the harbour from the existing three benches. Consequently the proposed table and chairs would not have any impact on views from these benches.

Overall it is considered this amended proposal would result in a subdued and sympathetic appearance respecting the character and appearance of Dolphin House and the pastiche Victorian style housing fronting Queen Street.



Figure 2. Pastiche Victorian style housing to east of application site.



Figure 3. Contemporary style housing to south-east of application site.



Figure 4. Contemporary style housing to south-west of application site.

Heritage assets

The site is located within the Emsworth Conservation Area which is designated heritage asset as defined in the NPPF. There are listed buildings nearby which are also designated heritage assets. These are set out in Appendix A, including the Historic England List Descriptions.



Figure 5. 23 Queen Street (listed building) to west of application site.

A conservation area character appraisal was carried out in 2010. The application site is located within Character Area A and in respect of this part of Queen Street the following paragraph describes the important buildings:

Queen Street: Turning left at the eastern end of High Street, into Queen Street which presents a fine collection of Georgian houses, both large and small which frame the first half of the street. The street slopes down eastwards towards the river valley and the bypass. On the north side Newnham House stands out, three storeys, red brick and which, as Pevsner points out, has several pleasing quirks in its design (Q). At the end of this block, the back-land development of Frankland Terrace and Pelham Terrace joins the street, with the imposing landmark of Leigh's Mill of 1897 (Q) (now called the Old Flour Mill)) just beyond the entrance.



Figure 6. The Old Flour Mill (listed building) opposite application site in Queen Street.

This is an honest, small town industrial building, in plain red brick with cast iron windows and a wooden gantry in the gable. Opposite, is the three storey, stuccoed Dolphin House, which forms the end of the row of pleasant two storey Georgian brick houses on the south-side in brick, either all in red or grey dressed in red. Notable is No 23 with its Venetian upper windows and shallow ground floor bays (Q). Continuing on the south-side, past a footpath known as Dolphin Cut and over the River Ems and a boatyard (Dolphin Quay), is the Lord Raglan public house, which is the most obvious building in the town to be constructed of flint (Q). With the garage opposite and the modern flats at the road bridge, the street fades into the bypass and the view of the open expanse of the Slipper Mill Pond to the south (Q).



Figure 7. The Lord Ragan Public House (listed building) nearby in Queen Street.

A Management Plan for Emsworth Conservation Area was approved in March 2010. The following is an extract from the Plan:-

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.

Significance of heritage assets

The significance of a heritage asset is the sum of its architectural, historic, artistic or archaeological interest. The English Heritage (now Historic England) document, *Conservation Principles, Policies and Guidance*, identifies four types of heritage value that an asset may hold: aesthetic, communal, historic and evidential.

Impact on heritage assets

The conservation area has values that cover all four of the areas set out above. The modest nature of the proposed development would not have any material impact on the significance of this part of the conservation area or the setting of Dolphin House. The trailer style structure proposed would have wheels and therefore be movable. The transient nature of the structure, small scale and joyful appearance would animate and enhance this part of the conservation area.

Planning and heritage policy

Policy CS11 of the Local Plan (Core Strategy) - Protecting and Enhancing the Special Environment and Heritage states, in part, states that Planning permission will be granted for development that:

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.

Policy DM20 of the Havant Borough Local Plan (Allocations) 2014 states:

Historic Assets - Planning permission will be granted for development that conserves and enhances the historic assets of Havant Borough. Applications that affect, or have the potential to affect, heritage assets are expected to provide a Heritage Statement that:

- 1. Describe the significance of the asset and its setting, using appropriate expertise and where necessary original survey, at a level of detail proportionate to its significance and sufficient to understand the potential impact of the proposal.*
- 2. Sets out the impact of the development on the heritage assets and mitigation that is proportionate to the impact and the significance of the heritage asset, including where possible positive opportunities to conserve and enjoy heritage assets.*

The Adopted Emsworth Neighbourhood Plan includes two policies that are relevant to the application proposals in respect to the built heritage as follows:

H1 Design & Heritage

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

H2 Heritage Appraisals

- a) Any application for new development or alteration to an existing structure that affects, or has the potential to affect, a heritage asset must include an appraisal of the site and its surroundings, with drawings showing its relationship to heritage assets, whether designated or undesignated, including roofscapes and views.*
- b) Any application for new development or alteration to an existing structure must include an appraisal of the impact of construction work and traffic on heritage assets, whether designated or undesignated.*
- c) The application must clearly explain how the development proposals have taken account of the findings of such an appraisal.*

Chapter 16 of the NPPF includes a number of paragraphs concerning the conservation and enhancement of the historic environment. Paragraph 189 requires an applicant to describe the significance of any heritage assets affected by proposed development. Paragraphs 193 - 196 are concerned with considering harm that may be caused to the significance of designated heritage assets as a result of development proposals.

The *English Heritage (now Historic England) Conservation Policies and Guidance* (2008) provides comprehensive guidance on the built heritage. Paragraph 138 advises that *New work or alteration to a significant place should normally be acceptable if:*

- a. there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place;*
- b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed;*
- c. the proposals aspire to a quality of design and execution which may be valued now and in the future;*
- d. the long term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future.*

The proposed development would, it is considered, be consistent with this guidance. In particular, the proposed structure would not materially harm the value of the place, the quality of the design should be valued now and in the future and the long term consequences regarded as benign.

Assessment

This revised proposal for a modest catering facility should be regarded as a positive temporary intervention in the conservation area.

It is not considered that any harm, substantial or otherwise, would be caused to the significance of the heritage assets that are the nearby listed buildings and conservation area.

The setting of nearby listed buildings would not be affected in a negative way because of the minor nature of the proposed development, the good design of the structure, the varied built context and separation distances.

The proposed catering facility would bring animation and visual interest to the locality resulting in the enhancement of this part of the conservation area.

Appendix A

SU 7505 HAVANT QUEEN STREET Emsworth

11/49 The Old Flour Mill II

Warehouse and office. 1897. Brick, with a slate roof. Symmetrical gabled front (south) of 3 storeys and attic, 3 windows. Brickwork in English bond, cambered openings, 1st and 2nd floor bands. Cast-iron industrial windows, the central openings are windows, filling in former loading doors which had a wooden hoist at the top. 4-1 windows along each side. Modernised recently.

Listing NGR: SU7507305716

SU 7505 HAVANT QUEEN STREET Emsworth (South Side)

11/61 No. 35 (Lord Raglan P.H.) II

Public House. Early C19. Flint and brick, with a tile roof. Symmetrical front (north) of 2 storeys, 3 windows (widely-spaced with doors between). Hipped roof, brick dentil eaves. Flint walling with yellow brick dressings; quoins, flat rubbed arches to the 1st floor, cambered rubbed ground floor openings, including 2 with radiating fluted spandrels, plinth. Sashes in reveals, of 3-lights to the west side ground floor, casement to the east side, and casements to a central bow. 2 later ½-glazed doors. Simpler east elevation of 2 upper and 2 lower windows, with a 6-panelled (2 top-glazed)

central door within a segmental arched recess.

Listing NGR: SU7507305716

SU 7505 HAVANT QUEEN STREET Emsworth (South Side) 21.7.75 11/60
No. 29 GV II

House (office). Early C19. Stucco, with a slate roof. Symmetrical front (north) of 3 storeys, 3 windows. Hipped roof. Wide eaves on brackets, 1st floor band, stone cills. Sashes in reveals (2nd floor centre blank), 1st floor centre a ½-glazed folding door. Porch on oval plan with 4 columns, 6-panelled door. Prominent east elevation of 3 storeys, 1.1.1 windows. Central wide chimney with pediment, projecting centrepiece with 1st floor tall window within a recessed arch, 1st floor band, plinth. Sashes (3 blank panels), 1st floor centre has a delicate wrought-iron balcony rail with a diagonal pattern. Porch recently altered.

Listing NGR: SU7515805738