

18/00283/LBC

19 SOUTH STREET, ROCHFORD, SS4 1BQ

CHANGE OF USE OF NO 19 SOUTH STREET TO PROVIDE SEVEN, ONE-BEDROOM FLATS AND ONE TWO-BEDROOM FLAT TOGETHER WITH ASSOCIATED LANDSCAPING AND CAR PARKING

APPLICANT: ESSEX HOUSING, C/O AGENT

SAVILLS, FOURTH FLOOR, 33 MARGARET STREET, LONDON, W1G 0JD

ZONING: RESIDENTIAL / CONSERVATION AREA

PARISH: ROCHFORD

WARD: ROCHE SOUTH

1 THE PROPOSAL

- 1.1 This application seeks Listed Building Consent in connection with the change of use application which is subject of a concurrent application for full planning permission under planning reference 18/00282/FUL. This application and its scope of consideration is limited to those aspects which potentially or are likely to affect the physical fabric of the listed buildings in question and does not cover any other aspect covered by the concurrent planning application.
- 1.2 This application essentially assesses the acceptability of the physical works to be undertaken to the building to make it fit for purpose to accommodate a residential use having for many years been utilised as offices. The proposal is to revert the building back to its original use albeit in the form of eight flats comprising seven, two person one-bed flats and one, three person two-bed flat.

2 LISTED BUILDING APPLICATION DETAILS

- 2.1 This application for Listed Building Consent is supported by a Heritage Statement which justifies the physical works to the building given its stated and recognised historical context and significance. The application is

supported also by the same elevation and floor plans as those submitted in support of the planning application

2.2 Submitted plans include the following:-

Drawing Numbers:

D1117324-L11 Rev A 13/02/18 Existing Site Layout

D1117324-L10 Rev D (dated Jan 18) Proposed Site Layout Plan

D1117324-L09 Rev B (dated Nov 17) Existing and Proposed East Elevations

D1117324-L08 Revision C (dated Nov 17) Proposed North Elevation

D1117324-L07 Revision A (dated Nov 17) Proposed South Elevation

D1117324-L06 Revision A (dated Nov 17) Proposed West Elevation

D1117324-L05 Revision A (dated Nov 17) Section through 19 & Typical Outbuilding Section

D1117324-L01 Revision E (dated Nov 17) Ground Floor Plan, Basement Plan and Cycle Store Plan

D1117324-L02 Revision C (dated Nov 17) First Floor Plan

D1117324- L03 Revision C (dated Nov 17) Second Floor Plan

D1117324-L04 Revision B 9dated Nov 17) Roof Plan

D1117324-L12 (dated Jan 18) Section looking North.

Supporting Documents

- Heritage Statement prepared by Janice Gooch Heritage Consultancy (JGHC);

Overview of Development and Works

- 2.3 The application indicates that there is no change to the scale or layout, as the existing buildings are to be converted and refurbished. The supporting documentation indicates that the existing listed buildings will be repaired to enhance their appearance, especially in the street scene. The rear porch which it is indicated to be a much later addition will be removed to provide better day lighting to rooms at ground floor level.
- 2.4 The typical office interior is stated to be devoid of any original features. The interior walls, floors, ceilings and joinery were almost completely replaced in a

1980's refurbishment, leaving very little original materials apart from the masonry. An internal steel frame was installed when the building was converted into offices and higher loads were anticipated. It will be removed, when it reverts to residential use.

- 2.5 Upgrading of the floors for acoustic purposes, by the introduction of insulating materials and additional boards is proposed. New partition walls and openings, albeit in mainly 1980's timber stud walls, are proposed, although most of the existing walls and many of the openings will be reused wherever possible. Windows and external doors will be refurbished, where practicable. Replacement doors and windows will be procured to match the existing styles, with slim double glazing. Mumford and Wood Classic range (or similar) vertical sliding sashes are proposed for new windows. Where side hung, casement windows are to be replaced; comparable timber section sizes and beads will be specified.
- 2.6 The existing outbuildings will be re-slatted using all serviceable slates and new matching colour slates where required. The roofs were re-slatted in the 1980's, with bituminous felt underlay. There is little evidence of ventilation being provided to the roof spaces. It is time to upgrade the roofs to provide a longer life and avoid possible problems from decay, due to the lack of ventilation. The change of use to residential will increase the amount of moisture vapour inside the building and roof voids (from washing & drying clothes; baths and showers; cooking,) from the current, lower intensity office use. The main roofs over the three-storey building, with central valley, may also require stripping and retiling (plain tiles) to match- or reuse the existing tiles.
- 2.7 The ceiling joists on the upper floors will be raised to form collars to allow higher headroom, where it is currently restricted. The non-original, floor joists will be strengthened or replaced, where required, following the removal of the secondary steel frame.
- 2.8 Insulated plasterboard will be used to upgrade the walls to provide a more energy efficient building fabric. There are no original internal features. All were removed during the 1980's conversion to offices or during earlier works.
- 2.9 Soil and vent pipes will be internal. Only flues and bathroom vents will penetrate the external walls, being kept to the east- and north elevations. The existing commercial style, wall-mounted lights will be replaced, with more discrete and compact LED fittings.
- 2.10 Large, commercial light fittings will be replaced and signage removed. The large anodised aluminium louvred grille on the gable end of the two storey outbuilding will be removed. The hole will be bricked up, with matching bricks. New flues, vents and external light fittings are shown on architectural elevations.

- 2.11 The small, existing basement will be used for meters for incoming services and as a landlord's storage area.

3 THE SITE

The Site and Surroundings

- 3.1 The site is located on the southern approach to the centre of Rochford and lies within the Rochford Town Centre boundary in the Proposals Map within the Adopted Allocations Plan (2014).
- 3.2 The site extends to 0.27 hectares and is situated on the east side of South Street. No. 19 South Street comprises a three storey, Grade II listed former house which fronts onto the street together with a number of outbuildings and an area of hard standing.
- 3.3 The main building is currently being used as offices for the District Council. Vehicular access is gained via a narrow entrance to the side of the main building which allows access to the courtyard to the rear.
- 3.4 The site directly fronts onto South Street; to the east are the rear gardens of the detached houses which run along Millview Meadows and Brayer Mews; to the south are two storey residential terraced houses fronting South Street; and to the north by further 2-3 storey residential dwellings and offices fronting South Street. Directly north of the landscaped area is Millview Court, which is a modern development of sheltered accommodation. Local amenities in the form of shops cafes and restaurants are located in the town centre 100m to the north and the Rochford Railway station is 0.3 miles to the west of the subject site.
- 3.5 The surrounding area contains a mix of dwellings, shops and offices. The offices are occupied predominantly by small businesses although the District Council occupies the application site and some of the adjacent office buildings.
- 3.6 South Street is one of the four roads which make up the main accesses and routes to the town centre. It is relatively well preserved and contains a number of listed buildings. The main building of 19 South Street comprises a large, Georgian house, 5 bays wide, and 3 storeys tall, with the roof line hidden behind a parapet. Behind the house are original out buildings. The grounds to the rear are bound by a garden wall.
- 3.7 The house was converted to offices for the Council in the 1980s. The work involved substantial internal alterations to the building to allow for the additional floor loadings required of the offices. The roof structure was replaced, the internal layout removed and a new self-supporting steel framework was inserted. Internally, most of the original features such as coving architraves have been removed. The main spine wall which ran

through the centre of the building has been removed. The chimney breasts and stacks have also been removed.

- 3.8 In contrast, the external elevations have not been significantly altered as a result of these works.
- 3.9 The site is shown as being within Flood Zone 1 on the Environment Agency online flood maps. The site is set within a Rochford Conservation Area and there are a number of listed buildings within close proximity.
- 3.10 The site is located on the southern approach to the centre of Rochford and lies within the Rochford Town Centre boundary as indicated within the Proposals Map within Rochford District Council's Core Strategy (Adopted Version December 2011).
- 3.11 Access to the rear is via the left-hand side of the main house, which allows access to a courtyard that retains its original outbuildings that have externally altered little since the time of their construction. The group of buildings is formed of stable, storage and coach/cart house. These buildings have simple architectural details, which reflect their status and use. The windows are limited sized to reduce cost of glass, compared to the main house which has large, timber sash windows.

4 RELEVANT PLANNING HISTORY

- 4.1 Conversion of dwelling into office use at some point in the 1980's.
- 4.2 Planning references 17/00557/FUL and 17/00558/LBC

Change of use of no. 19 South Street to provide eight one bedroom flats. Redevelopment of the land to the rear to provide 25 flats (20 x 1 bed and 5 x two bed), the creation of a new access onto South Street and the demolition of the wall at no. 17 South Street. Together with associated landscaping and car parking"

- 4.3 Applications withdrawn.

5 CONSULTATIONS AND REPRESENTATIONS

- 5.1 **Rochford Parish Council:** No response recorded.
- 5.2 **Essex County Council Place Services Historic Buildings and Conservation Advice:** No objection.
- 5.3 The applicant seeks permission to convert 19 South Street in Rochford from an office use to form seven one-bed flats and a two-bedroom flat. The building is an elegant red brick townhouse constructed in the early nineteenth century and later converted to an office use. It, along with its associated railings, is listed grade II for its architectural and historic interest. The building fronts onto

South Street, one of the main axial streets which runs through the core of Rochford, and one which is heavily populated by other listed buildings. 19 South Street makes an important contribution to this street scene and as a consequence it is also identified as making an important positive contribution to the character and appearance of the Rochford Conservation Area.

- 5.4 The listed building was initially constructed as a single residence, and it is this use which would be the optimum use for the building. However, given the various constraints, and indeed the alterations carried out to put the building into its current use it is accepted that while this may be the optimum use, it is unlikely to be the optimum viable use. Given this, the use of the building as a multiple occupancy residential unit is not considered to be objectionable in principle, although all subdivision would need to be carried out in such a way so as to preserve the historic character, fabric and plan form of the building.
- 5.5 In this instance it is therefore unfortunate that the previous conversion of the building has been carried out in such a manner so as to lead to the wholesale loss of the internal fixtures, fittings, detailing and fabric in a manner which has been considerably harmful to the significance of the listed building, and in a manner which would not have been supported were it to be brought forward under present guidance and legislation. In this instance therefore there is little significance attached to the internal fabric, and the considerable alterations and insertion proposed to be carried out to support this application are not therefore considered to harm the significance of the building. There would however be a preference to see cornices, skirting boards and other similar internal features reinstated, details of which could be secured by condition. The works to be carried out to convert the outbuilding to the rear are considered to be minimal in their scope, and similarly not harmful to the significance of the listed building.
- 5.6 The external works are similarly minimal in their scope, involving the insertion of French doors, the blocking of existing vents and the integration of a soil stack within an existing chimney stack. None of these areas are considered to be objectionable, but I want to see conditions attached to any approval to require further details to be submitted.
- 5.7 I therefore have no objection to the application from a conservation perspective, but I would want to see conditions requiring the following attached to any approval.
- 1) Detailed drawings showing all new replacement internal doors in section and elevation at a scale between 1:1 and 1:20 at A3.
 - 2) Detailed drawings showing all proposed new skirting boards, cornices and architraves in section at a scale of 1:5 at A3.
 - 3) Materials schedule setting out the proposed internal finishes, which is to include specific sectional drawings or manufacturer's details.

- 4) Detailed drawings showing the proposed new windows, doors, French doors shown on the proposed elevation in section and elevation at a scale between 1:1 and 1:20 at A3.
- 5) Details of the proposed new vents and chimney cowl.

Neighbour Representations

5.8 Four representations have been received from the following addresses:-

5.9 Belchamps Way: 25.

5.10 Brayers Mews: 10,11

5.11 South Street: 49

- The building should be retained within the ownership of Rochford District Council and used to replace temporary Council buildings in South Street.
- Due care and attention should be given to any bats found during the course of the works.
- Concern regarding security to Brayers Mews by reason of open entrance to the site.

6 MATERIAL PLANNING CONSIDERATIONS

- 6.1 When making a decision on all listed building consent applications or any decision on a planning application for development that affects a listed building or its setting, a local planning authority must 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. Preservation in this context means not harming the interest in the building, as opposed to keeping it utterly unchanged.
- 6.2 This obligation, found in sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (1), applies to all decisions concerning listed buildings.
- 6.3 Decision-making policies in the National Planning Policy Framework and in the local development plan are also to be applied, but they cannot directly conflict with or avoid the obligatory consideration in these statutory provisions.
- 6.4 Section 38(6) of the Planning and Compulsory Purchase Act 2004 places a statutory responsibility on planning authorities to determine planning applications in accordance with the provisions of the development plan unless material planning considerations indicate otherwise.

- 6.5 The Allocations Plan (2014) forms part of the Development Plan for the Rochford District. The Allocations Plan superseded the proposals map that accompanied the 2006 Replacement Local Plan. In this instance given the nature and scale of the proposed development the provisions of The National Planning Policy Framework (March 2012) and Planning Practice Guidance have to be taken into account in the consideration and determination of this planning application.
- 6.6 The adopted Development Plan is the Rochford District Core Strategy adopted in December 2011, the Allocations Plan adopted February 2014 and the Development Management Plan adopted in December 2014.
- 6.7 The Allocations Plan was formally adopted following confirmation from the Planning Inspector conducting the examination that the Plan was sound and legally compliant. The Allocations Plan allocates specific sites and sets out detailed policies for a range of uses, including residential, employment, education and open spaces, and has been prepared in accordance with the general locations and policies set out in the adopted Rochford Core Strategy to accommodate the current housing and other development needs in the District.
- 6.8 A legal challenge to the adoption of the Allocations Plan was made to the High Court on 4 April 2014 under Section 113 of the Planning and Compulsory Purchase Act 2004 on grounds that the document was not within the appropriate powers and/or a procedural requirement had not been complied with. Several hearing sessions took place and the claim was dismissed by the High Court in a decision issued in December 2014. The Allocations Plan therefore proceeds as adopted.
- 6.9 The principal consideration, given the precise nature of this listed building consent application, is that of:-
- 6.10 Whether the physical works to the building would harm its architectural integrity or its historic interest and whether this harm if it were to occur would have wider implications in terms of harm to its wider setting.
- 6.11 If harm were considered to arise – whether the degree of harm is such that it is considered outweighed by any other material planning consideration.
- 6.12 The Planning Statement sets out that the proposal will provide eight new residential units from the conversion of a Grade II Listed Building. Policy DM1 seeks to ensure that the design of new developments considers and addresses historical character and the character of a listed building. The Council in the Core Strategy sought to extend planning controls over certain types of development when concerning Listed Buildings and/or Conservation Areas; however, redevelopment and alterations are not precluded, providing they make a positive contribution to the character of an area or building. This proposal demonstrates a positive contribution to both the Listed Building and

wider Conservation Area through its proposed repairs and sensitive refurbishment of the listed building, ultimately reverting the building back to its original, intended use.

- 6.13 Paragraph 128 of the NPPF states that ‘as a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.’ It also advises that ‘the level of detail should be proportionate to the assets’ importance and no more than sufficient to understand potential impact of the proposal on their significance.’ This application is accompanied by an appropriate Heritage Statement which suitably identifies the significance of the relevant heritage assets and undertakes the appropriate assessment of impact upon that significance.
- 6.14 At the local level, the Council’s Core Strategy seeks to ensure that listed buildings’ character and value are protected and enhanced through good design. Policy DP1 Design seeks to ensure that design has regard to the local flavour of a proposal’s locality and the wider Borough. It is considered that this scheme is in line with policy through its planned internal enhancements; the insertion of modern mechanical requirements, mainly the formation of flue outlets for central heating appliances allow the Grade II Listed Building to provide high quality residential accommodation, therefore returning the building to its original use. It should be noted however, that this policy does not allow for the balancing of harm and public benefits, or differentiate the approach to designated and non-designated heritage assets. The policy is therefore inconsistent with the NPPF and should be afforded limited weight.
- 6.15 The Heritage statement prepared by Janice Gooch Heritage Consultancy that accompanies this application concludes that there will be no resulting harm to the identified heritage assets, and that the proposals suitably preserve and enhance the character of the Listed Building.
- 6.16 It is clear from the submitted statements that the building although remaining largely unaltered at its external elevations has been significantly altered internally such that there is little remaining of the original fabric of the building.
- 6.17 Internally, on initial inspection, it would appear that the main structure and floor plan remains as original, however, all decorative features, such as coving and architrave have been removed. Further investigation has allowed for inspection of the construction and this has been compared with earlier records of the description of the building. This shows that the building had been gutted of a majority of its timber floor joists, though some of the original floor boards were reinstated in places. The main spine wall which ran through the centre of the building, parallel to the front and rear elevations, has been removed apart from within the right-hand side of the ground floor, and very small sections on other floors. The chimney breast and stacks have been removed.

- 6.18 Externally it appears that one chimney stack has been removed to the rear right-hand side. The layout of the building now 'reflects' the original layout of a two-room deep house, but the walls are all modern, stud plaster board walls.
- 6.19 The submitted Heritage Statement indicates that the majority of the upper roof structure appears to be replacement of approximately 95%. There is evidence of a single section of timber forming a section of the purlin, and approximately 2 rafters are older than the rest of the roof structure, however, they appear to be finished to a higher standard than those that would be expected to be seen in a Georgian building which suggests that these are Victorian timbers that remain.
- 6.20 Due to the design of the roof with the hidden parapet valley gutter, many roof structures suffered severe wet ingress, which resulted in the rotting of main structural timbers if the buildings were not well maintained. During the 1980s it was not considered necessary to save as much historical fabric as possible, but to replace with new to ensure that the building remained water tight. It is therefore not surprising that the roof structure is of relatively modern construction, with only a small section of older timber remaining.
- 6.21 Though the development and changes of the roof structure can reflect the construction methodology of not only the Georgian times (as the construction had inherited defects due to the valley gutter and poorer quality timbers) and reflects the conservation ethos of the 1980s, the roof structure is deemed to have limited significance to the building, and any limited alterations are not deemed to have an impact on the significance of the character or appearance of the building.

Steel Frame

- 6.22 It is understood that the steel frame work was installed by Rochford District Council to allow the building to be converted from residential to office use, with the frame designed to take the additional loadings required.
- 6.23 From the opening-up works undertaken it would appear that the frame has not been connected to the outer walls of the listed building, and therefore the removal should not cause harm to the historic fabric. The insertion of the framework appears to have been done by stripping the building of the ceiling, and installing the framework from underneath the floor joists, therefore causing loss of any historic ceilings, but retaining some of the original floor joists and boards.
- 6.24 The new ceilings have then been reinstated to give the same level throughout the floors and therefore, in some places there is quite a void. This void indicates where the higher ceilings were, and therefore, where the principle rooms. It is unlikely due to the age and size of the building that the building had a piano noble, a common feature in large Georgian town houses, and this

is supported by the height of the floor joists that the principal reception rooms were on the ground floor.

Historic Fabric

- 6.25 It would appear that the original fabric is limited within the main house, consisting of some floor boards, floor joists and external walls. There is a limited amount of internal wall that appears to be original, with small section of brick work remaining.
- 6.26 These walls appear to have been constructed off the floor boards, and though this could be original construction, it is usually more common for the original walls to be constructed off the floor joists direct. This would have allowed for the internal walls and floor joists to tie the building together, acting as a complete integrated structure, transferring the loads as a timber frame building would have done. The ground floor walls (as indicated) are of solid, masonry construction, and may have been original wall, or a later insertion, acting as a spine wall to take the loads from above.
- 6.27 None of the fixtures and fittings are original, and the staircase design, style and steepness would suggest that this is a more modern replacement, but earlier than the 1980s work undertaken by Rochford District Council. Reports state of a grand entrance hallway, and this would have also reflected in a great staircase of 'show and splendour', and likely to have had a decorative balustrade, due to the number of skilled craftsmen in South Street and Rochford.
- 6.28 The front elevation windows appear to be finer in detail but are the same as the windows used in the other Rochford District Council Offices, so it is highly likely they were all replaced in the 1980s work. The chunkier frames to the outbuilding reflect the more modern replacements, though, these windows would have originally been a cheaper to construct casement window, the details would have been finer.
- 6.29 The rear timber sash windows appear to be more modern, and of a lower quality than the front elevations. Some of the stone window sills have been replaced with concrete sills.
- 6.30 All the glass has been replaced with modern float glass, presumably as part of the 1980s works.
- 6.31 The building currently has three main chimneys showing towards the corners of the building. It is highly likely that there would have been a fourth to allow the building not only to be symmetrical but to ensure that all rooms of worth, or those that needed it (such as a kitchen) had a fireplace. It is not clear when the chimney stack was lost. It is presumed that the 1980s conversion works resulted in the substantial loss of the internal chimney stacks, with only small returns remaining.

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- 6.32 The external brick work appears to be as originally constructed, with the unique Rochford split of red and gault brick work. The front elevation was constructed in a 'new' brick to the area, constructed in a yellow Stock brick, which must have been very striking at the time as the colour was different to the local red (or burnt black) brick or timber weather boarding. The Flemish bond, however, was common in Rochford and can still be clearly seen in many of the older buildings around the town. The bond seems to have been used not only on the main houses, but also for boundary treatments, which again can be seen around the town. Only late Victorian and more modern buildings appear to have used a different bond.
- 6.33 The joint lines would suggest that the main house was constructed first, and then the outbuildings were added individually, but within a short number of years.
- 6.34 The proposed layout of the courtyard area is to retain the simple open space. The planters provide privacy to the ground floor rooms and reduce noise impact of the hard-built surfaces but are in removable containers. This allows any archaeology to be retained, and the courtyard to be returned to its open plan appearance.
- 6.35 The internal layout and traditional construction methods have been removed and long lost, with just the historic brick shell remaining for the main house and the out building. It would appear that the windows were replaced with a standard 'sash' design, with slightly heavier glazing bars to the vertical sliding sashes and new sash boxes. It is proposed to use modern materials internally to upgrade the thermal efficiency of the building.
- 6.36 To improve thermal and acoustic levels internally, it is proposed to replace the modern timber windows with new slim-lite sash windows to the main house, and new casement windows to the outbuildings to maintain the visual distinction between the two areas. All windows will be timber and constructed with a lighter framework than currently presented. The sashes will retain the 6 over 6 arrangement, as currently seen.
- 6.37 Legislation relating to listed buildings and conservation areas is contained in the Planning (Listed Buildings and Conservation Areas) Act 1990. For the purposes of this application, the relevant considerations are Sections 66 and 72 of the 1990 Act. The Act does not require the preservation of listed buildings or conservation areas per se, but rather it places a statutory duty on decision makers to ensure that their special interest is properly taken into account as material considerations when determining applications affecting their special interest, or the setting of listed buildings.
- 6.38 Case law has established that the preservation of the setting of a listed building requires considerable importance and weight (i.e. the Barnwell Manor judgement) and that, generally, a decision-maker who has worked through the paragraphs of the NPPF in accordance with their terms will have complied

with the statutory duty set out in the 1990 Act (i.e. the Mordue judgement). The National Planning Policy Framework (the NPPF) was published in May 2012 and constitutes guidance for local planning authorities and decision makers. Applications for planning permission must be determined in accordance with the local development plan, unless it is silent or material considerations indicate otherwise. The NPPF is a material consideration. 14. Section 12 of the NPPF deals with conserving and enhancing the historic environment, in paragraphs 126 to 141.

- 6.39 The Local Plan sets out key considerations when considering development proposals within sensitive settings and indicates as follows:-

"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."

- 6.40 The National Planning Policy Framework indicates that:-

"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."

"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."

- 6.41 Paragraph 126 of the NPPF encourages local planning authorities to recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. One of the factors to be taken into account is the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation. The same paragraph recognises the fact that new development can make a positive contribution.
- 6.42 Paragraph 128 of the NPPF requires applicants to describe the significance of any heritage assets affected by a proposal to a proportionate level of detail. Paragraph 129 requires essentially the same from local planning authorities: to identify and assess the "particular significance" of any heritage asset. It is the significance of the heritage asset that should be taken into account when considering the impact of a proposal.
- 6.43 According to paragraph 131, a number of considerations should be taken into account, first of which is the desirability of sustaining and enhancing the

significance of heritage assets and putting them to viable uses consistent with their conservation. The paragraph reiterates the well-established concept that new development can make a positive contribution to local character and distinctiveness.

- 6.44 Paragraph 132 applies specifically to designated heritage assets, such as listed buildings and conservation areas. It states that great weight should be given to the conservation of designated heritage assets and it propagates a proportionate approach (i.e. the more important the asset, the greater the weight attached to its conservation).
- 6.45 Paragraph 133 deals with substantial harm to, or total loss of significance of, a designated heritage asset and it is not relevant to this application, which could not reasonably result in the magnitude of harm given the nature and significance of the heritage assets, and the role of the application site in making a contribution to their overall significance. Paragraph 134, on the other hand, deals with less than substantial harm. Harm in this category should be weighed against the public benefits of the proposal. The National Planning Practice Guidance¹ (NPPG) describes public benefits as “anything that delivers economic, social or environmental progress”.
- 6.46 According to paragraph 137, local planning authorities should look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements that make a positive contribution to or better reveal the significance of the asset should be treated favourably.
- 6.47 According to Local Development Framework Development Management Plan policy DM1 “Design of New Developments” the design of new developments should promote the character of the locality to ensure that the development positively contributes to the surrounding built environment, without discouraging originality, innovation or initiative. Specifically the policy requires the design and layout of proposed developments to demonstrate that impacts on the historic environment, including conservation areas and listed buildings, have been carefully considered and addressed within the proposal. The document, first published in March 2015, was produced by English Heritage (now Historic England) on behalf of the Historic Environment Forum. The Note provides information on good practice, but it does not constitute a statement of Government policy itself, nor does it seek to prescribe a single methodology or particular data sources.
- 6.48 The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place. These can be static or dynamic, and include a variety of views of, across, or including the asset, and views of the surroundings from or through the asset, and may intersect with, and incorporate the settings of numerous heritage assets. The implication must be that some views will contribute less,

or possibly not at all. Views which ‘contribute more’ include 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 and the topography of battlefields; those where the composition within the view was a fundamental aspect of the design or function of the heritage asset; and those between heritage assets and natural or topographic features, or phenomena such as solar and lunar events.

- 6.49 In the light of those considerations cited, it is not considered that the physical works proposed to the building (which is significantly stripped of original fabric by virtue of internal alterations) will have any detrimental impact on the conservation interest of the building. There is considered to be no policy conflict with the NPPF, the Rochford District Local Plan and the Planning Listed Buildings and Conservation Areas Act 1990.
- 6.50 The submitted heritage Statement indicates that the conversion of No19 back into residential occupation is considered to be of positive impact. Internally the house has lost all of its original fixtures and fittings; however, using the building as a home again will bring the building back to its original use. The proposed changes, however, will have an impact on the external appearance of the building due to the insertion of modern mechanical requirements, mainly the formation of flue outlets for central heating appliances. However, these have been designed to reuse existing openings or to be located away from the main elevations. Drainage and electrical supplies can all be run internally, with no loss of historic fabric due to the formation of holes in floor joists or floor boards.
- 6.51 The removal of the steel framework is not deemed to cause harm to the architectural or historic significance of the building.
- 6.52 The retention of the feel of the court yard is important as this is of high architectural, historical and social significance to No 19. The use of materials chosen to form the new paving to the court yard, and the change of material and colour to the new build allows this visual separation to be retained.
- 6.53 Within the out buildings, to ensure that all buildings have a full use it is proposed to form a new opening between two of the buildings. Though this will result in a loss of historic fabric it will ensure that all the buildings have a full use, and therefore will be maintained.

Additional Works for Mechanical and Electrical Services

- 6.54 The conversion works will allow for the removal of the limited signage and the removal of the large vents associated with an office building. However, penetrations will need to be made within the building to allow for extracts and flues. Where possible this will reuse existing openings and are paired to reduce the number of penetrations. The flues and extracts are limited to the

side and rear elevations, and in locations where they will cause minimal impact on the external appearance of the building. The architect's drawings provide plan and elevation drawings indicating where the proposed flues/extracts and external lighting will be located.

- 6.55 The creation of new pipe runs for plumbing and electrical system should be able to re-use the existing penetrations within the building, or through new fabric. The main intake to the building, with the sub metres will be located within the existing basement area, and therefore prevent any modern interventions being installed to the court yard or external elevations.

Additional Works for Acoustic and Fire Protection

- 6.56 To ensure that the flats offer acoustic and fire protection, additional works will need to be undertaken. However, due to there being limited original fabric remaining, this upgrading is deemed to have limited impact on the historic fabric.
- 6.57 The proposed upgrading will consist of installing a floating floor formed on tongue and groove boards, with insulation underneath. For the ceiling a similar system will be employed.
- 6.58 To upgrade the thermal efficiency to the solid wall construction, it is proposed to use insulated plaster board. This can be installed to allow the traditional wall construction to breathe and reduce the long-term risk on structural defects or damage to the historic fabric. It should be noted that the use of concrete is evident around the building, both as repointing and as bedding bricks were previously repaired. .

Impact on the Setting of the Listed Building – South Street (Current Council Offices and Adjoining Buildings

- 6.59 The proposed works to No 19 South Street are not deemed to have an impact on the setting of the surrounding listed buildings due to the external appearance of the building as remaining relatively unaltered.

Statutory Consultee and Public Representations

- 6.60 It is noted that Essex County Council Place Services Historic and Conservation Advice has no objection. It is noted that the consultation response received makes reference to the property frontage facing West Street as opposed to South Street which for clarity has been amended in this report under 'Consultations'.
- 6.61 The response received recognises the extent to which the building has been altered over time rendering very little of the internal fabric to be of any architectural or historic significance whilst the external shell of the building is well preserved.

- 6.62 The conditions recommended have been considered and although on first glance the recommended conditions may appear to be requiring details which could be argued are not required, it is concluded however that an element of control on the agreement of the type and construction of materials and detailing achieved via the imposition of conditions is a justified and reasonable approach in this instance. It is considered that the conditions can be imposed in such a manner that agreement which will not need to be reached before commencement of the development but rather prior to the installation of fixtures and fittings including fenestration.

7 CONCLUSION

- 7.1 It is concluded that proposed works will have no significant impact upon the architectural or historic interest of the building such as to render the works objectionable on the basis of the relevant statutes and policies.

8 RECOMMENDATION

- 8.1 It is proposed that the Committee **RESOLVES**

That Listed Building Consent be approved, subject to the following conditions:-

- (1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- (2) The development shall be undertaken in strict accordance with the plans received on 19 February and 19 March 2018, Drawing Numbers:

D1117324-L11 Rev A 13/02/18 Existing Site Layout

D1117324-L10 Rev D (dated January 2018) Proposed Site Layout Plan

D1117324-L09 Rev B (dated November 2017) Existing and Proposed East elevations

D1117324-L08 Revision C (dated November 2017) Proposed North Elevation

D1117324-L07 Revision A (dated November 2017) Proposed South Elevation

D1117324-L06 Revision A (dated November 2017) Proposed West Elevation

D1117324-L05 Revision A (dated November 2017) Section through 19 and Typical Out Building Section

D1117324-L01 Revision E (dated November 2017) Ground Floor Plan, Basement Plan and Cycle Store Plan

D1117324-L02 Revision C (dated November 2017) First Floor Plan

D1117324- L03 Revision C (dated November 2017) Second Floor Plan

D1117324-L04 Revision B 9dated November 2017) Roof Plan

D1117324-L12 (dated January 2018) Section looking North

REASON: For the avoidance of doubt and to ensure that the development is completed out in accordance with the details considered as part of the listed building consent application.

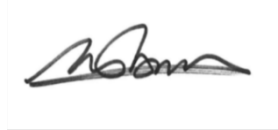
- (3) Notwithstanding the details of the submitted plans, prior to their installation, the following details shall be submitted to the local planning authority for its written approval. The development shall be implemented in accordance with such details as may be agreed.
- a) Detailed drawings showing all new replacement internal doors in section and elevation at a scale between 1:1 and 1:20 at A3.
 - b) Detailed drawings showing all proposed new skirting boards and architraves in section at a scale of 1:5 at A3.
 - c) Materials schedule setting out the proposed internal finishes, which is to include specific sectional drawings or manufacturer's details.
 - d) Detailed drawings showing the proposed new windows, doors and roof lights (which shall be Conservation Type) shown on the proposed elevation in section and elevation at a scale between 1:1 and 1:20 at A3.

REASON: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

STATEMENT

This Listed Building Consent relates solely to the plans, drawings, notes and written details submitted with the application, or as subsequently amended in writing and referred to on this decision notice. Any variation of the works or additional works found to be necessary before work starts or while work is in progress [or required separately under the Building Regulations, by the County Fire Service or by environmental health legislation] may only be

carried out subject to approval by the Local Planning Authority. Unauthorised modifications, alterations, or works not covered by this consent may render the applicant, owner(s), agent and/or contractors liable to enforcement action and/or prosecution.



Matthew Thomas

Assistant Director, Planning and Regeneration Services

Relevant Development Plan Policies and Proposals

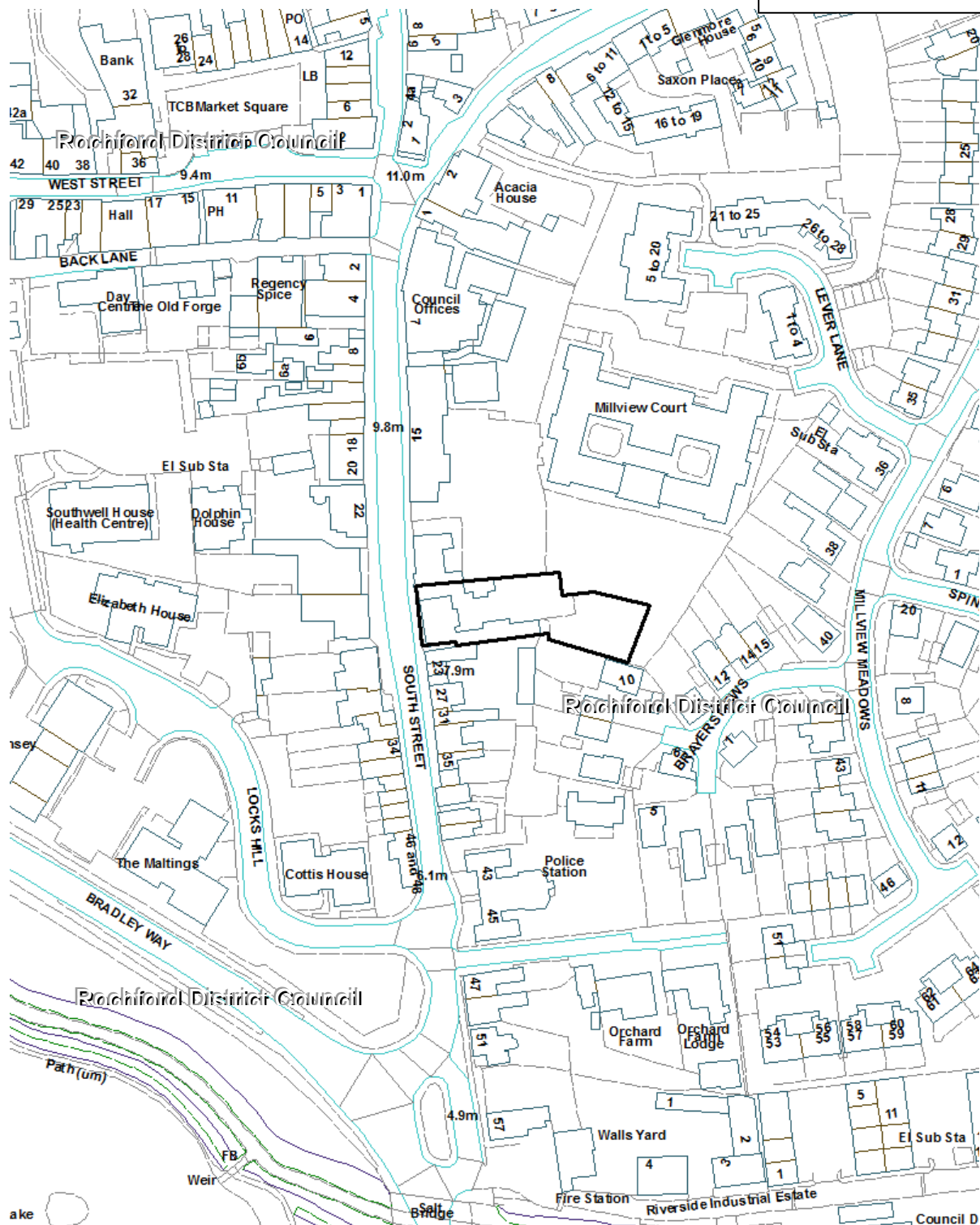
Listed Building and Conservation Areas Act 1990

National Planning Policy Framework Chapter 12 Conserving and Enhancing the Natural Environment

DM1 of the Development Management Plan 2014

Design Guidelines for Conservation Areas SPD (2007)

18/00283/LBC



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8.20



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