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Site Address: 2C Nile Street, Emsworth, PO10 7EE  
Proposal: Addition of second floor with new pitched roof with rear window and demolition of chimney.  
Application Type: Full Planning Permission  
Application No: APP/22/01227 Expiry Date: 15/02/2023  
Applicant: Mr McGeever  
Agent: Mrs L Taylor Case Officer: Selina Donophy  
Thorns - Young Ltd  
Ward: Emsworth

Recommendation: **REFUSE PERMISSION**

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## **1 Site Description**

The application site comprises an end of terrace, two storey property on the south side of Nile Street, located within Emsworth Town Centre and within the Emsworth Conservation Area boundary. The terrace row includes 5no. properties of similar design but constructed in different stages (No's 2 and 4 are the most historic and are Grade II listed). The application site is likely to be the most recent addition to the terrace and unlike the others, features a flat roof with a low parapet wall on the front elevation. The properties are rendered and painted white to give a more uniform appearance.

To the rear of the properties on the south side of Nile Street is a public car park (South Street) and the rear boundaries of No's 2c – 12 form the north boundary of the car park. As such, the rear elevations (mainly first floor and above) are highly visible from the car park which is also within the conservation area boundary.

To the east of the application site lie No. 23 High Street and No's 1,1a, 1b and 1c South Street, all of which are Grade II listed buildings. No. 23 High Street in particular lies in close proximity to the application site as it has a rear projecting section which fronts onto Nile Street.

## **2 Planning History**

04/68532/000 - Erection of new portico and canopy to front door., PERM,06/04/2004

## **3 Proposal**

Addition of second floor with new pitched roof with rear window and demolition of chimney.

## **4 Policy Considerations**

National Planning Policy Framework  
Havant Borough Council Borough Design Guide SPD December 2011  
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

- CS11 (Protecting and Enhancing the Special Environment and Heritage of Havant Borough)  
CS12 (Chichester Harbour Area of Outstanding Natural Beauty (AONB))  
CS16 (High Quality Design)

Havant Borough Local Plan (Allocations) July 2014

- DM20 (Historic Assets)

Emsworth Neighbourhood Plan Post Examination Version 2020

- ENP\_H2 (Buildings of Local Historic Interest)  
ENP\_H1 (Design & Heritage)  
ENP\_D1 (General Design Policy)  
ENP\_D2 (Height, Mass & Materials)  
ENP\_D3 (Layout, Form & Density)

Listed Building Grade: Not applicable.

Conservation Area: Emsworth

## **5 Statutory and Non Statutory Consultations**

### **Chichester Harbour Conservancy**

Following a site visit made 13.2.2023 and having regard to the policy framework\* below, these are major alterations within the heart of the Conservation Area (CA) and would be highly visible from the public car park to the south.

2c has a flat roof that sits behind a parapet upstand to the street. 2a and 2b Nile Street also have a taller parapet in red brick that with the white-painted render below. Behind their parapets are a run of pitched roof surfaces, with valley gutters in between. The eastern-most roof surface drains onto the flat roof of 2c Nile Street.

A very limited supporting statement has been submitted by the agent, which does not reference Chapter 16 of the NPPF, nor the adopted Development Plan nor the Conservation Area Appraisal nor the Emsworth Design Statement, to discuss the impact on the significance of works to this property on the character and appearance of the Conservation Area and the setting of 23 High Street and to a lesser extent 2 Nile Street as Listed Buildings.

No recent similar applications relate to the property, nor the similar neighbouring terrace to the west, which the application site bookends. Like 2a and 2b, 2c has a very small back garden, so rearwards extension as an alternative, probably not tenable.

From the rear, the unfortunate and overdominant mansard roof of 10 Nile Street, completely detracts from the character of 2c through to 8 Nile Street.

Assessment has been made harder by no contextual street scene elevations (front and back) having been prepared.

Although an undesignated heritage asset, 2c Nile Street affects the setting of the Grade

II Listed 23 High Street immediately to the east, whose list description reads –

“SU 7405 HAVANT HIGH STREET Emsworth (West Side)

11/12 No. 23 GV II House, with shop. Early C19. Stucco, with a low pitched hipped (now pantiled) roof.

Symmetrical elevations of 3 storeys, 3 windows to the north and 2 (all but one blank) to the east. Eaves fascia with spaced brackets (square mutules with circular pattern beneath), 1st and 2nd floor bands, corners having a plain pilaster at the 2nd floor, quoins to the 1st floor and vermiculated quoins to the ground floor, eared architraves with vermiculated keys, plinth. Sashes in reveals. Ground floor late C20 shopfront

beneath an older continuous cornice.”

Looking at historic mapping, the site seems to be developed in 1866 by a much larger building, also occupying the plots of what are now 2a and 2b Nile Street. By 1883 the same seems to have been the case. By 1898, further development appears to have occurred to the rear, leaving a small undeveloped rectangular yard that persisted to the 1930 mapping. By 1942, some of the buildings appear to have been cleared at the rear, leaving a much larger yard space.

The Conservation Area Appraisal records 2a-2c Nile Street which positively contribute to the character of the CA, with Nile Street having originally been laid out in the 18th Century.

The Emsworth Design Statement counsels against the removal of chimney stacks.

There is no explanation for why the proposals have been amended, but the

Conservancy sympathizes with the letter of objection sent to the Council.

The Conservancy addresses its comments to the amended plan posted on-line 3-2-2023.

The proposals would raise the roof ridge above that of 2a and 2b Nile Street, which would upset the positive group contribution those properties make to the CA, with the side dormer window looking particularly ungainly.

For the record, the originally submitted plans are thought to be worse.

In conclusion the proposed works are considered to have significant adverse impact on the AONB landscape, and the integrity of this group of positive buildings within the Emsworth CA. The overall historic significance of the building and character and appearance of the CA would not be preserved.

*Case Officer comment : The side dormer has since been removed from the proposals*

## **Conservation Officer**

### **Assessment**

The initial plans proposed a mansard roof extension with rear facing balcony however, these were withdrawn at an early stage in the application due to design concerns.

The proposal is now for a pitched roof extension to form accommodation within the new roof space and a rear facing window in the gable end.

Whilst a document entitled ‘Heritage and Design / Access Statement’ has been submitted, this is not considered to be proportionate to the proposed development in terms of an adequate heritage assessment. The document refers to the site being located within the conservation area however, it does not acknowledge the adjacent heritage asset that being No. 23 High Street (Grade II listed) (or its neighbours), or make any assessment on the potential impact on this, nor does it assess how the proposal would impact the character of this part of the conservation area. On this basis, the application does not meet the requirements of Policy DM20 of the Local Plan (Allocations 2014).

This aside, there are concerns over the impact of the proposed development on the adjacent listed building and the conservation area. The south side of Nile Street contains a variety of building designs, some of which have been recently extended (e.g. No. 10). However, No’s 2c – 4 form a terrace row with No’s 2 and 4 being the most historic and featuring barn hip corners to the rear roof gable. No’s 2a and 2b are matched in age and style and No. 2c is set apart from the other properties due to the flat roof design and lower, front parapet wall at roof level. It is also wider in footprint than No’s 2a and 2b. However, all the properties have a uniformity to some degree, particularly with the painted render finish and also that the rear facing roof gables are

generally the same height (give or take 150mm). No. 2c appears incongruous with the existing flat roof and it is recognised that there is an opportunity to enhance this by creating a roof which is more in keeping with the existing terrace.

However, the ridge of the proposed roof extension would be approx. 900mm higher than adjoining No. 2b and given that this would be over a wider footprint, the proposed roof extension would be noticeably out of balance with the existing terrace. As this would be highly visible within the wider conservation area due to its exposed rear elevation, it is considered that it would form an incongruous feature which would be harmful to the conservation area, in that it would not preserve or enhance its special character.

Furthermore, the proposed roof extension would be adjacent to the rear element of No. 23 High Street and no assessment has been made as to how this would affect the architectural or historic significance of this heritage asset. There is potential that a roof extension at the proposed height would risk detracting from the architectural significance by forming an overbearing presence.

### Conclusion

In summary, it is recognised that there is an opportunity to enhance the rear elevation of No. 2c however, it is considered that the proposal would not meet the requirements of Section 72 of the TCPA 1990 in that it would fail to preserve or enhance the special qualities of the conservation area. Furthermore, the application does not accord with Policy DM20 of the Local Plan as it does not adequately assess the potential impact on the adjacent listed building. If such an assessment had been carried out, it may have informed the design of the roof extension with a refined focus.

OBJECTION subject to the following reasons:

Does not accord with Section 72 of the TCPA 1990 in that it would fail to preserve or enhance the special qualities of the conservation area by forming an incongruous feature within the terrace row.

Does not meet the requirements of Policy DM20 in that it does not adequately assess the impact on the adjacent heritage assets.

### **Councillor Julie Thain-Smith**

No comment received

### **Councillor Lulu Bowerman**

No comment received

### **Councillor R Kennett**

No comment 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: 24

Number of site notices: 2

Statutory advertisement: 28/12/2022

Number of representations received: 2

| Comment                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Officer Comment                                                                   |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|
| <p>The plans submitted do not clearly show the relationship the proposed new roofline has to the adjacent property, 2B Nile Street. It appears to be trying to deceive the planners and residents of the fact that the new story will be twice the height of the existing highest roofline, and is totally out of character with the former warehouse building to which the dwelling is attached.</p> <p>Also of concern is the disruption to access of the jointly shared turning and parking for residents and businesses behind the property. How will this be managed?</p> | <p>Comment noted. Please see 'Planning Considerations' section of the report.</p> |
| <p>See representation under documents tab rcvd 20.01.23</p> <p>Issues raised :</p> <p>The building of the second floor raises the roof line considerably higher than the current ridge height making an unsightly aspect for the row of houses along the east side of Nile Street.</p> <p>Does not blend in with the listed buildings and Conservation Area</p> <p>Should not obstruct the parking or do so via the use of scaffolding</p> <p>The property is to be occupied as an Airbandb , reducing occupancy of residential properties in Emsworth.</p>                    | <p>Please see 'Planning Considerations' section of the report.</p>                |

## **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) Appropriateness of design and impact on the character of the area, the Emsworth Conservation Area and the Listed Buildings
- (iii) Impact on the AONB
- (iv) Effect on neighbouring properties

- (v) Parking
- (vi) Other matters

(i) Principle of development

7.2 The application site is located within the defined urban area, therefore development is considered acceptable in principle subject to 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.

7.4 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.

7.5 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.

7.6 Policy CS16 (1a) of the Core Strategy states 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:

Identifies and responds positively to existing features of natural, historic or local character within or close to the proposed development site.

7.7 Policy DM20 of the Allocations Plan states that development proposals must conserve and enhance the historic assets of Havant.

7.8 Policy H1' Design and Heritage' of the Emsworth Neighbourhood Plan states that any new development or alteration to an existing structure that affects, or has the potential to affect a heritage asset (whether designated or undesignated) will be required in its design, scale and materials to conserve or enhance the significance of the heritage asset, the wider historic character of Emsworth, and to have regard to the design guidance within this neighbourhood plan.

7.9 Policy H2 'Heritage Appraisals' of the Emsworth Neighbourhood Plan states that :

- 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.

7.10 Policy D1 'General Design Policy', Policy D2 'Height, mass and materials' and Policy D3, 'Layout, form and density' of the Emsworth Neighbourhood Plan all relate to the appropriateness of design within Emsworth.

(ii) Appropriateness of design and impact on the character of the area the Emsworth Conservation Area and the Listed Buildings .

7.11 This proposal comprises the addition of a second floor above the existing flat roof allowing for a second floor bedroom . This proposal has been amended following its initial submission which originally included the addition of a mansard roof creating an additional storey with a balcony to the rear . This proposal was evaluated within the context of its surroundings which include Grade II Listed Buildings to the east, the siting within the Emsworth Conservation Area , the prominent visibility from the South Street car park to the rear and the attached row of terrace properties to the west. The mansard roof was considered to appear out of keeping with the setting of the terrace in which it would be sited and was not deemed to be an acceptable addition. The applicant subsequently amended the proposal to comprise of a pitched roof with a flat roof side dormer . The side dormer has since been removed from the proposals as this was considered to be harmful to the character of the host dwelling and wider character of the area. The existing chimney would also be removed. In principle a pitched roof would appear more in keeping with the terrace which all feature pitched roof forms however the proposal would differ from the attached terrace in that the pitched roof would be much steeper and taller than the pitched roofs of the properties to the west which are much shallower. This would therefore appear out of harmony with the pattern of development and would appear disruptive within the terrace to the west. The proposed rear window in the additional storey would also not appear centrally sited which would create an unbalanced appearance . The siting is particularly prominent due to the siting of the South Street car park to the south which is in constant use by those visiting Emsworth centre.

7.12 Havant's Heritage Officer has been consulted on this proposal and has the following comments to make in objection to this proposal :

*The initial plans proposed a mansard roof extension with rear facing balcony however, these were withdrawn at an early stage in the application due to design concerns.*

*The proposal is now for a pitched roof extension to form accommodation within the new roof space and a rear facing window in the gable end.*

*Whilst a document entitled 'Heritage and Design / Access Statement' has been submitted, this is not considered to be proportionate to the proposed development in terms of an adequate heritage assessment. The document refers to the site being located with the conservation area however, it does not acknowledge the adjacent heritage asset that being No. 23 High Street (Grade II listed) (or its neighbours), or make any assessment on the potential impact on this, nor does it assess how the proposal would impact the character of this part of the conservation area. On this basis, the application does not meet the requirements of Policy DM20 of the Local*

*Plan (Allocations 2014).*

*This aside, there are concerns over the impact of the proposed development on the adjacent listed building and the conservation area. The south side of Nile Street contains a variety of building designs, some of which have been recently extended (e.g. No. 10). However, No's 2c – 4 form a terrace row with No's 2 and 4 being the most historic and featuring barn hip corners to the rear roof gable. No's 2a and 2b are matched in age and style and No. 2c is set apart from the other properties due to the flat roof design and lower, front parapet wall at roof level. It is also wider in footprint than No's 2a and 2b. However, all the properties have a uniformity to some degree, particularly with the painted render finish and also that the rear facing roof gables are generally the same height (give or take 150mm). No. 2c appears incongruous with the existing flat roof and it is recognised that there is an opportunity to enhance this by creating a roof which is more in keeping with the existing terrace.*

*However, the ridge of the proposed roof extension would be approx. 900mm higher than adjoining No. 2b and given that this would be over a wider footprint, the proposed roof extension would be noticeably out of balance with the existing terrace. As this would be highly visible within the wider conservation area due to its exposed rear elevation, it is considered that it would form an incongruous feature which would be harmful to the conservation area, in that it would not preserve or enhance its special character.*

*Furthermore, the proposed roof extension would be adjacent to the rear element of No. 23 High Street and no assessment has been made as to how this would affect the architectural or historic significance of this heritage asset. There is potential that a roof extension at the proposed height would risk detracting from the architectural significance by forming an overbearing presence.*

### **Conclusion**

*In summary, it is recognised that there is an opportunity to enhance the rear elevation of No. 2c however, it is considered that the proposal would not meet the requirements of Section 72 of the TCPA 1990 in that it would fail to preserve or enhance the special qualities of the conservation area. Furthermore, the application does not accord with Policy DM20 of the Local Plan as it does not adequately assess the potential impact on the adjacent listed building. If such an assessment had been carried out, it may have informed the design of the roof extension with a refined focus.*

**OBJECTION** subject to the following reasons:

1. *Does not accord with Section 72 of the TCPA 1990 in that it would fail to preserve or enhance the special qualities of the conservation area by forming an incongruous feature within the terrace row.*
  2. *Does not meet the requirements of Policy DM20 in that it does not adequately assess the impact on the adjacent heritage assets.*
- 7.13 The applicant has not provided an in depth Heritage Statement and has not provided an assessment of the impact on the Grade II listed buildings to the east nor the impact on the Emsworth Conservation Area, as stated by the Heritage Officer in their response, this means that the requirements of policy DM20 of the Allocations have not been met.

7.14 The comments made by the Heritage Officer above clarify the proposal would appear inappropriate within the context of the row of terraces to the west and the setting of the listed buildings locate directly to the east and the Emsworth Conservation Area. For the reasons stated above the proposal would be contrary to policy DM20 of the Havant Allocations Plan , Policies CS16 and CS11 of the Havant Local Plan and Policies H1 and H2, D1, D2 and D3 of the Emsworth Neighbourhood Plan. In addition the proposal would not accord with Section 72 of the TCPA 1990.

(iii) Impact on the AONB .

7.15 The site is located within the Chichester Harbour AONB and therefore the Chichester Harbour Conservancy have been consulted in this regard. The Chichester Harbour Conservancy have objected to the raised roof ridge as this would upset the pattern of development of the terrace. This proposal would therefore be contrary to Policy CS12 of the Havant Borough Local Plan. It is noted the applicant has not provided an assessment of the impact on the AONB.

(iv) Effect on neighbouring properties

7.16 The proposal would result in a build up of the roof bulk however this would be sloped away from the properties to the east. The terraces to the west would not have their amenity affected by the proposal and the proposed second floor window would not offer any views which are not already available from the existing rear first floor windows .

7.17 Consequently, it is considered that the proposal will not appear overbearing or lead to a loss of light, outlook or privacy and would have limited and acceptable impact on the properties immediately adjacent to the application site and the properties opposite or to the rear, meeting the requirements of Policy CS16 of the HBLP (Core Strategy).

(v) Parking

7.18 The proposal would result in one additional bedroom in the additional storey and a bedroom and study at first floor level. In tis instance the study would measure approximately 4 metres 2 in area which is considered to be too small to accommodate a single bed and furniture and therefore would not be counted as a bedroom. The previous bedroom was larger in size at 6.7 metres 2 and therefore would have a larger bedroom space. It is therefore considered that with the loss of this room as a bedroom and the gain of the proposed second floor bedroom then the bedroom number would remain the same and no further parking allocation would be required.

(vi) Other matters

7.19 In terms of third-party comments not addressed above, it is considered that the submitted plans adequately show the proposed development. In addition, given the scale and nature of the proposed development, any disruption during construction works and occupation phase, would not result to a sever harm to the highway safety and would not, in itself, justify a planning refusal. The submission confirms that the proposal is to add an additional level to create a master bedroom with rear balcony in association with the existing dwelling.

## 8 Conclusion

- 8.1 The proposed additional storey would disrupt the harmony and pattern of development of the roof slopes within the terrace of which the application property is attached due to the out of keeping width, height and window placement, at odds with the roof styles of the terrace. The site is located within a prominent location within the Emsworth Conservation Area with the alterations taking place at second floor level and therefore highly visible from the rear. The siting is also located within close proximity of Grade II listed buildings to the west and would therefore impact on the historic setting of the listed buildings. The impact on the adjacent heritage assets has not been adequately assessed and is therefore directly contrary to Policy DM20 of the Havant Borough Local Plan (Allocations) 2014. The proposal would cause clear harm to the special architectural and historic interest of the listed buildings adjacent and wider Emsworth Conservation Area. It is also considered to result in harm to the setting of the Chichester Harbour AONB and is therefore contrary to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and policy DM20 of the Havant Borough Local Plan (Allocations) 2014 as well as policies H1, H2, D1, D2 and D3 of the Emsworth Neighbourhood Plan.
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## 9 **RECOMMENDATION:**

That the Head of Planning be authorised to **REFUSE PERMISSION** for application APP/22/01227 for the following reasons

- 1 The proposed additional storey would disrupt the harmony and pattern of development of the roof slopes within the terrace of which the application property is attached due to the out of keeping width, height and window placement, at odds with the roof styles of the terrace. The site is located within a prominent location within the Emsworth Conservation Area and the alterations would take place at second floor level resulting in a highly visible development. The site is also located within a close proximity of Grade II listed buildings to the west and would not preserve the historic setting of the listed buildings. The proposal would not preserve or enhance the special character and appearance of the Emsworth Conservation Area and the architectural and historic interest of the listed buildings. It is also considered to result in harm to the setting of the Chichester Harbour AONB and is therefore contrary to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and policy DM20 of the Havant Borough Local Plan (Allocations) 2014 as well as policies H1, H2, D1, D2 and D3 of the Emsworth Neighbourhood Plan.
- 2 Insufficient information has been submitted to adequately assess the impacts of the proposed development and to demonstrate that the proposal would preserve the setting of the nearby listed buildings. Therefore, the proposed development is contrary to Policy DM20 of the Havant Borough Local Plan (Allocations) 2014 and the aims and objectives of the NPPF.